



CALOUNDRA CITY COUNCIL

# REVIEW OF ELECTORAL ARRANGEMENTS

FOR THE MARCH 2008  
LOCAL GOVERNMENT ELECTIONS

The content of this paper is designed to provide exposure to a wide range of information and views about electoral arrangements involving the number of Councillors and the number and configuration of electoral divisions for local government elections in Caloundra City. The information provided seeks to present a balanced and objective discussion about the potential advantages and disadvantages of different alternatives and does not seek to direct the reader's opinion in any particular direction in terms of favouring any alternative above another. The paper does not purport to present all possible views nor all possible alternatives.

*The views expressed are taken from a variety of resources and are not intended to reflect the opinions of either the Caloundra City Council, its Councillors, professional staff or Consultants assisting in the paper's compilation.*

## Foreword

This discussion paper has been prepared to seek community views on the electoral arrangements for Caloundra City.

Caloundra City is currently divided for electoral purposes and comprises a Mayor and ten Councillors representing single member divisions. The *Local Government Act 1993* sets out requirements for divisional representation that require each division to be comprised of a 'quota' of voters. The quota is calculated by dividing the total number of electors for the local government area by the number of Councillors, other than the Mayor. The number of electors in a division may vary from the quota by a tolerance of plus or minus 10%. Under these arrangements, the Council is required by 1 March in the year preceding the election, (by 1 March, 2007), to advise the Minister for Local Government, Planning and Sport as to whether the current electoral arrangements comply with regard to voter numbers and tolerances. Based on the current trend, the existing arrangements will not meet the quota requirements and some form of amendment to the divisional arrangements will be required.

At the General Meeting of 7 December 2006, Council resolved that an independent facilitator be engaged to conduct public consultation into the size and composition of the elected Council for the 2008 Quadrennial Local Government Elections. As part of this consultation, the facilitator is to ensure that there are a number of options of the size and composition of the elected Council and all of these options must include the advantages and disadvantages of each. Council outlined the options to be investigated include, but not be limited to (i) status quo, (ii) six councillors, three divisions and (iii) eight councillors, four divisions.

### Timeline for Consultation

<b>5 January 2007</b>	Independent facilitator appointed
<b>15 January 2007</b>	Consultation Period Commences
<b>22 January 2007</b>	Consultation Workshop (Beerwah)
<b>24 January 2007</b>	Consultation Workshop (Maleny)
<b>31 January 2007</b>	Consultation Workshop (Lake Kawana)
<b>1 February 2007</b>	Consultation Workshop (Caloundra)
<b>5 February 2007</b>	Consultation concludes
<b>12 February 2007</b>	Results compiled and assessed, report drafted
<b>22 February 2007</b>	Report presented to Council for consideration

Base research data for this consultation comes from an extensive study of electoral matters and their impacts on divisional configuration, assignment and composition undertaken by the then Office of the Local Government Commission (OLGC) through the preparation of an Information Paper which involved:

- 1 Undertaking of background research of electoral matters and their impacts on composition, divisional configuration and electoral performance;
- 2 Identifying the processes and criteria used for determining local government electoral arrangements within Queensland and interstate;
- 3 Determining a system of local government categorisation and establishing a composition range for each category to facilitate comparisons of representational arrangements;
- 4 Identifying the trends in electoral arrangements over the 1988, 1991 and 1994 local government triennial elections including composition, divisional boundaries and assignment of members; and
- 5 Undertaking a critique of the assessment methodology utilized for the review of divisional boundaries for the 1994 local government triennial elections and the development of proposals for the reviews for the 1997 elections.

The purpose of this Information Paper was intended to provide a broad analysis of trends and relevant issues which local governments should consider if undertaking a review of their existing electoral arrangements. This original report was then updated with new information to assist Councils in the review of electoral arrangement for the 2000 Quadrennial Elections.

Research for this consultation has involved a detailed analysis of the information prepared by the then Office of the Local Government Commissioner as well as updated information provided by the Local Government Association of Queensland.

A wide range of information was obtained and has been summarised into three major sections relating to the topics of direct interest to the review of local government electoral arrangements. The four major components of the paper are:

- Legislation* - *Local Government Act 1993* requirements
- Configuration* - divided or undivided
- Assignment* - divisional structures and membership
- Composition* - number of Councillors

Within these sections, further dissection is provided focusing on particular aspects which impact on electoral arrangements.

These publications have been used to form the basis of this discussion paper and to provide the community with a detailed analysis of the trends over the past decade in relation to the establishment and management of Council arrangements for election purposes.

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## Glossary of Terms

<b>Term</b>	<b>Definition</b>
<i>Act</i>	<i>Local Government Act 1993</i>
<i>Assignment</i>	Divisional structure and membership
<i>Commission</i>	The Electoral Commission of Queensland
<i>Composition</i>	Number of Councillors within a Local Government
<i>Council Category</i>	Classification used to differentiate between different sizes and types of Councils on a scale of 1 to 8 with 1 being the smallest rural Councils and 8 being the largest City Councils. Caloundra City is currently classified as a Category 6 Council. The formula for Classification is based on expenditure levels, rate assessment numbers and employee numbers
<i>EARC</i>	The Electoral and Administrative Review Commission which conducted a major review of local government electoral arrangements during the early 1980's and 1990's.
<i>Divided Council</i>	A local government area which is split into separate areas with each area represented by an elected member or group of elected members
<i>Division</i>	Defined area with a local government boundary represented by either a single Councillor or in the case of a multi-member division more than one Councillor
<i>LGAQ</i>	Local Government Association of Queensland
<i>OLGC</i>	Office of the Local Government Commissioner
<i>Quota</i>	The number of voters within each division of a divided local government area (must be approximately equal for each divisional Councillor)
<i>Tolerance</i>	The level of variance allowed under legislation for the equal distribution of voters within a divided local government area.
<i>Undivided Council</i>	A local government area which is represented by a number of Councillors who are elected across the local government area 'at large' and whose duty is to represent the area in its totality.

## Information Paper

### **Introduction**

Council is required to undertake a review of the divisional arrangements for the City of Caloundra. This review was initiated by a notified motion to Council signed by 6 Councillors, which sought for the 2008 elections that the number of Councillors for Caloundra City Council be 6 Councillors plus the Mayor and that for electoral purposes, the City be divided into 3 divisions, each being represented by 2 Councillors. Although this notified motion has not been finally determined, Council did resolve to engage an independent facilitator to conduct public consultation into the size and composition of the elected Council for the 2008 elections. The facilitator was to ensure there were a number of options to consider for the size and composition of the elected Council and that each of these options was to include advantages and disadvantages. Council resolved that the options should include, but not be limited to, the retention of existing arrangements ie, ten Councillors each representing a separate division, 6 Councillors and 3 divisions and 8 Councillors and 4 divisions.

In addition a need to review division boundaries has been identified by the monitoring of internal divisional boundaries in relation to voter numbers in each electoral division. Since the 2004 Local Government Elections, an increasing population and therefore number of voters, has meant that the electoral quotas as required by the *Local Government Act 1993* will not be achieved (with the existing boundaries) for the 2008 Local Government Elections.

### **Background**

The *Local Government Act 1993* (the Act) requires that local governments which are divided for electoral purposes must be divided on an equitable basis and that the Minister must be informed of compliance or non-compliance with the quota requirements. The relevant sections of the *Local Government Act 1993* are contained within the Appendix A to this paper.

The Act provides for a number of actions which are required to be undertaken by a divided local government which include:

- assessment of whether or not the quotas are within the prescribed tolerances;
- provision of a report to the Minister for Local Government, Planning and Sport as to the findings of the assessment;

While Councils are not required to undertake any further action other than that above, there is an opportunity for Councils who do not meet the tolerance requirements to make a submission on any proposed changes which would alter the divisional arrangements or any other matters which the local government deems appropriate in relation to electoral arrangements.

## Context

The introduction of the *Local Government Act 1993* saw changes to the way in which local governments were structured for electoral purposes. In the lead up to the local government triennial elections in March 1994 (the first local government elections under the new Act), the then Office of Local Government Commissioner (OLGC) conducted 62 reviews of electoral arrangements involving:

- 57 divisional boundaries reviews, including 15 composition reviews; and
- 5 composition reviews of individual local governments.

