

FINAL REPORT
Electoral Representation Review
for the
Bayside City Council



29 June 2007

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1 Recommendation

The Victorian Electoral Commission (VEC) is required under the legislation for the electoral representation review to make a recommendation to the Minister for Local Government as to the number of councillors and the electoral structure that provides fair and equitable representation for the voters of the City of Bayside (s.219D *Local Government Act 1989*).

The VEC recommends that the Bayside City Council consist of seven councillors, to be elected from two two-councillor wards and one three-councillor ward.

This recommended structure is indicated in the map on the back page of this Report. This structure is the same as the VEC's additional option put out in the Addendum to the Preliminary Report.

2 Background

2.1 Legislative basis

The *Local Government (Democratic Reform) Act 2003*, which amended the *Local Government Act 1989* (the Act), was passed by the Parliament in Spring 2003. The amendments included provisions for independent electoral representation reviews of all Victorian councils. In accordance with this new legislation, the Bayside City Council received notice pursuant to s.219C of the Act from the Minister for Local Government that an electoral representation review was to be conducted for the City of Bayside. The notice appeared in the *Victoria Government Gazette* on 4 January 2007.

Under the legislation, a council is required to appoint an electoral commission to conduct an electoral representation review. On 7 February 2007, the Bayside City Council advised that it had appointed the VEC to conduct the review.

The purpose of an electoral representation review is to recommend an electoral structure that provides fair and equitable representation for the persons who are entitled to vote at a general election of the Council. Matters to be considered by the review are:

- a) the number of councillors;
- b) the electoral structure of the municipality (whether the municipality should be unsubdivided or divided into wards; and, if the municipality is to be subdivided, the number of wards and the number of councillors to be elected for each ward); and
- c) if the recommendation is for the municipality to be divided into wards, boundaries for the wards that will:
 - i. provide for a fair and equitable division of the municipality; and
 - ii. ensure equality of representation, through the number of voters represented by each councillor being within 10% of the average number of voters represented by all councillors.

2.2 The VEC and electoral representation reviews

The VEC has ten years' experience in working on municipal ward boundaries, being contracted by councils to prepare options for their consideration. VEC staff have also worked for the Electoral Boundaries Commission in State redivisions. In doing this work, the VEC has used sophisticated mapping software, conducted field research and

has developed expertise in preparing electoral boundaries that both comply with legislative approximate equality requirements and respect communities of interest.

The VEC has engaged Mr Vern Robson to provide expertise in the field of local government. Mr Robson has worked in local government since 1955, and has been the Town Clerk and Chief Executive Officer of the City of Warrnambool, the Chief Commissioner of the City of Ballarat, the Administrator of the Mansfield Shire Council and the Director of the Local Government Branch of the former Department of Infrastructure.

2.3 Municipality profile

In 1994 Bayside City Council was created comprising the former cities of Brighton and Sandringham, and parts of the former cities of Mordialloc and Moorabbin.

The City of Bayside is located 16 kilometres south-east of Melbourne and covers an area of 37 square kilometres. The coastline of Port Phillip Bay forms the western boundary, while the Nepean Highway and the Frankston railway line form much of the eastern boundary. The City of Bayside shares its municipal boundaries with the Cities of Kingston, Glen Eira and Port Phillip. Major centres in Bayside include Sandringham, Brighton and Hampton.

Bayside is primarily a residential area, although there are approximately 100 hectares of industrially zoned land with over 400 individual industrial operations. Approximately 50% of industry is involved in manufacturing (including engineering, plastics and timber) with the balance a mix of warehouses, automotive and technical services and related industries.

Principal employment sectors are retailing and wholesaling, property and business services, health and community services and accommodation, cafés and restaurants. Manufacturing accounts for 13% of jobs, whereas occupations such as construction, transport and storage account for a significantly lower proportion of employment than in metropolitan Melbourne as a whole.

(Sources: Department of Sustainability and Environment *Victoria in Future 2004*; Department of Sustainability and Environment *Melbourne in Fact 2001*; Department of Sustainability and Environment *Victoria Population Bulletin 2006*; Department of Sustainability and Environment *Know Your Area*; Bayside City Council website)

2.4 Current electoral structure

The City of Bayside is a subdivided municipality with nine councillors in nine wards.

3 Electoral representation review process

Section 219D of the *Local Government Act 1989* specifies that the purpose of an electoral representation review is to achieve “fair and equitable representation for the persons who are entitled to vote at a general election of the Council.” To achieve this, the VEC proceeds on the basis of three main principles:

1: to ensure that the number of voters represented by each councillor is within 10% of the average number of voters per councillor for that municipality

Populations are continually changing – they grow in some areas and decline in others. Over time, these changes can lead to some wards having larger or smaller numbers of voters. As part of an electoral representation review, the VEC needs to correct any imbalances that have come about. The VEC also tries to make sure that

the boundaries it sets will continue to provide equitable representation until the next review is due in eight years, by taking account of likely future changes.

2: to take a consistent, State-wide approach to the total number of councillors

Regarding the number of councillors, the VEC has adopted as a guide the numbers of councillors in similar-sized municipalities of similar categories within Victoria. In addition, the VEC considers any special circumstances that warrant the municipality having more or fewer councillors than similar municipalities.

3: to ensure that communities of interest are as fairly represented as possible

Every municipality contains a number of communities of interest. The electoral structure should be designed to take these into account where practicable. This is important for assisting the elected councillors to be effective representatives of the people in their particular municipality.

The VEC bases its recommendations on a number of factors, including the following:

- internal research specifically relating to the municipality under review;
- the VEC's experience from its work with other municipalities and in similar reviews for State elections;
- the VEC's expertise in mapping, demography and local government; and
- careful consideration of all input from the public in both written and verbal submissions made during the course of the review.

Input from the public is an important part of the process, but it is not the only factor considered. The VEC seeks to ensure fair and equitable representation for all voters of the municipality. This means carefully considering all views expressed in submissions from the public, and also considering other factors, such as the best possible representation for the various communities of interest in the municipality under review.

In considering public submissions, the VEC values the local knowledge and local perspectives that are presented. The VEC believes it important to consider the issues and information presented in submissions, as well as the arguments for particular structural models. In reaching its recommendations, the VEC seeks to combine the information gathered through public submissions with its own research in order to achieve what it considers to be a fair and equitable result until the next review period. The VEC does not make its recommendations based on a "straw poll" of the number of submissions supporting a particular option.

Further details about issues considered by the VEC can be found in Sections 8.1 and 8.2 of this Report and in the Guide for Submissions (Appendix 10.3).

4 Public involvement

4.1 Public information

The VEC informed the community about the electoral representation review through:

- advertising in newspapers;
- communicating with the City of Bayside community through the use of media releases and the VEC website;
- publishing an article in the February 2007 edition of the Council newsletter;

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- conducting an information session in Sandringham on 5 March 2007, to outline the review process and to respond to questions from members of the community;
 - publishing all preliminary submissions on the VEC website;
 - establishing a helpline for responding to community questions;
 - distributing a Guide for Submissions;
 - releasing a Preliminary Report on 17 April 2007 and making the Report available at the Bayside City Council offices, at the VEC office and on the VEC website;
 - publishing all submissions in response to the Preliminary Report on the VEC website;
 - conducting a public hearing in Brighton on 14 May 2007;
 - releasing an Addendum to the Preliminary Report on 4 June 2007 describing an additional option and making the Addendum available at the Bayside City Council offices, at the VEC office and on the VEC website; and
 - publishing all comments in response to the Addendum on the VEC website.

4.2 Advertising

In accordance with s.219F(4) of the Act, the VEC published the following advertisements for the electoral representation review:

- a public notice of the review, detailing the process, appeared in the *Bayside Leader* on 20 February 2007;
- a general advertisement covering several electoral representation reviews, including the City of Bayside review, appeared in the *Herald Sun* and *The Age* on 7 February 2007;
- a notice that the Preliminary Report had been released appeared in the *Bayside Leader* on 17 April 2007; and
- a notice about the Addendum to the Preliminary Report showing the additional option appeared in the *Bayside Leader* on 5 June 2007.

See Appendix 10.1.

4.3 Media releases

Media releases designed to supplement the paid advertising were distributed to the *Bayside Leader* and *Melbourne Weekly Bayside* newspapers. See Appendix 10.2.

4.4 VEC website

The VEC used its website to deliver information and to provide transparency in the review process. All preliminary submissions, submissions in response to the Preliminary Report and comments on the Addendum were posted on the website to facilitate public access to this information. The VEC website can be viewed at www.vec.vic.gov.au

4.5 Helpline

The VEC established a helpline to assist with public enquiries concerning the electoral representation review process.

4.6 Guide for Submissions

The VEC developed and distributed its Guide for Submissions to help people interested in making submissions. A copy of the Guide is attached. See Appendix 10.3.

5 Preliminary Report

In accordance with s.219F(6) of the Act, the VEC produced a Preliminary Report containing its preferred and an alternative option for the City of Bayside. In developing these options, the VEC considered preliminary submissions made by various persons and groups, as well as various other relevant factors.

5.1 Preliminary submissions

The VEC received 12 preliminary submissions by the closing time (19 March 2007 – 5.00 pm). Of those submissions:

- five supported nine single-councillor wards;
- one preferred seven single-councillor wards;
- four advocated three three-councillor wards;
- one supported three three-councillor wards or nine councillors from an unsubdivided structure; and
- one supported nine or eleven councillors elected from an unsubdivided municipality.

Submissions argued that a structure with nine councillors from single-councillor wards is currently working well and that there is therefore no need to change it.

Some suggested that nine councillors is an appropriate number given the number of voters in the City of Bayside. Some submissions suggested that having fewer councillors would make it more difficult for independent candidates to be elected, as the wards would have an increased number of voters. A number of submissions suggested that this extra size would also make it more difficult for councillors to provide adequate representation for constituents. Another submission suggested that the workload of councillors and the diversity of issues in Bayside necessitate having nine councillors.

It was suggested that Bayside has nine distinct communities of interest, aligned with the suburbs and based around community hubs. Each community of interest was said to have a different sense of place, even though the demographics did not vary markedly. It was also suggested that there is diversity in the municipality from some areas with an ageing population and some with young families, and from different levels of wealth.

The submission favouring a reduction to seven councillors did so on the assertion that it would provide just as much representation, but provide more efficiency in decision-making and reduce administration costs.

A number of arguments regarding single-councillor and multi-councillor wards in general were put forward, including that single-councillor wards make it easier for councillors to communicate with electors and understand local issues. Concern was expressed that multi-councillor wards favoured the election of candidates from political groups, could lead to issues regarding the division of responsibilities between councillors within a multi-councillor ward and may reduce accountability. In

some cases, people preferred a particular number of councillors because it enabled certain electoral structures that they preferred.

Appendix 10.4 contains details of those persons and groups making preliminary submissions. Copies of the submissions can be downloaded from the VEC website, www.vec.vic.gov.au

5.2 VEC research

In addition to information provided in submissions, the VEC conducted its own research. This included research into the demographics of the municipality, using a number of data sources including the 2001 Census. The VEC also took into account changes predicted by the Department of Sustainability and Environment and the Department of Infrastructure. Summaries of some of this research were published in the Guide for Submissions, the Preliminary Report and in Section 2.3 of this Report.

Development projections based on information presented by the Council were also taken into consideration. Extensive fieldwork was conducted throughout the municipality by the VEC.

5.3 Recommended options

Having considered the issues outlined in the preliminary submissions and all other relevant factors, the VEC proposed two preliminary options for public comment.

The preferred option was:

- That the Bayside City Council consist of seven councillors to be elected from two two-councillor wards and one three-councillor ward.

The alternative option was:

- That the Bayside City Council consist of seven councillors to be elected from seven single-councillor wards.

6 Response submissions

In accordance with s.219F(7) of the Act, the VEC invited written submissions in response to the Preliminary Report. The VEC received 26 response submissions by the closing time (8 May 2007 – 5.00 pm).

Of these submissions:

- one supported the preliminary preferred option;
- one supported the preliminary preferred option with major changes to the boundaries;
- one preferred the preliminary alternative option with major changes to the boundaries;
- eighteen supported retaining the existing structure;
- four advocated a three three-councillor ward structure; and
- one did not express a clear preference for a particular structure, but expressed concerns about proportional representation.

Of those supporting the existing structure, six considered the preliminary alternative option the better of the VEC's preliminary options.

Concerns raised about the preferred option included that:

- it would split the Hampton activity centre along Hampton Street into two wards;
- the proposed Ricketts Point Ward would mix very different communities of interest (Beaumaris and Black Rock would be mixed with Cheltenham, Highett and Hampton East);
- the relatively-homogeneous area of Sandringham, Black Rock and Beaumaris would be divided between two wards;
- the boundary of the proposed Billilla Ward would be similar to the boundary of the former City of Brighton, which might cause undesirable tensions;
- the three-councillor ward was perceived as having more power on the Council than the two-councillor wards;
- one councillor might hold a balance of power and thereby have undue influence in a structure with two two-councillor wards and one three-councillor ward; and
- the number of voters in the wards was thought to potentially make it difficult for candidates to campaign in and for councillors to stay in touch with voters on local issues.

