

FINAL REPORT
Electoral Representation Review
for the
Manningham City Council



14 May 2007

Table of Contents

1	Recommendation	2
2	Background	2
2.1	Legislative basis.....	2
2.2	The VEC and electoral representation reviews.....	2
2.3	Municipality profile.....	3
2.4	Current electoral structure	3
3	Electoral representation review process	4
4	Public involvement	5
4.1	Public information.....	5
4.2	Advertising.....	5
4.3	Media releases	6
4.4	VEC website	6
4.5	Helpline.....	6
4.6	Guide for Submissions	6
5	Preliminary Report	6
5.1	Preliminary submissions	6
5.2	VEC research	8
5.3	Recommended options	8
6	Response submissions	8
7	Public hearing	9
8	Findings and recommendation	11
8.1	Number of councillors	11
8.2	Electoral structure	13
8.3	Recommendation.....	20
9	Appendices	21
9.1	Public notices of the electoral representation review	21
9.2	Media releases	24
9.3	Guide for Submissions	28
9.4	List of people and groups making submissions.....	40

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 Manningham (s.219D *Local Government Act 1989*).

The VEC recommends that the Manningham City Council consist of nine councillors to be elected from three three-councillor wards.

This recommended structure is indicated in the map on the back page of this Report. This structure is the same as the VEC's preliminary preferred structure, except for some boundary adjustments.

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 Manningham 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 Manningham. 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. The Manningham City Council 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

The City of Manningham is located 20 kilometres north-east of Melbourne covering an area of 113 square kilometres. Major centres in Manningham include Doncaster, Templestowe and Warrandyte. The Yarra River to the north and west, and Koonung Creek to the south define the municipality boundaries.

Manningham was the name selected for the former City of Doncaster and Templestowe (combined with part of the Shire of Lillydale) when boundaries were re-drawn in 1994 as part of local government amalgamations.

The city was administered by three State Government appointed Commissioners until 1997, when eight Councillors were elected.

The City of Manningham comprises urban areas in the west and central part of the municipality and rural properties and hobby farms in the east. There is a thriving and diverse local economy serviced by more than 12,600 businesses.

The key industries are retailing, property, business, and health and community services. Other important industries include building construction and completion services, motor vehicle services, cafés and restaurants.

The natural environment and open space networks are important assets for Manningham residents and visitors with more than 1,200 hectares of parks, gardens and reserves situated within the municipality.

Manningham is serviced by the Eastern Freeway and over 40 bus routes, and has the highest rate of travel to work by bus in metropolitan Melbourne.

The estimated resident population of Manningham on June 30 2005 was over 113,000, with current population growth based on a consolidation of existing urban areas.

Approximately one-third of Manningham residents were born outside of Australia, a large proportion originating from Italy, the UK, Greece, China, Hong Kong and Malaysia.

(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*; Manningham City Council web site)

2.4 Current electoral structure

The City of Manningham is currently a subdivided municipality with eight councillors elected from four 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.

In conducting electoral representation reviews, the VEC follows an extensive process of consideration as required by legislation. In the first instance, 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 in question. 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 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 9.3).

4 Public involvement

4.1 Public information

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

- advertising in newspapers;
- conducting an information session in Doncaster on 21 February 2007, to outline the review process and to respond to questions from members of the community;
- communicating with the City of Manningham community through the use of media releases and the VEC website;
- publishing an article in the February 2007 edition of the Council newsletter;
- 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 28 March 2007 and making the Report available at the Manningham 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; and
- conducting a public hearing in Doncaster on 26 April 2007.

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 *Manningham Leader* on 7 February 2007;
- a general advertisement covering several electoral representation reviews, including the City of Manningham review, appeared in the *Herald Sun* and *The Age* on 7 February 2007; and
- a notice that the Preliminary Report had been released appeared in the *Manningham Leader* on 28 March 2007.

See Appendix 9.1.

4.3 Media releases

Media releases designed to supplement the paid advertising were distributed to the *Manningham Leader* and *Manningham Weekly* newspapers. See Appendix 9.2.

4.4 VEC website

The VEC used its website to deliver information and to provide transparency in the review process. All preliminary submissions and submissions in response to the Preliminary Report were posted to 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 those persons interested in making submissions. A copy of the Guide is attached. See Appendix 9.3.

5 Preliminary Report

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

5.1 Preliminary submissions

The VEC received twelve preliminary submissions by the closing time (5 March 2007 – 5.00 pm). Of those submissions:

- four supported retaining eight councillors in four two-councillor wards; one of these supported nine single-councillor wards if the number of councillors were to increase to nine;
- four preferred three three-councillor wards;
- two advocated an unsubdivided structure;
- two did not specify an overall structure but advocated that a ward be specifically drawn around the green wedge area in the east of the municipality; and
- five submissions supported an increase to nine councillors with two of those suggesting eleven councillors as an alternative.

Submissions supported the increase to nine councillors based on the provision of better representation for the community including appropriate representation of green wedge interests; lowering the number of voters per councillor; allowing for growth; lowering councillor workload; providing increased options for constituents to become councillors; and the opportunity for support for councillors on ward specific issues.

The submissions in favour of retaining the existing number of eight argued that the current number was satisfactory, that the existing structure was effective, and that an even number of councillors had not presented any problems to Manningham City Council in the past. One of these submissions argued that by increasing the number

of councillors it would make the task of attracting quality candidates for election more difficult.

A number of arguments were put forward about the benefits and disadvantages of single-councillor and multi-councillor wards in general. Arguments included that:

- single-councillor wards limit the choice of candidates, diversity and the representation of varying views;
- multi-councillor wards enable wider opportunities for democratic representation, and offer constituents a choice of representatives to deal with;
- multi-councillor wards could reflect the “obvious split” between city and country style living;
- a geographically large Mullum Mullum Ward in the east would be difficult for councillors to service and for candidates to conduct their election campaign in;
- multi-councillor wards could be drawn to group socio-economic and housing differences identified between the north and south of the municipality;
- larger multi-councillor wards may prevent councillors from remaining in touch with their constituents; and
- an unsubdivided municipality could lead to unacceptable campaign costs and the possibility of funding by interest groups.

Submissions contained a variety of information describing what submitters believe are significant features of the municipality, including:

- a “green wedge” community of interest in the east of the municipality;
- two distinct topographic and land use areas – the highly urbanised west and the non-urban east;
- the reasonably homogeneous population, with no significant demographic considerations or physical barriers;
- socio-economic groupings which indicate higher income levels in the north of the municipality;
- generally larger size and higher cost of housing in the north of the municipality;
- a multi-cultural community that is alike in social issues and standards;
- the ageing population is a significant issue, along with the ability of councillors to engage and deliver services to this group; and
- communities of interest that tend to be along suburb lines.

Some submissions suggested ward boundaries and/or provided maps indicating suggested boundaries and/or commented on the suitability of using certain roads as boundaries. Other submissions commented that boundaries could be drawn arbitrarily due to the homogeneous nature of the community.