For the triennial elections held in 1994, the following situation existed across the State:

- 71 local government were divided
- 57 local governments were undivided

For the triennial elections held in 1997, the following situation existed across the State:

- 65 local governments were divided
- 59 local governments were undivided

For the quadrennial<sup>1</sup> elections held in 2000, the following situation existed across the State:

- 63 local governments were divided
- 61 local governments were undivided

For the quadrennial elections held in 2004, the following situation existed across the State:

- 57 local governments were divided
- 66 local governments were undivided

The situation in 1994 was the result of the culmination of a period of unprecedented change in the electoral arrangements for Queensland local governments. The change, after a lengthy period of stability, resulted from the Electoral and Administrative Review Commission's (EARC) Report on the "Local Authority Electoral System of Queensland" (September 1990). The report, adopted by the State Government, saw the introduction of the "one-vote one-value" principle through the adoption of the quota<sup>2</sup> and tolerance<sup>3</sup> requirements for local governments with electoral divisions.

The implementation of these requirements occurred over the 1991 and 1994 local government triennial elections and saw a decrease in the number of local governments with divisions.

<sup>1</sup> For the 2000 Local Government Elections an amendment to the term of Council was introduced changing the term from 3 to 4 years.

<sup>2</sup> S 285 of the Act requires the equitable division of local government areas. For each divided local government area and each local government area, or proposed local government area, that is proposed to be divided there must be a quota of voters for each councillor to be elected for a division of the area. The quota is worked out by dividing the total number of electors, as nearly as can be found out, by the number of councillors (other than the mayor) of the local government.

<sup>3</sup> S286 of the Act outlines the level of tolerance for a local government with more than 10,000 electors as plus or minus 10% for each Councillor

The changes in 1991 and 1994 not only highlighted the trend to abolish divisions but also identified the considerable diversity in relation to the composition of councils, electoral boundary configurations and the assignment of members.

To provide a more complete context for the analysis of the Queensland local government electoral arrangements, research was undertaken of comparable state and territory arrangements.

The matters addressed include electoral configuration, voting systems and composition. The extensive changes that were taking place in some states at the time of the initial research created difficulties in determining and summarising present and proposed arrangements in those situations.

The number of undivided local governments in Queensland rapidly increased from 24 in 1988, to 56 in 1994, 59 in 1997, to 61 in 2000, and to 66 in 2005.

In 1997, of the 66 local governments with divisional electoral arrangements, the split was as follows; 52 multi member divisions; and 14 with single member divisions.

In 2000, of the 63 local governments with divisional electoral arrangements, the split was as follows; 50 multi-member divisions and 13 with single member divisions.

In 2005, of the 57 local governments with divisional electoral arrangements, the split was as follows; 45 multi-member divisions and 12 with single member divisions.

The absence of any legislative principles or guidelines against which to assess this wide diversity of arrangements raises the question which this paper has been developed to investigate –

- **What is the most appropriate representational and electoral arrangements for Caloundra City?; and**
- **How can the needs of the residents, business and visitors to the City be best met through the electoral arrangements?**

In order to answer these questions, the issues of configuration, assignment and composition have all been considered.

## Composition

The composition of a local government is its number of elected Councillors.

Apart from the tangible consideration such as the number of voters, geographic features and balance of representation that influence the number of Councillors in any local government, the emergence of modern principles of good governance is becoming increasingly relevant to the role expected of elected officials.

Whilst the twin democratic responsibilities of community leadership and individual advocacy remain the cornerstone of local government service, the continuing reform of public sector organizations has shifted the balance significantly toward requiring Councillors to focus more fully on their Directorship responsibilities – that is, according priority in their energies to providing strategic direction rather than operational oversight.

The introduction of the new *Local Government Act 1993* specifically mandated this separation of policy making from administration. As the new focus began to be implemented, the Minister at the time stated: *“The elected members should not be involved in directing or organizing work. They would also spend less time on ad hoc decision making and more time on making the major decisions and assessing the performance of the council. It is up to the Chief Executive Officer and the other staff to implement the council’s decisions to deliver the goods”* (Queensland Parliament Weekly Hansard, in Office of the Local Government Commissioner, 1995,p.6).

Councillors still have an important role in setting the objectives and service standards according to their interpretation of the community’s needs in keeping with good governance principles and in holding executive management accountable for the effective performance of the Council’s organization in achieving those objectives and standards. However their obligation is to behave more in the manner of a governing board of a corporation, rising above the minutiae of day to day administration and providing vision and strategic direction to the organization to ensure the long term sustainability of its capacity to provide cost effective infrastructure, facilities and services to the community.

### **Key points**

#### **Board of Directors role**

- The Local Government Act provides for separation of policy and management and defines the relationship between Councillor and management.
- Much more of a Councillor’s time is now dedicated to providing strategic direction, policy formulation and long term planning.
- Councillors have significant responsibility to focus on the big picture issues of sustainability in the provision of works and services and community wellbeing.
- A customer focused organization will aim to prevent problems before they emerge, rather than simply offering services afterward. Councillors should be the ‘last port of call’ in resolving service complaints.
- Councillors work with their executive staff in formulating high level plans to guide the rest of the organization in implementing operational programs.

- Central to the agenda of their Director's role are the key strategic decisions on the Council's corporate plan, operational plan, service levels, long term financial strategy and annual budgets.

### **Representational role**

- Councillors have a major role of facilitating communication between the local government and their constituents. Councillors should be aware of the needs and aspirations of the people in the area in order to bring an informed view to the important deliberations of formulating forward plans for the local government as a whole;
- Local government has an important role in reconciling individual needs with broader needs and national/state perspectives. Identifying needs and responding to communities requires recognition of the global dimension of local issues and the development of strategic approaches based on a corporate plan;
- Surveys by the Office of the Local Government Commissioner across 20 local government areas showed on average around 15 percent of electors of a local government areas contacted their elected member (in person, by letter or telephone) in any one year;
- LGAQ surveys show community contact with local government ranges across the full spectrum of Mayor, Councillors, Chief Executive Officer and staff. For those with infrequent contact the first point of contact was with council officers.
- A pivotal responsibility for Councillors in terms of democratic representation in modern local governments is to ensure that an effective system of ongoing community engagement is in place to monitor and respond to the needs of the community.

## **Relevance of Roles to Composition**

The purpose of the preceding discussion is to emphasize the fact that good governance is not totally dependent on the numbers of representatives comprising the governing body. The quality of government is largely determined by the willingness, capability and dedication of those elected to serve their local government and their community to the best of their ability and with a commitment to equitable and objective decision making.

## **Number of Councillors per Local Government**

The Act states that local governments must have a minimum of five Councillors with no upper limit specified. The number of Councillors in Queensland local governments ranges predominantly from five to 13 (Gold Coast and Brisbane are the exceptions).

## ***Diversity of Views***

- The Local Government Board of Victoria considers the number of Councillors in Victorian local governments should range from 5 to 12;
- In Victoria there is considerable support for a reduction in number of Councillors;
- “A smaller council will have the potential to act more effectively and efficiently” (comment in submission by Hume City Council);
- “Non performers’ are absorbed by a larger group and their lack of contribution is not easily observed by the voters” (comment in submission by City of Greater Shepparton Community Reference Group);
- The Local Government Board of Victoria found emphasis in discussions not concerned so much with the number of Councillors but more so the linkages between Councillors and the community they serve to have a meaningful input to council decisions;
- Hassall concludes from a survey conducted in South Australia that it is not the level of representation that is important but rather the processes of consultation and community participation that have an impact on the capacity of the community to be adequately represented;
- In a Report prepared by M Bowman and J Halligan to the Local Government Advisory Commission (*Representation of Electors in Local Government*, 1985) comment is made on the disadvantages of large number of Councillors. These include: protracted council meetings, may inhibit broader participation through delegation of some responsibilities to citizen groups, elections may be less competitive where there are a large number of candidates, may increase direct costs of council administration;
- In South Australia, Bowman and Halligan state that when faced with growth in one or more areas, councils frequently seek extra representatives rather than redistribute the existing pattern of representation;
- While up to a 20 percent tolerance was provided for in smaller local government areas (by EARC) this was not sufficient to overcome concerns in rural areas that the need for greater representation because of low density and large areas to be covered had been severely eroded;
- Over the last few years 9 Councils [1994] have quietly, without much public fanfare, reduced their number of elected representative positions. Their view has been that, with the further corporatisation of local government’s operations, fewer but more professional and committed elected members are required to carry out the business of council.

## Current Trends

There is an observable trend across Queensland to decrease the number of Councillors per local government area. Table 1 provides a snapshot of the number of Councillors representing different local governments across Queensland compared with their composition in 1995.

### *Potential Advantages*

- Decreased costs provided the reduction in numbers is not offset by an increase in Councillor remuneration.
- Divisions would be larger, maintaining a localised representation, but may provide more opportunities for a community wide approach to decision making.
- Provides opportunities to streamline meeting processes.
- Encourages strategic direction rather than operational focus because the few Councillors must concentrate on policy and strategy.

