

# City of Ipswich **Divisional Boundary Review Background Document**

Supporting Council's Divisional Boundary  
Review Community Discussion Paper  
March 2019





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# 1. WHY IS COUNCIL SEEKING YOUR VIEWS?

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## **Ipswich is experiencing significant change.**

The City of Ipswich local government area is one of the fastest growing parts of Australia. With population and jobs both growing at around 4 to 5 per cent each year, the city is seeing rapid changes in its people, where they live, where and how they work, and what they want in their communities.

As the various communities around Ipswich grow and change, it could be expected that they will also have differing views on what they want from their council compared to when the city was first established some 160 years ago.

Ipswich communities have also seen significant upheaval in their council in recent years.

Last year, a Crime and Corruption Commission (CCC) investigation identified significant governance failures in Ipswich City Council as summarised in their report titled "Culture and corruption risks in local government: Lessons learned from an investigation into Ipswich City Council (Operation Windage)". As a result of these governance failures, the mayor and councillors were dismissed by a unanimous vote in the Queensland Parliament in August 2018, and an Interim Administrator put in place until the March 2020 local government elections.

The community's confidence and trust in your council has been severely tested.

Since the last divisional boundary changes made prior to the 2016 elections, Ipswich has experienced growth of 9.3 per cent in voters.

Changes made in preparation for the 2016 elections were intended to spread the growth areas over multiple divisions. While this approach yielded some success, the substantial growth in certain areas on the outskirts of the established urban areas has meant that the majority of growth was concentrated in a few divisions. This is not ideal as it means that voter growth in only a couple of divisions is driving the need to regularly change the boundaries of many other (slower growth) divisions across the local government area.

The boundaries of the current 10 divisions have also evolved over time as the city's population grew, with little clear reference to the principle of 'communities of interest' outlined in the *Local Government Act*. Two of these 10 divisions will be outside of the 10 per cent variation of the number of voters allowable under the *Local Government Act 2009* by March 2020.

Therefore, there is no better time than this period of interim administration for you, a resident of Ipswich, to openly consider and debate how you would like to be represented by your future Ipswich Council in 2020 and beyond.

Would you prefer your councillors to be elected on a divisional basis or across the entirety of the local government area?

With no councillors in place and no predetermined view by the current council administration, the Ipswich community can have a transparent discussion on what you think is the best way to answer this question.

Appendix A and Appendix B provide a summary of the additional reasons a review is required.

**Appendix A** "Why we need to change the divisional boundaries" delves further into the city's growth and explains how this projected growth impacts on the divisional boundaries, with examples noted.

**Appendix B** "Why the current boundaries are inappropriate" provides several specific examples of the issues with the current divisional arrangements and how they do not adhere to the "communities of interest" principles cited in the legislation.

## **How can you have your say?**

This is a background document to the concise boundary review community discussion paper available at [www.ipswich.qld.gov.au/shapeyourcouncil](http://www.ipswich.qld.gov.au/shapeyourcouncil).

To have your say, just answer a few simple questions. Once you've read through this, we are going to ask you to rank the three types of divisional models in your order of preference from most preferred (1) to least preferred (3). It's that easy! There'll also be space to share your additional thoughts.

Of course, if you want to also provide a written submission, we will be grateful to receive your views which will be presented anonymously to the state government as part of council's final report (email [shapeyourcouncil@ipswich.qld.gov.au](mailto:shapeyourcouncil@ipswich.qld.gov.au)).

## 2. THE REVIEW PROCESS EXPLAINED

While we are seeking your views and preferences through a community consultation program and encourage all local residents to have their say about their preferred divisional model, the community cannot directly determine the local government electoral model. That is a matter for the state government to decide under the *Local Government Act*.

Sections 17 to 21 of the *Local Government Act* outline the process for making a local government change. A local government change is a change of:

- a. The boundaries of a local government area; or
- b. Any divisions of a local government area; or
- c. The number of councillors for a local government; or
- d. The name of a local government area; or
- e. The classification of a local government area (from a town to a city, for example).

Under section 18 of the Act, only the Minister may propose a local government change to the Change Commission, an independent state government body. However, it is accepted practice that council is best placed to also make a submission to the Minister as to how this change could best occur.

Your feedback will be included in a report prepared by council at the end of the community engagement period, which will also include a preferred model and recommendations, in late April. This report will be presented to the Minister for Local Government who will be asked by council to consult the state government's Change Commission for their assessment.

The Change Commission is responsible for assessing whether any local government change proposed by the Minister (which may or may not be the local government's suggestion to the Minister) is in the public interest. The Change Commission must consider:

- a. Whether the proposed local government change is consistent with the Act;
- b. The views of the Minister about the proposed change; and
- c. Any other matters prescribed under a regulation.

It may conduct its assessment in any way it considers appropriate. However, the Minister may direct the Commission in writing to conduct its assessment of the proposed local government change in a particular way.

The Change Commission must let the public know the results of its assessment and its rationale by publishing notice of the results in a newspaper that circulates in the local government area, in the Government Gazette, and on the Electoral Commission's website, and providing a report on its assessment to the Minister. The change is then formalised by way of a Regulation made by the Governor in Council (the Governor of Queensland).

Ipswich City Council must comply with any Regulation made by the Governor in Council regarding divisional boundaries and the number of councillors.

Please note, we are not asking for views on how the mayor is elected. We have no ability to change that. The *Local Government Act* prescribes that the mayor is elected directly (i.e. the people vote on which candidate they want to be mayor) under a system of optional preferential voting as part of the local government election.

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### 3. WHAT IS THE ROLE OF A COUNCILLOR AND HOW SHOULD THEY CONTRIBUTE TO GOOD GOVERNANCE?

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In representative democracies like Australia, citizens entrust the decisions about how they are governed to elected representatives.

Governance is about the way that elected representatives make decisions and oversee the functions of councils.

The Good Governance Framework ([premiers.qld.gov.au](http://premiers.qld.gov.au)) says that government bodies should also observe the core governance principles of:

- transparency,
- accountability,
- integrity, including resolution of potential and actual conflicts of interest with selflessness and objectivity in the public interest,
- due diligence, and
- economy, efficiency and effectiveness.

The *Local Government Act* is very clear that:



**The primary accountability of a local government is to its community, and that the decisions of the local government must be made with regard to the benefit of the entire local government area.**

This applies regardless of whether a council has electoral divisions (like Ipswich currently has) or is undivided (ie. has no councillor divisions). The core obligation of a councillor is to make decisions in the best interests of the entire council area.

In considering councillors' accountability to the community, the Operation Windage report highlights that it is also useful to draw comparisons with the duties placed on directors of companies by the *Corporations Act 2001*, including the duty to act with care and diligence, and to act in good faith in the best interests of the company (or the community, in the case of councillors).

Another issue that needs to be appreciated is that the law clearly distinguishes between the roles and responsibilities of the elected councillors and the administrative (council employees) arms of local government.