Three submissions indicated a view regarding ward names. One believed that compass names would be effective but reserved extensive argument about names until a preferred option was presented. One preferred Indigenous names relating to geographical features, and another supported the use of existing ward names, as they are reflective of a balance of Indigenous culture and recent history.

Appendix 9.4 contains details of those people 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. Fieldwork was conducted throughout the municipality by the VEC. In addition, the VEC examined the considerations of the City's Commissioners when they made their electoral structure recommendations in 1996.

5.3 Recommended options

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

The preliminary preferred option was:

- the City of Manningham consist of nine councillors, to be elected from three three-councillor wards.

The preliminary first alternative option was:

- the City of Manningham consist of nine councillors, to be elected from three three-councillor wards, with different ward boundaries to the preliminary preferred option.

The preliminary second alternative option was:

- the City of Manningham consist of 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 ten response submissions by the closing time (18 April 2007 – 5.00 pm) and one after the deadline.

The submissions received by the deadline expressed a diversity of opinion about the preferred and alternative options:

- four submissions reiterated their support for the current electoral structure of eight councillors elected from four wards; three of these then gave support for the preferred option;
- three submissions supported the preferred option, with some suggested boundary modifications;
- five submissions support the preferred option without offering modifications. Two of these gave reserved support after stating a preference for retention of current model;
- one supported the preferred option followed by the first alternative option;

-
- two supported the three three-councillor ward structure without specifically noting whether the preferred or first alternative option was favoured;
 - one submission gave no support for any option offered; and
 - no support was received for the second alternative option.

Submissions in support of the preliminary preferred option gave reasons including:

- establishing an uneven number of councillors on council to avoid the use of the mayoral casting vote;
- that an uneven numbers of councillors in wards is “best practice”;
- maximising councillor numbers for more and effective communication and a possible wider range of views;
- the preferred option provides a balance between two types of communities of interest: geographical and commonality of interest;
- the preliminary preferred option provides for a reduction of political party influence; and
- support for the general characteristics of multi-councillor wards and the general implications of proportional representation.

Arguments against the preferred option were expressed in four submissions with the main supporting reason being that the current system is effective and does not need to be changed. Three of these submissions then indicated support for the preferred option.

A number of submissions presented arguments in support of the preferred model with some amendments to suggested boundaries, arguing that these would be more effective and/or would avoid splitting certain suburbs.

Support for suggested ward names was included in one submission reasoning that since the suggested names are those of current wards, this would lessen confusion for voters.

The Manningham City Council expressed concerns about the VEC’s preliminary report, and disappointment that the proposal suggested in the Council’s preliminary submission was “overlooked”. The Council commented that, “the preliminary report does not substantiate the influence that communities of interest have played in determining ward boundaries”. The Council submission noted that suburbs are an important differentiation of communities within the City of Manningham, and argued that the ward boundaries as recommended by Council achieve the goal of maintaining the bulk of each suburb within ward boundaries better than the VEC’s preferred option.

A list of those persons and groups who made response submissions is provided in Appendix 9.4. 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 Council Offices, 699 Doncaster Road, Doncaster, on 26 April 2007. All people and groups who had requested to speak to their submission in response to the VEC’s Preliminary Report were invited to speak. Four people chose to do so. Members of the public were invited to attend, and there was a total audience of 11 people (including those making presentations). Speakers raised a number of issues in addition to points raised in written submissions.

Three speakers restated the support for maintaining the current structure that they had expressed in submissions, with two of those then indicating support for the preferred option. The other speaker argued that change was unnecessary, noting that the current councillors are listening, that the mayoral casting vote is not a problem and that the VEC's preferred option will increase travelling distance and significantly increase the number of voters that each councillor must deal with.

The speaker for the Manningham City Council highlighted the Council's concerns regarding aspects of the preliminary report contained in the Council's response submission.

The Council expressed general support for the preliminary preferred option, reasoning that nine councillors would provide consistency on a State-wide basis, would reduce the likelihood of tied votes, would provide a number of voters per councillor that was fair and equitable and would provide the opportunity for councillors to increase their accessibility to constituents and reduce travel times.

The Council also expressed support for the three three-councillor ward structure commenting that it would incorporate wider communities of interest, and would assist with ensuring that the number of voters per councillor remained within the legislated tolerance of $\pm 10\%$.

The Council noted that the division between the green wedge and the urbanised areas of the municipality was obvious, and that there was no compelling division in the west of the municipality.

The Council outlined the boundary amendments as suggested in its response submission and explained that they were more aligned with suburb boundaries and would be less confusing because people are familiar with suburb boundaries. The Council suggested the use of Blackburn Road as a ward boundary rather than Andersons Creek Road reasoning that whilst community types are similar across both roads, Blackburn Road is the boundary between Templestowe and Doncaster East, and is therefore more suitable. The flow on effects of this proposed amendment to the VEC's preferred option also enables the incorporation of other minor boundary amendments that the Council considers important to achieve.

One speaker supported the suggested ward names and the Council's suggested boundary change (the excision of Doncaster East from the proposed Heide Ward). Another presenter noted that the area between Blackburn Road and Andersons Creek Road represented a different community of interest than that of the proposed Mullum Mullum Ward and expressed concern that the community in this area may dominate if included in that ward. However this speaker also accepted that Blackburn Road was a valid boundary suggestion.

The speaker also suggested the inclusion of "the Mitcham Road triangle" into the proposed Koonung Ward, and supported the use of the Mullum Mullum Creek as a boundary arguing that it acts as an effective boundary, and that communities of interest change identifiably at that point. This presenter offered some support for the first alternative option as it combined green areas, but also said this made the proposed North-East Ward too large to be practicable, and expressed support for smaller wards.

There was no support for the second alternative option, and speakers argued that this should not have been included as an option. One speaker argued strongly against single-councillor wards reasoning that they enabled large interest groups and political parties

to enter local government. Another speaker argued that single councillor wards could leave groups with no representation. This speaker also expressed some concern that it may be harder to find sufficient candidates in a three-councillor ward structure.

Some speakers commented on issues beyond the scope of the review such as remuneration for councillors, and two speakers also commented that the publicity for the review had not adequately reached voters in parts of the eastern area of the municipality.

8 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.

The VEC followed the process outlined in Section 3 during the City of Manningham review. The initial stages of consideration resulted in both a preferred and two alternative electoral structures, which were put to the public in the VEC's Preliminary Report.

8.1 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 generally having the most councillors, and those councils that have the least number of voters generally having fewer 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. The 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 councillor to voter ratio. 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 most appropriate number of councillors

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

Firstly, the VEC considered the municipality in relation to similar municipalities in Victoria. In determining which municipalities are similar, it has been important to note the mix of urban and semi-rural or "green wedge" areas within the municipality.

The VEC formed the view that the municipalities suitable for geographical comparison are the municipalities on the fringe of the Melbourne metropolitan area. Like Manningham, these municipalities contain mixes of urban and semi-rural or "green wedge" populations, and may be larger than most urban Cities, but smaller than most regional Shires.