### *Potential Disadvantages*

- Councillors required to represent a larger number of constituents.
- Reduced range of views around the Council table

**Table 1:**

The following table illustrates the change of composition over the last decade amongst Queensland Local Governments

<b>Council</b>	<b>Previous Number of Councillors *</b>	<b>Current Number of Councillors **</b>
<b>Aramac</b>	11	8
<b>Banana</b>	13	13
<b>Baroo</b>	9	7
<b>Bauhinia</b>	10	9
<b>Belyando</b>	13	11
<b>Biggenden</b>	10	7
<b>Boulia</b>	8	8
<b>Bowen</b>	11	9
<b>Broadsound</b>	13	11
<b>Bundaberg</b>	11	9
<b>Burdekin</b>	12	11
<b>Burnett</b>	11	9

<b>Council</b>	<b>Previous Number of Councillors *</b>	<b>Current Number of Councillors **</b>
Cambooya	11	9
Chinchilla	11	9
Clifton	10	7
Cooloola	13	13
Duaringa	13	11
Esk	13	11
Flinders	12	9
Gatton	13	9
Gayndah	9	7
Hervey Bay	11	8
Ipswich	13	11
Isis	9	7
Jericho	9	7
Jondaryan	13	9
Kilkivan	9	7
Kingaroy	13	11
Kolan	11	7
Laidley	11	9
Livingstone	13	9
Mackay	13	11
Mareeba	9	9
Maroochy	13	13
Maryborough	9	9
Mirani	10	8
Mount Morgan	9	7
Murgon	10	7
Murilla	11	8
Nanango	10	9
Nebo	10	9
Noosa	10	10
Perry	7	5
Pittsworth	10	7

<b>Council</b>	<b>Previous Number of Councillors *</b>	<b>Current Number of Councillors **</b>
<b>Redcliffe</b>	9	8
<b>Rosalie</b>	9	9
<b>Sarina</b>	7	7
<b>Torres</b>	7	8
<b>Witsunday</b>	10	8

\* Local Government (Areas) Regulations 1995

\*\* Local Government (Areas) Regulations 2005

## Increase in numbers

*The Local Government Regulation 2005* shows that only one Queensland local government (Shire of Torres) has increased its total number of Councillors (from 7 to 8) in the period between 1995 and 2005.

High growth local governments may consider the need to increase the number of Councillors to maintain the capacity for closer representation. However, available information would indicate that this option has not been pursued in recent times, even in the local governments experiencing significant growth in South East Queensland.

### *Potential Advantages:*

- More capacity for closer representation
- More diverse views brought to decision making

### *Potential Disadvantages:*

- Increased costs
- Harder to gain consensus on issues
- More focus on sectional interests.

## CONFIGURATION

The Configuration of a local government refers to whether the local government is divided into wards or divisions for electoral purposes or is undivided, that is, elected at large.

Following the 1991 triennial elections, Mr Doug Tucker, Senior Lecturer in Public Administration, University of Queensland, analysed the electoral outcomes as a consequence of EARC generated changes in divisional arrangements.

He concluded that more rural based councillors were elected in shires that abolished divisions than in those that changed their divisions in accordance with EARC's requirements which produced stronger urban representation. A similar outcome, although to a lesser extent, occurred in the two cities which adjusted divisional arrangements to comply with EARC's requirements.

Following the 1991 and 1994 triennial elections, comments were sought from a number of local governments as to their opinions of the advantages and disadvantages of their electoral arrangements. This work was undertaken by Mr Graham Webb, Chief Executive Officer, Burdekin Shire Council. The following provides a summary of this work:

### ***Undivided / At Large***

Twenty-three local governments commented on undivided/at large electoral arrangements as follows:

- Provides a good spread of representatives from urban/rural areas.
- Councillors represent the whole community and are less inclined to be parochial and "locally" oriented.
- Strategic issues confronting the community have greater priority and importance and concentrating on these leads to better decision making and harmony within the council.
- Focus should be that local governments' programs are equitably managed for all shire residents rather than focusing on ensuring a geographical area is "looked after".
- There is no conflict between the urban and rural representatives.
- It gives everyone an equal chance.
- Representatives elected were the most dynamic and proactive councillors available from the whole of the shire.
- The profiles of individual candidates were more important than their location (rural/urban).
- One local government suggested being electorally undivided: (1) avoided constantly changing electoral divisional boundaries to comply with electoral tolerances; (2) avoided a guaranteed urban/rural residential dominance by elected representatives with divisions reflecting larger voter numbers in urban areas; and (3) provides councillors increasingly adopt a shire wide focus on all matters.
- Decisions in relation to allocation of resources are made on a needs basis rather than area basis, thereby enabling better value to be obtained from the rate dollar.
- Electors have access to each and every member of the local government.
- The local government could develop rating strategies and rate collection policies which reflect service delivery and needs.

## **Divided**

The comments from 15 local governments with multi or single-member divisional arrangements in 1994 focused on the following points:

- Divisional arrangements ensure a good geographical spread and an equitable spread of representatives throughout the local government area.
- Divisional arrangements were retained to ensure rural representation was maintained.
- Divisional arrangements facilitate the election of local candidates with a better feel for the culture and philosophy of the area and understanding of residents' wishes.
- Divisions usually ensure local candidates nominate enabling voters to make an easier selection of their choice of candidates.

## **General Comments**

- Divisions have been completely eliminated in the new local governments in Tasmania and this has brought about an increase in the number of candidates standing for election.
- In South Australia, the changing scope of communities and need to make decisions from a broader perspective limits the role of wards.
- In an Issues Paper prepared by the LGAQ for the Review of the Local Government Electoral System by EARC (1990), the following points were made in relation to undivided local governments:
  - Effective representation occurs when the area is considered as one community of interest and when representatives are conscious of the total spread of activity and issues without a geographic mandate.
  - It provides the electors with a wider range of choice in selecting their representatives.
  - Representation may be concentrated within a limited geographic area as a consequence of voter concentration.

## Assignment

The Assignment relates to the divisional structures and the allocation of elected members to these divisions.

The reports of EARC and the Parliamentary Committee for Electoral and Administrative Review (PEARC) and the introduction of the “one vote-one value” principle have had a substantial impact on local government electoral boundaries since the 1991 local government triennial elections.

When conducting external boundaries reviews, the Commissioner sets out to determine what is an effective and fair application of criteria to achieve a balance by a spread of representation across the local government, and particularly a balanced representation between urban and rural electors. Neither EARC nor the 1992 Local Government Amendment Act provided any guidelines as to how the composition or configuration of a local government should be determined or whether the electoral divisions should be single or multi-member.

### **Structure of Divisions**

For local governments with divisional arrangements, different models can be applied to determine divisional boundaries. The main models being –

- 1 a sectoral (rural/urban) split, and
- 2 a mixed portfolio (combined urban/rural divisions).

While these form part of the basis for determining the divisional arrangements, the major factor is that imposed by legislation through the quota and tolerance requirements.

An explanation and brief comments of the advantages/disadvantages relating to these are summarised below. This information is drawn from the Issues Paper prepared for the Review of the Local Government Electoral System by EARC.

### **Sectoral Split (Rural/Urban)**

This model involves the urban area(s) of the local government area being classified as a separate division(s) with the surrounding/adjoining rural area being included in one or more different electoral divisions.

In these cases:

- Effective representation may be enhanced as the representatives are more familiar with their locality and the issues/problems arising there;
- The differing issues between urban and rural areas may be better served by the separate urban/rural representative arrangements. On the other hand, in many areas the community of interest can extend well beyond the boundaries of the urban centre and there are inter-relationships between the rural areas and the service centre. In many cases, rural production is the base generator of employment within the town and without a viable town, the rural residents would not obtain essential services and goods.

## Multi-sector Division

This model delineates the area into portions comprising both urban and rural localities. Sections of the urban community are coupled with adjoining rural localities.

In these cases:

- Representatives may come from either the rural or urban area based on elector choice.
- The model gives recognition of the strong linkages between the rural localities and their service centre.
- The intention is to remove any rural/urban bias in dealing with the needs of the community. Councillors recognise they must serve all of the interest groups in order to maintain broad-based support.
- If a “community of interest” or a “commonality of interest” does not exist between urban and rural, the model may not be appropriate.

## General Comments

- Cooloola Shire Council has an electoral arrangement which provides for four multi-member divisions which incorporate rural, rural-residential and urban areas. This was recommended by the Commissioner in his report on the External Boundaries of Gympie City and Widgee Shire. This arrangement was considered appropriate as it would promote the new identity of the merged local government area and enable diverse interests to be represented within a divisional structure. Since then one of the Divisions has been further separated to create one single member division and a three member division.