The primary role of councillors is to focus on policy development and ensure the strategic delivery of services in the public interest. Councillors are responsible for planning for the future and developing corporate plans and strategies to achieve their goals and deliver outcomes to the whole of the community, and monitoring the performance of the council against these.

Councillors are not responsible for overseeing the internal day-to-day work done by local government employees. This is managed by the chief executive officer and senior staff.

## 4. PRINCIPLES FOR DEFINING DIVISIONAL BOUNDARIES

If the scenario emerges after this review process that Ipswich City Council will continue to have a divisional structure, the boundaries of divisions should reflect the “communities of interest” principles defined in the *Local Government Act 2009* and *Local Government Regulation 2012*.

The *Local Government Regulation 2012* provides that the external boundaries of a local government area should be drawn in a way that has regard to “communities of interest”. They must:

- a) Reflect local communities, for example, the geographical pattern of human activities (where people live, work and engage in leisure activities), and the linkages between local communities.
- b) Have a centre, or centres, of administration and service easily accessible to its population.
- c) Ensure effective elected representation for residents and ratepayers.
- d) Have boundaries that:
  - i. Do not divide local neighbourhoods or adjacent rural and urban areas with common interests or interdependencies, including, for example, economic, cultural and ethnic interests or interdependencies
  - ii. Subject to the water catchment principle—follow the natural geographical features and non-natural features separating different communities
  - iii. Do not dissect properties.

This principle of “communities of interest” provides a very useful framework for Ipswich City Council to also define any internal divisional boundaries.

### Applying these principles to Ipswich

Given specific issues relating to the City of Ipswich, there are a number of aspects to consider in applying the “communities of interest” principle to divisional boundaries:

#### 1 Suburbs and estates

Suburbs and some housing estates have ‘personalities’, and residents often associate with their suburban or housing estate identity and particular sense of community. Residents know their address and in what suburb or estate they live, but there’s often confusion about representation when suburbs are split across divisions and hence councillors. Keeping suburbs and estates complete, in regards to divisional boundaries, allows for targeted advocacy and representation.

*In short: Ipswich’s divisions should include whole suburbs wherever possible – suburbs should not be split across divisions.*

#### 2 Non-urban areas

The City of Ipswich is geographically diverse. Less than 10 per cent of our population live in 80 per cent (approx.) of our geographical areas. The issues facing rural and small townships are often different to metropolitan areas and require advocacy across all councillors, not a potentially isolated or ‘lone voice’ councillor.

*In short: Ipswich’s divisions should include a number of councillors representing, at least in part, non-urban parts of the local government area.*

#### 3 Key centres

Ipswich is a city of varied centres. These centres include Ipswich Central, Springfield Town Centre, Goodna Town Centre and, in time, Ripley Town Centre. It is important that these and alike centres of economic growth and community facilities are each contained within a division and not split. Perhaps of equal importance is that any surrounding near-centre areas that have strong connections to the centre are also included in that division.

*In short: Ipswich’s divisions should include whole town centres and surrounding areas – no centres should be split across divisions.*

#### **4 Key population growth areas**

Ipswich's key population growth areas are mostly in the eastern suburbs including Redbank Plains, Springfield and Ripley Valley. The latter two master planned communities have an existing and emerging sense of community and it is important that divisions do not cut across these communities.

*In short: Ipswich's divisions should include the entirety of key population growth areas – emerging communities should not be split across divisions.*

#### **5 Employment growth areas**

Similar to population growth areas, it makes sense to keep any key industrial area or zones in a single division, for ease of representation across common issues and needs.

*In short: Ipswich's divisions should not cut across divisional boundaries in the primary industrial precincts of the city*

These principles are considered appropriate to assess the advantages and disadvantages of the various options available for revising the divisional boundaries of the city.



## 5. WHAT ARE YOUR OPTIONS?

There is no single accepted view of which model is best-placed to contribute to good governance; that is the best way to ensure that councillors provide strategic guidance and leadership to their local government area as a whole.

There are three broad models of electing councillors as community representatives (each model will result in a minimum of eight and maximum of 12 councillors being elected):

### OPTION 1: UNDIVIDED (8 to 12 councillors)



### OPTION 2: DIVIDED – 1 councillor per division (8 to 12 divisions)



### OPTION 3: DIVIDED – 2 to 3 councillors per division (4 to 6 divisions)



As you read through the overview of these three options on the pages to follow, we encourage you to keep these questions in mind:

1. How would each model assist or hinder a councillor's obligation to provide leadership and strategic delivery of services in the public interest of the whole of the city?
2. How would each model assist or hinder the responsibility of your councillors to focus on planning for the future and developing corporate plans and strategies, as opposed to a focus on day-to-day operational issues?
3. Which model would best allow for the diversity of Ipswich's communities to have their interests represented on council?
4. Which model best promotes "good governance" (ie transparency, accountability, integrity, ethics and effectiveness)?

We have listed a number of potential advantages and disadvantages for each model, with the goal of remaining as unbiased as possible throughout the process. Please note that considerable research was conducted into the local government sector, including interstate experiences, to inform this information.

A list of the research papers and information sources can be found in **Appendix E "References and background material"**.

## Models used in Queensland and around the country

Queensland currently has a mix of both divided and undivided councils, as allowed in the *Local Government Act 2009*. About one-third of councils have single-representative divisions with the remaining two-thirds being undivided councils (ie. no divisions).

The majority of undivided councils are rural-based councils covering a large local government area. There are some notable exceptions, however, with Mackay and Toowoomba being two significant population centres (with surrounding nonurban areas) that operate as undivided councils.

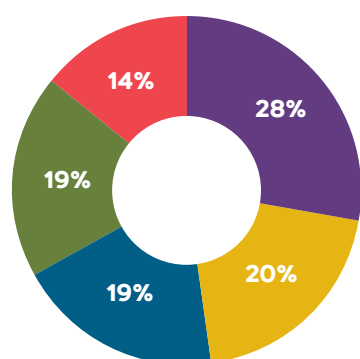
It should be noted that, while Queensland doesn't currently have any multi-member councils, prior to the 2008 local government amalgamations, a number of councils utilised this model, including Atherton, Noosa, Gatton, Boonah, Whitsundays and Warwick, to name just a few.

As follows is a summary of several other South East Queensland councils including their population, registered voter numbers, approximate number of voters per councillor, and divisional structure.