Some submissions suggested that wards should be aligned east-west rather than north-south. It was hoped that such an arrangement would help all councillors to be familiar with both coastal and non-coastal issues and to understand the municipality's varied demographics. It was also hoped that it would create clearer boundaries. One submission suggested that it would be more sensible for the ward with the larger number of councillors to be the ward with the most demographic variation.

Regarding the preliminary alternative option, submitters expressed concern that it would split the major activity centres of North Brighton, Brighton and Hampton between wards. It was also suggested that the proposed Smith Ward, covering parts of Brighton, Brighton East, Hampton and Sandringham, would not reflect a community of interest.

In favour of retaining the existing structure, submissions argued that it has worked well since 1997. Submitters also suggested a number of reasons why the workload for councillors in Bayside is larger than in municipalities with similar numbers of voters. These reasons included that the level of community involvement in council matters is higher than in other metropolitan municipalities, that the proportions of younger and older residents lead to increased demands on councillors' time and that there is an ageing infrastructure. It was suggested that Bayside is unique in its mixture of coastal and natural environments, heritage areas, activity centres and open spaces. Several submissions emphasised increased council responsibilities arising from foreshore issues. It was also suggested that there are a number of small "villages" in the municipality with a strong sense of identity, and that these should be captured by single-councillor wards.

In addition, submitters raised a number of concerns about multi-councillor wards in general, including that people would be confused about which councillor to contact, that multi-councillor wards would encourage voting blocs and political party involvement and that they would provide less of a connection between the councillors and their constituents.

Those submitters supporting three three-councillor wards did so because they supported the introduction of proportional representation and wanted wards of equal sizes with an uneven number of councillors in each ward.

Some submissions supported the VEC's proposed ward names. A number of submissions suggested alternative names. The Council's suggestions included Kamesborough, Landcox, Billilla, Castlefield, Wickham, Cerberus and Keefers. Other submitters also suggested Wickham and Dendy as possible ward names.

A list of those persons and groups who made response submissions is provided in Appendix 10.4. Copies of the submissions can be downloaded from the VEC website, www.vec.vic.gov.au

7 Public hearing

A public hearing was held at the Bayside City Council Chambers, Boxshall Street, Brighton, on 14 May 2007 at 6.30 pm. All people and groups who had made submissions in response to the VEC's Preliminary Report were invited to speak to their submissions, and 11 chose to do so. Members of the public were invited to attend, and there was a total audience of 25 people (including those making presentations).

Most speakers supported retaining the existing electoral structure, although there were also several speakers supporting three three-councillor ward options. One speaker supported the VEC's preliminary preferred option. Many speakers considered that retaining the number of councillors at nine was especially important because councillors had a large workload already and this would get worse if their number were reduced. One speaker suggested that the most important thing was to provide meaningful single-councillor wards, and that, given that the VEC's preliminary alternative option did not provide meaningful boundaries, the current structure (which complied with legislative requirements) should be maintained.

Speakers raised a number of issues in addition to points raised in written submissions. Some speakers suggested that an increased workload for councillors came from a large number of planning and building proposals and a large number of objections to these applications. Others suggested that youth-related issues (such as drugs, alcohol and suicide) and a mobile population also added to councillors' workloads.

Whilst some speakers considered areas of the municipality (especially Brighton) to be relatively homogeneous, others emphasised the differences (e.g. between Brighton and Highett). One speaker suggested that Bayside was demographically a relatively homogeneous area except for people's identification with suburbs.

Another speaker suggested that candidates had tended to form groups based on supporting or opposing development. Another suggested that there are many powerful single-issue groups in Bayside and that multi-councillor wards would enable more interest groups to be represented on Council.

One speaker suggested that Heath, Woodlands and Swamp/Creeks would be appropriate ward names given the municipality's geography.

One person expressed the view that subdividing the municipality into wards with an east-west orientation had caused electoral difficulties in the past

8 Addendum to the Preliminary Report

After considering the feedback to the Preliminary Report in written response submissions and at the public hearing, the VEC developed an additional option, which it believed had some advantages over the preliminary preferred and preliminary alternative options. This additional option was described in an Addendum to the Preliminary Report, which was

released on 4 June 2007. People and organisations were invited to provide written comments on the additional option.

8.1 Additional option

The additional option was:

- That the Bayside City Council consist of seven councillors to be elected from two two-councillor wards and one three-councillor ward, with different ward boundaries to the preliminary preferred option.

The preliminary preferred option divided the municipality into a northern three-councillor ward and two southern two-councillor wards (divided by a north-south boundary). The additional option divided the municipality into a central three-councillor ward with a northern and a southern two-councillor ward. All three wards had a roughly east-west orientation.

8.2 Comments on the Addendum

The VEC received 18 comments by the closing time (19 June 2007 – 5.00 pm). Of those comments:

- one supported the additional option;
- eight considered it an improvement on the preliminary preferred option, but supported other structures (mostly nine single-councillor wards or three three-councillor wards);
- one preferred the preliminary preferred option to the additional option;
- seven opposed all of the VEC's options and wanted to retain nine single-councillor wards;
- one expressed support for a three three-councillor ward option.

Comments considered the additional option an improvement on the preliminary preferred option because:

- the ward boundaries wouldn't split any activity centres;
- the use of former municipal boundaries would be avoided; and
- the modified electoral structure would provide a better basis for representation of the less-advantaged residents by including them in the larger, three-councillor ward.

One person was concerned that this structure would group the less affluent voters and those from CALD backgrounds into one large ward with more affluent voters and that the less affluent/CALD voters would therefore struggle to achieve representation.

Other people and organisations expressed concern about reducing the number of councillors to seven and about multi-councillor wards in general, rather than issues specific to Bayside. The submitter favouring the preliminary preferred option did so because it would split fewer of the licensees of the Brighton bathing boxes than would the additional option.

A number of people also made suggestions for minor boundary changes to the additional option:

- using Dendy Street right across the length of the ward boundary between the northern and central wards;

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- placing all of the industrial area together by moving a ward boundary west of George Street;
 - using Bay Road or Bridge Street and Highett Road as ward boundaries instead of Abbott Street; and
 - using Cheltenham and Weatherall Roads as ward boundaries rather than Park Road and Tulip Street.

Some people expressed support for the proposed ward names of Billilla, Castlefield and Cerberus, especially the first two. Others preferred the names Ricketts Point, Heritage, Civic, Bluff, Northern, Central, Southern (or North, Centre and South), Black Rock, Golf or Golf Course. One person suggested not using the name South Ward, as there had been wards of this name previously in the municipalities before the 1994 re-structuring of municipalities.

Appendix 10.4 contains details of those persons and groups making comments on the Addendum. Copies of the comments can be downloaded from the VEC website, www.vec.vic.gov.au

9 Findings and recommendation

The Act states that the purpose of the electoral representation review is to consider two matters. The first matter is the number of councillors for the municipality and the second matter is the electoral structure of the municipality.

9.1 Number of councillors

Issues considered by the VEC

The legislation provides that a council must consist of between 5 and 12 councillors (s.5B(1)). It does not, however, prescribe the matters to be considered by the reviewer in recommending the number of councillors for a municipality.

The VEC has therefore been required to identify the appropriate matters to take into account when considering the number of councillors.

In terms of voter numbers, Victorian municipalities vary from approximately 4,000 to over 167,000. The VEC applies the legislative provisions relating to numbers of councillors in a logical way, with those councils that have the largest number of voters having the most councillors, and those councils that have the least number of voters having the fewest councillors.

In most cases, the electoral structure and the number of councillors were established by the Commissioners when local government was restructured between 1993 and 1995. Commissioners did not have the benefit of a State-wide reference when considering the appropriate number of councillors for their respective municipalities. The result was a degree of disparity in councillor numbers for similar types of municipalities. The VEC has produced a table that lists each municipality and the number of councillors. The table differentiates between rural, regional and metropolitan councils in recognition of the different circumstances and needs between these categories of councils. The table has been a valuable reference point in considering the appropriate number of councillors and was made available to the public in the Guide for Submissions. The information has enabled the VEC to compare a council being reviewed to councils with similar voter numbers and areas.

The VEC also considers whether the number of voters in the municipality is anticipated to increase or decline in the period between reviews (approximately eight years). Population forecasts produced by the Australian Bureau of Statistics and the Victorian Department of Sustainability and Environment have been used to assist the VEC in making its assessment.

In addition, the VEC considers any special issues or circumstances that may require a council to have more or fewer councillors than would otherwise be the case. Public submissions provide valuable information regarding any such issues or circumstances.

The VEC's findings

The VEC's preliminary options

In its Preliminary Report, the VEC found seven to be the most appropriate number of councillors for the Bayside City Council.

In terms of voter numbers, the City of Bayside is the fourth smallest metropolitan municipality. In recommending a number of councillors, the VEC seeks to achieve fair and equitable representation, which, as described above, means taking a State-wide approach for similar municipalities of a similar size. The total number of voters in Bayside indicates that seven councillors would be appropriate. Bayside has a similar number of voters to the City of Hobsons Bay, where the VEC recommended seven councillors, and substantially fewer than the City of Stonnington, where the VEC recommended nine councillors.

The VEC recommended nine councillors in the City of Yarra, despite it having a smaller population than Bayside, because of a number of special circumstances. Specifically, the VEC noted a mobile population, a high proportion of residents who are not fluent in English, a diverse population including both large numbers of public housing tenants and increasing numbers of students and highly-educated residents, a large business sector, ageing infrastructure and significant ethnic and social issues. These factors combined to create a much heavier workload for councillors, and justified a greater number of councillors than would be determined from voter numbers alone. The special factors identified within the City of Yarra were not evident to the same extent within the City of Bayside.

The options are tested

In submissions at the preliminary and response stages of the review, submitters suggested that there were a number of factors in Bayside that contributed to higher workloads for councillors than in other similar-sized municipalities.

Some submitters suggested that workloads were increased because of issues arising from larger proportions of older and younger people within the Bayside community. Some people emphasised the diversity of the municipality's population, and those areas of the municipality which are less advantaged and have a higher proportion of people from CALD backgrounds. Others discussed the ageing infrastructure, and the diversity of environments (coastal areas, heritage areas, activity centres etc.).

The VEC was not convinced, however, that Bayside was significantly different to a number of other municipalities in Melbourne on these factors. Data from the 2001 Census show that there is a slightly smaller proportion of families and children in Bayside than in Melbourne as a whole and only a slightly larger proportion of older people. Many other municipalities, such as Kingston or Wyndham, also have diversity

in terms of people's levels of advantage, have mixes of different environments with different issues and have multiple infrastructure issues. Yet the VEC has recommended nine councillors for both of these municipalities to represent significantly larger numbers of voters. Furthermore, Bayside has limited projected population growth and a small area compared to other metropolitan municipalities.

The VEC does acknowledge that there may be a higher level of involvement by the community in some Council planning and building matters in Bayside than in other municipalities, but does not consider these factors to be sufficient in themselves to warrant nine councillors.

A number of people expressed a concern that the VEC was attempting to reduce the number of councillors throughout Victoria as a State-wide policy, with various reasons suggested for having such a policy. The VEC notes that, of the municipalities reviewed in 2004-2005, the number of councillors was increased in 28% of the reviews, and decreased in 15% of the reviews.

The VEC's recommendations, as outlined above, are based on the number of voters and consideration of any special circumstances. Submissions did not identify a sufficient degree of special circumstances to support the view that more than seven councillors would be required to provide fair and equitable representation. The VEC considers that seven councillors will provide an appropriate level of representation for the voters of the City of Bayside.

9.2 Electoral structure

Issues considered by the VEC

Provisions within the Act allow for a municipality to be unsubdivided, with all councillors elected "at large" by all voters, or for a municipality to be subdivided into a number of wards. If wards have only one councillor, councillors are elected using preferential voting. Under an unsubdivided or a multi-councillor ward structure, councillors are elected through proportional representation. With each system, voters mark their ballot papers the same way.

If the municipality is subdivided into wards, there are three options available:

- single-councillor wards;
- multi-councillor wards; and
- a combination of both single-councillor and multi-councillor wards.

Boundaries for wards must:

- provide for a fair and equitable division of the municipality; and
- ensure equality of representation, through the number of voters represented by each councillor being within 10% of the average number of voters per councillor for the municipality.