## Divisional Membership

Under the different divisional structures membership can be single member, multi-member or a combination.

### Single-member Divisions Vs Multi-member Divisions

The voting system for local governments with single-member divisions is *optional preferential*, whereas the voting system for local governments with multi-member divisions or a combination of multi-member and single-member is *first past the post*.

Various sources including the LGAQ Issues Paper prepared for the review of the Local Government Electoral System by EARC have over time provided commentary on the relative advantages of the different models. The following canvasses a range of views in this respect.

- Responsibility and accountability can be enhanced by having one individual nominated to represent a given locality. On the other hand it may be advantageous to have multi-member divisions where members can encourage each other's attitude toward accountability;
- Divided areas tend to ensure a reasonable spread of representation geographically, an outcome which is not always achieved with undivided areas;
- Where there are a number of representatives within a division, it may not be possible to fairly share the workload of representation. One member may be more active or more accessible to electors. Alternatively, multi-member divisions may enable the electors to have greater access to a representative. When one Councillor is absent or unavailable the other may be able to deal with the elector's issue. Equally, in terms of high elector interest in a particular issue having more than one divisional representative can permit multiple electors to be dealt with simultaneously;

- Where the total area of the local government is relatively concentrated and homogeneous (that is, in a compact urban form) it may be that the single member division or undivided system would be more practical since all wards or divisions face similar problems and have similar needs. In the report "Representation of Electors in Local Government" (M Bowman and J Halligan), commentators such as Zimmerman (1979) are cited as arguing against single-member wards on the grounds of parochialism, unresponsiveness to minorities and individuals and the danger that greater power will be wielded by less representative Councillors.

Zimmerman favours at large elections with a system of proportional representation. He asserts that the single-member district is inappropriate for direct representation of geographically dispersed minorities and is not the best for securing "fair" representation of all groups.

- In 1994 the then Albert Shire decided not to continue with single-member divisions because of its diverse communities of interest. Multi-member divisions, it was considered, would provide more manageable sized divisions and provide an increased level of representation in response to the shire's growth. A large number of studies overseas have disclosed overwhelming evidence that multi-member districts and electorally undivided areas ("at large seats") elect a higher percentage of women and representatives from minority groups than single-member districts tend to.

The following table illustrates the current profile of configurations of Queensland Local Governments.

**Table 2:**

**Current Councillor Numbers and Divisional Arrangements**

<b>NUMBER OF COUNCILLORS</b>	<b>5</b>	<b>6</b>	<b>7</b>	<b>8</b>	<b>9</b>	<b>10+</b>	<b>TOTAL</b>
<b>COUNCILS DIVIDED</b>							
<b>Single Member Division</b>			1			11	12
<b>Multi Member Division</b>			8	7	17	14	46
<b>COUNCILS UNDIVIDED</b>							
<b>Multi Member Division</b>	4		21	4	27	10	66

The relative merits of Single Member Divisional arrangements as against Multi Member Divisions may be summarised as follows:

*Potential Advantages*

- Councillors can have detailed knowledge of their individual divisional issues
- Local decision making may be improved as Councillors are directly linked to local areas
- Responsibility and accountability may be enhanced by having one individual nominated to represent a given locality
- A reasonable spread of representation geographically can be ensured
- The Council as a whole may feel that it is keeping in touch with its community.

*Potential Disadvantages*

- Decision making may tend towards parochial compromise rather than objective city-wide prioritising.
- Boundary alterations are required regularly as population and voter numbers change
- If a Councillor is not active, residents in the division may feel limited in their ability to seek other councillor assistance.

## Configuration and Assignment of Divisions

Based on the decision by Council to look at changing the assignment of the City three options that have been explored through the development of this paper are:

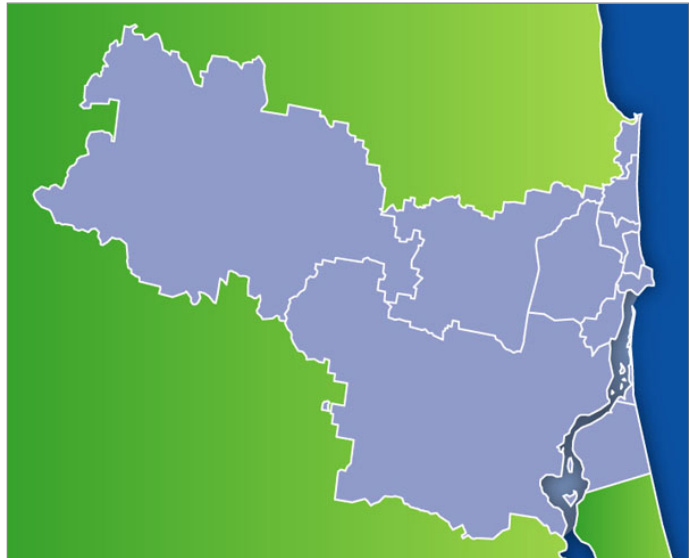
- 1 Retain Single Member Divisions;
- 2 Move to a divided Council with multi-member divisions; and
- 3 Move to an undivided Council

## SINGLE MEMBER DIVISIONS

### OPTION ONE

#### *Retention of Ten Single Member Divisions*

The current situation within Caloundra City is one of a divided Council for electoral purposes with ten single member divisions and a Mayor. The establishment of the current divisional arrangements was undertaken in accordance with the legislative requirements in the lead up to the 2004 Local Government elections. These arrangements however are mainly based around a major redistribution of boundaries carried out by the Caloundra City Council prior to the 1994 Local Government elections. At the time the quota and tolerances were developed based around the previous and the projected population growth rates for each of the divisions. As part of the ongoing monitoring of the voter numbers within the divisions, it has become apparent that the existing arrangements will not be within the required range for the 2008 elections.



**Table 3** Voter Numbers per division as at January 2007

Division	1	2	3	4	5	6	7	8	9	10
<b>Enrolled Voters</b>	5090	6440	5814	6610	5107	5841	5058	7405	5671	6205
<b>Lower (Q-10%)</b>	5332	5332	5332	5332	5332	5332	5332	5332	5332	5332
<b>Quota (Q)</b>	5924	5924	5924	5924	5924	5924	5924	5924	5924	5924
<b>Upper (Q+10%)</b>	6516	6516	6516	6516	6516	6516	6516	6516	6516	6516
<b>Within Tolerance</b>	No	Yes	Yes	No	No	Yes	No	No	Yes	Yes

With this option to maintain the current configuration there will still be a need to alter the divisional boundaries to bring all the divisions back into the required quota of voters. This means Council will need to:

- Undertake a review of the voter numbers within each of the divisions and advise the Minister of the findings in accordance with the Act
- Develop a proposal outlining proposed changes to divisional arrangements which would take into account communities of interest and the requirements of the Act; and
- Implementation of proposed changes following approval by the Minister.

There was an extensive review undertaken of the divisional boundaries in the lead up to the 2004 quadrennial elections, however, even with the projected population trends at the time, the adopted model is not going to be able to be maintained for the 2008 elections. The current divisional boundaries are shown on the following page. The issues which will need to be resolved for the existing number of divisions are:

- Due to the nature of the geographic split within the City, the establishment of new divisional boundaries would need to take into account the different communities of interest in the development of the new divisional boundaries;
- The development of a detailed submission would need to be informed by public comment and submitted to the Minister within the timeframe required.

## OPTION TWO

### *Eight Single Member Divisions*

This option maintains the existing notion of single member divisions but reduces the total number of Councillors. The relative merits of this option against the current arrangements may be summarised as follows:

#### *Potential Advantages*

- Councillors still have detailed knowledge of their individual divisional issues.
- Local decision making is still enhanced by Councillors being directly linked to local areas
- Responsibility and accountability is still influenced by having one individual nominated to represent a given locality.
- A reasonable spread of representation geographically is still possible.
- The Council as a whole can feel that it is keeping in touch with its community.
- Some cost savings and meeting efficiency may be achieved.

#### *Potential Disadvantages*

- Decision making can still tend towards parochial compromise rather than objective city-wide prioritising.
- Boundary alterations are still required regularly as population and voter numbers change.
- If a Councillor is not active, residents in the division may still feel limited in their ability to seek other councillor assistance.
- Each Councillor is required to represent a larger number of constituents.