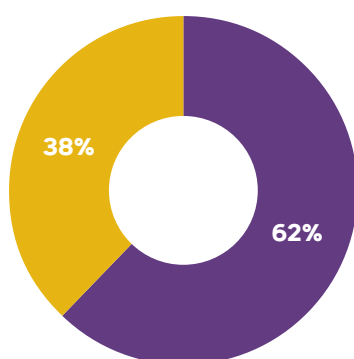
SEQ LGA'S	GOLD COAST	MORETON BAY	SUNSHINE COAST	LOGAN	REDLAND	TOOWOOMBA	FRASER COAST	SCENIC RIM	LOCKYER	SOMERSET
Current Electoral Model	Divided	Divided	Divided	Divided	Divided	Undivided	Divided	Divided	Undivided	Undivided
Number of Divisions	14	12	10	12	10	0	10	6	0	0
No. of Councillors (including Mayor)	15	13	11	13	11	12	11	7	7	7
Population (est.)	569,997	448,118	311,211	320,583	154,617	117,083	104,051	41,753	40,229	23,137
Number of Electors	377,175	298,037	223,789	190,163	108,197	113,746	76,199	29,232	26,042	16,864
Number of Electors per Councillor	26,941	24,836	22,379	15,847	10,820	10,341	7,620	4,872	4,340	2,811

IPSWICH LGA	OPTION 1	OPTION 2	OPTION 3
Current Electoral Model	Undivided	Divided	Divided
Number of Divisions	0	8 to 12	4 to 6
No. of Councillors (including Mayor)	9 to 13	9 to 13	9 to 13
Population (est.)	210,000	210,000	210,000
Number of Electors	128,049	128,049	128,049
Number of Electors per Councillor	16,006 to 10,671	16,006 to 10,671	16,006 to 10,671

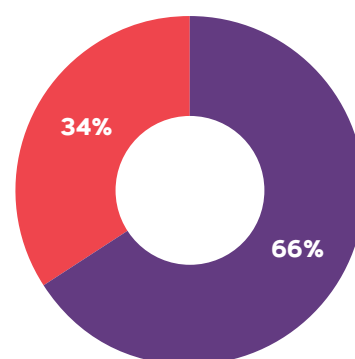
**The graphs below** summarise the way that these three models have been applied to local governments across Australia.



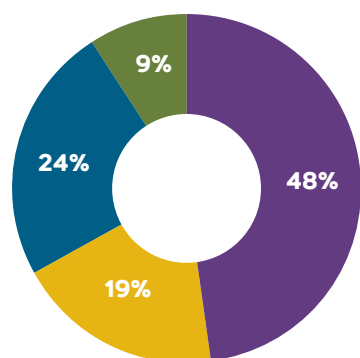
Victoria



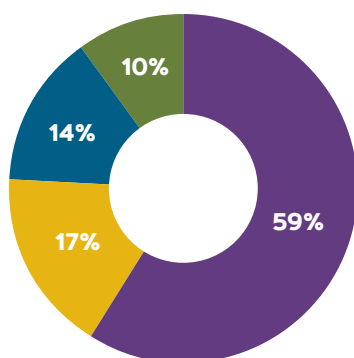
New South Wales



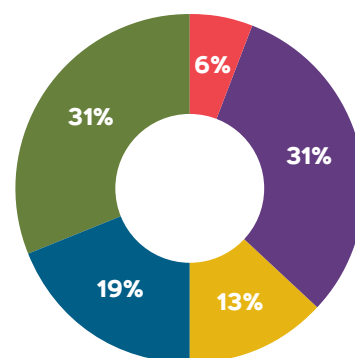
Queensland



South Australia



Western Australia



Northern Territory



Tasmania

- Undivided
- Uniform multi-member wards/divisions
- Non-uniform multi-member wards/divisions
- Mixed single-and-multi-member wards/divisions
- Single member wards/divisions only

*\* Local Government Electoral Review Stage Two Report*

## The Geelong Story

It's interesting to note that Ipswich City Council has followed a similar path to that of City of Greater Geelong Council. In 2016, the council was dismissed by Victorian state government, administrators appointed, and a significant community consultation process undertaken to review their divisional arrangements.

**Appendix D "The City of Greater Geelong Council story"** provides a summary of their journey as a case study including an explanation of how they reached a view of having multi-councillor divisions.

# OPTION 1

## 6. UNDIVIDED COUNCIL (8 TO 12 COUNCILLORS)

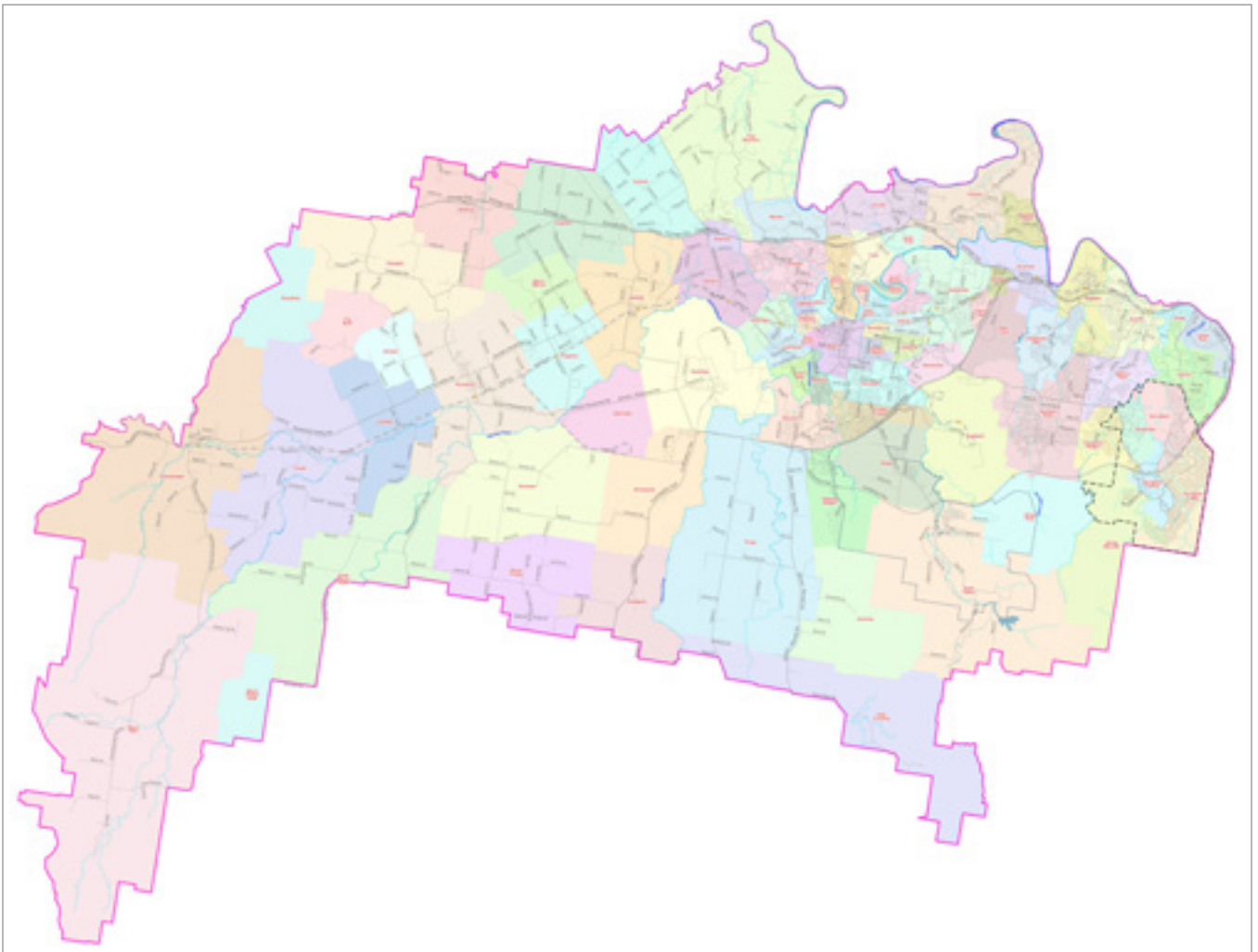
An undivided council has no divisions.