Some of these other municipalities have high population growth rates, however the population growth rate in the City of Manningham is expected to be fairly low. Also, Manningham is much smaller in area than these urban fringe municipalities, yet larger than many metropolitan municipalities.

The VEC then considered metropolitan municipalities that could reasonably be compared with the City of Manningham with regard to voter numbers and area.

Consideration was also given to any special circumstances identified in submissions or research that would support a number of councillors that varied from the number considered appropriate based on where the City of Manningham fitted when compared with similar municipalities that have similar numbers of voters.

The number of voters, the size of the wards (particularly the proposed Mullum Mullum Ward) and the expected moderate growth also informed the decision.

The VEC considered the view presented in submissions that the community is reasonably homogeneous, balancing this against the identification in submissions and research of a number of distinct communities of interest within the City of Manningham.

The population of the City is in the mid range of metropolitan councils, slightly lower than both median and average. The expected population growth for the next eight years is just below 5%.

The VEC did not identify any special circumstances that would support a number of councillors greater than nine.

The VEC notes that a number of preliminary submissions recommended retaining eight councillors. The VEC has expressed concern about recommending an even number of councillors. An even number of councillors can lead to tied votes on important policy issues. This can create a situation where tied votes are resolved by a mayoral casting vote, effectively giving one councillor two votes and the right to make determinations on evenly divided issues.

The VEC considers that this is not the best situation to provide fair or equitable representation. This situation may be further exacerbated if the Council's efforts to

elect a mayor result in a tied vote. In such circumstances, the mayor may be selected by lot, rather than from having the majority support of all councillors.

The VEC would therefore only recommend an even number of councillors in circumstances where the number of councillors provided an adequate representation for the voters, and the application of the equal enrolment principles, using an odd number of councillors, could not adequately capture communities and diversities of interest within the municipality.

The VEC notes that submissions (and speakers at the public hearing) argued that there had not been any problems resulting from an even number of councillors.

Notwithstanding that observation, when viewed in the context of the area, and physical features of the terrain, the likelihood of changes in the number of electors in the various localities, and the combination of both geographic and non-geographic communities of interest, the VEC considers that nine is the most appropriate number of councillors to provide fair and equitable representation for the City of Manningham.

The options are tested

Five of the response submissions supported an increase to nine councillors. Three response submissions expressed support for eight councillors; two of these then expressed support for the preferred option of nine councillors as a second preference.

At the public hearing three speakers restated their opinion that an even number of councillors has not presented any problems in the past. Since there was no option that included an eight-councillor structure, two of these speakers then indicated their support of the preferred option with nine councillors.

None of the response submissions or speakers stated a preference for a number of councillors other than eight or nine.

Consequently, the VEC sees no compelling reason to change its original finding. The VEC confirms its view that nine councillors are most likely to provide fair and equitable representation to the voters of the City of Manningham.

8.2 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;
- 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

Should the municipality be unsubdivided?

In coming to a recommendation, the VEC considered a number of options. Firstly, it considered whether or not the municipality should be unsubdivided. The VEC notes that the City of Manningham is a large municipality, and recognises that there are distinct communities of interest within and throughout the municipality.

The City covers established residential areas, newer residential areas and semi-rural areas. There are some social, cultural and economic variations between different areas of the municipality, demonstrated in ABS data as a general flow across the municipality from west to east. The VEC notes that these areas may have different interests, and that their requirements of the Council, whilst similar in some respects, may differ according to these identified variations. The VEC considers that fair and equitable representation is more likely to be achieved by division of the municipality into wards than by an unsubdivided structure.

The VEC also notes that consolidation of existing urban areas is predicted to be the basis for population growth within the City of Manningham.

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

How should the City be divided? Single-councillor or multi-councillor wards?

The VEC examined a number of ways to subdivide the municipality. In choosing between the options, the VEC considered many factors, as outlined above. A number of submissions provided descriptions of where submitters believed ward boundaries should be drawn in order to capture communities of interest effectively. The VEC found these suggestions a helpful starting point for its considerations, and appreciates the effort made by submitters.

The VEC notes the support in the submissions for the current four two-councillor ward structure, and considers that there is some advantage to retaining existing electoral structures where other factors are equal. However, the VEC considers that in the City of Manningham there are factors that support a recommendation for a change in structure. These factors include:

-
- ensuring the best opportunity for representation for a small but significant population of voters in the semi-rural “green wedge” area in the east of the municipality who, because of their numbers, must be grouped with urban voters in any viable structure that complies with legislation;
 - ensuring the best opportunity for representation for the more wide spread communities of interest apparent across the municipality including those in the east that do not share common interests or concerns with the “green wedge” voters;
 - ensuring the best opportunity for representation for communities of interest that are clustered together in the more densely populated areas in the west of the municipality;
 - allowing for expected growth in specific areas within existing wards. At present the estimates for deviations in the current wards indicate that both Heide and Mullum Mullum Wards would be outside the allowable $\pm 10\%$ deviation at the next election;
 - consideration of other issues (including the VEC’s concerns about an even number of councillors).

Whilst the VEC has recommended two-councillor wards in other municipalities, those municipalities are distinguished from the City of Manningham in a number of ways.

The Cities of Brimbank and Monash have larger voter numbers than Manningham and the number of councillors recommended was eleven. Consequently a structure including a two-councillor ward was considered suitable. In the City of Hume, distinct and growing population centres that were too large for a single-councillor ward were identified, and the various communities of interest could be clearly delineated by a four-ward structure consisting of three two-councillor wards and one three-councillor ward.

The Cities of Cardinia and Casey contain mixes of urban and rural populations, but differ significantly from Manningham in area, and because they are experiencing high population growth. Additionally, this growth is in pockets rather than spread evenly throughout the municipality. The VEC considered two-councillor wards appropriate in these municipalities in order to keep voter numbers at a serviceable level for councillors and candidates, and to capture communities of interest meaningfully.

The VEC considered options for the City of Manningham that included a mixture of two and three-councillor wards but found the uneven spread of population through the municipality was such that ward boundaries could not be drawn to satisfactorily incorporate communities of interest, provide clear and logical boundaries and stay within legislated deviations.

Based on the above considerations, the VEC put forward in its Preliminary Report the three options that it considers provide the best balance of the factors that need to be considered in determining ward boundaries.

A few submissions provided details of the communities of interest that they perceive within the municipality. Data from the 2001 Census also indicate some substantial demographic differences between areas of the municipality. In particular, varying degrees of difference are apparent across the western, central and eastern areas of the municipality, and from north-east to south-west.

Submissions and research data suggest that there are broader communities of interest than could be captured by single-councillor wards. After considering this fact the VEC did however put forward a single councillor structure as its second alternative option. This was considered to be the most effective way of capturing the “green wedge” voters, which had been strongly identified in submissions and are currently contained in Mullum Mullum Ward.

