



# **Comparison report regarding approaches to Freeman service**



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## Introduction

In 1965, amendments were made by Parliament to the *Local Government Act 1960* to insert a power for local governments to, by Absolute Majority and with the approval of the Minister, confer upon any person the title of 'Honorary Freeman of the Municipality'.

The title of 'Freeman' has its origins in mediaeval European history when a man who was bound to serve a landowner could, by special decree, be declared a 'free man' and so be freed of former obligations to the landlord.

In more modern usage, 'Freeman' is used to describe an honour bestowed on a person by a local government who has made a lasting and exceptional contribution to a district. It does not confer any special entitlements (other than reserved seating at local government events) and is the highest honour that a local government can bestow, and unless otherwise rescinded, is bestowed for life.

With the passage of the 1995 Act, the dedicated legislative power for local government disappeared and was absorbed within the general function under section 3.1 of the *Local Government Act 1995* (the Act) to provide for the good government of persons in its district and the executive functions under the Act.

While the dedicated legislative power to award the title was repealed, many local governments across the state have continued the practice as a means of recognising exceptional contributions, often but not always, made by long-serving and retired Councillors.

In the absence of a legislative power, the framework for appointing a Freeman is set in a policy. This paper has been prepared to inform revisions to the approach used in the Shire of Serpentine Jarrahdale.

In preparing this paper, forty policies used by local governments across Western Australia have been reviewed.

## What is the rationale for appointing a Freeman?

The appointment of a Freeman provides a way to honour the contribution made by specific individuals to the betterment of the community. Reflecting that the honour is enduring, in that it does not expire (unless otherwise rescinded); it is normally associated with recognition of very longstanding contributions.

The appointment of a Freeman is distinct from the broader Australian Civilian Honours framework of which appointment to the Order of Australia is the highest honour and service awards such as the Public Service Medal administered by the Public Sector Commission on behalf of the Department of the Prime Minister and Cabinet.

The appointment of a Freeman is different in that it is a form of local recognition. It recognises exceptional and long-standing local contributions made specifically to the community of a district. The awarding of a Freeman provides Council with a means to recognise exceptional service. In doing so, it supports community spirit and activation.

As specified in the relevant policy, the awarding of the Freeman is the highest honour that

the Shire can bestow. It is not the only form of recognition. Other recognition programs administered and/or awarded by the Shire include:

#### [Clem Kentish Community Service Award](#)

Since 1989, every year, the Clem Kentish Community Service Award has been presented to a resident of Serpentine Jarrahdale who has served the community for a minimum of twenty years, including serving on committees that have benefited the community.

#### [Community Citizen of the Year Awards](#)

The Auspire – Australia Day WA Community Citizen of the Year Awards are presented by Local Governments across Western Australia each year.

The Community Citizen of the Year Awards celebrate the positive news stories of our citizens who are worthy of the community's attention, recognising those who are role models and who inspire us with their achievements and challenge us to make our own contribution to creating a better community.

There are four categories of awards:

- Community Citizen of the Year
- Senior Community Citizen of the Year
- Young Community Citizen of the Year
- Active Citizenship Award - Community Group or Event.

#### [Volunteer Recognition Program](#)

The Shire's general volunteer recognition program recognises a volunteer from a local community group/club every month with a \$100 food and beverage voucher from a local restaurant of their choice.

#### [The Current Process for Nominating and Awarding a Freeman](#)

The process for nominating and awarding a Freeman is stated in clause 3 of Council Policy 1.1.13 – Honorary Freeman of the Municipality.

Any elected member may nominate, in writing, a person as Freeman of the Municipality, to the CEO in the strictest confidence and without the nominee's knowledge. The CEO is to ensure that the nomination is drawn to the attention of the Shire President. Consideration of a nomination for Freeman of the Municipality is to be dealt with as follows, following submission to the CEO of the nomination:

- The person's name is to be raised by the Shire President to the Leadership Team. A report is to be prepared for consideration at an ordinary meeting of the Council. The nominating elected member is to be given the opportunity, if he/she wishes, to provide supporting information/documentation for inclusion in this report.
- On receipt of such nomination, the Council is to require that the report be circulated to all elected members as a confidential item.
- At the ordinary meeting of the Council (and behind closed doors), if an elected member is not in favour of the proposal, then he/she should advise of his/her views and the reason/s why.
- The Council is to determine whether the nomination should be pursued.
- If it is considered appropriate to pursue the nomination further, then it should be resolved 'that Council bestow the honour of Honorary Freeman of the Municipality as indicated in this report'. A letter advising of this Council decision is to be sent to the nominated Freeman.



- If it is considered by Council that it would not be appropriate to pursue such a nomination, then no record of the discussion is to be made in the minutes, however the recommendation is to reflect that the person concerned has not received the support of the Council.
- If the candidate for Freeman declines the nomination, the Council is to be informed and the matter shall lapse.