In addition to the legislative requirements, a number of other factors were considered when evaluating subdivided structures. These factors included:

- communities of interest (Communities of interest are groups of people who share a range of common concerns. They may occur where people are linked with each other geographically, economically or through having particular needs.);
- spreading developing areas over a number of wards;

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- using logical boundaries such as main roads, physical features and existing boundaries for easy identification of wards; and
 - taking account of likely population changes.

In developing ward boundaries, the VEC aims to achieve the best possible balance between these criteria.

The VEC's findings

In conducting electoral representation reviews, the VEC follows an extensive process of consideration as required by legislation. At the preliminary stage, the VEC considers preliminary submissions along with a wide variety of other information in order to develop a preferred and (in most circumstances) an alternative electoral structure option for the municipality under review. The VEC then makes the options available in its Preliminary Report, to be assessed by the public in response submissions and at the public hearing. Having considered the feedback, the VEC then makes a recommendation.

The VEC followed this process during the Bayside City Council review. The initial stages of consideration resulted in both a preferred and an alternative electoral structure, which were put to the public in the VEC's Preliminary Report. After considering written and verbal submissions in response to that Report, the VEC published an Addendum to the Preliminary Report with an additional option, which was also put to the public for comment.

Communities of interest

Demographically, the City of Bayside is a relatively homogeneous municipality. The vast majority of the municipality comprises urban residential areas, with the exception of a small industrial area in Cheltenham. Statistically, little differentiation is evident between the coastal suburbs. However, there is a marked difference between these coastal suburbs and Hampton East, Highett and Cheltenham, which have significantly lower average incomes, a higher proportion of CALD people and a higher proportion of people renting from the government and people renting in general. Hampton East particularly shows these attributes. Brighton East, although not coastal, generally shares the same demographic qualities as the coastal suburbs, except for having a higher proportion of CALD people.

Geographically, however, Bayside has a number of activity centres/hubs spread throughout the municipality, leading to some suburbs being relatively self-contained and having a distinct sense of place. This means that people tend to identify with their suburbs and share less of a sense of community with people in other suburbs. People in one part of the municipality may have little to do with people from other areas.

Should the municipality be unsubdivided?

In reaching its preliminary options, the VEC considered a number of possible structures. Firstly, it considered whether or not the municipality should be unsubdivided. The VEC notes that the City contains over 67,000 voters. The introduction of an unsubdivided municipality with such a large number of voters would make it difficult and costly for candidates to canvass the whole municipality. In addition, it could result in a large number of candidates nominating and being listed on ballot papers, making it more difficult for voters to make choices. For example, at the 2005 election there were 35 candidates across all wards. If all of

those candidates were to stand for election in an unsubdivided municipality, all 35 would appear on the one ballot paper and voters would have to number each box with a preference from 1 to 35 (unlike voting for the Victorian Upper House and Australian Senate, voters do not have the option of voting above the line in local government elections). The VEC therefore does not consider that an unsubdivided structure would be practicable in the City of Bayside.

Given these considerations, the VEC believes that it is most appropriate to divide the City into wards.

How should the municipality be divided?

The VEC examined a number of options to subdivide the municipality. In choosing between the various options, the VEC considered many factors. As outlined above, the demographics indicate that there are two broad communities of interest in Bayside, whereas people's sense of place suggests that there are nine, in line with the different suburbs. However, it is important to note that the suburbs vary considerably in their numbers of voters, from Hampton East (3,216 voters) to Brighton (16,466 voters). The voter number equality requirements of the Act mean that it would not be possible to create single-councillor wards based around Bayside's suburbs. Under either a seven or nine single-councillor ward structure, some suburbs would have to be split and other areas combined in order to achieve the legislative requirements about voter numbers.

The limited demographic differences between suburbs, however, indicate that combining some areas is appropriate, as they are likely to have similar representation needs. Moreover, multi-councillor wards bring a number of other advantages, such as providing the opportunity for non-geographically-specific communities of interest (such as older people or young families) to be represented and providing voters with a choice of councillor to approach on issues.

The VEC's preliminary options

Based on these considerations, the VEC put forward two models in its Preliminary Report. The VEC proposed a multi-councillor structure as its preliminary preferred option, as it believed this electoral structure achieved the best balance between the factors outlined above. Recognising the distinct sense of place evident in some areas of the municipality, however, the VEC put forward for public discussion a seven single-councillor ward structure as its preliminary alternative option.

The VEC considered that the preliminary preferred option generally kept communities of interest together. The hubs of North Brighton and Middle Brighton were grouped with their population catchment areas. The similar coastal suburbs of Black Rock and Hampton were placed together. The Hampton East/Highett/Cheltenham area was kept together, and, although it was combined with Beaumaris, the numbers were such that voters would still have the opportunity to achieve representation in accordance with their wishes.

The VEC put forward the preliminary alternative option of seven single-councillor wards to further stimulate public debate. However, the VEC noted that it was not possible to create meaningful and clear ward boundaries for seven single-councillor wards. Moreover, the VEC considered that there were distinct advantages to a multi-councillor ward structure, such as helping non-geographic communities of interest to achieve representation.

The options are tested

As outlined above, the VEC received little support for its preliminary options in the response submissions and at the public hearing.

A number of submissions objected to the VEC's preliminary preferred option because they considered that single-councillor wards were essential for Bayside. In many cases, these submitters provided arguments against multi-councillor wards in general (such as that people might be confused about which councillor to contact or that the councillors might find it harder to be familiar with the issues in their wards) rather than citing any factors specifically relating to Bayside. The VEC notes that multi-councillor wards have worked successfully in many municipalities in Melbourne, and, in several municipalities, the wards have significantly more voters than the multi-councillor wards proposed for Bayside.

Other submissions were concerned about a structure with both two-councillor and three-councillor wards. Some were concerned that the three-councillor ward would have more power than the two-councillor wards. The way that proportional representation (which applies in multi-councillor wards) operates, however, means that representatives of quite different interest groups are likely to be elected within one ward, so the councillors within a ward are actually less likely to form voting blocs than councillors in different wards.

Other submitters feared that under such a structure, one councillor may have undue power due to continually holding the balance of power. The VEC does not consider this possible outcome to be a likely scenario, as it is rare that councils are divided neatly into two permanent voting blocs on every municipal or community issue. Candidates certainly do combine in groups in council elections but this does not necessarily mean that two groups are likely to have almost equal support in a council election and each take approximately half of the vacancies. One submitter provided evidence for the existence of a group of apparently aligned candidates from previous elections in Bayside. The VEC notes that most of these candidates were unsuccessful, and no evidence was presented to suggest that they would constitute nearly half of the council under a different electoral structure.

A large number of submissions expressed concerns about the way that communities of interest were captured by the ward boundaries in both the preliminary preferred option and the preliminary alternative option, as outlined in Sections 6 and 7 above. The VEC considers that a number of these concerns were valid, and consequently developed an additional option in response.

This additional option retained the structure of two two-councillor wards and one three-councillor ward, but used significantly different boundaries to those used in the preliminary preferred option.

Many of the people providing comments on this additional option continued to support other structures. However, a number confirmed the VEC's view that the additional option provided better boundaries than the preliminary preferred option. Four particular suggestions were put forward regarding ward boundaries, as outlined in Section 8.2. The VEC considered each of these options, but considers there would be disadvantages to adopting them.

With the suggestions of moving the boundaries to Dendy Street or from Abbott Street, the VEC found that this would significantly impact on the deviations from the

average number of voters per councillor in the affected wards. To make either of these changes would lead to wards with deviations close to the 10% legislative allowance, which would risk the wards exceeding that allowance before the 2012 elections. The only way to avoid this problem would be to move other boundaries as well, and the VEC could not find any further boundary changes that would bring the number of voters to an appropriate amount and still provide clear, meaningful boundaries. One submitter did suggest placing those voters of Sandringham west of Bluff Road in the ward with Cheltenham in order to compensate, but the VEC considers that the interests and needs of these people relate more to those of other voters from Sandringham than to Cheltenham voters.

One submitter also suggested using Cheltenham and Weatherall Roads as ward boundaries rather than Park Road and Tulip Street. Although this boundary is closer to the locality boundary, the VEC considers that those people living in the streets just north of Weatherall Road relate more to Beaumaris than to Highett or Hampton as their community of interest.

The VEC did look at moving the boundary west of George Street to include all of the industrial properties, but considers that the advantages of using George Street as a clear boundary outweigh the potential problems from dividing a small portion of the industrial area.

The recommended option

From these considerations, the VEC believes that the additional option, without modification, is the structure best able to provide fair and equitable representation for Bayside's voters. This structure provides generally meaningful boundaries which do not split communities of interest. It provides multi-councillor wards, which will enable voters to choose either representatives of geographic communities of interest or non-geographic communities of interest. Multi-councillor wards will also reduce the likelihood of uncontested elections (two wards were uncontested at the 2005 elections for Bayside). By making the central ward the three-councillor ward, the VEC has provided the area with the most diversity with the largest number of councillors.

Regarding ward names, there were several suggestions put forward in response submissions, at the public hearing and in comments on the Addendum, as outlined in Sections 6-8 above. The VEC considers that this matter requires further investigation and consultation, and that such further consultation is beyond the scope of the current review. Therefore, the VEC has named the wards in its recommended option Northern, Central and Southern. The VEC encourages the Bayside City Council to further investigate the question of suitable ward names and, if appropriate, make a recommendation of these alternative names to the Minister for Local Government.

9.3 Recommendation

Having taken into account all relevant factors, including all submissions received and presentations at the public hearing, the VEC recommends that the Bayside City Council consist of seven councillors to be elected from two two-councillor wards and one three-councillor ward.

Steve Tully
Electoral Commissioner

10 Appendices

10.1 Public notices of the electoral representation review

Electoral Representation Review Bayside City Council

The Minister for Local Government has given notice under section 219C of the *Local Government Act 1989* that there is to be an electoral representation review of the Bayside City Council. The Council has appointed the Victorian Electoral Commission (VEC) to conduct the independent review.

What is the review about?

The aim of the review is to ensure fair and equitable electoral representation for voters in the City of Bayside. The VEC will recommend to the Minister for Local Government:

- the appropriate number of councillors;
- whether the City should be unsubdivided or divided into wards; and
- if the City is to be divided into wards, how many wards there should be, the number of councillors per ward and the ward boundaries.

What will the VEC consider?

The VEC will consider the numbers of councillors and the electoral structures of comparable municipalities, communities of interest, demographics and growth potential. Arguments and information in public submissions will assist the review.

Any person or group may make a written submission to the VEC regarding electoral representation for the City of Bayside. The VEC recommends consulting its Guide for Submissions first.

Key Steps in the Review

Step 1 – Information session, Monday, 5 March 2007 - 7.00 pm

- Highbett Room, Corporate Centre, 76 Royal Avenue, Sandringham.

Step 2 – Preliminary submissions. Deadline: Monday, 19 March 2007 - 5.00 pm

Step 3 – Preliminary Report, released Tuesday, 10 April 2007

Step 4 – Response submissions. Deadline: Tuesday, 1 May 2007 - 5.00 pm

Step 5 – Public hearing, Monday, 7 May 2007 - 6.30 pm

- Council Chambers, Boxshall Street, Brighton.
- People may speak in support of their response submissions if they have requested to do so in those submissions.

Step 6 – Final Report, released Monday, 28 May 2007

- The VEC will lodge a Final Report, containing its recommendations, with the Minister for Local Government.

For a Guide for Submissions or further information, call 13 18 32 or visit www.vec.vic.gov.au

Victorian Electoral Commission 

Electoral Representation Reviews

The Minister for Local Government has given notice under section 219C of the *Local Government Act 1989* that there are to be electoral representation reviews of the following councils:

- Manningham City Council
- Whitehorse City Council
- Darebin City Council
- Banyule City Council
- Kingston City Council
- Knox City Council
- Bayside City Council

The councils have appointed the Victorian Electoral Commission (VEC) to conduct the reviews.

What are the reviews about?

The aim of the reviews is to ensure fair and equitable electoral representation for the voters of these municipalities. For each municipality, the VEC will recommend to the Minister for Local Government:

- the appropriate number of councillors;
- whether the municipality should be unsubdivided or divided into wards; and
- if the municipality is to be divided into wards, how many wards there should be, the number of councillors per ward and the ward boundaries.

Under an unsubdivided or a multi-councillor ward structure, councillors are elected through proportional representation. Under a single-councillor ward structure, councillors are elected using preferential voting. With each system, voters mark their ballot papers in the same way.

What will the VEC consider?

The VEC will consider the numbers of councillors and the electoral structures of comparable municipalities, communities of interest, demographics and growth potential. Arguments and information in public submissions will assist the review.

Any person or group may make a written submission to the VEC regarding electoral representation for these municipalities. The VEC recommends consulting its Guide for Submissions first.