All candidates for council are listed on a single ballot paper for the entire local government area, and all voters nominate their preferences across all candidates. There will be a separate ballot paper for the position of the Mayor. The (typically) eight to 12 candidates who receive the most votes become the councillors. This is the most common approach in Queensland, New South Wales, South Australia and Western Australia, although it is far more common in rural councils than in urban councils.

The following Queensland councils have adopted this model:

- [Toowoomba Regional Council](#)
- [Noosa Council](#)
- [Mackay Regional Council](#)

### City of Ipswich Local Government Area Map





#### **Possible ADVANTAGES include that it:**

- Delivers a more unified, citywide, strategic focus to council governance.
- Gives voters a choice of councillors they can approach with their concerns.
- Promotes councillors, as per the Act, to address issues in the best interests of all residents in the local government area, as opposed to a 'my backyard' approach.
- Leads to more integrated policy making.
- Allows voters to express a preference for every candidate in the council election.
- Allows voters to select candidates based on their capabilities as community leaders and decision makers across the whole local government area rather than just on their geographic associations.
- Results in a simpler voters' roll for elections.
- Avoids the requirement for regular divisional reviews (reviews needed to ensure the proportion of councillors to voters does not vary by more than 10 per cent between any division in the local government area).

#### **Possible DISADVANTAGES include that:**

- There are risks that most councillors will be elected from a single part of the local government area and that some 'communities of interest' could be unrepresented.
- A councillor's capacity for local engagement and representation may be diminished if they become inaccessible to residents in parts of the local government area.
- Councillors' responsibilities may become confused and their efforts duplicated if there is no clarity around roles and representation among the councillors.
- It is a far more costly exercise for candidates to campaign across an entire local government area, as opposed to a division, which may disadvantage independent candidates who do not have the financial backing to market themselves to the whole community.
- It may make it difficult for voters to assess the performances of individual councillors across the local government area.

# OPTION 2

## 7. DIVIDED – 1 COUNCILLOR PER DIVISION (FOR 8 TO 12 DIVISIONS)

A divided council is where the local government area is split into (typically) eight to 12 divisions (currently in Ipswich we have 10 divisions). Each division has more or less the same number of voters.

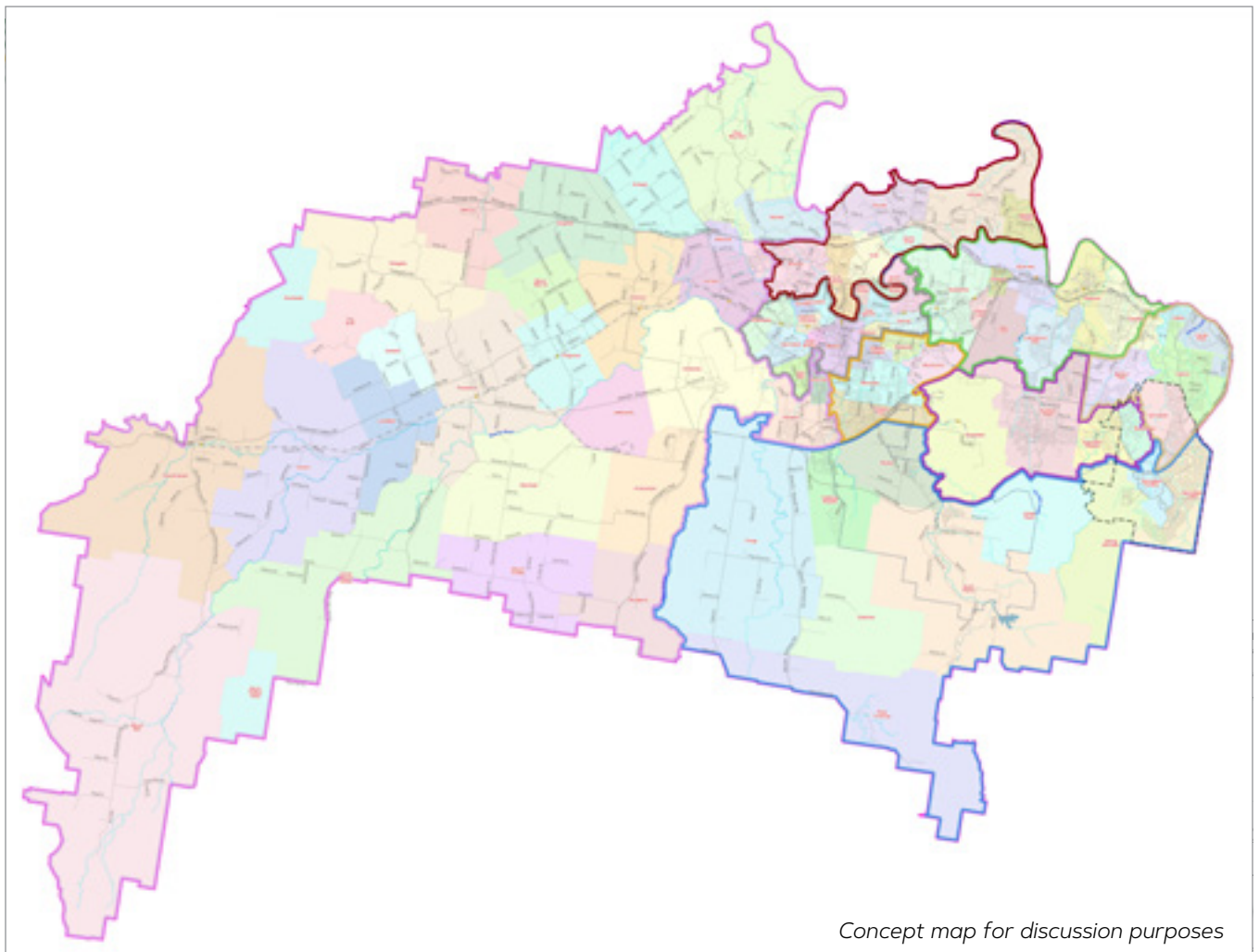
The electoral ballot papers for each division only have those candidates who have decided to nominate for that particular division included, plus all candidates for mayor. The candidate with the most votes in each division becomes a councillor.