## The Current Eligibility and Criteria

The eligibility and criteria for a Freeman is specified in the policy.

The Council will recognise, under appropriate circumstances, individuals who have demonstrated outstanding service to the community by awarding the title of Honorary Freeman. The title of Honorary Freeman is the most prestigious form of honour or recognition that can be conferred by the Council. This honour will therefore be conferred only in rare and exceptional circumstances to maintain both the significance and prestige of the title.

The criteria for bestowing the title of Honorary Freeman of the Municipality is as follows:

- Resident of the District for all, or most of the period relating to their eligibility to be nominated.
- Minimum service of 15 years to the Serpentine Jarrahdale community in any capacity (not necessarily as an elected member or employee of the Shire).

No currently serving elected member or employee is eligible to be nominated, although former elected members and employees may be nominated

## Comparison of the Process, Eligibility and Criteria

### Method

The analysis of the process, eligibility and criteria specified in the policy has considered the policies used in forty other local governments across Western Australia. The local governments range in size, location and complexity.

Albany	Coorow	Joondalup	Rockingham
Armadale	Dardanup	Karratha	South Perth
Belmont	Denmark	Kwinana	Swan
Broome	Dowerin	Melville	Trayning
Bunbury	East Fremantle	Merredin	Victoria Plains
Busselton	East Pilbara	Moora	Wanneroo
Canning	Gingin	Mundaring	Waroon
Capel	Gosnells	Murray	Williams
Chittering	Greater Geraldton	Nannup	Wyalkatchem
Cockburn	Halls Creek	Port Hedland	York

Fourteen of the local governments are from metropolitan Perth with the remainder from regional Western Australia. Local governments were selected on the basis that a Freeman policy was published and accessible on their website. This list does not represent all local governments that have a Freeman policy.

### Findings

Overall, the approach currently employed by the Shire is largely consistent with that used by other local governments. Across a sample of forty local governments, some variation in practice is to be expected between local governments and differences can be seen across the forty policies in the:

- Voting requirements (Simple, Absolute, Special);
- Specific eligibility requirements;
- Processes for assessing suitability of the recipient outside the normal Council decision-making framework; and
- Verbosity and comprehensiveness of criteria.

Each of the four elements is dealt with below.

#### Voting requirements

Half of the local governments require either an absolute or special majority (3/4) decision to award a Freeman. This is in keeping with the original 1965 legislative clause, which required an absolute majority decision.

Absolute or special majority were required by:

- |                  |               |
|------------------|---------------|
| • Albany         | • Karratha    |
| • Broome         |               |
| • Bunbury        | • Melville    |
| • Canning        | • Merredin    |
| • Capel          | • Mundaring   |
| • Chittering     | • Nannup      |
| • Cockburn       | • Rockingham  |
| • East Fremantle | • Swan        |
| • Gosnells       | • Waroona     |
| • Halls Creek    | • Wyalkatchem |
|                  | • York        |

#### Specific eligibility requirements

The most common specific eligibility requirement was a specified length of service. Forty-five per cent of local governments named a length of service. The most common minimum period was 20 years, compared to the Shire's 15 years, although some local governments included varying service-length eligibility requirements depending on whether the nominee was an elected member or Mayor/President.

Another specific eligibility requirement contained in some Council policies is restricting the number of active Freeman. Over a quarter (27 per cent) of Councils, set a maximum number of active Freeman. The local governments and their associated maximum number of Freeman is shown below.

- |                    |                 |
|--------------------|-----------------|
| • Albany - 4       | • Moora – 2     |
| • Broome – 3       | • Mundaring – 5 |
| • East Pilbara – 4 | • Wanneroo – 4  |
| • Gingin – 4       | • Waroona - 4   |
| • Gosnells – 4     | • Williams - 2  |
| • Halls Creek – 10 |                 |

The number of active Freeman in the Shire is greater than nine of the local governments who have set a specific limit on the number of recipients.

#### Processes for assessing suitability of the recipient outside the normal Council decision-making framework

The process used to assess suitability outside the normal Council decision-making framework is a frequent feature of Council policies. Half of the local governments reviewed incorporate elements in their process, which name steps outside conventional Council decision-making.

Some require one-third of Councillors to sign a statement of support before the matter is brought to Council.

Other policies require the name and supporting information to be presented to Councillors at least two weeks prior to the Council meeting. Councillors may then object in writing to the Chief Executive Officer, prior to the meeting and have their objections listed in the Officer's report.

Three local governments refer decisions in the first instance to formal Committees of Council. Nominations at South Perth are referred to the Audit, Risk and Governance Committee. Nominations at Rockingham are referred to the Corporate Services Committee, and those at the City of Melville to the Governance Committee.

Of the local governments examined, Canning's process was the most unique. Before Council is to consider a nomination, a petition must be received with the signatures of not less than 150 petitioners. If a valid petition is received, the nomination is provided to either a committee that can deal with the nomination as per its terms of reference or to Council.