Making a submission

Further information about making a submission can be found in the Guide for Submissions. Submissions can be made by mail, fax or email. Submissions must reach the VEC by 5.00 pm on the following dates:

- | | | | |
|---------------------------|---------------|-------------------------|---------------|
| • Manningham City Council | 5 March 2007 | • Kingston City Council | 19 March 2007 |
| • Whitehorse City Council | 6 March 2007 | • Knox City Council | 19 March 2007 |
| • Darebin City Council | 13 March 2007 | • Bayside City Council | 19 March 2007 |
| • Banyule City Council | 13 March 2007 | | |

For a Guide for Submissions or further information, call 13 18 32 or visit www.vec.vic.gov.au

Electoral Representation Review

Bayside City Council

Preliminary Report

The Victorian Electoral Commission (VEC) is conducting an electoral representation review for the Bayside City Council. The review aims to achieve fair and equitable electoral representation for persons who are entitled to vote at the Council's general election. Having considered a range of information, including ideas contained in public submissions, the VEC has now released a Preliminary Report including its recommendations.

What are the recommendations in the Report?

The Bayside City Council currently has a subdivided municipality with nine councillors in nine wards.

Preliminary preferred option

The Report recommends that the Bayside City Council consist of seven councillors, to be elected from one three-councillor ward and two two-councillor wards.

Preliminary alternative option

The Report outlines an alternative option of a Council consisting of seven councillors, to be elected from seven single-councillor wards.

The maps on the right show the preferred and alternative options. The preferred option will be recommended to the Minister unless response submissions provide convincing arguments and evidence in support of an alternative option. People favouring the preferred option should also provide arguments and evidence explaining their reasons.

Where is the Report available?

Copies of the Preliminary Report are available from:

- the Bayside City Council offices, 76 Royal Avenue, Sandringham;
- the VEC website, www.vec.vic.gov.au; and
- the VEC on 13 18 32.

Response submissions on the Report

Any person or group may make a response submission to the VEC about its Preliminary Report.

Submissions can be:

- posted to the VEC at Level 8, 505 Little Collins Street, Melbourne Vic. 3000;
- emailed to bayside.review@vec.vic.gov.au; or
- faxed to (03) 9629 9330.

The VEC recommends obtaining a copy of the Report and consulting its Guide for Submissions first. These documents can be obtained free of charge from the VEC.

Submissions must include the following information about the person or group making the submission:

- name;
- address;
- telephone contact number; and
- whether the person or group making the submission wishes to speak at a public hearing in support of their submission.

Submissions must reach the VEC by **Tuesday, 1 May 2007 – 5.00 pm**. Late submissions will not be accepted.

Submissions will be available to the public at the VEC office and on the VEC website.

Public hearing, Monday, 7 May 2007 – 6.30 pm

The hearing will be held at:

- Council Chambers, Boxshall Street, Brighton.

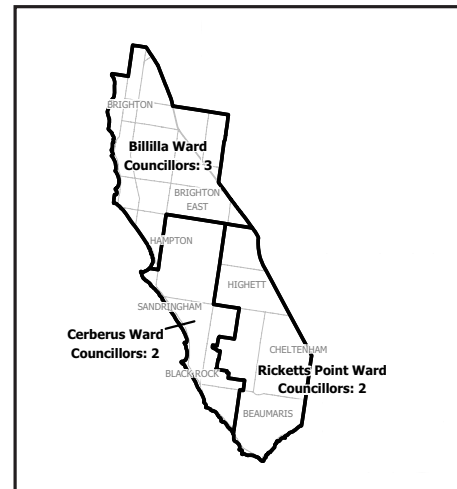
The hearing is open to the public, but only those people who have indicated in their submission that they would like to speak in support of their submission will be heard at the hearing.

Final Report, Monday, 28 May 2007

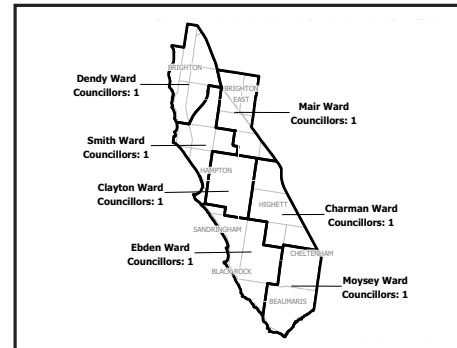
After considering a variety of sources of information, including arguments and evidence contained in submissions and provided at the public hearing, the VEC will prepare its Final Report making recommendations to the Minister for Local Government.

Electoral representation review publications are available in large print on request.

Bayside City Council Preliminary Preferred Option



Bayside City Council Preliminary Alternative Option



Further information 13 18 32 or visit www.vec.vic.gov.au

Victorian Electoral Commission 

Electoral Representation Review Bayside City Council

Addendum to the Preliminary Report

The Victorian Electoral Commission (VEC) is conducting an electoral representation review for the Bayside City Council. The review aims to achieve fair and equitable electoral representation for persons who are entitled to vote at the Council's general election.

The VEC published a Preliminary Report with a preliminary preferred and a preliminary alternative option on 17 April 2007. Following feedback on the Report, the VEC has now released an Addendum with an additional option and is seeking comments from the public on that option.

What is the additional option?

The Bayside City Council currently has a subdivided municipality with nine councillors in nine wards.

The additional option is a Council consisting of seven councillors elected from two two-councillor wards and one three-councillor ward. The boundaries for this option are different to the boundaries in the preliminary preferred option. The map on the right shows the additional option.

How can I find out more?

Copies of the Addendum with the additional option and the Preliminary Report are available from:

- the Bayside City Council offices, 76 Royal Avenue, Sandringham;
- the VEC website, www.vec.vic.gov.au; and
- the VEC on 13 18 32.

Making comments on the additional option

Any person or group may make comments to the VEC about the additional option.

Comments must reach the VEC by Tuesday, 19 June 2007 – 5.00 pm. Comments will not be accepted after this time.

Comments can be:

- posted to the VEC at Level 8, 505 Little Collins Street, Melbourne VIC 3000;
- emailed to bayside.review@vec.vic.gov.au; or
- faxed to (03) 9629 9330.

The VEC recommends obtaining a copy of the Addendum to the Report and consulting the VEC's Guide for Submissions first. These documents can be obtained free of charge from the VEC through any of the contact details listed above.

Comments must include the following information about the person or group making the submission:

- name;
- address; and
- telephone contact number.

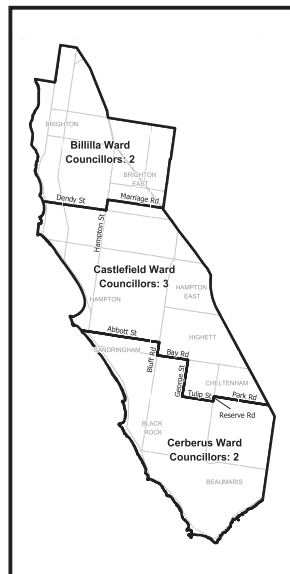
All comments received by the deadline will be available for public perusal at the VEC office and on the VEC website.

Final Report, Monday, 29 June 2007

After considering arguments and evidence in comments in response to the Addendum, and ideas expressed in submissions and at the public hearing in response to the Preliminary Report, the VEC will prepare its Final Report making recommendations to the Minister for Local Government.

The release of the Final Report has been delayed from the original date in order to allow time for comments on the additional option.

Electoral representation review publications are available in large print on request.



**Further information 13 18 32
or visit www.vec.vic.gov.au**



Media Release

For release from 20 February 2007

REPRESENTATION REVIEW GETS UNDERWAY

The electoral representation review for the Bayside City Council has begun. The review, conducted by the Victorian Electoral Commission (VEC), will consider the number of councillors for the municipality and the municipality's electoral structure.

"Anyone interested in the review should attend the public information session on Monday, 5 March 2007," said the Victorian Electoral Commissioner, Mr Steve Tully.

The details for the information session are:

- Monday, 5 March 2007, 7:00 pm
- Highett Room, Corporate Centre, 76 Royal Avenue, Sandringham

In conducting its review, the VEC will consider a range of information including arguments and evidence in public submissions.

Any person or group may make a written submission to the VEC about the review. Submissions do not have to be elaborate documents. A letter is perfectly acceptable, as long as it deals with the matters covered by the review. The VEC recommends consulting its Guide for Submissions, which outlines the issues involved.

Key dates for the City of Bayside representation review are:

Monday, 19 March 2007 - 5.00 pm –Deadline for preliminary submissions. Submissions can be mailed, faxed or emailed to the VEC.

Tuesday, 10 April 2007– The VEC's Preliminary Report will be released containing its preferred options.

Tuesday, 1 May 2007 - 5.00 pm – Deadline for response submissions about the Preliminary Report.

Monday, 7 May 2007 - 6.30 pm – Public hearing. People will be able to speak in support of their response submissions if they have requested to do so in those submissions.

Monday, 28 May 2007– The VEC will lodge its Final Report with the Minister for Local Government.

Any new electoral arrangements resulting from the review process would apply at the next Council election.

For more information, telephone the VEC on 13 18 32 or visit the VEC website www.vec.vic.gov.au

– ENDS –

Media releases are available from the VEC website <http://www.vec.vic.gov.au/rrreleases.html>

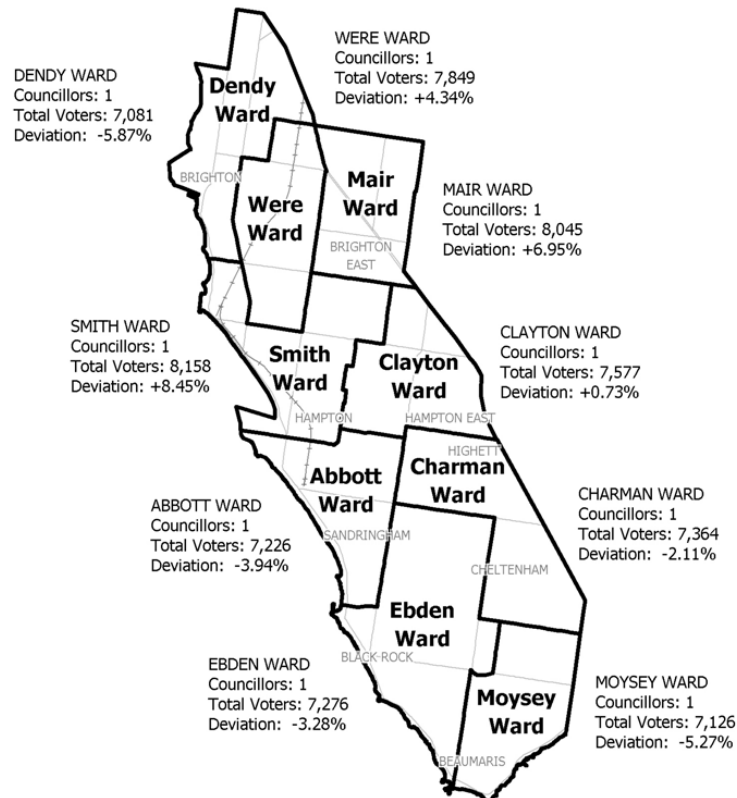
For further media information:

Chris Gribbin
Victorian Electoral Commission
Tel: 9299 0737

Media Fact Sheet

City of Bayside

The map below shows the current ward boundaries and the voter numbers and deviations from the average number of voters per councillor as at 2 January 2007.



For release from Monday, 9 April 2007

BAYSIDE CITY COUNCIL ELECTORAL REPRESENTATION REVIEW: PRELIMINARY REPORT DELAY

The Victorian Electoral Commission's (VEC's) Preliminary Report on the electoral representation for the Bayside City Council has been delayed by one week. It was previously advertised as being released on 10 April 2007. As a result of the delay, all subsequent dates in the electoral representation review process have also been moved by one week.

The new timelines for the review are:

17 April 2007 – The VEC's Preliminary Report will be released containing its preferred options.

8 May 2007– 5.00 pm – Deadline for response submissions about the Preliminary Report.

14 May 2007 – Public hearing. People will be able to speak in support of their response submissions if they have requested to do so in those submissions.

4 June 2007 – The VEC will lodge its Final Report with the Minister for Local Government.

Any person who requires additional information can visit www.vec.vic.gov.au, contact the VEC on 13 18 32, or write to the VEC at Level 8, 505 Little Collins Street, Melbourne, Vic. 3000.

– ENDS –

Media releases are available from the VEC website <http://www.vec.vic.gov.au/rrreleases.html>

For further media information:

Chris Gribbin
Victorian Electoral Commission
Tel: 9299 0737

For release from Tuesday, 17 April 2007

BAYSIDE CITY COUNCIL ELECTORAL REPRESENTATION REVIEW: PRELIMINARY REPORT RELEASED

The Victorian Electoral Commission (VEC) today released its Preliminary Report on electoral representation for the Bayside City Council. The VEC's preliminary preferred option is for the Bayside City Council to consist of seven councillors, elected from one three-councillor ward and two two-councillor wards. An alternative option of seven single-councillor wards is also included in the Preliminary Report.