## OPTION THREE

### *Six Single Member Divisions*

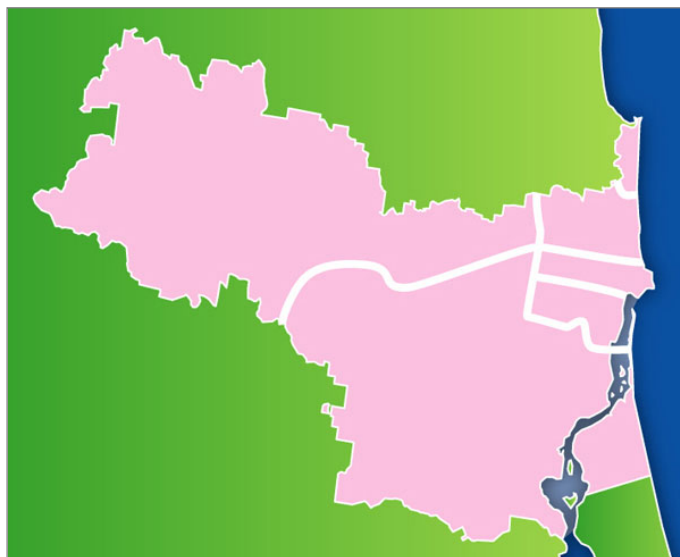
This option maintains the existing notion of single member divisions but reduces the total number of Councillors further. The relative merits of this option against the previous option may be summarised as follows:

#### *Potential Advantages*

- Councillors still have detailed knowledge of their individual divisional issues.
- Local decision making is still enhanced by Councillors being directly linked to local areas
- Responsibility and accountability is still influenced by having one individual nominated to represent a given locality.
- A reasonable spread of representation geographically is still possible.
- The Council as a whole can feel that it is keeping in touch with its community.
- Further cost savings and meeting efficiency may be achieved.

#### *Potential Disadvantages*

- Decision making can still tend towards parochial compromise rather than objective city-wide prioritising.
- Boundary alterations are still required regularly as population and voter numbers change.
- If a Councillor is not active, residents in the division may still feel limited in their ability to seek other councillor assistance.
- Each Councillor is required to represent an even larger number of constituents.



## MULTI-MEMBER DIVISIONS

A proposal to move to multi-member divisions would incorporate the necessary changes to establish new divisional boundaries. These changes could be achieved through a number of different options based on combinations of divisions and Councillor numbers, however, **by way of example only**, the following options have been identified.

### *Potential Advantages*

- Allows for sharing the divisional workload between Councillors.
- Allows for flexibility in addressing emerging and/or simultaneous issues.
- Can provide easier access to local representatives.
- More equitable allocation of Council resources as the opportunity to be parochial is reduced.

### *Potential Disadvantages*

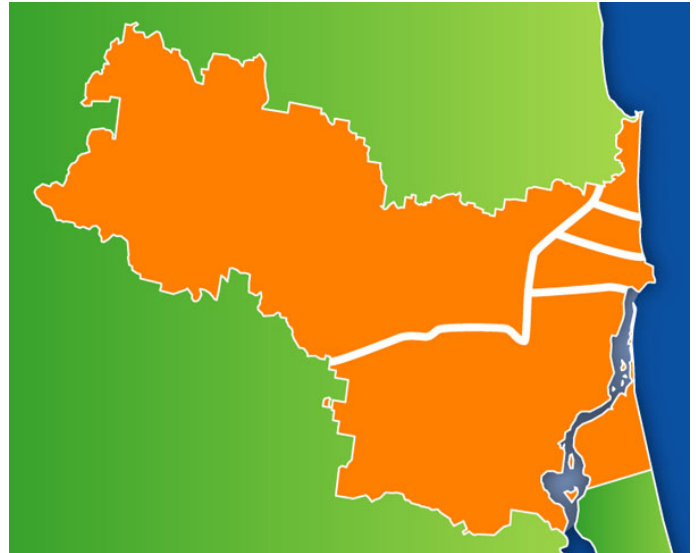
- Not always possible to fairly share the workload between Councillors representing the same division.
- Some Councillors may be more active or more accessible to their divisional community than other divisional Councillors.
- Small communities within a larger division may feel unrepresented as their voice is limited compared to highly populated areas within the division.

## OPTION FOUR

### *Ten Councillors (Two in each of Five Divisions)*

This option would see the existing number of Councillors (ten) retained but the City divided into five divisions each of which would be represented by two Councillors. Voters in each division at election time would vote for two candidates out of the choices on the ballot paper. The two candidates receiving the largest number of votes by the first past the post method of election would become the two Councillors for the division.

In a geographic sense the divisions would tend to be larger than the existing divisions but the two Councillors would have joint responsibility to represent the new area.



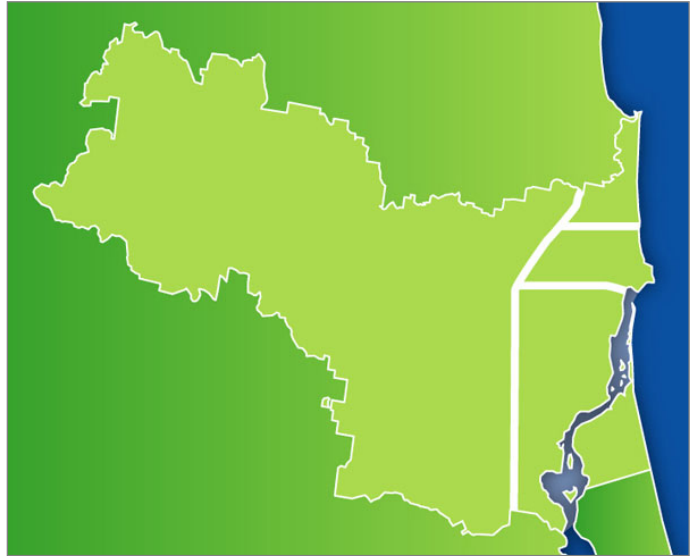
The potential advantages and disadvantages are those listed for the general case of Multi-member Divisions.

## OPTION FIVE

### *Eight Councillors (Two in each of Four Divisions)*

This option would see the City divided into four divisions each of which would be represented by two Councillors. Voters in each division at election time would vote for two candidates out of the choices on the ballot paper. The two candidates receiving the largest number of votes by the first past the post method of election would become the two Councillors for the division.

In a geographic sense the divisions would tend to be larger still than those in the previous option and the two Councillors would still have joint responsibility to represent the new area. In addition, in this option the total number of Councillors is reduced attracting the same potential advantages and disadvantages as mentioned previously regarding reduction in numbers.



The relative merits of this option against the previous option may be summarised as follows:

#### *Potential Advantages*

- Allows for sharing the divisional workload between Councillors but the workload may be greater for both.
- Allows for flexibility in addressing emerging and/or simultaneous issues.
- May still provide easier access to local representatives subject to geographic considerations.
- More equitable allocation of Council resources as the opportunity to be parochial is reduced
- Some cost saving and meeting efficiencies may be achieved.

#### *Potential Disadvantages*

- Not always possible to fairly share the workload between Councillors representing the same division and the workload may increase with the larger area and population to be represented.
- Some Councillors may be more active or more accessible to their divisional community than other divisional Councillors.
- Small communities within a larger division still may feel unrepresented as their voice is limited compared to highly populated areas within the division.

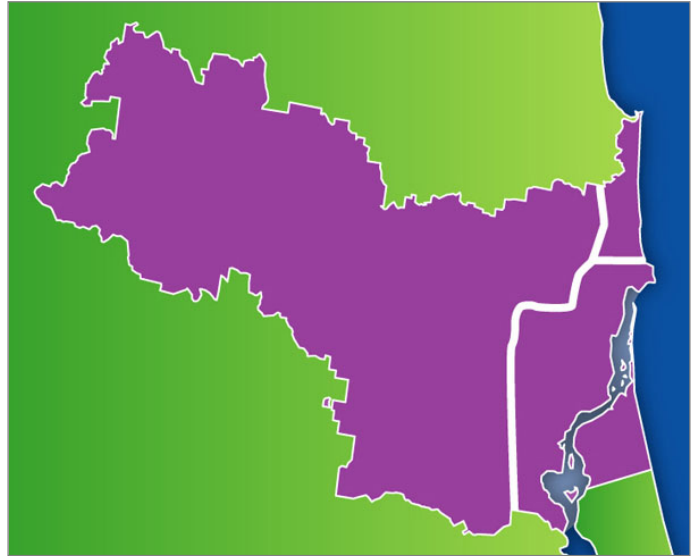
## OPTION SIX

### *Six Councillors (Two in each of Three Divisions)*

This option would see the City divided into three divisions each of which would be represented by two Councillors. Voters in each division at election time would vote for two candidates out of the choices on the ballot paper. The two candidates receiving the largest number of votes by the first past the post method of election would become the two Councillors for the division.