In the absence of an elected Council (which has occurred twice in two decades in Canning), decisions on Freeman can be made by a Panel of three or four local members of State Parliament whose electorates at least partially fall within the boundaries of the City of Canning.

#### Verbosity and comprehensiveness of criteria

The extent of detail of criteria used in making an assessment varies between local governments. Some like Armadale, Greater Geraldton and Melville provide no specific criteria beyond the general 'outstanding and meritorious service', while Bunbury limits it to 'exceptional service'.

Other local governments provide additional criteria that define that service must be for community benefit, exhibit personal integrity, leadership and conduct or where there is assurance of great public approval of the decision.

Of the local governments reviewed, the policies of Albany, Merredin and York provide the most detail, with eight points of eligibility and three possible ways to demonstrate contribution to the welfare of the community.

Albany's criteria is as follows:

- the nominee's exceptional service must be recognised as a matter of public record;
- the nominee must have lived in, worked or served the City of Albany for a significant number of years (e.g. 20 years or more);

- the nominee must have identifiable and long-standing connections with the community;
- the nominee must have provided long and distinguished service to the local community;
- the nominee's endeavours must have clearly benefited the Albany Community;
- the nominee must have demonstrated both outstanding leadership and personal integrity;
- preference shall be given to a person who performs in a voluntary capacity, but this should not preclude the honour being awarded to a person whose dedication and contribution is significantly above that expected from their occupation;
- the contribution to the welfare of the community must involve one or more of the following factors:
  - significant contribution of the nominee's time in serving members of the Community for the improvement of their welfare;
  - the promotion, achievement and/or delivery of community services in which a real personal role and contribution is made; and
  - whilst difficult to define, the contribution must be outstanding in that it can be seen to stand above the contributions of most other persons.

The most common criteria uses a five point criteria:

- length of service;
- level of commitment to their field(s) of activity;
- outstanding personal leadership qualities and personal integrity;
- benefits to the community of the district, to the State of Western Australia or to the nation resulting from the nominee's work; and
- special achievements of the nominee.

The published criteria used in each of the forty local governments reviewed in this paper is contained in Appendix 1.

## Analysis

### Eligibility and selection criteria

The decision to award or not award the title of Freeman is not like other Council decisions.

While local governments who have adopted policies to inform the process have each set eligibility and selection criteria to guide decision-making, even the most specific and detailed criteria published are sufficiently broad as to permit recognition of a range of contributions both in form and significance.

Criteria generally takes two forms:

1. eligibility criteria that sets elements that the applicant must meet to be further considered; and
2. selection criteria that enables an assessment of suitability.

### Eligibility criteria

Many local governments apply a base eligibility criteria of a specified number of years of service. This is the case currently for the Shire, where a minimum 15 years of service is required. The current eligibility criteria also requires the person to have been a resident of the district for most of the period relating to their service and that no currently serving



elected member or employee is eligible.

A fourth eligibility criteria that Council may wish to consider is one employed by Busselton that states:

- the nominee's specific achievement/s must be of a nature which would encourage the local government to nominate that person for an honour under the Australian Honours System.

This final eligibility criteria provides a high bar for selection. According to the material provided on the Governor-General's website, the Australian Honours system recognises the actions and achievements of people who go above and beyond what could be reasonably expected and, in doing so, encourages national aspirations and ideals of the highest community standards and values. The Council for the Order of Australia who make recommendations to the Governor-General consider the following:

- demonstrated achievement at a high level;
- made a contribution over and above what might be reasonably expected through paid employment; or
- whose voluntary contribution to the community stands out from others who may have also made a valuable contribution.

#### Selection criteria

Along with eligibility criteria to be assessed, the inclusion of specific weighted, selection criteria to guide Councillors may provide greater structure and a narrower scope to make a determination.

Many local governments provide general selection criteria. However, determining what is 'exceptional'; 'outstanding'; or 'of commendable leadership and conduct' is as much a matter of opinion as it is quantitatively or qualitatively measurable.

While none of the forty local governments feature a scoring matrix in their policy, a scoring matrix that employs components of, for example, the Albany criteria, may be useful in providing structure to guide Council decision-making. For instance, it is suggested that a weighted criteria like the below could be useful:

- Level of commitment to their field of activity (20 per cent)
- Outstanding personal leadership qualities and personal integrity (20 per cent)
- Benefits to the community of the district (40 per cent); and
- Special achievements of the nominee (20 per cent)

An example assessment matrix that uses this four point selection criteria is presented in appendix 2.

Legislation provides for the ways that matters are resolved by Council, and an assessment matrix, while useful in guiding and informing Council, cannot be a substitute to a resolution of Council passed via a vote.