The Report has been released and is available on the VEC's web site at www.vec.vic.gov.au. The Report is also available at the Bayside City Council offices, 76 Royal Avenue, Sandringham, and at the VEC office, Level 8, 505 Little Collins Street, Melbourne, Victoria 3000.

People have until 5.00 pm, Tuesday, 8 May 2007 to lodge submissions with the VEC regarding its Preliminary Report.

People who wish to speak publicly in support of their submissions will have an opportunity to do so at a public hearing at:
Council Chambers, Boxshall Street, Brighton on Monday, 14 May 2007 at 6.30 pm.

The VEC's Final Report and recommendations will be lodged with the Minister for Local Government on Monday, 4 June 2007.

Please note that these dates are different to those published previously.

Any person who requires additional information can visit www.vec.vic.gov.au, contact the VEC on 13 18 32, or write to the VEC at Level 8, 505 Little Collins Street, Melbourne, Victoria 3000.

– ENDS –

Media releases are available from the VEC website <http://www.vec.vic.gov.au/rrreleases.html>

For further media information:

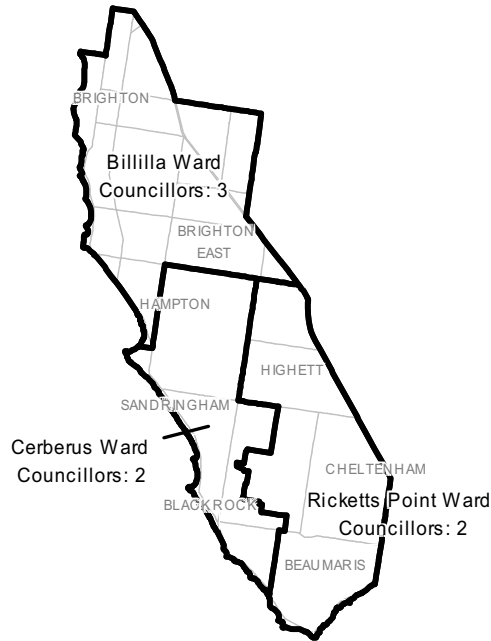
Chris Gribbin
Victorian Electoral Commission
Tel: 9299 0737

Media Fact Sheet

MAPS OF RECOMMENDED OPTIONS FOR BAYSIDE CITY COUNCIL

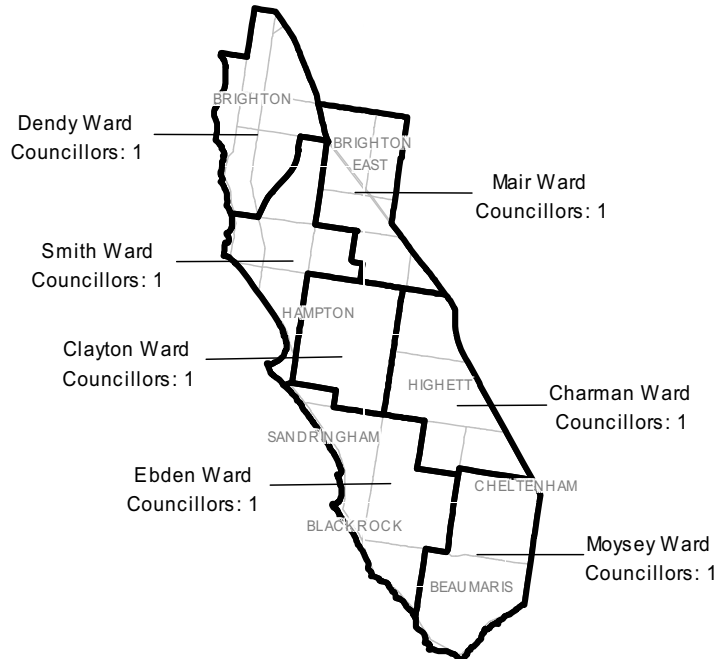
PRELIMINARY PREFERRED OPTION:

Seven councillors elected from one three-councillor ward and two two-councillor wards



FIRST PRELIMINARY ALTERNATIVE OPTION:

Seven councillors elected from seven single-councillor wards



Media Release Victorian Electoral Commission

For release from Monday, 4 June 2007

BAYSIDE CITY COUNCIL ELECTORAL REPRESENTATION REVIEW: ADDITIONAL OPTION RELEASED

The Victorian Electoral Commission (VEC) today released an additional option for the electoral representation review of the Bayside City Council. The VEC released a Preliminary Report with a preferred and an alternative option on 17 April 2007. Following feedback on the Report, the VEC has now released an Addendum with an additional option and is seeking comments from the public on that option.

The Addendum is available on the VEC's web site at www.vec.vic.gov.au, at the Bayside City Council offices, 76 Royal Avenue, Sandringham, and at the VEC office, Level 8, 505 Little Collins Street, Melbourne, Victoria 3000.

Any person or group may make written comments to the VEC about the additional option.

People have until 5.00 pm, Tuesday, 19 June 2007 to lodge written comments with the VEC.

The VEC's Final Report and recommendations will be lodged with the Minister for Local Government on Friday, 29 June 2007. The Final Report will consider arguments and evidence presented in comments in response to the Addendum, and ideas expressed in written submissions in response to the Preliminary Report and at the public hearing on 14 May 2007.

The release of the Final Report has been delayed from the previously advertised date in order to allow time for comments on the additional option.

Any person who requires additional information can visit www.vec.vic.gov.au, contact the VEC on 13 18 32, or write to the VEC at Level 8, 505 Little Collins Street, Melbourne, Victoria 3000.

– ENDS –

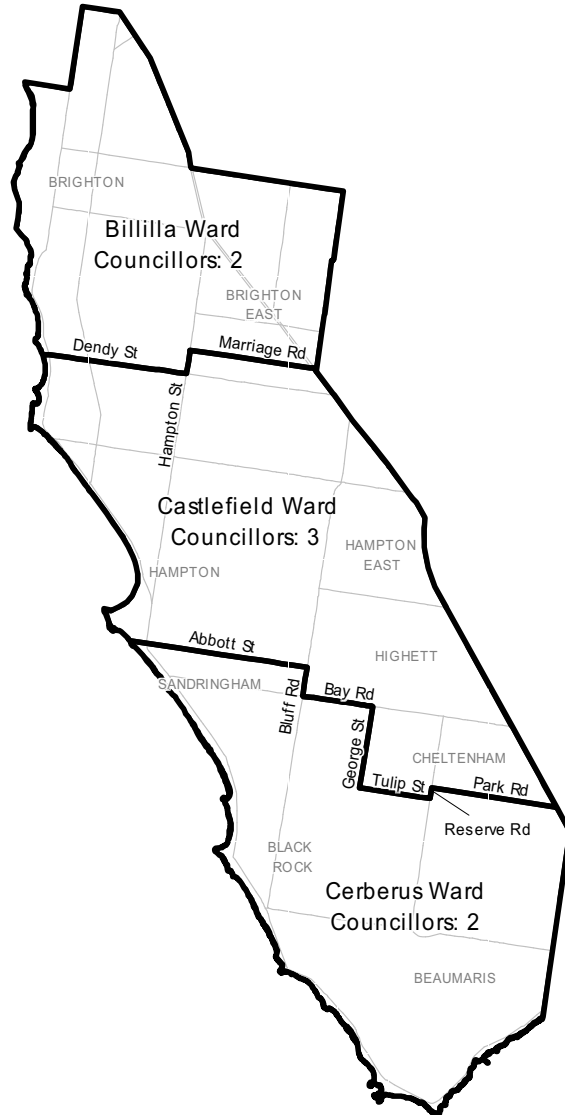
Media releases are available from the VEC website <http://www.vec.vic.gov.au/rrreleases.html>

For further media information:

Chris Gribbin
Victorian Electoral Commission
Tel: 9299 0737

Media Fact Sheet

MAP OF ADDITIONAL OPTION FOR THE BAYSIDE CITY COUNCIL



10.3 Guide for Submissions

Electoral Representation Review for the Bayside City Council

Guide for Submissions



CHECKLIST:

Before you send in your submission:

- Have you included your name, address and telephone contact number?
- Do you understand that your submission will be made public?
- Have you given reasons for the model(s) you are suggesting?

If you are making a **response submission** to the Preliminary Report:

- Have you focused your discussion on the models proposed in the Preliminary Report?
- Have you indicated whether or not you would like to speak to the submission at the public hearing?

In writing your submission, you might like to consider the following questions (you do not need to answer every question in order to make a useful submission):

The number of councillors:

- Have you suggested a number between 5 and 12 (as required by legislation)?
- If the number of councillors you have suggested varies substantially from the numbers in similar-sized municipalities of a similar type, have you explained why?


The electoral structures:

- Have you indicated whether you want the municipality to be subdivided or unsubdivided?
- Have you explained why your preferred structure would best suit your municipality?

If you think that the municipality should be **subdivided** into wards:

- Have you indicated whether you want single-councillor wards, multi-councillor wards or a combination of both?
- Have you suggested ward names and given reasons for those names?

Conducted by the
Victorian Electoral Commission
Level 8, 505 Little Collins Street, Melbourne Vic. 3000
Telephone: 13 18 32
Fax: (03) 9629 9330
Email: bayside.review@vec.vic.gov.au
Website: www.vec.vic.gov.au

Victorian Electoral Commission 

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Background

What is an electoral representation review?

An electoral representation review examines the electoral structure of a local council. It considers:

- the number of councillors in a municipality;
- whether a municipality should be unsubdivided or subdivided into wards; and
- if it should be subdivided, what the ward boundaries should be.

In addition, the review must make sure that, within each municipality, the number of voters represented by each councillor in each ward is within 10% of the average number of voters per councillor. That way, each person's vote has the same value.

Another important element to these considerations is that, according to the *Local Government Act 1989* (the Act), wards with only one councillor must elect that councillor using preferential voting, and wards with two or more councillors must elect them via proportional representation. If a municipality is unsubdivided, then all of its councillors must be elected using proportional representation.

When do representation reviews take place, and who conducts them?

The Local Government Act specifies that:

- electoral representation reviews must be conducted before every second council election; and
- a council must appoint an Electoral Commission to undertake the review.

On completion of the review, the Electoral Commission makes a recommendation to the Minister for Local Government, who then has the power to act on it.

This system of electoral representation reviews came into effect at the end of 2003 as a result of amendments to the Act. The first representation review for each municipality under this system takes place at a time specified by the Minister for Local Government by a notice in the *Victoria Government Gazette*. The first representation reviews to be carried out under the amended Act took place in 2004.

On 4 January 2007, the Minister for Local Government gave notice under section 219C of the Local Government Act that an electoral representation review is to be conducted for the Bayside City Council. The Bayside City Council has appointed the Victorian Electoral Commission (VEC) to conduct the review.

How did the current electoral structures come about, and on what were they based?

The electoral structures currently in place in municipalities across Victoria are diverse. Whilst over half of the metropolitan and regional councils have undergone reviews, most of the remaining municipalities still operate under structures established by the commissioners appointed during the restructures of the 1990s. The commissioners did not have any State-wide reference available to them when considering the appropriate number of councillors and electoral structures for their municipalities. As a consequence, there remain substantial differences between similar municipalities across Victoria. Subsequent to these reforms, individual councils conducted electoral reviews.

What is the purpose of a representation review?

Section 219D of the *Local Government Act 1989* specifies that the purpose of a representation review is to achieve "fair and equitable representation for the persons who are entitled to vote at a general election of the Council."

To achieve this, the VEC proceeds on the basis of three main principles:

1: to ensure that the number of voters represented by each councillor is within 10% of the average number of voters per councillor for that municipality

Populations are continually changing – they grow in some areas and decline in others. Over time, these changes can lead to some wards having larger or smaller numbers of voters. As part of a representation review, the VEC needs to correct any imbalances that have come about. The VEC also tries to make sure that the boundaries it sets will continue to provide equitable representation until the next review is due in eight years, by taking account of likely future changes.

2: to take a consistent, State-wide approach to the total number of councillors

Regarding the number of councillors, the VEC has adopted as a guide the numbers of councillors in similar-sized municipalities of similar categories within Victoria. In addition, the VEC considers any special circumstances that warrant the municipality having more or fewer councillors than similar municipalities.

3: to ensure that communities of interest are as fairly represented as possible

Every municipality contains a number of communities of interest (see page 8). The electoral structure should be designed to take these into account where practicable. This is important for assisting the elected councillors to be effective representatives of the people in their particular municipality.

What can't a representation review do?

The review cannot deal with the external boundaries of the municipality, or such matters as whether the municipality should be divided into two separate municipalities or amalgamated with another municipality.

On what does the VEC base its recommendations?