Single-councillor representation is the most common model used in urban councils across Queensland, and is the model most Ipswich voters are familiar with.

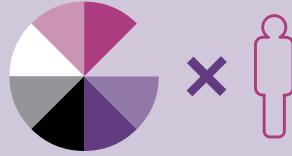
It is important to understand that the current 10 divisions across the city cannot continue to apply; two of the 10 divisions will be outside the 10 per cent variation of the number of voters allowable under the *Local Government Act* by March 2020.

The map below shows an **indicative example only** of how a single-councillor division model could be applied to Ipswich.

**City of Ipswich Local Government Area Map**



*Concept map for discussion purposes*



#### **Possible ADVANTAGES include that it:**

- Encourages a diverse range of candidates to run for council as they only have to incur electoral campaign costs for a division (and not across the entire council area).
- Allows for councillors to be truly local representatives (for their division), easily accessible to residents and more aware of local issues.
- Ensures that geographically-formed 'communities of interest' are likely to be represented at council.
- May contribute to ensuring that sectional interests are less likely to dominate the council.

#### **Possible DISADVANTAGES include that:**

- Councillors might be elected on local, minor, or parochial issues and lack perspective on or offer less support for policies that benefit the whole council (ie a 'my backyard' approach).
- Divisional boundaries might divide larger communities of interest and might be hard to define.
- When this model is accompanied by other practices, such as the portfolio system in which areas of responsibility are allocated to individual councillors, the culture of the 'lone councillor' looking after 'my patch' is reinforced.
- When combined with a divisional funding program (which was discontinued in Ipswich) that allocates funds to each councillor to dispense more or less unchallenged, a councillor can develop a preoccupation with funding for their own division rather than the priorities of the whole city.
- A burden is placed on an individual councillor, as technically the only other councillor with an interest in that division is the mayor, who is elected by the whole of the city. This could distract the mayor from strategic obligations.
- Voters might have fewer options to select from for their representative.
- If a division has a high growth rate, boundaries will be more susceptible to change (as population changes put numbers above or below the 10 per cent quota), which could mean more regular reviews.



# OPTION 3

## 8. DIVIDED – 2 TO 3 COUNCILLORS PER DIVISION (FOR 4 TO 6 DIVISIONS)

In a divided council model – multi-councillor representation, the local government area would be divided into divisions (usually four to six), with each division having roughly the same number of voters with between eight and maximum 12 councillors elected. Residents are represented by more than one councillor, with two or three typically elected per division.

Between 30 and 40 per cent of councils in New South Wales, Victoria, South Australia, Western Australia and the Northern Territory operate under this model. Obviously, the divisions tend to be larger than in a single-councillor model.

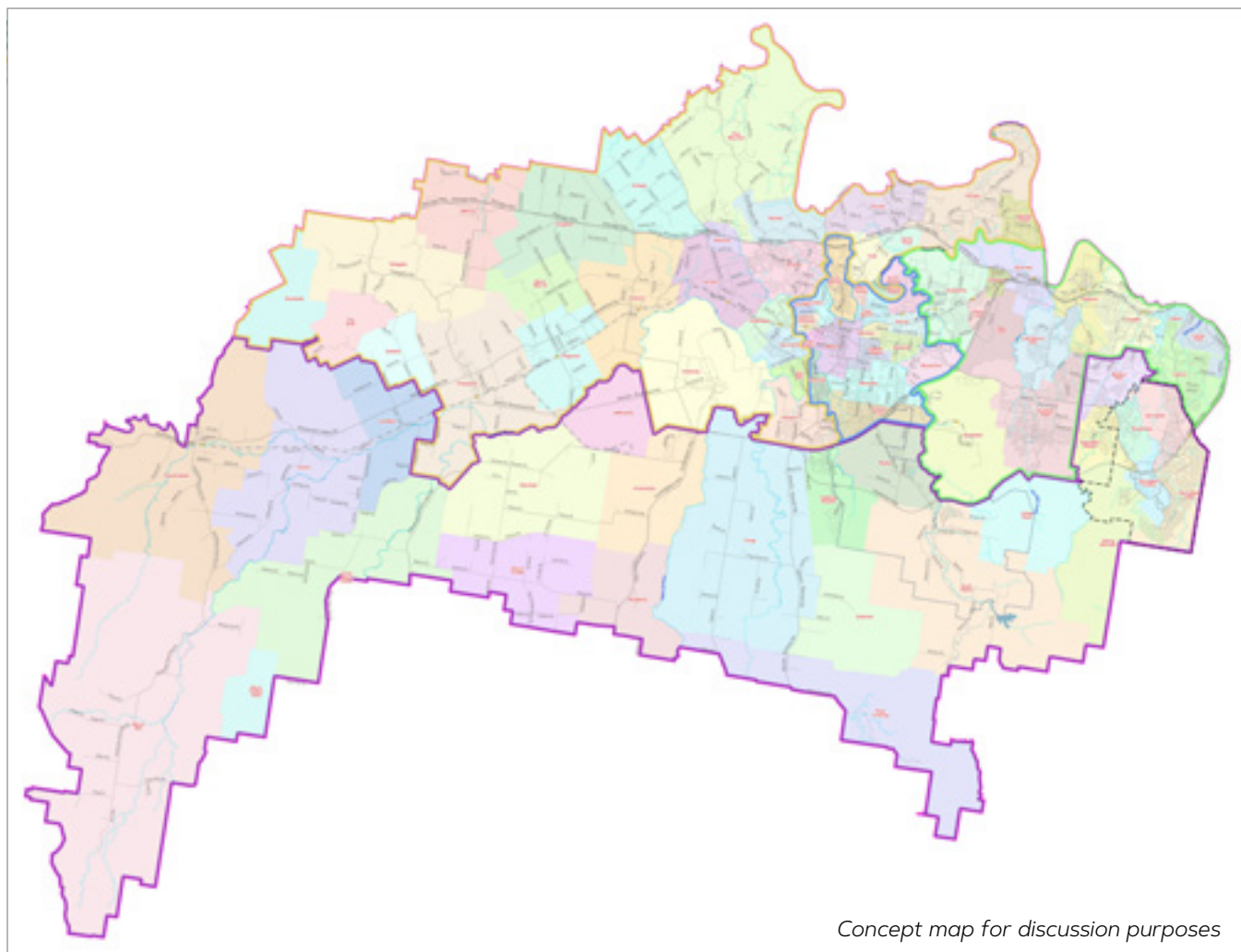
The ballot papers for each of these larger division have those candidates who have decided to nominate for that

particular division, plus all candidates for mayor. The top two or three candidates with the most votes for each division become councillors.