As noted in the Preliminary Report, the VEC considered the second alternative model less preferable for a number of reasons including that:

- the ‘green wedge’ is combined with the ‘large allotment’ and urban areas of Park Orchards and the eastern part of Donvale. The VEC is not convinced that the interests of these groups are similar enough to be adequately represented by a single councillor;
- councils that have undergone reviews in which the final recommendation was for seven councillors have much lower voter numbers than Manningham City Council, with the highest being Hobsons Bay with just over 64,000, thus councillor workload may be onerous; and
- the adoption of this model may allow a single community of interest, as highlighted in submissions, to dictate the structure of the council and has a disproportionate affect on the configuration of the remaining six wards across the municipality.

The VEC considers that multi-councillor wards would better enable communities of interest to be kept together. A multi-councillor ward structure would also assist in providing voters with the opportunity to elect candidates with different skills or interests, and to elect candidates representing different groups or interests.

The VEC considers it important to keep communities of interest together as much as practicable in order to help provide them with the opportunity for representation. Where a community of interest is split amongst a number of wards, there is a risk of that community becoming a minority group within each ward, and their needs may not be fairly represented.

The VEC considers its preferred option effectively captures the communities of interest identified by its research and in preliminary submissions including:

- the “green wedge” interest in the east and north-east of the municipality;
- the ageing population, which is evident in higher proportions of people over the age of 65 in the north-western tip of the municipality, across the lower south-west, in a large pocket in the northern parts of Templestowe, and in Donvale west of Springvale Road;
- people born overseas, who are located in significant numbers in the west of the municipality;
- Chinese language speakers located in and across the west of the municipality with the highest percentages in Doncaster and Doncaster East;
- small but significant populations of Greek and Italian speakers in the western side of the municipality and concentrated more heavily in Bulleen;
- higher percentages of couples with children in Wonga Park, Park Orchards, Warrandyte and Templestowe;
- higher proportions of single parent families across the south of the municipality; and

-
- people in households with incomes in the highest quartile, who are located in larger proportions east of Fitzsimmons Road and more predominantly in the north east of the municipality.

The VEC's preliminary options

In its Preliminary Report, the VEC presented two options involving multi-councillor wards, and one option with a single-councillor ward structure.

In both the preferred and first alternative options, the multi-councillor wards combine communities of interest. The VEC made efforts to combine them in such a way that the communities of interest that may have a number of common needs from the Council are grouped together.

In addition, those communities of interest which are non-geographic or wide spread are, as far as is possible, grouped in one ward or in sufficient numbers in more than one ward so as to maximise their opportunities for representation.

The multi-councillor ward structure also offers a better likelihood that all wards will be represented at Council meetings, whereas in a single-councillor ward structure, if the ward councillor is absent, the interests of that ward may be less effectively represented.

Proportional representation, which operates in multi-councillor wards, gives voters the choice of either voting for candidates representing geographic areas, or voting for candidates who represent interests spread throughout the ward.

The VEC appreciates the effort made by the Manningham City Council to propose a ward structure, and notes that the divisions in this model recognise the changing flow of communities of interest across the municipality. However, as noted in the Preliminary report, the VEC considers that its preferred and first alternative options capture communities of interest in the west of the municipality more effectively with an east-west boundary rather than the north-south boundary recommended by Council.

Data indicate that the spread of communities of interest is more predominant in an east-west direction and that communities in the north are more readily differentiated from those in the south. For example, people who were born overseas, and those not fluent in English, are located more predominantly across the south of the municipality (in the proposed Koonung Ward), and higher proportions of households with higher weekly incomes are evident in the north of the municipality (the proposed Heide Ward).

Unemployed people aged over 45 are more predominantly located in a band across the proposed Koonung Ward, and a significant cluster is also evident in the west of the proposed Heide Ward. Sections of the municipality with higher levels of unemployed people aged 18 to 24 years are evident across the proposed Koonung Ward.

The VEC's preliminary preferred and first alternative options both involved multi-councillor wards, but differed with respect to the boundaries, the sizes of wards and the various communities which were grouped together. Essentially, the VEC considered that communities of interest were better represented in the preferred option, but that the first alternative option grouped together the less densely populated areas of the municipality together.

The VEC's second alternative option captures the low-density land use area east of Mullum Mullum Creek as effectively as possible in a single-councillor ward structure.

All three options use an eastern ward to capture this and other communities of interest in the eastern side of the municipality to a greater or lesser degree. These include a large number of households with incomes in the highest quartile, families with children under 17 and statistically significant groups of residents who were born in Australia, the United Kingdom or Germany.

The options are tested

As noted above, legislation provides that, in conducting an electoral representation review, the VEC must put forward its initial preferred option and any alternative options in a Preliminary Report. The VEC must also invite written submissions on the Report and it must hear verbal presentations if any person making a submission so requests. The Preliminary Report provides the VEC with an opportunity to test its preliminary options before formulating a final recommendation for the Minister to consider. Similarly, written and verbal responses to the Report operate either to affirm or deny the appropriateness of the electoral models suggested by the VEC.

The VEC received ten submissions in response to its Preliminary Report by the due date as detailed in Section 6. One submission was received after the close of submissions and therefore could not be considered. The VEC heard four presentations at the public hearing, as detailed in Section 7.

Whilst there was support for the preferred option, a number of submitters raised concerns about some of the options presented in the Preliminary Report. These included concerns about making a change from the existing electoral structure.

The VEC believes that an increase in the number of councillors is appropriate for the City of Manningham, and that the concerns expressed regarding an increase in the number of councillors are outweighed by the increased opportunities for fair and equitable representation, and that nine is the number of councillors required to adequately provide for the projected population growth over the next eight years.

The VEC considers that a three three-councillor ward structure will provide the opportunity for representation to a wider range of voters than the current structure is able to do. Argument in support of a change in structure is detailed at the beginning of Section 8.2.

A number of concerns were expressed specifically related to the options prepared by the VEC. It was felt that the second alternative option was unsuitable as it reduced the number of councillors and appeared to favour one community of interest over others.

Some submissions indicated support for either the preferred and first alternative options, and voiced general support for a proportional representation vote-counting system. The VEC notes that proportional representation is already in place in the current electoral structure for the City of Manningham.

One submission noted that the first alternative option appeared to effectively group areas of similar topography and land use. Several submissions expressed concern that the proposed North East Ward in the first alternative option was too large for effective servicing by councillors.

One submission considered that this option did not result in a good mix of communities of interest as it combines the eastern part of Templestowe inappropriately with the area east of Mullum Mullum Creek. Another submission commented that although the multi-councillor ward structure was sound, the boundaries in the first alternative appeared confusing.

Concern was expressed in submissions and at the public hearing about some of the boundaries in the preferred option. Manningham City Council suggested three amendments, which two other submitters supported in whole or part. The VEC modelled several combinations of these suggested amendments as well as all three separately. At the public hearing the Council argued in support of the amendments specifically pointing out that it would be more appropriate to move the south-east boundary to include that part of Doncaster East located east of Blackburn Road. Council argued that Tunstall Road best achieved this and that this modification created a more logical boundary.