#### Process

Some local governments employ procedures that are outside the normal decision-making

framework of Council. In particular, some Councils formally seek whether Councillors support or not, a given application prior to the matter being presented to Council. The intent of this approach is understandable given the uniqueness of the type of decision but can have unintended consequences and potentially set a sub-optimal precedent in respect to good governance.

Distributing the assessment matrix with the Council Agenda for Councillors to complete, to inform Council's decision-making, may provide a means to ensure the integrity of Council decision-making provided for by the legislation, while reflecting the unique question posed by the bestowing of the title.

In contrast to other local governments, it is argued that providing the nomination for Councillors prior to the meeting, to provide an opportunity to lodge an objection, is against the spirit and intent of the Act. However, providing a tool for Councillors to assess against at the meeting provides a structure that is consistent with good governance and transparency in decision-making, especially when the criteria is clearly articulated and the process documented.

Under this approach the:

- assessment matrix would be provided to Councillors in the published Agenda;
- matrix would then be completed on an anonymous basis by Councillors prior to the meeting and returned to Officers for collation;
- results of the assessment would be presented at the meeting;
- matter could be debated under Standing Orders; and
- vote would be conducted as any other motion.

This approach would be similar to the means used to resolve questions related to membership, where effectively, a secret-ballot is used to inform Council's decision that the question is resolved through a vote conducted in accordance with the Act.

Likewise, requiring the decision be made by at least an Absolute Majority, as is the case in half of the local governments examined, is consistent with the clause in legislation in the 1960 Act. The relevant clause in the now repealed 1960 Act, also required the Minister's support for the proposal, which set an exceptionally high bar for the awarding. In setting a Policy, Council may wish to consider requiring that the matter is resolved by a Special Majority (3/4 of all seats whether vacant or not). With nine Councillors at the Shire, a vote of at least 75% would require the vote of seven Councillors in the affirmative.

Some local governments have strived to maintain the bar in the policy by introducing a clause that limits the bestowing to circumstances where 'there is assurance of public approval of those who become recipients'. Other than Canning's method of requiring Council to be petitioned before assessing an application, it is not clear how Council could empirically assess against this measure. In matters as subjective as recognition and awards, the assurance of public approval is perhaps an unattainable bar.

In respect to other matters dealt within local government policies, setting a maximum number of active Freeman at any one time is considered an inelegant though very effective means to ensure that the award is given only in exceptional circumstances.

Presenting a nomination to a committee or advisory group for consideration occurs at only

a handful of local governments but may be worth further consideration at the Shire. Where the practice does occur, it generally occurs via the equivalent of the audit committee, which on face value is an unusual choice. Even with the broad responsibilities of the Audit, Risk and Governance Committee, providing recommendations on Freeman does not appear to fit in that Committee's remit (although this would ultimately be a choice for Council).

Alternatively, the establishment of an Advisory Group on matters related to civic matters could provide a means for Council to receive input on topics including Freeman, recognition, awards and ceremony. This group could include, for example, current Freeman, former elected members and civic leaders. In considering this option, confidentiality of nominees is again a consideration.

## Options

In considering Freeman policies from across the State, this review has identified four primary options.

### Option 1 – Revise the process and criteria

As outlined in the analysis, revisions to the process and criteria could take many forms. Based on the review of forty local government policies, the suggested revisions to the process and criteria would be as follows:

- An initial eligibility criteria comprised of:
  1. Minimum service of 15 years to the Serpentine Jarrahdale community in any capacity.
  2. Resident of the district for all, or most of the period relating to their eligibility.
  3. Not be a currently serving Councillor or employee.
  4. Nominee's specific achievement/s must be of a nature which would encourage the local government to nominate that person for an honour under the Australian Honours System.

The relevant criteria in determining number four being that the nominee has:

- i. demonstrated achievement at a high level;
- ii. made a contribution over and above what might be reasonably expected through paid employment; or
- iii. whose voluntary contribution to the community stands out from others who may have also made a valuable contribution.

- A weighted selection criteria comprised of:
  - Level of commitment to their field of activity. (20 per cent)
  - Outstanding personal leadership qualities and personal integrity. (20 per cent)
  - Benefits to the community of the district. (40 per cent)
  - Special achievements of the nominee. (20 per cent)
- The weighted criteria to be distributed with the Council agenda as the assessment sheet;
- Councillors to be encouraged to anonymously complete the assessment sheet and

- return to Officers for collation prior to the meeting;
- Results of the assessment sheet to be presented at Council and resolved through vote in accordance with the Act; and
- Appointments to be resolved by Special Majority, being 75 per cent of Councillors, whether present or not (seven Councillors in the affirmative).

The rationale for this option is that while the process is sound from a good governance perspective, the current policy could benefit from revisions to include greater guidance on the qualities and characteristics of a Freeman. The revisions suggested are most in line with the high-bar set by the relevant clause in the 1960 Act.