The following councils have adopted this model:

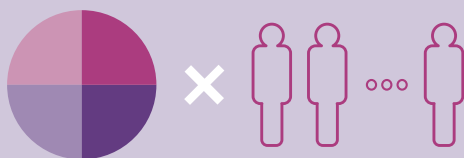
- City of Greater Geelong
- Wollongong City Council

### City of Ipswich Local Government Area Map



*Concept map for discussion purposes*



**Possible ADVANTAGES include that it:**

- Offers all of the advantages cited for the divided – single representative model.
- Supports representation of different interests in a division.
- Allows for greater consideration of multiple views on issues than the single representation model as each division would be represented by more than 1 councillor.
- Can make divisional boundaries easier to identify and less susceptible to change as a result of uneven growth population or decline than does the single representative model.
- Provides councillors in a division with increased opportunity for discussion and shared responsibility.
- Provides residents with 3 or 4 councillors to contact about issues – their 2 or 3 local 'divisional' councillors plus the relevant committee chair (if committees are utilised), therefore increasing the level of local representation.

**Possible DISADVANTAGES include that:**

- All of the disadvantages cited for the divided – single representative model may also be relevant.
- Groups may come together along interest lines, leading to issues between divisional councillors.
- Councillors may duplicate their efforts if they do not communicate or share their workloads effectively.
- Different views on issues within a division may make these issues more difficult to resolve.

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## HAVE YOUR SAY

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To have your say, all you have to do is answer a few simple questions, starting with a request to rank the three divisional models you've just reviewed from most preferred (1) to least preferred (3).

Find the survey form by:

- Visiting council's **website** at [ipswich.qld.gov.au/shapeyourcouncil](https://ipswich.qld.gov.au/shapeyourcouncil).
- Visiting council's **central administration office** or any community office to collect a hard copy version of the survey or online access.

- Visiting any of council's **libraries** to collect a hard copy version.
- Telephoning council's **call centre** on **(07) 3810 6666** for a survey form to be mailed or emailed to you.

You are free to provide any submissions to council on your views and preferences for any matters or issues regarding how best to deliver good local governance for the City of Ipswich (email [shapeyourcouncil@ipswich.qld.gov.au](mailto:shapeyourcouncil@ipswich.qld.gov.au)), and the survey will also provide space for additional feedback.

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## NEED MORE INFORMATION?

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If you feel that you need more background information before you can make your decision visit [ipswich.qld.gov.au/shapeyourcouncil](https://ipswich.qld.gov.au/shapeyourcouncil).

A public information session will be held on  
**Monday 25 March 6.00 pm**  
**North Ipswich Reserve Corporate Centre**  
**2B Pine Street, North Ipswich, QLD.**

The session will feature three guest speakers from relevant local government areas who will be presenting on the three models and will be available to answer your questions. Additional information can be found at [ipswich.qld.gov.au/shapeyourcouncil](https://ipswich.qld.gov.au/shapeyourcouncil).

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## KEY DATES

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You have until **12.00 pm on Sunday 31 March** to share your views and opinions.

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## WHERE TO FROM HERE?

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While we are seeking your views and preferences and encourage all local residents to have their say, the community cannot directly determine the local government representative model. *The Local Government Act* is clear that is a matter for the state government to decide.

Your views will be included in a report to the Minister for Local Government who will be asked by council to consult the state government's Change Commission for their assessment. The Change Commission will share the results of its assessment with the Minister and the public.

# APPENDIX A

## “WHY WE NEED TO CHANGE THE DIVISIONAL BOUNDARIES”

### The Local Government Act explained

Section 15 of the *Local Government Act* 2009 (the Act) states that, “each division of a local government area must have a reasonable proportion of electors”. A reasonable proportion of electors is defined in the Act as, “the number of electors that is worked out by dividing the total number of electors in the local government area (as nearly as can be found out) by the number of councillors (other than the mayor), plus or minus 10 per cent”.

Section 16 of the Act states a local government must, no later than 1 March in the year prior to the quadrennial elections:

- Review whether each of its divisions has a reasonable proportion of electors; and
- Notify the electoral commissioner and the Minister for Local Government of the results of the review.

This means that Ipswich City Council had to advise the Minister before 1 March 2019 whether the divisional boundaries need to change. This has been done.

### Enrolled voters

The following table shows the current enrolled voter numbers per division and the relevant status of each division.

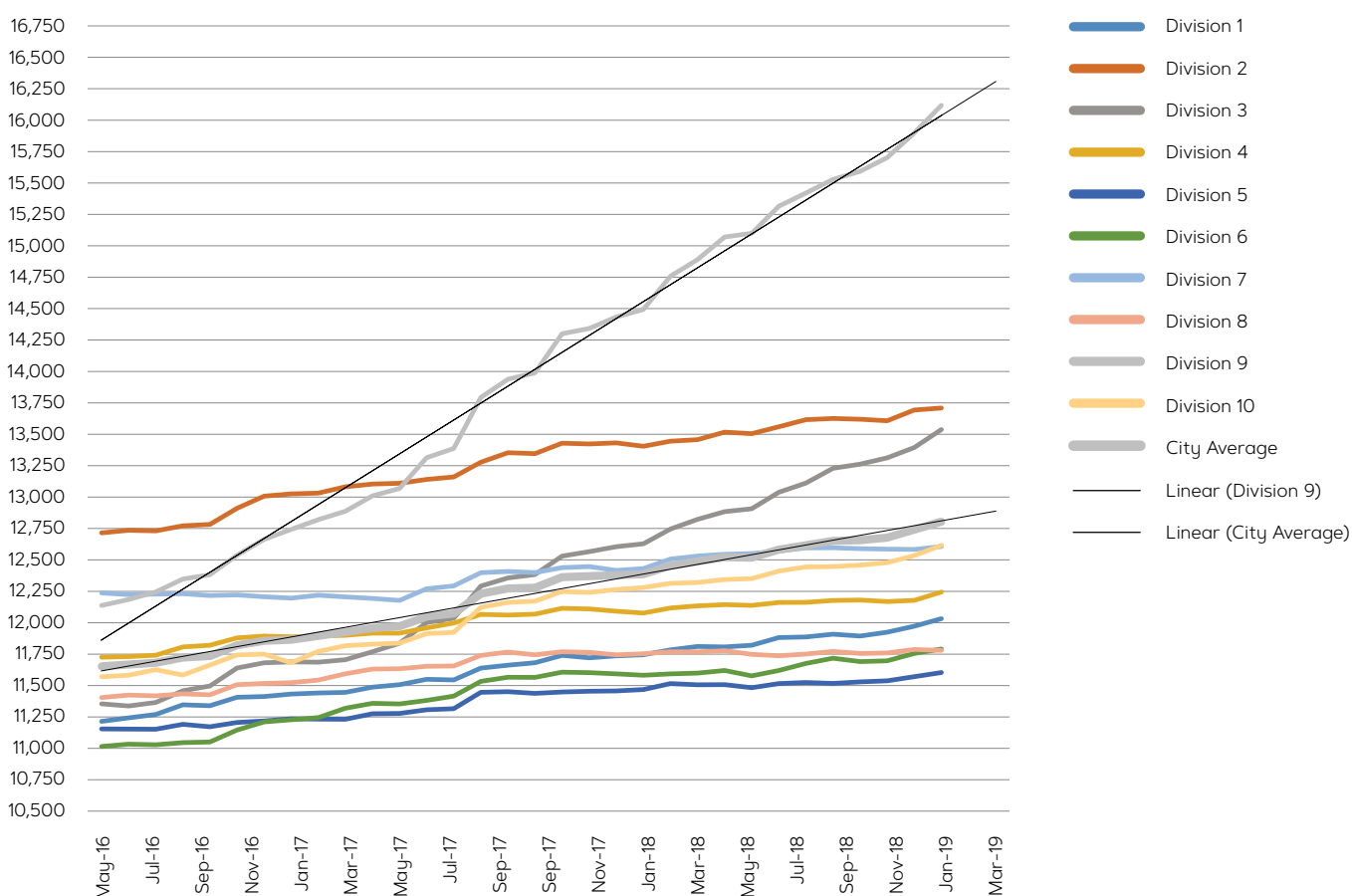
COUNCIL	DIV NO.	VOTERS JAN 2018	COUNCILLORS	AVERAGE ENROLMENT	LOW QUOTA	HIGH QUOTA	IN/OUT CURRENT	QUOTA PERCENT (%)
Ipswich	1	12,033	1	12,805	11,524	14,085	IN	-6.03%
Ipswich	2	13,710	1	12,805	11,524	14,085	IN	7.07%
Ipswich	3	13,539	1	12,805	11,524	14,085	IN	5.73%
Ipswich	4	12,245	1	12,805	11,524	14,085	IN	-4.37%
Ipswich	5	11,604	1	12,805	11,524	14,085	IN	-9.38%
Ipswich	6	11,792	1	12,805	11,524	14,085	IN	-7.91%
Ipswich	7	12,608	1	12,805	11,524	14,085	IN	-1.54%
Ipswich	8	11,781	1	12,805	11,524	14,085	IN	-8.00%
Ipswich	9	16,119	1	12,805	11,524	14,085	OUT	<b>25.88%</b>
Ipswich	10	12,618	1	12,805	11,524	14,085	IN	-1.46%
Total		128,049	10					