A second amendment suggested by the Council was to incorporate the area bounded by Williamsons Road, Manningham Road, High Street and Lynnwood Parade into the proposed Heide Ward. The Council suggested that this amendment would be a preferable boundary.

The VEC agrees that these roads could act as clear and logical boundaries, and after considering demographic information the VEC considers that communities of interest will be captured more effectively by the adoption of this amendment. There were no objections to this suggested amendment in submissions or at the hearing.

These amendments had the effect of increasing ward deviations, so the Council also suggested using Blackburn Road as part of the north-east boundary instead of Andersons Creek Road. The VEC had concerns about this suggested amendment. Andersons Creek Road is an existing ward boundary, and the submission from the Warrandyte Community Association supported the use of Andersons Creek Road as a boundary in preference to Blackburn Road. When questioned at the public hearing about the Council's suggestion, the speaker representing the Association agreed however, that whilst they preferred Andersons Creek Road, Blackburn Road could serve as an acceptable boundary.

The VEC is satisfied that Blackburn Road can be used as a suitable boundary as an alternative to Anderson's Creek Road.

The Warrandyte Community Association's submission also included some suggested boundary variations designed to separate the less dense areas of the proposed Mullum Mullum Ward from the more dense areas. However, the VEC's modelling indicated that this would create deviations in the number of voters per councillor in excess of 13% and up to 20%.

The VEC considers that the amendments to the boundaries that were suggested by the Manningham City Council are logical, and serve to effectively combine suburbs or localities into wards where possible, whilst effectively capturing communities of interest. The VEC agrees that it is undesirable to split suburbs, but modelling indicates that it is not possible to create a structure that fulfils legislative requirements, satisfies the VEC criteria and also avoids dividing at least one suburb or locality.

With respect to ward names, the VEC considered comments made in submissions suggesting directional or compass names, historic, Indigenous or locally significant names, or existing ward names. The Manningham City Council supported the use of existing ward names reasoning that retaining established names will be less confusing to voters.

The VEC agrees that using the existing ward names would be less confusing, and considers that the existing ward names are significant, linked appropriately to the area and will help provide continuity of history within the municipality.

The VEC considers that the three existing ward names put forward in the preferred option should be used. These are:

- Koonung;
- Heide; and
- Mullum Mullum.

In conclusion, the VEC considers that a structure with three three-councillor wards is most suited to provide the best balance between the criteria it considers for the electoral representation review. The VEC is satisfied that this structure will best provide fair and equitable electoral representation to voters.

8.3 Recommendation

Having taken into account all relevant factors, including the submissions received and the presentations at the public hearing, the VEC recommends that the Manningham City Council consist of nine councillors to be elected from three three-councillor wards: Heide Ward; Koonung Ward and Mullum Mullum Ward.

The VEC recommends an electoral structure that has slightly different ward boundaries to those shown in the preliminary preferred model as it appeared in the Preliminary Report. The recommended model includes the boundary amendments as suggested by the Manningham City Council in its response submission.

Steve Tully

Electoral Commissioner

9 Appendices

9.1 Public notices of the electoral representation review

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 Manningham 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 Manningham 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 Manningham. 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 Manningham. The VEC recommends consulting its Guide for Submissions first.

Key Steps in the Review

Step 1 – Information session, Wednesday, 21 February 2007 - 7.30 pm

- Manningham Council Chambers, 699 Doncaster Road, Doncaster

Step 2 – Preliminary submissions. Deadline: Monday, 5 March 2007 - 5.00 pm

Step 3 – Preliminary Report, released: Wednesday, 28 March 2007

Step 4 – Response submissions. Deadline: Wednesday, 18 April 2007 - 5.00 pm

Step 5 – Public hearing, Thursday, 26 April 2007 - 6.30 pm

- Manningham Council Chambers, 699 Doncaster Road, Doncaster
- 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, 14 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 Review

Manningham City Council

Preliminary Report

The Victorian Electoral Commission (VEC) is conducting an electoral representation review for the Manningham 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 Manningham City Council currently has a subdivided municipality with eight councillors in four wards.

Preliminary preferred option

The Report recommends that the Manningham City Council consist of nine councillors, to be elected from three three-councillor wards.

First preliminary alternative option

The Report outlines a first alternative option of a Council consisting of nine councillors, to be elected from three three-councillor wards, with different ward boundaries to the preliminary preferred option.

Second preliminary alternative option

The Report also outlines a second 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 option and two 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 Manningham City Council offices, 699 Doncaster Road, Doncaster;
- 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 manningham.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 **Wednesday, 18 April 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, Thursday, 26 April 2007 – 6.30pm

The hearing will be held at:

- Council Chambers, Council Offices, 699 Doncaster Road, Doncaster.

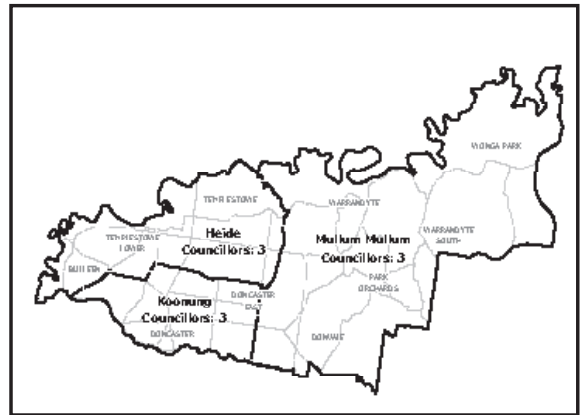
The hearing is open to the public, but only those people who have indicated in their submission that they would like to speak in support of their submission will be heard at the hearing.

Final Report, Monday, 14 May 2007

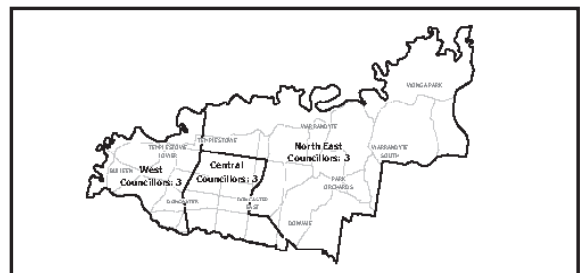
After considering a variety of sources of information, including arguments and evidence contained in submissions and provided at the public hearing, the VEC will prepare its Final Report making recommendations to the Minister for Local Government.

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

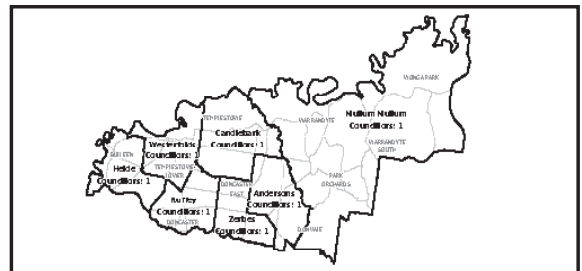
Manningham City Council Preliminary Preferred Option



Manningham City Council First Preliminary Alternative Option



Manningham City Council Second Preliminary Alternative Option



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

Victorian Electoral Commission

9.2 Media releases

Media Release

Victorian Electoral Commission 

For release from 7 February 2007

REPRESENTATION REVIEW GETS UNDERWAY

The electoral representation review for the Manningham 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 Wednesday, 21 February," said the Victorian Electoral Commissioner, Mr Steve Tully.