The VEC bases its recommendations on a number of factors, including the following:

- internal research specifically relating to the municipality under review;
- the VEC's experience from its work with other municipalities and in similar reviews for State elections;
- the VEC's expertise in mapping, demography and local government; and
- careful consideration of all input from the public in both written and verbal submissions made during the course of the review.

Input from the public is an important part of the process, but it is not the only factor considered. The VEC's recommendations are not made by a 'straw poll' of the number of submissions supporting particular models. The VEC seeks to ensure fair and equitable representation for all voters of the municipality. This means carefully considering all views expressed in submissions from the public, but also considering other factors, such as giving representation to communities of interest (including those communities of interest which may not be particularly vocal).

About the VEC

The Victorian Electoral Commission is an independent statutory authority established under Victoria's *Electoral Act 2002*. The VEC is not subject to ministerial direction or control in the performance of its responsibilities. The VEC's main functions include:

- conducting parliamentary elections and by-elections;
- conducting local government elections and by-elections (when appointed by councils);
- conducting representation reviews for councils;
- maintaining an accurate and up-to-date register of electors and preparing rolls for elections; and
- contributing to public understanding of elections and electoral matters through information and education programmes.

In performing these functions, the VEC acts as an independent, impartial authority, acting transparently and with integrity.

The review process

Tuesday, 4 January 2007	The review begins	The VEC begins conducting research and preparing material for the public.
February 2007	Notification of the public	A notice detailing the process for the review and calling for submissions is placed in the <i>Herald Sun</i> , <i>The Age</i> , and the <i>Bayside Leader</i> .
Monday, 5 March 2007 7.00 pm	Information session	An article outlining the purpose and process of the review is published in the council newsletter. An information session on the review process is held at: <ul style="list-style-type: none"> Highbett Room, Corporate Centre, 76 Royal Avenue, Sandringham Anyone interested in making a submission is advised to attend.
Monday, 19 March 2007 5.00 pm	Closing date for preliminary submissions	Preliminary submissions are your chance to contribute your views and local knowledge about any issues relevant to the review. See details in the next section. Late submissions will not be accepted.
Tuesday, 10 April 2007	Preliminary Report released	Based on the VEC's research, including information presented by the public, the VEC formulates a series of different models for how the electoral structure of the City of Bayside could be arranged. The models that best fit the VEC's aim of fairness and equity of representation are presented and explained in the Preliminary Report. For details of how to get a copy of the Report, see below.
Tuesday, 1 May 2007 5.00 pm	Closing date for response submissions on the Preliminary Report	Any person or group, including the Council, may make a response submission to the VEC about the Preliminary Report. This is your chance to present any additional arguments regarding which of the VEC's models you believe best represents the voters of the City of Bayside. Late submissions will not be accepted.
Monday, 7 May 2007 6.30 pm	Public hearing	A public hearing is held at: <ul style="list-style-type: none"> Council Chambers, Boxshall Street, Brighton People who state in their response submissions to the Preliminary Report that they want to speak in support of their submissions may do so at this public hearing.
Monday, 28 May 2007	Final Report	After considering any written submissions relating to the Preliminary Report, and information provided at the public hearing, the VEC prepares a Final Report making recommendations to the Minister for Local Government. For details of how to get a copy of the Final Report, see below.
		The Minister for Local Government considers the VEC's recommendations and may make a determination. Any determination will take effect at the next Council election.

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Making a submission

Any person or group, including the Council, may make a submission to the VEC. Submissions do not have to be elaborate documents: a short letter is perfectly acceptable, as long as it addresses matters within the scope of the review (see the checklist inside the front cover of this document).

When can people make submissions?

The VEC accepts submissions at two stages of the review process:

Preliminary submissions should address matters relating to the number of councillors and the electoral structure of the municipality. At this stage, people can suggest any possible models within the constraints as explained in the "Matters to consider" section of this document. The most helpful submissions are generally those that provide clear explanations or evidence for particular viewpoints. Preliminary submissions must be received at the VEC by **Monday, 19 March 2007 – 5.00 pm. Late submissions will not be accepted.**

Response submissions on the Preliminary Report can comment on any issues relating to the review, but are more helpful if they comment on the preferred option and/or the alternative option(s). Alternative models will not generally be considered at this stage, as there is no further opportunity to put those models to the public for comment. Response submissions should indicate whether the person making the submission wishes to speak at a public hearing in support of his or her submission. Response submissions must be received at the VEC by **Tuesday, 1 May 2007 – 5.00 pm. Late submissions will not be accepted.**

There will be a **public hearing** for people who want to speak in support of their response submissions on **Monday, 7 May 2007 – 6.30 pm**. People wishing to speak must request to do so in their response submissions.

Where should submissions be sent?

Submissions can be sent to the VEC in the following ways:

- posted to Level 8, 505 Little Collins Street, Melbourne, Vic. 3000;
- emailed to bayside.review@vec.vic.gov.au; or
- faxed to (03) 9629 9330.

Submissions must include the name, address and telephone contact number of the person making the submission. Without this information, the submission will not be accepted.

Public access to submissions

Once lodged, submissions will be available to the public at:

- the VEC office at Level 8, 505 Little Collins Street, Melbourne; and
- the VEC website www.vec.vic.gov.au

The VEC will publish all submissions received by the due date on its website. The name and locality of the person making the submission will also be published. The person's telephone number, street address and signature will not be published. The reason for making submissions available to the public is to ensure transparency in the electoral representation review process.

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Matters to consider when preparing submissions

There are many matters to be considered when determining the electoral structure of a municipality. In your submission, you might try to take all of the issues into account, or you might just concentrate on one issue that you wish to bring to the VEC's attention. The VEC's job is to look at all of the relevant matters and to reach the best overall solution, based both on its own research and submissions received from the public.

Below are some of the main matters you might like to consider.

How many councillors should there be?

Under the *Local Government Act 1989*, the number of councillors in every municipality must be between five and twelve inclusive (s.5B(1)). The Act does not specify how to decide what is the appropriate number, but the VEC has identified the following matters to consider.

Parliament has provided a range for the number of councillors to allow for municipalities with large numbers of voters and municipalities with smaller numbers. The numbers of voters in each municipality vary across Victoria from approximately 4,000 to over 166,000. The VEC applies these provisions of the Act in a logical way, with those municipalities that have the largest numbers of voters having the most councillors, and those municipalities that have the least numbers of voters having fewer councillors.

The VEC has produced a table that lists each municipality and its area, number of voters and number of councillors (see the end of this document). The table differentiates between metropolitan municipalities, metropolitan/rural fringe municipalities, regional municipalities with urban areas and rural municipalities in recognition of the different circumstances and needs of these categories of municipalities. This table is a valuable reference point in considering the appropriate number of councillors. This information enables the VEC to compare the municipality being reviewed to other municipalities with similar voter numbers and areas.

The VEC also considers whether the number of voters in the municipality is expected to increase or decline in the period between reviews (eight years). Population forecasts produced by the Australian Bureau of Statistics and the Victorian Department of Sustainability and Environment are used to assist the VEC in making its assessment.

In addition, the VEC considers any special issues or circumstances that may require a municipality to have more or fewer councillors than would otherwise be the case. These might include such issues or circumstances as:

- significant population growth within the municipality;
- an especially mobile or transient population;
- cultural and linguistic diversity within the community;
- a large proportion of older residents who may have special interests and needs;
- a wide geographic distribution of voters within a large municipality; or
- a large number of communities of interest (see below).

Communities of interest

An important part of achieving "fair and equitable representation" is making sure that communities of interest are appropriately represented. Communities of interest are groups of people who share a range of common concerns or aspirations. They are different from "interest groups" or "pressure groups" which may only have one issue in common (or a very limited number of issues). The communities of interest to which people belong are often also an important part of their self-identity.

Communities of interest may occur where people are linked with each other geographically (e.g. a town or valley) or economically, such as where people work in similar industries (e.g. tourism) or where people work in mutually-dependant industries (e.g. fruit growers, transporters and canners). Communities of interest may also appear where people share a number of special needs because of similar circumstances (such as new immigrants, who may have little English, require assistance with housing and need help finding employment). Communities of interest may also include ethnic groups, retired people, the unemployed or many other groupings of people.

Communities of interest are important in electoral representation reviews when they have similar needs from their local government. In such cases, it is important to endeavour to ensure that communities of interest have the opportunity to be fairly represented on councils. There are a number of ways to take account of communities of interest, depending on how they are distributed geographically. For example:

If:	then fair representation may best be achieved by:
a community of interest is compact geographically,	creating a ward with boundaries reflecting that community of interest.
a community of interest is a widespread minority,	creating multi-councillor wards with proportional representation.
there are numerous minority communities of interest within a municipality,	combining the communities of interest, so that any elected councillor would be responsible to <i>all</i> of these groups.

There are also many other ways to take communities of interest into account.

Should the municipality be unsubdivided or divided into wards?

A municipality can either be unsubdivided, with all councillors elected “at large” by all of the voters, or it can be subdivided into a number of wards. Both electoral structures have advantages and disadvantages, and which structure is best for any individual municipality will depend on the municipality’s particular circumstances.

The City of Bayside is currently divided into nine wards, with one councillor representing each ward.

The following tables list characteristics that are commonly considered to be associated with the different possible electoral structures and may be of use in deciding which structure most suits your municipality.

The table at the end of this document lists all of Victoria’s municipalities and their electoral structures.

Unsubdivided municipalities

Unsubdivided municipalities must elect their councillors by proportional representation (see more on this point below).

The possible features of an unsubdivided municipality can be portrayed as follows:

Positive Features	Less Positive Features
Promotes the concept of a municipality-wide focus, with councillors being elected by and concerned for the municipality as a whole, rather than parochial interests.	May lead to significant communities of interest and points of view being unrepresented. May lead to councillors being relatively inaccessible for residents of parts of the municipality.
Gives residents and ratepayers a choice of councillors to approach with their concerns.	May lead to confusion of responsibilities and duplication of effort on the part of councillors. May be difficult for voters to assess the performances of individual councillors.
Each voter has the opportunity to express a preference for every candidate for the Council election.	Large numbers of candidates might be confusing for voters.
Removes the need to define internal ward boundaries.	
Results in a simple, less expensive voter roll for elections as compared with separate voter rolls for individual wards.	

Options for division into wards

If the municipality is to be divided into wards, there are three options:

- single-councillor wards;
- multi-councillor wards; and
- combinations of single and multi-councillor wards.

The Local Government Act specifies that wards with only one representative must elect that representative via preferential voting, whereas multi-councillor wards and unsubdivided municipalities must elect their representatives via proportional representation. As far as voters are concerned on the day, it makes no difference. In practice, ballot papers look the same and are filled out in the same way, regardless of whether the candidates are being elected by proportional representation or by preferential voting. Whether a ward elects councillors via proportional representation or preferential voting can sometimes make a difference as to whether or not communities of interest are fairly represented.

Single-councillor wards

The possible features of single-councillor wards can be portrayed as follows:

Positive Features	Less Positive Features
Councillors are more likely to be truly local representatives, easily accessible to residents and aware of local issues.	Councillors may be elected on minor or parochial issues and lack a perspective of what policies benefit the municipality as a whole.
Major geographical communities of interest are likely to be represented.	Ward boundaries may divide communities of interest, and may be difficult to define.
It is less likely that one particular point of view or sectional interest will dominate the Council.	
	Voters may have a restricted choice of candidates in elections for individual wards.
	Small populations in each ward may make ward boundaries more susceptible to change caused by demographic shifts.

Multi-councillor wards

A multi-councillor ward structure results in fewer but larger wards than a single-councillor ward structure.

The possible features of multi-councillor wards can be portrayed as follows:

Positive Features	Less Positive Features
This structure supports the accommodation of a whole community of interest (such as a sizeable town or group of suburbs) within a ward.	Very local issues may be overridden. Groups may form within the council based on multi-councillor wards, leading to possible division between councillors.
Focus on issues may be broader than for single-councillor wards (though councillors may be more locally focussed than in an unsubdivided municipality).	In very large wards, councillors may not be accessible for residents in parts of the ward. Duplication or gaps may occur if councillors do not communicate or share their workloads effectively.
Councillors may be more accessible than in an unsubdivided municipality. Electors have a choice of councillor to approach. Councillors may share workloads more effectively.	
Ward boundaries are likely to be easy to identify and less susceptible to change as a result of population growth or decline than for single-councillor wards.	It is easier for candidates to be elected as part of a voting ticket than as individuals.

Voting systems

The voting system is another important factor to take into account when considering whether to have single-councillor wards, multi-councillor wards or unsubdivided municipalities. In single-councillor wards, councillors must be elected by preferential voting. In unsubdivided municipalities and multi-councillor wards, councillors must be elected by proportional representation. Under either system, people still vote in the same way. The only differences are the way that the votes are counted.