In a geographic sense the divisions would tend to be larger again than those in the previous option and the two Councillors would still have joint responsibility to represent the new area.

The potential advantages and disadvantages are those listed for the previous option except that the geographic considerations and the greater number of constituents to each Councillor increases.



The relative merits of this option against the previous option may be summarised as follows:

#### *Potential Advantages*

- Allows for sharing the divisional workload between Councillors but the workload may be greater still for both.
- Allows for flexibility in addressing emerging and/or simultaneous issues.
- May still provide easier access to local representatives subject to geographic considerations.
- More equitable allocation of Council resources as the opportunity to be parochial may be further reduced
- Further cost saving and meeting efficiencies may be achieved.

#### *Potential Disadvantages*

- Not always possible to fairly share the workload between Councillors representing the same division and the workload may further increase with the larger area and population to be represented.
- Some Councillors may be more active or more accessible to their divisional community than other divisional Councillors.
- Small communities within a larger division still may feel unrepresented as their voice is limited compared to highly populated areas within the division.

## UNDIVIDED COUNCIL NO DIVISIONS

This arrangement would see the voters of the City elect Councillors at large as well as the Mayor. This means that voters would select the required number of Councillors from the candidates listed on the ballot paper. The candidates receiving the greatest number of votes on a first past the post basis would be elected as the Council.

The relative merits of this arrangement against the current arrangements may be summarised as follows:

### *Potential Advantages*

- Encourages a big picture view by Councillors in decision making.
- Voters can vote for any candidate and indeed a number of candidates and therefore have a say in the total make up of the council.
- Decisions are encouraged to be made on benefits to the whole City rather than to local areas or divisions. An increased number of Councillors who could be contacted by any resident to resolve issues, rather than contact being limited to a Councillor or Councillors representing a particular division.
- No periodic boundary alternations required

### *Potential Disadvantages*

- No direct Councillor association with specific areas in the City
- Councillors could come from only a few locations in the City and this could be perceived as inequitable
- Cost of running individual election campaigns would increase because of the need to cover the whole city

The removal of the divisional boundaries would have the following implications for the City:

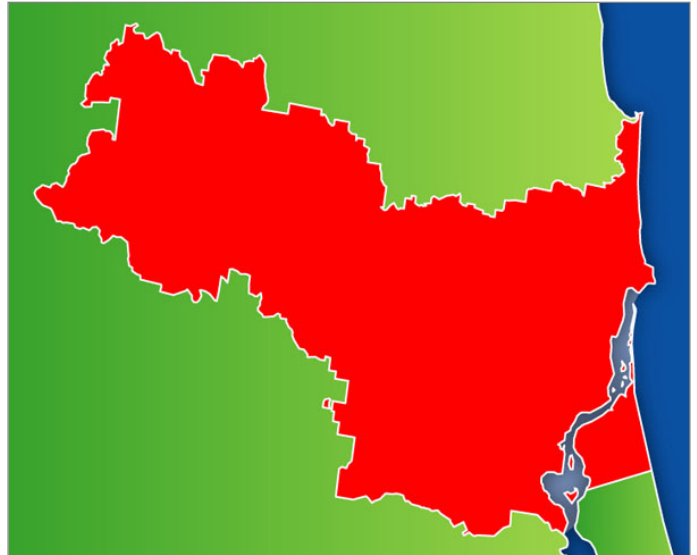
- The method of voting would be changed to first past the post.
- Electors across the City would vote for all Councillors.

## OPTION SEVEN

### *Undivided Council (Ten Councillors)*

This option would see the voters of the City elect **ten** Councillors at large as well as the Mayor. This means that voters would select ten of the candidates listed on the ballot paper. The **ten** candidates receiving the greatest number of votes on a first past the post basis would be elected as the Council.

The potential advantages and disadvantages are those listed for the general case of Undivided Councils – No Divisions.



## OPTION EIGHT

### *Undivided Council (Eight Councillors)*

This option would see the voters of the City elect **eight** Councillors at large as well as the Mayor. This means that voters would select eight of the candidates listed on the ballot paper. The **eight** candidates receiving the greatest number of voters on a first past the post basis would be elected as the Council.

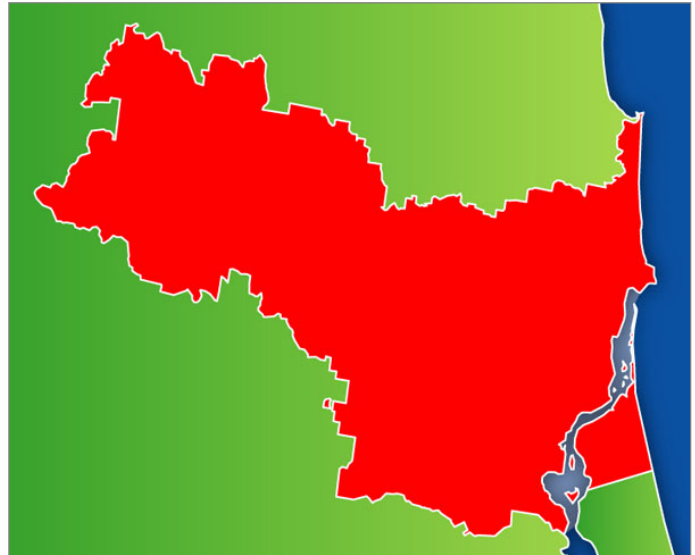
The relative merits of this option against the previous option may be summarised as follows:

#### *Potential Advantages*

- May decrease cost provided the reduction in numbers is not offset by an increase in Councillor remuneration.
- May provide opportunities to streamline meeting processes.

#### *Potential Disadvantages*

- Councillors required to represent a larger number of constituents.
- Reduced range of views around the Council table.



## OPTION NINE

### *Undivided Council (Six Councillors)*

This option would see the voters of the City elect **six** Councillors at large as well as the Mayor. This means that voter would select six of the candidates listed on the ballot paper. The **six** candidates receiving the greatest number of votes on a first past the post basis would be elected as the Council.

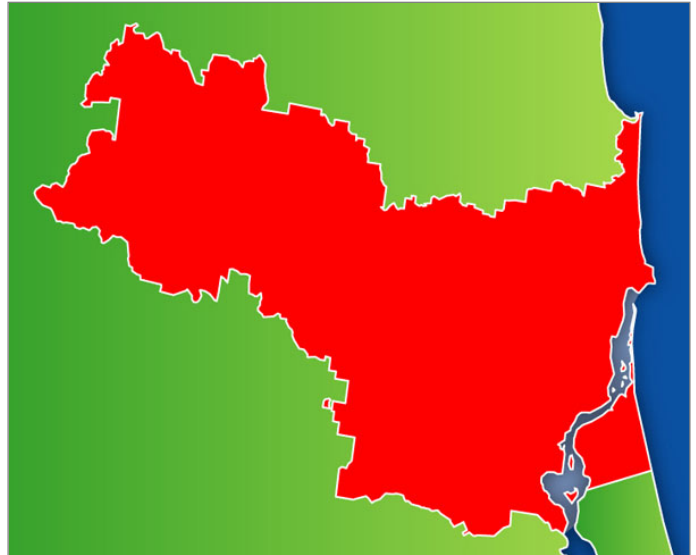
The relative merits of this option against the previous option may be summarised as follows:

#### *Potential Advantages*

- May further decrease costs provided the reduction in numbers is not offset by an increase in Councillor remuneration.
- May provide further opportunities to streamline meeting processes.

#### *Potential Disadvantages*

- Councillors required to represent a larger number of constituents
- Reduced range of views around the Council table.



## Current Trends

Table 4 confirms the trend from 1994 for councils across the State to move to an undivided “Whole of Council Approach”. This became more evident in the lead up to the 2004 elections where an additional 20 councils moved from a divided model to an undivided arrangement.

**Table 4**  
**Comparison of Divisional Electoral Arrangements**

<b>Year</b>	<b>Divided Multi Member</b>	<b>Divided Single Member</b>	<b>Undivided</b>
<b>1994</b>	53	16	57
<b>1997</b>	52	14	59
<b>2000</b>	50	13	61
<b>2005</b>	46	12	66

However it should be noted that some larger councils believe it is better to retain single member divisions to ensure communities across their local government areas are represented. Table 5 demonstrates current electoral arrangements for Councils in the Region which shows that all of the larger councils have single member divisions.

The table also reflects that, with the exception of Caloundra City, local governments with single member divisions also have a high ratio of population to councillors.