The details for the information session are:

- Wednesday, 21 February 2007, 7:30 pm
- Council Chambers, Council Offices, 699 Doncaster Road, Doncaster

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 Manningham representation review are:

Monday, 5 March 2007 - 5.00 pm –Deadline for preliminary submissions. Submissions can be mailed, faxed or emailed to the VEC.

Wednesday, 28 March 2007– The VEC's Preliminary Report will be released containing its preferred options.

Wednesday, 18 April 2007 - 5.00 pm – Deadline for response submissions about the Preliminary Report.

Thursday, 26 April 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, 14 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 –

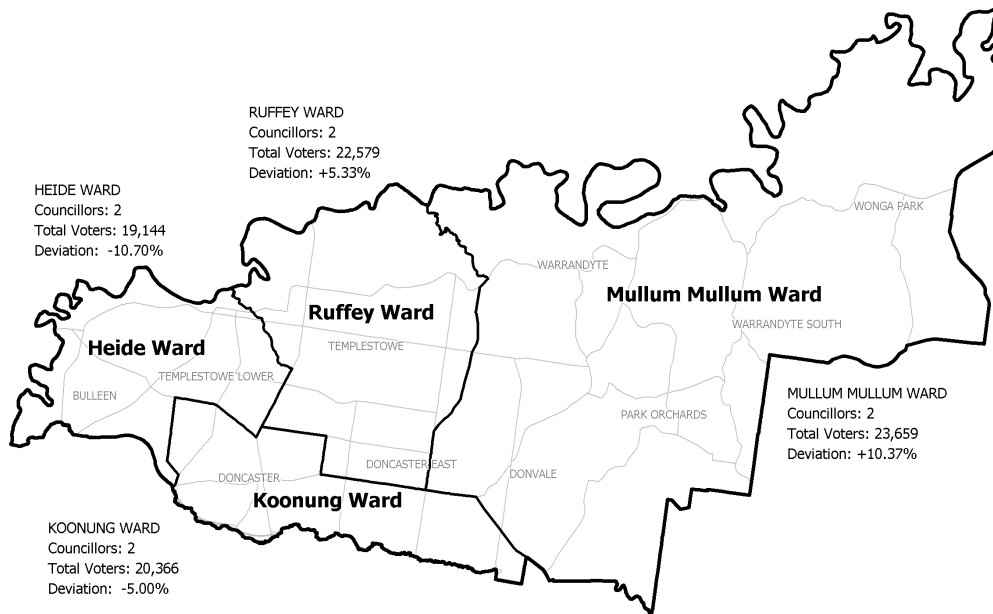
For further media information:

Aileen Duke
Victorian Electoral Commission
Tel: 9299 0796

Media Fact Sheet

City of Manningham

The map below shows the current ward boundaries and the voter numbers and deviations from the average number of voters per councillor as at 1 January 2007.



For release from 7 February 2007

REPRESENTATION REVIEW GETS UNDERWAY

The electoral representation review for the Manningham 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 Wednesday, 21 February," said the Victorian Electoral Commissioner, Mr Steve Tully.

The details for the information session are:

- Wednesday, 21 February 2007, 7:30 pm
- Council Chambers, Council Offices, 699 Doncaster Road, Doncaster

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 Manningham representation review are:

Monday, 5 March 2007 - 5.00 pm –Deadline for preliminary submissions. Submissions can be mailed, faxed or emailed to the VEC.

Wednesday, 28 March 2007– The VEC's Preliminary Report will be released containing its preferred options.

Wednesday, 18 April 2007 - 5.00 pm – Deadline for response submissions about the Preliminary Report.

Thursday, 26 April 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, 14 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 –

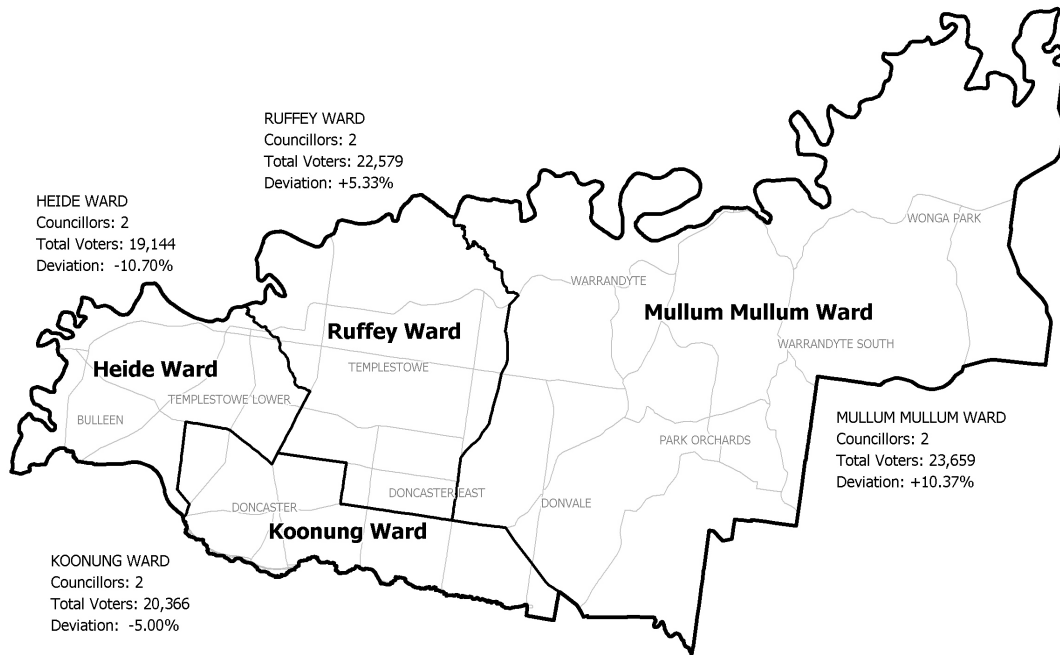
For further media information:

Aileen Duke
Victorian Electoral Commission
Tel: 9299 0796

Media Fact Sheet

City of Manningham

The map below shows the current ward boundaries and the voter numbers and deviations from the average number of voters per councillor as at 1 January 2007.