Treating the decision to award Freeman status like any other Council decision ensures that the transparency and accountability of the process is conducted to the standard accorded in the Act, including provisions related to interest, debate and confidentiality. Providing Councillors with an assessment sheet for completion is consistent with practices when selecting committee members and members of advisory groups.

While the subject matter tests conventional Council process, the provisions in the Act and Standing Orders, augmented with the assessment sheet, provides a framework for the legal and appropriate Council decision-making. Changes in process that stray from this framework run the risk of compromised decision-making.

#### [Option 2 – Revoke the Council Policy and recognise contributions through other means](#)

The rationale for this option is based on the premise that the concept of Honorary Freeman is antiquated and outdated and would be better suited through recognition in an alternative form. The case for this option is supported by the removal in 1995 of the formal legislative power to appoint Freeman and that several local governments, including Victoria Park and Fremantle have taken this approach.

#### [Option 3 – Refer nominations to an advisory group](#)

This option could incorporate the revisions to criteria listed in option 2 but with the key difference that the matter would be first presented to an advisory group before being considered by Council.

The rationale for this approach would be to expand and extend the input to community leaders beyond Council. This approach is not without drawbacks. It is arguable that the decision to appoint a Freeman is one for Council alone and that with increasing participation, confidentiality of the process is more likely to be compromised.

#### [Option 4 – Other revisions](#)

A combination of options 1 and 3 could be pursued along with other approaches identified in this paper.

### [Recommendation](#)

Option 1 is recommended.

## Appendix 1 – Local Government Criteria

Local Government	Criteria
Albany	<ul style="list-style-type: none"> <li>the nominee's exceptional service must be recognised as a matter of public record;</li> <li>the nominee must have lived in, worked or served the City of Albany for a significant number of years (e.g. 20 years or more);</li> <li>the nominee must have identifiable and long-standing connections with the community;</li> <li>the nominee must have provided long and distinguished service to the local community;</li> <li>the nominee's endeavours must have clearly benefited the Albany Community;</li> <li>the nominee must have demonstrated both outstanding leadership and personal integrity;</li> <li>preference shall be given to a person who performs in a voluntary capacity, but this should not preclude the honour being awarded to a person whose dedication and contribution is significantly above that expected from their occupation</li> <li>the contribution to the welfare of the community must involve one or more of the following factors: <ul style="list-style-type: none"> <li>significant contribution of the nominee's time in serving members of the Community for the improvement of their welfare;</li> <li>the promotion, achievement and/or delivery of community services in which a real personal role and contribution is made; and</li> <li>whilst difficult to define, the contribution must be outstanding in that it can be seen to stand above the contributions of most other persons.</li> </ul> </li> </ul>
Armadale	<ul style="list-style-type: none"> <li>Outstanding, significant and meritorious contribution to the City of Armadale, Western Australia, Australia or world affairs.</li> </ul>
Belmont	<ul style="list-style-type: none"> <li>Significant contribution of the person's time in serving the Belmont community;</li> <li>Significant contribution to improving the quality of life of the citizens of the City of Belmont;</li> <li>Contribution must be outstanding in that it can be seen to stand above the contributions of most other persons; and</li> <li>A consistent display of commendable conduct.</li> </ul>
Broome	<ul style="list-style-type: none"> <li>Level of commitment to their field(s) of activity;</li> <li>Outstanding personal leadership qualities and personal integrity;</li> <li>Benefits to the community of the Shire of Broome, to the State of Western Australia or to the nation resulting from the nominee's work; and</li> <li>Special achievements of the nominee.</li> </ul>
Bunbury	<ul style="list-style-type: none"> <li>The title shall be reserved for persons who have rendered exceptional service to the City of Bunbury community.</li> </ul>
Busselton	<ul style="list-style-type: none"> <li>Nominees will ordinarily be a resident of the City of Busselton and have lived within the City for a significant number of years, usually 15 years or greater, although this may be reduced by the significance of service.</li> <li>The nominee should have given extensive and distinguished service to the community in either a civic, professional, or voluntary capacity</li> </ul>