**Table 5**  
**Regional Comparison Table**

Table of Comparison with Other Councils within the Region

<b>Council</b>	<b>Population</b>	<b>Number of Councillors</b>	<b>Ratio: Population to Councillor</b>	<b>Divisional Arrangements</b>
<b>Caloundra City Council</b>	92,000	10	9,200	Single Member Divisions
<b>Gold Coast City Council</b>	482,566	14	34,464	Single Member Divisions
<b>Ipswich City Council</b>	140,752	10	14,075	Single Member Divisions
<b>Redland Shire Council</b>	130,229	10	13,023	Single Member Divisions
<b>Caboolture Shire Council</b>	131,166	6	21,861	Single Member Divisions
<b>Pine Rivers Shire Council</b>	144,253	10	14,425	Single Member Divisions
<b>Logan City Council</b>	174,558	10	17,459	Single Member Divisions
<b>Maroochy Shire Council</b>	145,139	12	12,095	Single Member Divisions
<b>Noosa Shire Council</b>	48,071	9	5,341	Multi Member Divisions
<b>Cooloola Shire Council</b>	36,658	12	3,055	Multi-member Divisions
<b>Redcliffe Shire Council</b>	52,965	7	7,566	Undivided

## Conclusion

Council is required to undertake a review of the divisional arrangements for the City of Caloundra. This review was initiated by a notified motion to Council signed by 6 Councillors, which sought for the 2008 elections that the number of Councillors for Caloundra City Council be 6 Councillors plus the Mayor and that for electoral purposes, the City be divided into 3 divisions, each being represented by 2 Councillors. Although this notified motion has not been finally determined Council did resolve to engage an independent facilitator to conduct public consultation into the size and composition of the elected Council for the 2008 elections. The facilitator was to ensure there were a number of options to consider for the size and composition of the elected Council and that each of these options was to include advantages and disadvantages. Council resolved that the options should include, but not be limited to, the status quo to remain, 6 Councillors and 3 divisions and 8 Councillors and 4 divisions.

In addition a need to review division boundaries has been identified by the monitoring of internal divisional boundaries in relation to voter numbers in each electoral division. Since the 2004 Local Government Elections, an increasing population and therefore number of voters, has meant that the electoral quotas as required by the *Local Government Act 1993* will not be achieved (with the existing boundaries) for the 2008 Local Government Elections.

The Act provides for a number of actions which are required to be undertaken by a divided local government which include:

- assessment of whether or not the quotas are within the prescribed tolerances;
- Provision of a report to the Minister for Local Government as to the findings of the assessment;

While Council is not required to undertake any further action other than that above, there is an opportunity for Councils who do not meet the tolerance requirements to make a submission on any proposed changes which would change the divisional arrangements or any other matters which the local government deems appropriate in relation to electoral arrangements.

This paper has attempted to provide the community with an overview of different options available for Local Government representation in Caloundra City. It has also provided a State wide and at times inter-State comparison of trends in Local Governments.

Caloundra City Council thanks you for taking the time to read this document and encourages you to "Have Your Say" by completing the survey form available on line at: [www.caloundra.qld.gov.au](http://www.caloundra.qld.gov.au), from Council's libraries or the Customer Service Centre.

## Appendices

### **Appendix A - Local Government Act 1993**

#### **285 Equitable division of local government areas**

- 1) For each divided local government area and each local government area, or proposed local government area, that is proposed to be divided, there must be a quota of voters for each councillor to be elected for a division of the area.
- 2) The quota is worked out by dividing the total number of electors, as nearly as can be found out, by the number of councillors (other than the mayor) of the local government.

286 Quota to be complied with in division of local government area and assignment of councillors

- 1) The quota worked out for a local government area or proposed local government area under section 285 must be complied with in the determination of—
  - (a) a reviewable local government matter (other than a limited reviewable local government matter); or
  - (b) a limited reviewable local government matter.
- 2) However, a margin of allowance may be adopted if necessary, but the quota must not be departed from—
  - (a) for a local government area with more than 10 000 electors—by more than 10%; or
  - (b) for another local government area—by more than 20%.
- 3) Also, an electoral and boundaries review commission may, if it is satisfied it is appropriate in its determination, under section 93(4) or 102(4), of a reviewable local government matter, adopt a margin of allowance, but the quota must not be departed from—
  - (a) for a local government area with more than 10 000 electors—by more than 20%; or
  - (b) for another local government area—by more than 40%.
- 4) However, a commission must not make a determination under subsection (3) in the period starting on the information date mentioned in section 287 for a local government and ending on the date of the next quadrennial elections.
- 5) Also, subsection (3) does not apply if—
  - (a) the reference for the matter includes a reviewable local government matter mentioned in section 64(1)(a) or (f); or
  - (b) the matter is referred to the commissioner under section 288.

- 6) (6) For subsection (2), the quota must be worked out as near as practicable to —
  - (a) if the matter is a reviewable local government matter (other than a limited reviewable local government matter)—the time notice of the proposed determination of the matter is given under section 90 or 100; or
  - (b) if the matter is a limited reviewable local government matter—the time notification in the gazette of the determination of the matter is given under section 109.
- 7) (7) For subsection (3), the quota must be worked out as near as practicable to the time notice of the proposed determination of the matter is given under section 90 or 100.

### **287 Disclosure of compliance or noncompliance with quota requirements**

- 1) Not later than the information date, each local government whose area is divided must inform the Minister, in writing, whether each division of its area is consistent with the basis specified in section 286(2).
- 2) The information must be based on the roll of electors in each division available as near as practicable to the information date.
- 3) However, subsection (1) does not apply to a local government, if—
  - (a) an electoral and boundaries review commission has made a delayed implementation determination for a reviewable local government matter for the local government's area; and
  - (b) the determination was made after the conduct of the last election of all councillors for the local governments affected by the determination.
- 4) In this section—

“information date” means—

  - (a) for Brisbane City Council—1 October in the year that is 2 years before the year of the quadrennial elections for local governments; or
  - (b) for another local government—1 March in the year before the year of the quadrennial elections for local governments

### **288 Matter of area's division referred to commissioner**

- 1) The Minister must refer the matter of the division of a local government's area to the commissioner if—
  - (a) the local government informs the Minister that a division of its area is not consistent with the basis specified in section 286(2); or
  - (b) the local government fails to inform the Minister as required by section 287 about its area; or
  - (c) the Minister suspects that information given under section 287 is incorrect.

- 2) Also, the Minister must refer the matter of the division of a local government's area to the commissioner—
  - (a) if—
    - i. an electoral and boundaries review commission has made a determination, under section 93(4) or 102(4), for a reviewable local government matter for the area; or
    - ii. an electoral and boundaries review commission has made a delayed implementation determination for a reviewable local government matter for the area; and
  - (b) the determination was made since the conduct of the last election of all councillors for the local governments affected by the determination.
- 3) A reference under subsection (2) must be made as soon as practicable after the information date for the local government.

**Other relevant sections of the *Local Government Act 1993* which impact on the decision to amend or remove divisional boundaries are as follows:**

**1) Number of Councillors**

Section 33: A local government consists of the number of Councillors, at least five, prescribed by regulation.

This is a reviewable local government matter and requires a report and recommendation by the Commissioner before implementation. Section 64 (1) (g) of the Act dividing, redividing and abolishing divisions of a local government area, clearly lays out that the decision to make any changes to the electoral arrangements for a Council is a reviewable local government matter.

**2) Councillor's Role**

Section 229 - Councillors' role

1. A local government councillor—
  - a) represents the overall public interest of the local government's area and, if the councillor is a councillor for a division of the area, also represents the public interest of the division; and
  - b) takes part in deciding the facilities, services and enterprises that are appropriate for the area; and
  - c) takes part in formulating, adopting and reviewing—
    - i. the local government's corporate plan and operational plans; and
    - ii. the policies and goals of the local government; and
  - d) takes part in making decisions for achieving the goals and implementing the policies of the local government.

2. In performing the role, a councillor—
  - a) must serve the overall public interest of the area and, if the councillor is a councillor for a division, the public interest of the division; and
  - b) if conflict arises between the public interest and the private interest of the councillor or another person—must give preference to the public interest.
3. A councillor must ensure there is no conflict, or possible conflict, between the councillor's private interest and the honest performance of the councillor's role of serving the public interest.

The Act envisages Councillors performing their role at a higher level, developing corporate policies and strategies focusing on the “bigger picture” involved in guiding their local government towards the future.