9.3 Guide for Submissions

Electoral Representation Review for the Manningham 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: manningham.review@vec.vic.gov.au

Website: www.vec.vic.gov.au

Victorian Electoral Commission 

Contents

Background	2
The review process	5
Making a submission.....	6
Matters to consider when preparing submissions.....	7
How many councillors should there be?	7
Communities of interest	8
Should the municipality be unsubdivided or divided into wards?	9
Voting systems.....	12
How should ward boundaries be drawn?	13
Getting the numbers right.....	13
Other considerations	13
What should wards be called?	14
Getting copies of the Preliminary and Final Reports	15
The Current Structure	15
The City of Manningham at a glance	16
Past reviews of similar municipalities.....	18
Table: Profiles of municipalities	19

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 Manningham City Council. The Manningham 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.
Wednesday, 7 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>Manningham Leader</i> . An article outlining the purpose and process of the review is printed in the Council newsletter.
Wednesday, 21 February 2007 7.30 pm	Information session	An information session on the review process is held at: <ul style="list-style-type: none"> Council Chambers, Council Offices, 699 Doncaster Road, Doncaster Anyone interested in making a submission is advised to attend.
Monday, 5 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.
Wednesday, 28 March 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 Manningham 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.
Wednesday, 18 April 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 Manningham. Late submissions will not be accepted.
Thursday, 26 April 2007 6.30 pm	Public hearing	A public hearing is held at: <ul style="list-style-type: none"> Council Chambers, Council Offices, 699 Doncaster Road, Doncaster 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, 14 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.

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, 5 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 **Wednesday, 18 April 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 **Thursday, 26 April 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 manningham.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.

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 Manningham is currently divided into four wards, with two councillors 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.
Focus on issues may be broader than for single-councillor wards (though councillors may be more locally focussed than in an unsubdivided municipality).	Groups may form within the council based on multi-councillor wards, leading to possible division between councillors.
Councillors may be more accessible than in an unsubdivided municipality.	In very large wards, councillors may not be accessible for residents in parts of the ward.
Electors have a choice of councillor to approach.	Duplication or gaps may occur if councillors do not communicate or share their workloads effectively.
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.

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.	Electors in single-councillor wards may expect that their councillors will be more influential than their numbers suggest.
Clear ward boundaries are more likely.	

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 "running mates" to help with the flow of preferences to them.

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 Manningham 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 Manningham at present, Mullum Mullum and Heidi Wards are outside 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 wards;
- **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 Manningham City Council offices.

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

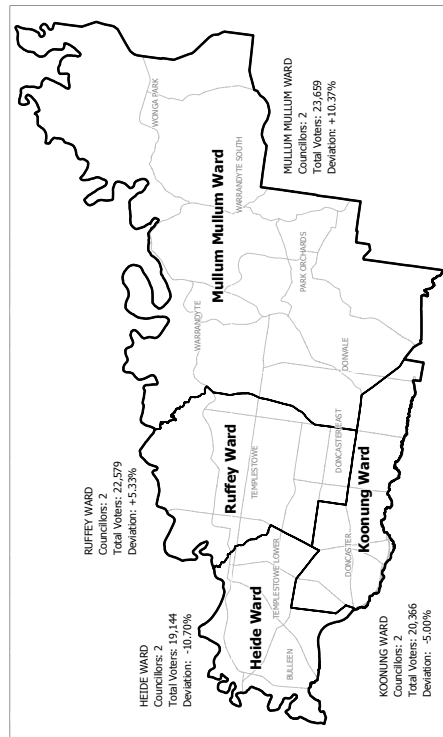
The Preliminary Report will be available from **Wednesday, 28 March 2007**.

The Final Report will be released on **Monday, 14 May 2007**.

The Current Structure

Manningham City is a subdivided municipality with four two-councillor wards. Voting is by proportional representation.

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 Manningham at a glance

The City of Manningham is located 20 kilometres northeast of Melbourne covering an area of 113 square kilometres. Major centres in Manningham include Doncaster, Templestowe and Warrandyte. The Yarra River to the north and west, and Koonung Creek to the south define the municipality boundaries.

Manningham was the name selected for the former City of Doncaster and Templestowe (combined with part of the Shire of Lillydale) when boundaries were re-drawn in 1994 as part of local government amalgamations.

The city was administered by three State Government appointed Commissioners until 1997, when eight Councillors were elected.

The City of Manningham comprises urban areas in the west and central part of the municipality and rural properties and hobby farms in the east. There is a thriving and diverse local economy serviced by more than 12,600 businesses.

The key industries are retailing, property, business, and health and community services. Other important industries include building construction and completion services, motor vehicle services, cafés and restaurants.

The natural environment and open space networks are important assets for Manningham residents and visitors with more than 1,200 hectares of parks, gardens and reserves situated within the municipality.

Manningham is serviced by the Eastern Freeway and over 40 bus routes, and has the highest rate of travel to work by bus in metropolitan Melbourne.

The estimated resident population of Manningham on June 30 2005 was over 113,000, with current population growth based on a consolidation of existing urban areas.

Approximately one-third of Manningham residents were born outside of Australia, a large proportion originating from Italy, the UK, Greece, China, Hong Kong and Malaysia.

(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; City of Manningham Council web site)

Size

	Manningham City	Melbourne Metropolitan Councils (medians)	Melbourne Metropolitan Councils (medians)	Melbourne Metropolitan Fringe Councils (medians)
Area (square kilometres)	113	61	504	
Population ²	113,676	120,562	115,532	
Population density (people/square km)	1005	1,999.52	213.16	
Voters	85,748	88,672	90,065	

Economic profile¹

	Manningham City	Melbourne Metropolitan Councils	Melbourne Metropolitan Fringe Councils
Major industries (percentages of workforce)			
<i>Manufacturing</i>	11.7	16.0	13.4
<i>Retail trade</i>	16.4	14.6	15.3
<i>Accommodation, cafés, restaurants, cultural and recreation services</i>	4.8	6.9	6.9
<i>Property and business services</i>	15.1	13.1	6.6
<i>Education</i>	7.4	6.9	3.3
<i>Health and community services</i>	9.9	9.3	10.8
<i>Agriculture, Forestry and Fishing</i>	0.4	0.8	11.2
Unemployment rate	4.6%	6.3%	7.4%
Households earning under \$500/week	18.5%	24.5%	34.6%

Population profile¹

	Manningham City	Melbourne Metropolitan Councils	Melbourne Metropolitan Fringe Councils
Age groups (percentages of the population)			
<i>0-17 years old</i>	22.5	22.1	29.2
<i>18-34 years old</i>	22.6	26.9	23.7
<i>35-49 years old</i>	21.6	22.4	23.6
<i>50+ years old</i>	33.2	28.6	23.6
Expected population growth (2006-2016) ³	4.88%	7.99%	47.76%

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 Manningham is a predominantly metropolitan municipality with compact urban areas in the west and central part of the municipality (Heide, Ruffey and Koonung wards), and rural properties and hobby farms in the larger Mullum Mullum ward in the east. The Urban Growth Boundary flows through the central to eastern side of the municipality. In some respects, the City of Manningham is similar to the Cities of Casey and Yarra, 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 Yarra	nine councillors elected from four two-councillor wards and one single councillor wards	nine councillors elected from three three-councillor wards
City of Casey	eleven single-councillor wards	eleven councillors elected from five two-councillor wards and one single-councillor ward

In the City of Yarra, the VEC had concerns about the appropriateness of single and two-councillor wards for capturing communities of interest in a densely populated urban area. The VEC considered that the three three-councillor ward model best divides the City to reflect the geographic and socio-economic communities of interest.