When there are single-councillor wards, the **preferential system** applies. Under the preferential system:

- a candidate must achieve an absolute majority (50% plus one) of the formal votes to be elected;
- if a candidate obtains an absolute majority of the first-preference votes, then that candidate is elected;
- if no candidate obtains an absolute majority of first-preference votes, preferences have to be distributed:
 - the candidate with the lowest number of first-preference votes is declared to be a defeated candidate, and that candidate's votes are distributed to the remaining candidates according to the second preferences on the ballot papers;
 - the process of excluding the lowest candidate and distributing that candidate's preferences to the remaining candidates continues until one candidate has an absolute majority of votes, and is declared elected.

Under this system, the way in which voters allocate their preferences can be just as important as where they place their first-preference votes. Candidates advise voters (through how-to-vote cards and candidate statements) about how to order their preferences, and may negotiate with other candidates about the order of preferences. In some cases, candidates have informal "unrunning mates" to help with the flow of preferences to them.

Combination of single-councillor and multi-councillor wards

The possible features of a combined system can be portrayed as follows:

Positive Features	Less Positive Features
A large community of interest can be included within a multi-councillor ward, and a smaller community of interest can be included within a single-councillor ward. This structure accommodates differences in population across a municipality, and allows small communities to be separately represented. Clear ward boundaries are more likely.	Electors in single-councillor wards may expect that their councillors will be more influential than their numbers suggest.

When there are multi-councillor wards or unsubdivided municipalities, **proportional representation** applies. The basis of proportional representation is that candidates are elected in proportion to their support. Under the proportional representation system:

- to be elected, a candidate must obtain a "quota", which is calculated by dividing the total number of votes by one more than the number of vacancies, and then adding one (for example, in an election for 3 vacancies with 800 votes cast, the quota would be 201);
- when a candidate receives more votes than a quota, the surplus votes are distributed to the continuing candidates at a reduced value, calculated by dividing the surplus votes by the total votes for the candidate (for example, if a candidate achieved 300 votes and the quota was 201 votes, the candidate's surplus would be 99, and ballot papers would be transferred to the remaining candidates at a value of 99 divided by 300);
- when all surplus votes have been distributed and there are still vacancies to be filled, preferences are distributed from the lowest-scoring candidates until a candidate has a quota.

This system means that any candidate who obtains a quota, either through first-preference votes or through the flow of preferences, is elected. In effect, candidates representing large minorities are likely to be represented as well as candidates representing majorities.

Proportional representation has a number of key differences to the exhaustive preferential system, which applied, in unsplit municipalities and multi-councillor wards at elections prior to 2004. Proportional representation may return quite different results to the old system. Proportional representation should return candidates that are more representative of voters' choices and makes it more difficult for candidates to be elected as part of a ticket.

How should ward boundaries be drawn?

Getting the numbers right

If the City of Bayside is to remain divided into wards, the ward boundaries must comply with legal requirements. Section 219D of the *Local Government Act 1989* requires that:

- the number of voters represented by each councillor must be within 10% of the average number of voters per councillor for that municipality; and
- the ward boundaries must provide a fair and equitable division of the municipal district.

Where there are multi-councillor wards, the number of voters represented by each councillor for such wards is taken to be the total number of voters for the ward divided by the number of councillors for the ward. For instance, if there are 3 councillors and 12,000 voters for a ward, the number of voters represented by each councillor will be 4,000, that is 12,000 divided by 3.

Ward boundaries must meet the approximate equality requirement set by the Act. The number of voters represented by each councillor cannot be more than 10% outside the average number for all councillors. In the City of Bayside at present, Smith Ward is close to the 10% limit.

Other considerations

The Act does not prescribe any more details to define what constitutes a fair and equitable division of the municipality. However, the following criteria are useful in considering and (where possible) deciding on proposed ward boundaries:

- the boundaries should take account of communities of interest;
- the boundaries should follow clear lines, such as major roads, rivers and other natural features;
- growing areas should not be concentrated into one ward, but should be spread over several wards; and
- the boundaries should take account of likely population changes, by setting the number of voters in wards with high growth potential somewhat below the average, and the number of voters in wards with little growth potential somewhat above the average. This approach will help ensure that the boundaries stay within the 10% tolerance for a longer period, avoiding the need for frequent redrawing of boundaries.

In developing ward boundaries, the VEC aims to achieve the best possible balance among these criteria.

What should wards be called?

There is a variety of possible approaches to the naming of wards, including:

- **Place names:** A number of municipalities name their wards after localities in the wards. This approach is useful where ward boundaries closely align with localities. However, it can lead to people in smaller localities within a ward feeling overlooked, and may cause confusion if the locality that a ward is named after cuts across a ward boundary;
- **Compass directions:** This is the current approach in, for example, the City of Whittlesea, where the wards are East, North and West. It is straightforward. It is of most use where the location of the wards is closely aligned to compass directions;
- **Names of historic buildings:** This is a way of celebrating the municipality's heritage;
- **Names of natural features:** Using the names of natural features such as hills or streams can be a way of identifying wards without the complications of locality names. The features would need to be well known and relevant to the particular ward;
- **Names of pioneers and former prominent citizens:** This is a way of recognising important former residents. It is most appropriate when the person is closely associated with the area covered by the ward; and
- **Aboriginal names:** This is a way of recognising the municipality's Aboriginal heritage. However, the use of Aboriginal names could be seen as being tokenistic if the names are not relevant to areas within the municipality.

Getting copies of the Preliminary and Final Reports

Copies of the Preliminary and Final Reports will be available from the VEC website, www.vec.vic.gov.au, by contacting the VEC on 13 18 32, and at the Bayside City Council offices.

When the Preliminary Report is released, a notice in the *Bayside Leader* and *The Age* will specify how people can make a written submission in response to the Report.

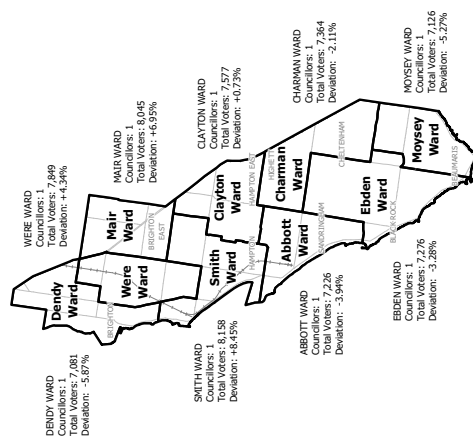
The Preliminary Report will be available from **Tuesday, 10 April 2007**.

The Final Report will be released on **Monday, 28 May 2007**.

The Current Structure

The City of Bayside is a subdivided municipality with nine single-councillor wards. Councillors are elected by preferential voting.

The map below shows the current ward boundaries and the voter numbers and deviations from the average number of voters per councillor as at 2 January 2007.



A break-down of voter numbers by Census Collector District is available from the VEC website – www.vec.vic.gov.au – or by calling the VEC on 13 18 32. This can be used to see more precisely where voters are located within the municipality.

The City of Bayside at a glance

In 1994 Bayside City Council was created comprising the former cities of Brighton and Sandringham, and parts of the former cities of Mordialloc and Moorabbin.

Bayside is located 16 kilometres south-east of Melbourne and covers an area of 37 square kilometres. The coastline of Port Phillip Bay forms the western boundary, while the Nepean Highway and the Frankston railway line form much of the eastern boundary. The City of Bayside shares its municipal boundaries with the Cities of Kingston, Glen Eira and Port Phillip. Major centres in Bayside include Sandringham, Brighton and Hampton.

Bayside is primarily a residential area, although there are approximately 100 hectares of industrially zoned land in Bayside with over 400 individual industrial operations. Approximately 50% of industry is involved in manufacturing (including engineering, plastics, timber) with the balance a mix of warehouses, automotive and technical services and related industries.

Principal employment sectors are retailing and wholesaling, property and business services, health and community services and accommodation, cafés and restaurants. Manufacturing accounts for 13% of jobs and occupations such as construction, transport and storage account for significantly lower employment numbers.

(Sources: Department of Sustainability and Environment *Victoria in Future 2006*; Department of Sustainability and Environment *Melbourne in Fact 2001*; Department of Sustainability and Environment *Victoria Population Bulletin 2006*; Department of Sustainability and Environment *Know Your Area*; Bayside City Council website)

Size

	City of Bayside	Melbourne Metropolitan Councils (medians)
Area (square kilometres)	37	61
Population ¹	89,263	120,562
Population density (people/square km)	2412.5	1,999.52
Voters	67,702	88,672

Economic profile¹

	City of Bayside	Metropolitan Melbourne
Major industries (percentages of workforce)		
<i>Manufacturing</i>	11.1	16.0
<i>Retail trade</i>	13.1	14.6
<i>Accommodation, cafés, restaurants, cultural and recreation services</i>	4	6.9
<i>Property and business services</i>	19.5	13.1
<i>Education</i>	8.3	6.9
<i>Health and community services</i>	10.3	9.3
<i>Agriculture, Forestry and fishing</i>	0.4	0.8
Unemployment rate	4.3%	6.3%
Households earning under \$500/week	21.4%	24.5%

Population profile¹

	City of Bayside	Melbourne Metropolitan Councils
Age groups (percentages of the population)		
<i>0-17 years old</i>	24.2	22.1
<i>18-34 years old</i>	19.1	26.9
<i>35-49 years old</i>	24.7	22.4
<i>50+ years old</i>	32.1	28.6
Expected population growth (2006-2016) ¹	4.43%	7.99%

- 1 – statistics from 2001 Census
 2 – Department of Sustainability and Environment revised estimates 2005 *Population Bulletin 2006*
 3 – based on Department of Sustainability and Environment *Victoria in Future 2004* estimates

Past reviews of similar municipalities

The City of Bayside is a densely-populated and relatively homogenous metropolitan municipality. In these respects, the City of Bayside is similar to the cities of Stonnington and Glen Eira, where the VEC conducted reviews in 2004-2005. When the VEC conducted those reviews, it made the following recommendations:

Municipality:	Before review:	Final recommendation:
City of Stonnington	nine councillors elected from nine single-councillor wards	nine councillors elected from three three-councillor wards
City of Glen Eira	nine councillors elected from three three-councillor wards	nine councillors elected from three three-councillor wards

In both the cities of Stonnington and Glen Eira, the VEC had concerns about the appropriateness of single-councillor wards for capturing communities of interest in a densely-populated urban area. In both cases, the VEC believed that larger, multi-councillor wards were appropriate for capturing broader communities of interest that were not confined to small areas.

The number of voters in Bayside, however, is smaller than the numbers in these municipalities. It is closer to the number in Hobsons Bay, where the VEC recommended that there be seven councillors.

The VEC considered single-member wards to be appropriate in the City of Maribyrnong because of the importance of guaranteeing local representation for the municipality's less advantaged communities. The City of Maribyrnong is quite diverse, with communities with quite different needs in close proximity to each other. The numbers of voters within each community of interest in Maribyrnong were also such that it was possible to draw boundaries around them that complied with the 10% voter number variation allowed by legislation.

The reports from these and other reviews can be accessed at the VEC website – www.vec.vic.gov.au – or by calling 13 18 32.

In conducting the Bayside City Council review, considerations such as these and the structures of similar municipalities will be the starting point. Through its own research and the submission process, the VEC will also look for factors specific to the municipality that make its situation different to those of other municipalities.