Local Government	Criteria
	<p>and have made a contribution that is considered extraordinary.</p> <ul style="list-style-type: none"> <li>• The nominee's endeavours will have demonstrable benefits to the community of the City of Busselton and possibly also the wider region.</li> <li>• The nominee's specific achievement/s must be of a nature which would encourage the City of Busselton to nominate that person for an honour under the Australian Honours System.</li> </ul>
Canning	<ul style="list-style-type: none"> <li>• A person of integrity and who, in the opinion of Council, has a history of long and distinguished service to the local or state community, or an outstanding level of achievement in the nominee's field of activity.</li> </ul>
Capel	<ul style="list-style-type: none"> <li>• Outstanding commitment and contribution to the Shire's community.</li> </ul>
Chittering	<ul style="list-style-type: none"> <li>• Level of commitment to their field(s) of activity;</li> <li>• Outstanding personal leadership qualities and personal integrity;</li> <li>• Benefits to the community of the Shire of Chittering, to the State of Western Australia or to the nation resulting from the nominee's work; and</li> <li>• Special achievements of the nominee.</li> </ul>
Cockburn	<ul style="list-style-type: none"> <li>• Level of commitment to the field (or fields) of activity.</li> <li>• Personal leadership and conduct.</li> <li>• Benefits to the community of Cockburn and/or State of Western Australia resulting from the nominee's work.</li> <li>• Specific recorded achievements of the nominee.</li> </ul>
Coorow	<ul style="list-style-type: none"> <li>• Their exceptional service is a matter of public record.</li> <li>• They will have lived in, worked and served the Shire of Coorow for a significant number of years (10 or more)</li> <li>• They will have identifiable and long-standing connections with the Community in the Shire of Coorow.</li> <li>• Their endeavours will have benefited the Community.</li> </ul>
Dardanup	<ul style="list-style-type: none"> <li>• The contribution to the welfare of the community must involve one or more of the following factors:- <ul style="list-style-type: none"> <li>◦ Significant contribution to the person's time in serving members of the Community for the improvement of their welfare.</li> <li>◦ The promotion and attainment of Community services in which a real personal role and contribution is made.</li> </ul> </li> </ul>
Denmark	<ul style="list-style-type: none"> <li>• Length of service in a field (or fields) of activity.</li> <li>• Level of commitment to the field (or fields) of activity.</li> <li>• Personal leadership qualities.</li> <li>• Benefits to the community of the Shire of Denmark and/or State of Western Australia resulting from the nominee's work.</li> <li>• Special achievements of the nominee.</li> </ul>
Dowerin	<ul style="list-style-type: none"> <li>• The award of Freeperson is intended to recognise outstanding community service over a significant period of time and in a diversity of activities within the Shire, so would not usually be presented for excellent service in only one activity.</li> <li>• The award is intended to recognise service within the local community that goes beyond the particular local government concerns (e.g. service to other organisations, voluntary and community groups) in a largely voluntary capacity. The nominee(s) must have made an outstanding contribution to the Shire of Dowerin such that the nominee(s) contribution can be seen to stand above the contributions made by most other people.</li> </ul>

Local Government	Criteria
	<ul style="list-style-type: none"> <li>For the award to have the desired standing within the community, it should only be conferred where there is a great assurance of public approval.</li> </ul>
East Fremantle	<ul style="list-style-type: none"> <li>Length of service in a field (or fields) of activity;</li> <li>Level of commitment to the field (or fields) of activity</li> <li>Personal leadership qualities any benefits to the community of the Town of East Fremantle and include more broadly, to the state of Western Australia or to the nation resulting from the nominee's work</li> <li>Special achievements of the nominee.</li> </ul>
East Pilbara	<ul style="list-style-type: none"> <li>The nominee should have given extensive and distinguished service to the community that goes beyond local government service (i.e., service to other community organisations and groups) in a largely voluntary capacity.</li> <li>The nominee must have made an outstanding contribution to the Shire of East Pilbara, such that their contribution can be seen to stand above the contributions made by most other people</li> </ul>
Gingin	<ul style="list-style-type: none"> <li>The nominee should have given extensive and distinguished service to the community that goes beyond local government service.</li> </ul>
Gosnells	<ul style="list-style-type: none"> <li>A person who has served the community on a continuous basis for greater than 15 years in an outstanding and meritorious manner that stands above contributions of most other persons in assisting in both the advancement of the City's strategic direction and the provision of benefits for the greater community.</li> </ul>
Greater Geraldton	<ul style="list-style-type: none"> <li>Contribution and dedication to the community in an outstanding and meritorious manner.</li> </ul>
Halls Creek	<ul style="list-style-type: none"> <li>Significant contribution to the person's time in serving members of the Community for the improvement of their welfare.</li> <li>The promotion and attainment of Community services in which a real personal role and contribution is made.</li> <li>Whilst difficult to define, the contribution must be outstanding in that it can be seen to stand above the contributions of most other persons.</li> </ul>
Joondalup	<ul style="list-style-type: none"> <li>Their exceptional service is a matter of public record.</li> <li>They have lived, worked or served in the City of Joondalup or its former entity for a significant number of years (20 or more).</li> <li>They have identifiable and long-standing connections with the community in the City of Joondalup or its former entity.</li> <li>Their endeavours have benefited the local and broader community</li> </ul>
Karratha	<ul style="list-style-type: none"> <li>Nominees should have provided long and distinguished service to the local or State community such that the nominee's contribution can be seen to stand above the contributions made by most other people;</li> <li>Nominees should have displayed an outstanding level of achievement in the field (or fields) of activity; and</li> <li>Nominees should have demonstrated both outstanding leadership and personal integrity</li> </ul>
Kondinin	<ul style="list-style-type: none"> <li>The award of Freeman is intended to recognise outstanding community service over a significant period of time and in a diversity of activities within the Shire of Kondinin.</li> <li>The award would not usually be presented for excellence of service in only one activity.</li> <li>The award is intended to recognise service within the local</li> </ul>