A significant challenge for Ipswich is that the majority of population growth, and hence voter growth, is in the south-eastern parts of the local government area. The efforts undertaken prior to the 2016 elections to define the faster growing divisions at the lower end of the allowable quota and nominate the more stable divisions at the higher end of the allowable quota yielded limited results. Division 9 fell outside of the allowable quota just 15 months after the 2016 election.

## The recent pattern of Ipswich's growth

Since the previous election in 2016, the City of Ipswich has continued to grow significantly with an increase in voter numbers in excess of 9.3 percent. Whilst most suburbs and townships have contributed to this growth, it is not consistent across the entire local government area.

Two current divisions are responsible for over half of the city's recent growth of more than 10,000 electors. Six of the remaining eight divisions, generally those that cover the more established areas of the city, are actually 'shrinking' when measured against the city-wide average.



The growth experienced across the city was mostly contained to greenfield development in the major new subdivisions with some minor infill development having an impact on existing areas. This growth, over the past electoral term, is highlighted in this table. (Please note this data has been drawn from electoral roll data.)

SUBURB	INCREASE	CHANGE FROM 2016
South Ripley	996	530%
Spring Mountain	341	341%
Springfield Central	92	236%
Ripley	548	68%
Deebing Heights	498	44%
Brookwater	352	29%
Augustine Heights	644	27%
Springfield Lakes	1813	25%
Leichhardt	495	24%
Bellbird Park	794	23%
Redbank Plains	1880	22%
Collingwood Park	405	10%

## Projected growth

A key issue is the longevity of the divisional models proposed for review; the extent to which each option is able to deal with the varied and divergent projected voter growth across the local government area beyond 2020.

Based on the currently approved developments and the various area development plans, council has assessed where growth is expected over the next eight years (which equates to two electoral terms).

The Ipswich local government area is predicted to grow to around 520,000 persons by the year 2041.

The majority of growth will come from development around the identified key centres and in the major expansion (greenfield) areas provided for in the Ipswich Planning Scheme.

Citywide growth of electors is projected to remain in excess of 10 per cent over the next term. Twenty-one of the 82 suburbs are expected to grow at a rate in excess of the citywide average.

The key development areas, being Ripley Valley and Deebling Heights (the majority of which is located in a Priority Development Area), and the suburbs centred around Springfield Central (the Springfield Master Planned Community) are expected to contribute to the majority of the city growth over the coming terms. The long-term population expectation for these areas is 120,000 and 86,000 persons respectively.

In addition to these two areas, several other areas across the city will contribute significantly to growth, including:

- Collingwood Park – Development of remaining parcels of land, primarily in the south is continuing,
- Redbank Plains – This suburb has grown rapidly and substantially, topping city-wide growth many times. There are several areas still to be developed with development approvals already in place. The majority of the development in this area is located in the south of the suburb adjoining the Centenary Highway,
- Bellbird Park – The remaining residential zoned areas of Bellbird Park are continuing with further infill development also occurring in parts of the suburb,
- Karalee and Chuwar – Some remaining parcels of land in this area are currently underway with development expected to continue into the next electoral term, and
- Rosewood / Thagoona / Walloon – Development of this corridor will continue through the next several electoral terms. This corridor is ultimately expected to be home to 54,000 persons by the year 2041.

Ipswich is unique in Queensland, having very high recent and projected population growth concentrated in a few areas of the local government area. It is essential that the divisional arrangements of the local government are appropriate to best deal with this growth pattern over the next decades.

## APPENDIX B

### “WHY THE CURRENT BOUNDARIES ARE INAPPROPRIATE”

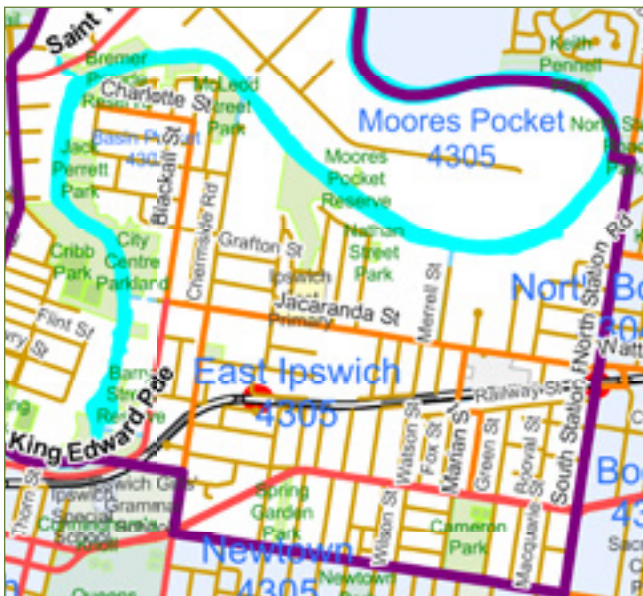
As noted, the boundaries of the current 10 divisions appear to have irregularly evolved over time as the city's population grew, with little reference to the Act's requirement for a council to follow the principles of "communities of interest".