Table: Profiles of municipalities

Estimates as at 1 January 2007

Municipality	Area (km ²)	Number on roll	Number of councillors	Number of voters per councillor	Electoral structure
Manlybong†	31	48,311	7	6,902	Single-councillor wards
Yarra†	20	62,824	9	6,980	3 three-councillor wards
Hobsons Bay†	64	64,243	7	9,178	Single-councillor wards
Bayside*	37	67,702	9	7,522	Single-councillor wards
Maroondah	61	76,287	7	10,898	Single-councillor wards
Stonnington†	26	79,205	9	8,801	3 three-councillor wards
Port Phillip	21	80,702	7	11,529	Single-councillor wards
Moonee Valley	44	82,756	7	11,822	Single-councillor wards
Manningham*	113	85,748	8	10,719	4 two-councillor wards
Frankston†	130	86,659	9	9,629	3 three-councillor wards
Banyule*	62	88,672	7	12,667	Single-councillor wards
Greater Dandenong	129	90,652	11	8,241	Single-councillor wards
Glen Eira†	39	94,754	9	10,528	3 three-councillor wards
Darebin*	53	96,334	9	10,704	Single-councillor wards
Kingston*	91	105,316	7	15,045	Single-councillor wards
Knox*	114	108,716	9	12,080	Single-councillor wards
Moreland†	51	108,995	11	9,909	2 four-councillor wards 1 three-councillor ward
Whitehorse*	64	111,384	10	11,138	5 two-councillor wards 3 three-councillor wards
Brimbank†	123	117,420	11	10,675	1 two-councillor ward 3 three-councillor wards
Monash†	81	119,721	11	10,884	1 two-councillor ward 3 three-councillor wards
Boroondara	60	125,347	10	12,535	Single-councillor wards

* under review

† reviewed 2003/2005

Metropolitan/Rural Fringe Municipalities

Municipality	Area (km ²)	Number on roll	Number of councillors	Number of voters per councillor	Electoral structure
Cardinia†	1280	41,465	7	5,924	2 single-councillor wards 1 two-councillor ward 1 three-councillor ward
Nillumbik	433	45,675	9	5,075	Single-councillor wards
Melton	527	57,920	7	8,274	Single-councillor wards
Wyndham†	542	79,169	9	8,797	3 three-councillor wards
Whittlesea†	490	90,065	9	10,007	3 three-councillor wards
Hume†	504	101,620	9	11,291	3 two-councillor wards 1 three-councillor ward
Yarra Ranges	2470	103,239	9	11,471	Single-councillor wards
Mornington Peninsula†	723	136,374	11	12,398	Single-councillor wards
Casey†	410	143,611	11	13,056	1 single-councillor ward 5 two-councillor wards

* under review

† reviewed 2003/2005

Regional Municipalities with Urban Areas

Municipality	Area (km ²)	Number on roll	Number of councillors	Number of voters per councillor	Electoral structure
Ararat	4,210	9,222	7	1,317	Unsubdivided
Benalla	2,354	11,029	7	1,576	Single-councillor wards
Swan Hill	6,116	14,420	7	2,060	1 single-councillor ward 3 two-councillor wards
Horsham†	4,249	14,703	7	2,100	Unsubdivided
Wangaratta†	3,639	20,595	7	2,942	Unsubdivided
Warrambool†	121	23,340	7	3,334	Unsubdivided
Wodonga†	433	24,289	7	3,470	Unsubdivided
Mildura†	22,082	35,754	9	3,973	Unsubdivided
Greater Shepparton†	2,422	40,276	7	5,754	Unsubdivided
Latrobe	1,426	51,724	9	5,747	Single-councillor wards
Ballarat	740	70,757	9	7,862	Single-councillor wards
Greater Bendigo†	2,999	80,491	9	8,943	Single-councillor wards
Greater Geelong	1,247	166,874	12	13,906	Single-councillor wards

* under review

† reviewed 2003/2005

Rural Councils					
Municipality	Area (km ²)	Number on roll	Number of councillors	Number of voters per councillor	Electoral structure
Queenscliffe	9	4,064	7	581	Unsubdivided
West Wimmera [†]	9,107	4,074	5	815	Unsubdivided
Hindmarsh [†]	6,673	5,102	6	850	3 two-councillor wards
Towong [†]	7,550	5,381	5	1,076	Unsubdivided
Buloke	8,004	6,249	9	694	3 three-councillor wards
Yarriambiack [†]	3,433	6,596	7	942	2 two-councillor wards 1 three-councillor ward
Pyrenees [†]	7,310	7,216	5	1,443	Single-councillor wards
Loddon [†]	6,694	7,881	5	1,576	3 single-councillor wards 1 two-councillor ward
Strathbogie [†]	3,302	8,909	7	1,273	5 single-councillor wards 1 two-councillor ward
Gannawarra	3,732	9,216	7	1,317	2 two-councillor wards 3 single-councillor wards
Mansfield	3,891	9,402	5	1,880	1 two-councillor ward 3 single-councillor wards
Northern Grampians	5,728	10,558	9	1,173	1 three-councillor ward 1 six-councillor ward
Central Goldfields [†]	1,534	10,938	7	1,563	3 single-councillor wards 1 four-councillor ward
Alpine [†]	4,832	11,176	7	1,597	Unsubdivided
Indigo [†]	2,044	11,982	7	1,712	Unsubdivided
Southern Grampians	2,704	13,271	7	1,896	Unsubdivided
Murrindindi	1,470	13,672	6	2,279	Single-councillor ridings
Corangamite [†]	6,652	13,830	7	1,976	1 three-councillor ward 4 single-councillor wards
Hepburn	4,404	13,833	5	2,767	Single-councillor wards
Moyne	3,877	13,980	10	1,398	5 two-councillor ridings 4 single-councillor wards 1 three-councillor ward
Mount Alexander [†]	1,529	14,764	7	2,109	1 three-councillor ward
Golden Plains	5,478	14,870	9	1,652	Single-councillor ridings
Glenside	6,210	18,168	9	2,019	Single-councillor ridings
Colac Otway	2,110	20,370	7	2,910	2 single-councillor wards 1 two-councillor ward 1 three-councillor ward
Moorabool [†]	3,433	21,016	7	3,002	1 four-councillor ward 3 single-councillor wards
Moira	4,045	22,113	9	2,457	3 three-councillor wards
Mitchell [†]	2,862	23,572	9	2,619	3 three-councillor wards
Surf Coast [†]	1,553	25,831	9	2,870	Unsubdivided
South Gippsland [†]	3,295	26,489	9	2,943	3 three-councillor wards

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Campaspe	1,747	28,054	7	4,008	1 two-councillor ward 5 single-councillor wards
Baw Baw	4,032	29,640	9	3,293	Single-councillor wards
Macedon Ranges [†]	1,747	30,464	9	3,385	3 three-councillor wards
East Gippsland	20,931	37,017	8	4,627	2 four-councillor wards
Bass Coast	864	37,689	7	5,384	Single-councillor wards
Wellington [†]	10,989	41,493	9	4,610	Unsubdivided

[†] under review
[†] reviewed 2003/2005

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Bayside City
Supplement to the Guide for Submissions
5 April 2007

Due to a delay publishing the Preliminary Report, the VEC has moved some of the dates for the Bayside City Council electoral representation review. The new dates are as follows:

Tuesday, 17 April 2007	Preliminary Report released	Based on the VEC's research, including information presented by the public, the VEC formulates a series of different models for how the electoral structure of the City of Bayside could be arranged. The models that best fit the VEC's aim of fairness and equity of representation are presented and explained in the Preliminary Report.
Tuesday, 8 May 2007 5.00 pm	Closing date for response submissions on the Preliminary Report	Any person or group, including the Council, may make a response submission to the VEC about the Preliminary Report. This is your chance to present any additional arguments regarding which of the VEC's models you believe best represents the voters of the City of Bayside. Late submissions will not be accepted.
Monday, 14 May 2007 6.30 pm	Public hearing	A public hearing is held at: <ul style="list-style-type: none">• Council Chambers, Boxshall Street, Brighton People who state in their response submissions to the Preliminary Report that they want to speak in support of their submissions may do so at this public hearing.
Monday, 4 June 2007	Final Report	After considering any written submissions relating to the Preliminary Report, and information provided at the public hearing, the VEC prepares a Final Report making recommendations to the Minister for Local Government.

10.4 List of persons and groups making submissions

Preliminary submissions

Lyle Allan
Bayside City Council
Bayside-Glen Eira Greens
C. M. Carroll
Graeme Disney
Andrew J. Gunter
Shirley and David Joy
Dr Stephen Morey
Cr Michael Norris
The Proportional Representation
Society of Australia (Victoria-
Tasmania Branch)
Jocelyn and David Scarr
Anthony van der Craats

Cr Terry O'Brien
The Proportional Representation
Society of Australia (Victoria-
Tasmania Branch)
Jocelyn and David Scarr
Cr Derek Wilson

Comments on the Addendum

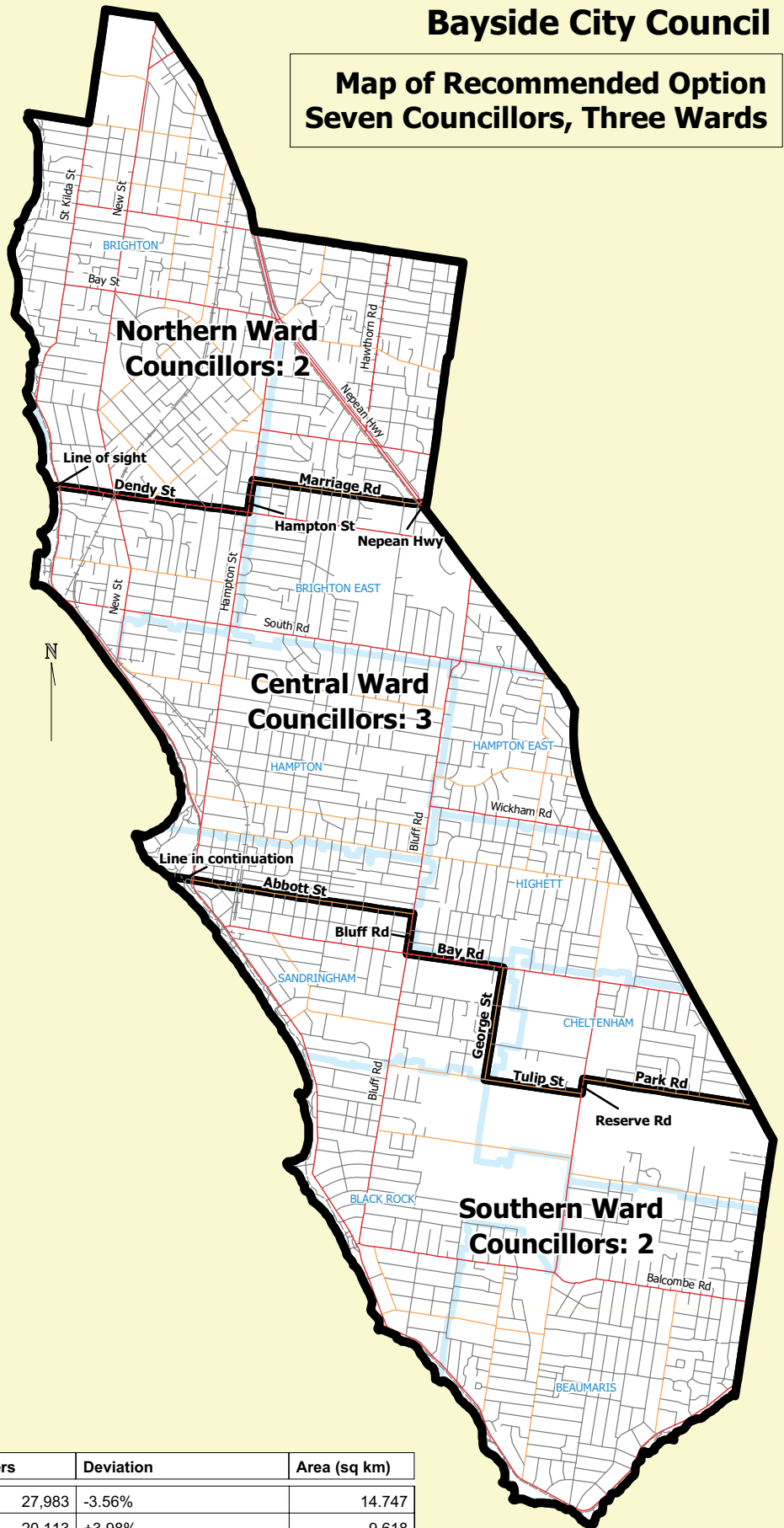
Don Anderson
Bayside City Council
Brighton Bathing Box Association
Inc.
Pat Carden
Susan Carden
C. M. Carroll
Stirling Foster
R. Furlonger
Andrew J. Gunter
Cornelius N. Hunter
Shirley and David Joy
Rob and Judy Little
Dr Stephen Morey
Cr Michael Norris
Michael Nugent
Cr Terry O'Brien
Justin-Paul Sammons
Jocelyn and David Scarr

Response submissions



M. B. Battista
Bayside City Council
Bayside Ratepayers' Association
Pat Carden
Susan Carden
C. M. Carroll
Tony Corr
Graeme Disney
Pamela Eden
Lesley Falloon
John Fisher
R. Furlonger
Andrew J. Gunter
David Harrison
Betty Hayes
Highett Residents' Group
Cornelius N. Hunter
Valerie E. La May
Rob and Judy Little
Joy Meekings
Dr Stephen Morey
Cr Michael Norris

Bayside City Council









Map of Recommended Option Seven Councillors, Three Wards



Legend

-  Proposed Boundary
-  Locality Boundary

Map Symbols

-  Freeway
-  Main Road
-  Collector Road
-  Road
-  Unsealed Road
-  River/Creek
-  Railway Line
-  Lake

Ward	Councillors	Voters	Deviation	Area (sq km)
Central Ward	3	27,983	-3.56%	14.747
Northern Ward	2	20,113	+3.98%	9.618
Southern Ward	2	19,606	+1.35%	12.595
Totals for all Electorates	7	67,702	-3.56% to +3.98%	36.96
Average per Councillor		9,672		5.28