Local Government	Criteria
	<p>community.</p> <ul style="list-style-type: none"> <li>• The award of Freeman is to be seen as independent of any other award.</li> <li>• For the award to have the desired standing within the community, it should only be conferred where there is a great assurance of public approval.</li> <li>• It is not seen as desirable that the award of Freeman be presented to a sitting Member of Council.</li> </ul>
Kwinana	<ul style="list-style-type: none"> <li>• Length of service in a field (or fields) of activity</li> <li>• Level of commitment to the field (or fields) of activity</li> <li>• Personal leadership qualities</li> <li>• Benefits to the community of the City of Kwinana resulting from the nominee's work e. specific achievements of the nominee</li> </ul>
Melville	<ul style="list-style-type: none"> <li>• Outstanding and meritorious service</li> </ul>
Merredin	<ul style="list-style-type: none"> <li>• The nominee's exceptional service must be recognised as a matter of public record;</li> <li>• The nominee must have lived in, worked or served the Shire of Merredin for a significant number of years (e.g. 20 years or more);</li> <li>• The nominee must have identifiable and long-standing connections with the community;</li> <li>• The nominee must have provided long and distinguished service to the local community;</li> <li>• The nominee's endeavours must have clearly benefited the Merredin Community;</li> <li>• The nominee must have demonstrated both outstanding leadership and personal integrity;</li> <li>• Preference shall be given to a person who performs in a voluntary capacity, but this should not preclude the honour being awarded to a person whose dedication and contribution is significantly above that expected from their occupation</li> <li>• The contribution to the welfare of the community must involve one or more of the following factors: <ul style="list-style-type: none"> <li>○ significant contribution of the nominee's time in serving members of the Community for the improvement of their welfare;</li> <li>○ the promotion, achievement and/or delivery of community services in which a real personal role and contribution is made; and</li> </ul> </li> <li>• Whilst difficult to define, the contribution must be outstanding in that it can be seen to stand above the contributions of most other persons</li> </ul>
Moora	<ul style="list-style-type: none"> <li>• Outstanding and meritorious manner that stands above the service and contribution of most other persons in advancing the districts strategic interest and in the provision of benefits for the greater community.</li> </ul>
Mundaring	<ul style="list-style-type: none"> <li>• Level of commitment to their field(s) of activity;</li> <li>• Outstanding personal leadership qualities and personal integrity;</li> <li>• Benefits to the community of the Shire of Mundaring, to the State of Western Australia or to the nation resulting from the nominee's work; and</li> <li>• Special achievements of the nominee.</li> </ul>
Murray	<ul style="list-style-type: none"> <li>• Level of commitment to their field(s) of activity;</li> </ul>

Local Government	Criteria
	<ul style="list-style-type: none"> <li>• Outstanding personal leadership qualities and personal integrity;</li> <li>• Benefits to the community of the Shire of Murray, to the State of Western Australia or to the nation resulting from the nominee's work; and</li> <li>• Special achievements of the nominee</li> </ul>
Port Hedland	<ul style="list-style-type: none"> <li>• Any successful candidate for the honour must be a person:               <ul style="list-style-type: none"> <li>○ Of the highest personal integrity</li> <li>○ Who has a distinguished record of service</li> <li>○ Who has at all times acted lawfully</li> <li>○ Who has treated other citizens with respect and fairness</li> </ul> </li> </ul>
Rockingham	<ul style="list-style-type: none"> <li>• Level of commitment to their field(s) of activity;</li> <li>• Outstanding personal leadership qualities and personal integrity;</li> <li>• Benefits to the community of the City of Rockingham, to the State of Western Australia or to the nation resulting from the nominee's work; and</li> <li>• Special achievements of the nominee.</li> </ul>
South Perth	<ul style="list-style-type: none"> <li>• Length of service in a field (or fields) of activity;</li> <li>• Level of commitment to the field (or fields) of activity;</li> <li>• Personal leadership qualities;</li> <li>• Benefits to the community of the City of South Perth but including more broadly to the State of Western Australia or to the nation resulting from the nominee's work; and</li> <li>• Special achievements of the nominee.</li> </ul>
Stirling	<ul style="list-style-type: none"> <li>• Level of commitment to their field(s) of activity;</li> <li>• Outstanding personal leadership qualities and personal integrity;</li> <li>• Benefits to the community of the City of Stirling, to the State of Western Australia or to the nation resulting from the nominee's work; and</li> <li>• Special achievements of the nominee.</li> </ul>
Swan	<ul style="list-style-type: none"> <li>• Close identification with the City;</li> <li>• Highest personal integrity and demonstrated outstanding leadership;</li> <li>• Have a long and distinguished record of service to the local or State community which can be seen to stand above the contributions made by most other people; and</li> <li>• Displayed an outstanding level of achievement in the field (or fields) of activity.</li> </ul>
Trayning	<ul style="list-style-type: none"> <li>• This title is intended to recognise outstanding service to the community over a significant period of time and in a wide range of activities within the Shire of Trayning.</li> <li>• For the position to have the desired standing within the community, it should only be applied where there is assurance of public approval of those who become recipients.</li> <li>• The award of Honorary Freeman will only be made occasionally for rare and exceptional contribution over a long period of time.</li> <li>• The nominee must have made an outstanding contribution to the community such that the nominee's contribution can be seen to stand above the contributions made by most other people.</li> </ul>
Victoria Plains	<ul style="list-style-type: none"> <li>• Outstanding community service over a significant period of time and in a diversity of activities within the Shire of Victoria Plains</li> </ul>
Wanneroo	<ul style="list-style-type: none"> <li>• Residency Nominees - will have lived within the City of Wanneroo for a significant number of years (significant would usually mean at least 20 years) and have had a long and close association and</li> </ul>