In the City of Casey, the VEC noted that, although there are a number of distinct communities of interest within the municipality, they are generally larger than could be contained in single-councillor wards. The VEC considered that three-councillor wards would be larger than is ideal, especially given the City's rapid population growth. The City of Manningham differs from the City of Casey in that its population is expected to be fairly stable.

In contrast, the VEC considered single-member wards to be appropriate in the Mornington Peninsula Shire because of the importance of guaranteeing local representation for the municipality's communities. The Mornington Peninsula Shire is diverse, with communities with quite different needs adjacent to each other. The numbers of voters within each community of interest in Mornington Peninsula Shire 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 Manningham City Council review, considerations such as these and the structures of similar municipalities such as these will be the starting point. Through its own research and the submission process, the VEC will look carefully for factors specific to the municipality that make its situation different to those other municipalities.

Table: Profiles of municipalities Estimates as at 1 January 2007

Metropolitan Municipalities					
Municipality	Area (km ²)	Number on roll	Number of councillors	Number of voters per councillor	Electoral structure
Maribymong [†]	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
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
Warrnambool [†]	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
Pyrenees†	7,310	7,216	5	1,443	1 three-councillor ward
Loddon†	6,694	7,881	5	1,576	3 single-councillor wards
Strathbogie†	3,302	8,909	7	1,273	1 two-councillor ward 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
Moyn	3,877	13,980	10	1,398	5 two-councillor ridings
Mount Alexander†	1,529	14,764	7	2,109	4 single-councillor wards 1 three-councillor ward
Golden Plains	5,478	14,870	9	1,652	Single-councillor ridings
Glennelg	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

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

9.4 List of people and groups making submissions

Preliminary submissions

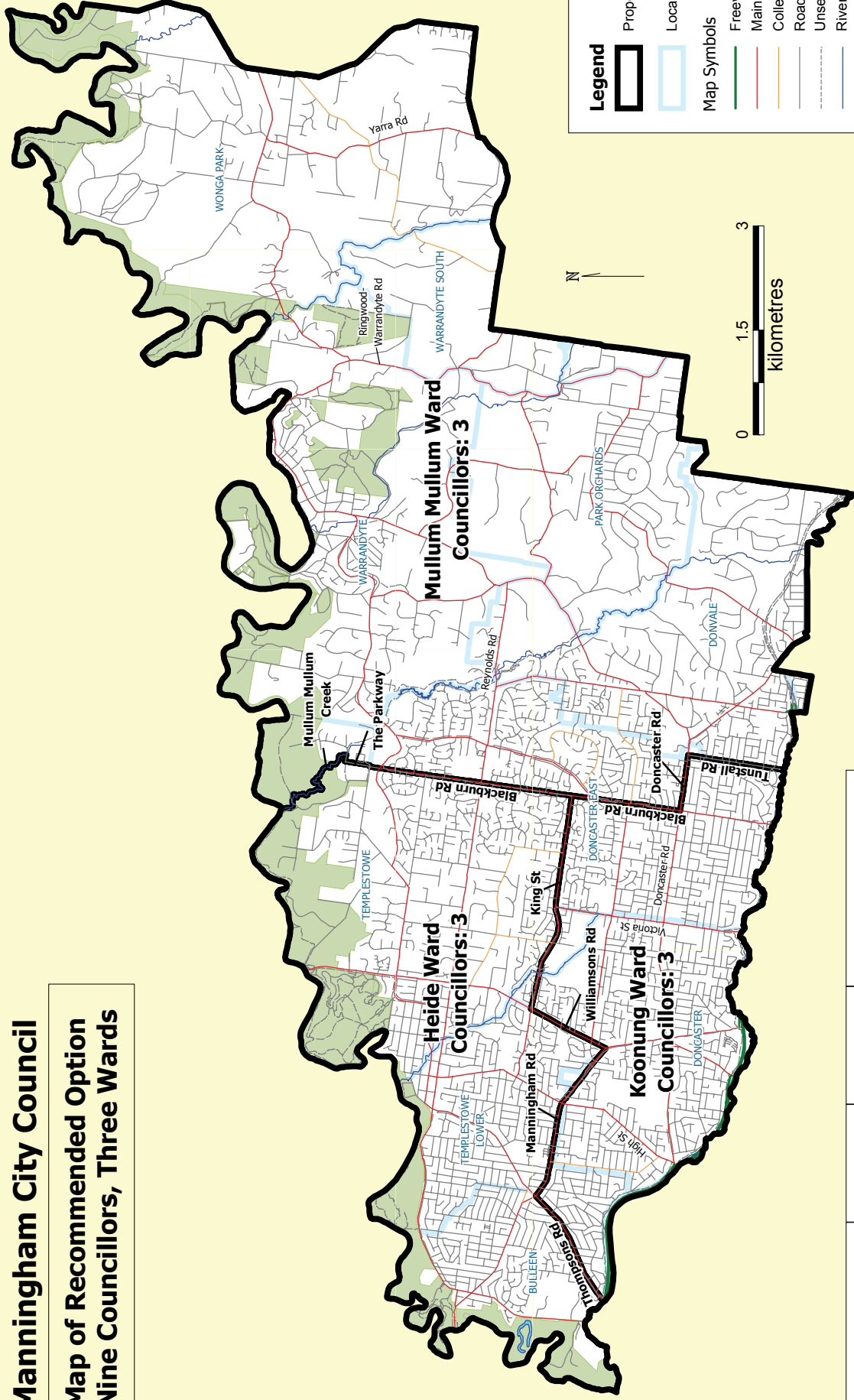
Bean-Hodges, A
Bruce, J
Ellis, D
Gunter, A
Land Owners Rights Association
Larkin, B
Manningham City Council
Park Orchards Progress Association
Peak, D
van der Craats, A
Warrandyte Community Association
Watson, B

Response submissions

Allan, L
Clark, P and M
Ellis, D
Gunter, A
Halcomb, P
Larkin, B
Mackenzie, F
Manningham City Council
Proportional Representation Society
Warrandyte Community Association

Manningham City Council

Map of Recommended Option Nine Councillors, Three Wards



Ward	Councillors	Voters	Deviation
Heide	3	29,343	+2.66%
Koonung	3	28,360	-0.79%
Mullum Mullum	3	28,045	-1.89%
Totals for all Electorates	9	85,748	-1.89% to +2.66%

Disclaimer: This content is provided for information purposes only. While every effort has been made to ensure accuracy and authenticity of the content, the Victorian Government does not accept any liability to any person for the information provided.



Map prepared by the Victorian Electoral Commission
Vicmap spatial data provided by Department of Sustainability and Environment
Parks digital data used with the permission of Parks Victoria
Copyright © 2007 - State Government Victoria