In addition to not meeting the 10 per cent rule for all divisions (see Appendix A), there are numerous examples of where the current divisional arrangements fail to provide a rational divisional arrangement for the residents and voters of the city.

Some examples of these inconsistencies with the principles of “communities of interest” and/or where the current boundaries don’t provide effective elected representation for residents and ratepayers follow.



The suburb of North Ipswich is split in two in the vicinity of the Central Business District. This area is all of similar age, housing, mixed use zoning and community facilities. There's a strong community identity and similar demographic profile that is currently divided by the existing divisional boundary.



The Bremer River cuts Division 5 in half, with the Basin Pocket and East Ipswich communities being quite dissimilar to the Karalee/Chuwar area north of the River. There is a differing residential and demographic profile and no physical connection (pedestrian or vehicular) between these areas.





The local residential community of Augustine Heights, which generally has a consistent community makeup and shared facilities of common recreation and green space, is split in two.



The Springfield Lakes community is split into two divisions. Part of Springfield Lakes is included in a division that is mostly the Camira/ Springfield area north of the Centenary Highway.



A small portion of Gales is split into an adjacent division. This area is consistent with the remainder of the suburb and shares a demographic profile. Inclusion of this area into the adjoining division leaves the area isolated from the remainder of suburb.

There is a small portion of Leichhardt located on the north western side of Aspinall Street excluded from the division with the adjoining community, despite having the same demographic profile.



#### It's also important to note that:

- The growth area centred around the Springfield Structure Plan is currently 'shared' by three councillors.
- The Ripley Valley Priority Development Area is currently split across two divisions.
- Nearly all of the rural areas in the city are currently represented by a single councillor.

In summary, the current 10 divisions exhibit a range of inconsistencies with the principles of "communities of interest" and do not provide effective elected representation for residents and ratepayers across the city.



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## APPENDIX C

# “THE GREATER GEELONG CITY COUNCIL STORY”

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In 2016, following several inquiries conducted on the Greater Geelong City Council, including a Commission of Inquiry, all councillors were dismissed, with three Administrators appointed to achieve the recommendations noted in the Commission’s report and lead the council through to the next local government election on 28 October 2017.

Obviously, this is a fairly similar situation to that of Ipswich City Council.

During this period of administration, the Victorian Government committed to consulting the Greater Geelong community about the structure of its future elected council via a Citizen’s Jury, which was funded by the state.

Subsequently, the Victorian Electoral Commission (VEC) conducted a legislative review into the number of councillors and the electorate structure of the council, using the Citizen’s Jury as its primary method of consultation – a first for local government in Australia.

After several days of deliberation and debate, a report was prepared and presented by the Citizen’s Jury to the Minister, outlining their recommendations for change moving forward.

The end result was a new local divisional structure; a Multi-Member Divisional Council (Divided-Multi-Representative model) with four divisions (or ‘wards’ as they are referred to in Victoria) and three councillors in each ward, plus a democratically-elected Mayor. The VEC managed the entire process for Geelong, with the provision of state funding.

The Commission of Inquiry into Greater Geelong, prior to the dismissal of their council, found the single-ward structure as it operated at Greater Geelong contributed to the governance failures it identified at the council.

In its report, the commission said, “A significant number of councillors appear to be preoccupied with their individual ward interests rather than the city as a whole and have shown little capacity to work together”.

It added, “Replacement of single-councillor wards by multi-councillor wards supported by mechanisms to ensure strategic, whole-of-municipal planning and delivery would strengthen council leadership, corporate behaviour and decision-making”.

The commission formally recommended that the single member ward structure be replaced with multi-member wards.\*

If you’d like to read more about what happened in Geelong and how VEC managed the Citizen’s Jury process, visit [www.newdemocracy.com.au/2016/07/10/local-government-victoria-democracy-in-geelong/](http://www.newdemocracy.com.au/2016/07/10/local-government-victoria-democracy-in-geelong/).

(\**Democracy in Geelong Background Paper 2016*)

## APPENDIX D

### “REFERENCES AND BACKGROUND MATERIAL”

As follows is a summary of reference documents and information sources used to inform this background document and formulate the often cited advantages and disadvantages of each model proposed for review.

DOCUMENT	LINK
Democracy in Geelong (New Democracy)	<a href="http://www.newdemocracy.com.au/2016/07/10/local-government-victoria-democracy-in-geelong/">www.newdemocracy.com.au/2016/07/10/local-government-victoria-democracy-in-geelong/</a>
Local Representation in Australia – A review of the legislation and literature	<a href="http://www.uts.edu.au/sites/default/files/ACELG_Local_Representation_in_Australia_Lit.pdf">www.uts.edu.au/sites/default/files/ACELG_Local_Representation_in_Australia_Lit.pdf</a>
<i>Local Government Act 2009</i>	<a href="http://www.legislation.qld.gov.au/view/pdf/inforce/current/act-2009-017">www.legislation.qld.gov.au/view/pdf/inforce/current/act-2009-017</a>
<i>Local Government Regulation 2012</i>	<a href="http://www.legislation.qld.gov.au/view/pdf/inforce/current/sl-2012-0236">www.legislation.qld.gov.au/view/pdf/inforce/current/sl-2012-0236</a>
Commission of Inquiry into Greater Geelong Council March 2016	<a href="http://www.parliament.vic.gov.au/file_uploads/Geelong_City_Council_Report_Combined_vn4s3j5T.pdf">www.parliament.vic.gov.au/file_uploads/Geelong_City_Council_Report_Combined_vn4s3j5T.pdf</a>
CCC – Culture and Corruption Risks in Local Government (Lessons from an investigation into Ipswich City Council – Operation Windage)	<a href="http://www.ccc.qld.gov.au/corruption/operation-windage/operation-windage">www.ccc.qld.gov.au/corruption/operation-windage/operation-windage</a>
Electoral Commission Queensland	<a href="http://www.ecq.qld.gov.au">www.ecq.qld.gov.au</a>
Greater Geelong Council website	<a href="http://www.geelongaustralia.com.au">www.geelongaustralia.com.au</a>
Good Governance Framework	<a href="http://www.premiers.qld.gov.au/publications/categories/policies-and-codes/assets/good-governance-framework.doc">www.premiers.qld.gov.au/publications/categories/policies-and-codes/assets/good-governance-framework.doc</a>







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