Local Government	Criteria
	<p>identification with the District.</p> <ul style="list-style-type: none"> <li>• Service - The nominee should have given extensive and distinguished service to the community that goes beyond the particular local government concerned (e.g. service to other organisations, voluntary and community groups) in a largely voluntary capacity. The nominee must have made an outstanding contribution to the City of Wanneroo such that the nominee's contribution can be seen to stand above the contributions made by most other people.</li> <li>• Outcomes - The nominee's community endeavour will have demonstrable benefits to both the community of the City of Wanneroo and the wider community of WA.</li> <li>• Specific Achievements - The nominee's specific achievement(s) must be of a nature which would encourage the City to nominate that person for an honour under the Australian honours system.</li> </ul>
Waroona	<ul style="list-style-type: none"> <li>• Community service in an outstanding and meritorious manner that stands above contributions of most other persons and who is exemplary in character.</li> </ul>
Williams	<ul style="list-style-type: none"> <li>• A person who has served the community in an outstanding and meritorious manner that stands above the service and contribution of most other persons in advancing the shire's strategic interest and in the provisions of benefits for the greater community.</li> </ul>
Wyalkatchem	<ul style="list-style-type: none"> <li>• Extensive and distinguished civic service in a voluntary capacity</li> <li>• Demonstrated leadership qualities</li> <li>• Demonstrated level of commitment to the Community</li> <li>• Demonstrated benefits to the Community of Wyalkatchem</li> </ul>
York	<ul style="list-style-type: none"> <li>• The nominee's exceptional service must be recognised as a matter of public record;</li> <li>• the nominee must have lived in, worked or served the Shire of York for a significant number of years</li> <li>• The nominee must have identifiable and long-standing connections with the community in the Shire of York</li> <li>• The nominee must have provided long and distinguished service to the local community;</li> <li>• The nominee's endeavours must have clearly benefited the Shire of York Community;</li> <li>• the nominee must have demonstrated both outstanding leadership and personal integrity;</li> <li>• preference shall be given to a person who performs in a voluntary capacity, but this should not preclude the honour being awarded to a person whose dedication and contribution is significantly above that expected from their occupation;</li> <li>• the contribution to the welfare of the community must involve one or more of the following factors: <ul style="list-style-type: none"> <li>○ significant contribution of the nominee's time in serving members of the Community for the improvement of their welfare;</li> <li>○ the promotion, achievement and/or delivery of community services in which a real personal role and contribution is made; and</li> <li>○ while difficult to define, the contribution must be outstanding in that it can be seen to stand above the contributions of most other persons.</li> </ul> </li> </ul>





## Appendix 2 – Freeman of the Shire Assessment sheet

### Eligibility Criteria

1. Minimum service of 15 years to the Serpentine Jarrahdale community in any capacity. ☐
2. Resident of the district for all, or most of the period relating to their eligibility. ☐
3. Not a currently serving Councillor or employee. ☐
4. Nominee's specific achievement/s must be of a nature that would encourage the local government to nominate that person for an honour under the Australian Honours System. ☐

The relevant criteria in determining number four being:

- a. demonstrated achievement at a high level;
- b. made a contribution over and above what might be reasonably expected through paid employment; or
- c. whose voluntary contribution to the community stands out from others who may have also made a valuable contribution.

### Selection Criteria

Each criteria to be scored out of five (whole numbers only)

Councillor	Level of commitment to their field of activity. (20 per cent)	Outstanding personal leadership qualities and personal integrity. (20 per cent)	Benefits to the community of the district. (40 per cent)	Special achievements of the nominee. (20 per cent)
<b>1</b>				
<b>2</b>				
<b>3</b>				
<b>4</b>				
<b>5</b>				
<b>6</b>				
<b>7</b>				
<b>8</b>				
<b>9</b>				