## Appendix B

### Local Government Areas

Local Government	Class	Number of Councillors assigned to each division	Total number of Councillors (including Mayor)
<b>Aramac</b>	Shire	division 1—3 division 2—2 division 3—2	8
<b>Atherton</b>	Shire	division 1—3 division 2—3	7
<b>Aurukun</b>	Shire	area not divided	9
<b>Balonne</b>	Shire	area not divided	10
<b>Banana</b>	Shire	division 1—5 division 2—7	13
<b>Barcaldine</b>	Shire	area not divided	9
<b>Barcoo</b>	Shire	area not divided	7
<b>Bauhinia</b>	Shire	area not divided	9
<b>Beaudesert</b>	Shire	division 1—1 division 2—1 division 3—1 division 4—1 division 5—1 division 6—1 division 7—1 division 8—1	9
<b>Belyando</b>	Shire	division 1—4 division 2—6	11
<b>Bendemere</b>	Shire	division 1—3 division 2—2 division 3—1	7
<b>Biggenden</b>	Shire	area not divided	7
<b>Blackall</b>	Shire	area not divided	10
<b>Boonah</b>	Shire	division 1—2 division 2—2 division 3—2	7
<b>Booringa</b>	Shire	division 1—4 division 2—1 division 3—2 division 4—1	9
<b>Boulia</b>	Shire	division 1—1 division 2—6	8

<b>Local Government</b>	<b>Class</b>	<b>Number of Councillors assigned to each division</b>	<b>Total number of Councillors (including Mayor)</b>
<b>Bowen</b>	Shire	division 1—3 division 2—3 division 3—2	9
<b>Broadsound</b>	Shire	division 1—3 division 2—4 division 3—3	11
<b>Bulloo</b>	Shire	area not divided	5
<b>Bundaberg</b>	City	area not divided	9
<b>Bungil</b>	Shire	division 1—3 division 2—2 division 3—3	9
<b>Burdekin</b>	Shire	area not divided	11
<b>Burke</b>	Shire	area not divided	7
<b>Burnett</b>	Shire	area not divided	9
<b>Caboolture</b>	Shire	division 1—1 division 2—1 division 3—1 division 4—1 division 5—1 division 6—1	7
<b>Cairns</b>	City	division 1—1 division 2—1 division 3—1 division 4—1 division 5—1 division 6—1 division 7—1 division 8—1 division 9—1 division 10—1 division 11—1 division 12—1	13
<b>Calliope</b>	Shire	area not divided	10
<b>Caloundra</b>	City	division 1—1 division 2—1 division 3—1 division 4—1 division 5—1 division 6—1 division 7—1 division 8—1 division 9—1 division 10—1	11

<b>Local Government</b>	<b>Class</b>	<b>Number of Councillors assigned to each division</b>	<b>Total number of Councillors (including Mayor)</b>
<b>Cambooya</b>	Shire	division 1—2 division 2—2 division 3—2 division 4—2	9
<b>Cardwell</b>	Shire	division 1—3 division 2—3 division 3—3	10
<b>Carpentaria</b>	Shire	division 1—5 division 2—1 division 3—2	9
<b>Charters Towers</b>	City	area not divided	7
<b>Cherbourg</b>	Shire	area not divided	7
<b>Chinchilla</b>	Shire	area not divided	9
<b>Clifton</b>	Shire	area not divided	7
<b>Cloncurry</b>	Shire	area not divided	10
<b>Cook</b>	Shire	division 1—1 division 2—2 division 3—1 division 4—3	8
<b>Cooloola</b>	Shire	division 1—2 division 2—3 division 3—3 division 4—3 division 5—1	13
<b>Crow's Nest</b>	Shire	division 1—4 division 2—4	9
<b>Croydon</b>	Shire	area not divided	5
<b>Dalby</b>	Town	area not divided	9
<b>Dalrymple</b>	Shire	division 1—4 division 2—2 division 3—1 division 4—1	9
<b>Diamantina</b>	Shire	area not divided	7
<b>Doomadgee</b>	Shire	area not divided	7
<b>Douglas</b>	Shire	division 1—2 division 2—2 division 3—2	7
<b>Duaringa</b>	Shire	division 1—3 division 2—7	11
<b>Eacham</b>	Shire	division 1—3	7

<b>Local Government</b>	<b>Class</b>	<b>Number of Councillors assigned to each division</b>	<b>Total number of Councillors (including Mayor)</b>
		division 2—2 division 3—1	
<b>Eidsvold</b>	Shire	area not divided	5
<b>Emerald</b>	Shire	area not divided	9
<b>Esk</b>	Shire	area not divided	11
<b>Etheridge</b>	Shire	division 1—3 division 2—3	7
<b>Fitzroy</b>	Shire	area not divided	9
<b>Flinders</b>	Shire	area not divided	9
<b>Gatton</b>	Shire	division 1—4 division 2—2 division 3—2	9
<b>Gayndah</b>	Shire	area not divided	7
<b>Gladstone</b>	City	area not divided	7
<b>Gold Coast</b>	City	division 1—1 division 2—1 division 3—1 division 4—1 division 5—1 division 6—1 division 7—1 division 8—1 division 9—1 division 10—1 division 11—1 division 12—1 division 13—1 division 14—1	15
<b>Goondiwindi</b>	Town	area not divided	7
<b>Herberton</b>	Shire	division 1—3 division 2—3 division 3—2	9
<b>Hervey Bay</b>	City	area not divided	8
<b>Hinchinbrook</b>	Shire	area not divided	9
<b>Hope Vale</b>	Shire	area not divided	7
<b>Ilfracombe</b>	Shire	area not divided	7
<b>Inglewood</b>	Shire	area not divided	9
<b>Injinoo</b>	Shire	area not divided	5
<b>Ipswich</b>	City	division 1—1 division 2—1	11

<b>Local Government</b>	<b>Class</b>	<b>Number of Councillors assigned to each division</b>	<b>Total number of Councillors (including Mayor)</b>
		division 3—1 division 4—1 division 5—1 division 6—1 division 7—1 division 8—1 division 9—1 division 10—1	
<b>Isis</b>	Shire	area not divided	7
<b>Isisford</b>	Shire	area not divided	7
<b>Jericho</b>	Shire	area not divided	7
<b>Johnstone</b>	Shire	division 1—3 division 2—1 division 3—1 division 4—1 division 5—1 division 6—1	9
<b>Jondaryan</b>	Shire	division 1—4 division 2—4	9
<b>Kilcoy</b>	Shire	area not divided	9
<b>Kilkivan</b>	Shire	area not divided	7
<b>Kingaroy</b>	Shire	area not divided	11
<b>Kolan</b>	Shire	area not divided	7
<b>Kowanyama</b>	Shire	area not divided	7
<b>Laidley</b>	Shire	area not divided	9
<b>Livingstone</b>	Shire	area not divided	9
<b>Logan</b>	City	division 1—1 division 2—1 division 3—1 division 4—1 division 5—1 division 6—1 division 7—1 division 8—1 division 9—1 division 10—1	11
<b>Longreach</b>	Shire	area not divided	10
<b>Mackay</b>	City	division 1—1 division 2—1 division 3—1 division 4—1 division 5—1	11

<b>Local Government</b>	<b>Class</b>	<b>Number of Councillors assigned to each division</b>	<b>Total number of Councillors (including Mayor)</b>
		division 6—1 division 7—1 division 8—1 division 9—2	
<b>Mapoon</b>	Shire	area not divided	5
<b>Mareeba</b>	Shire	area not divided	9
<b>Maroochy</b>	Shire	division 1—1 division 2—1 division 3—1 division 4—1 division 5—1 division 6—1 division 7—1 division 8—1 division 9—1 division 10—1 division 11—1 division 12 – 1	13
<b>Maryborough</b>	City	area not divided	9
<b>McKinlay</b>	Shire	area not divided	9
<b>Millmerran</b>	Shire	division 1—3 division 2—3 division 3—3	10
<b>Mirani</b>	Shire	division 1—3 division 2—2 division 3—2	8
<b>Miriam Vale</b>	Shire	area not divided	7
<b>Monto</b>	Shire	division 1—3 division 2—4	8
<b>Mornington</b>	Shire	area not divided	9
<b>Mount Isa</b>	City	area not divided	9
<b>Mount Morgan</b>	Shire	area not divided	7
<b>Mundubbera</b>	Shire	area not divided	9
<b>Murgon</b>	Shire	area not divided	7
<b>Murilla</b>	Shire	division 1—3 division 2—2 division 3—2	8
<b>Murweh</b>	Shire	division 1—2 division 2—1 division 3—6	10
<b>Nanango</b>	Shire	division 1—2	9

<b>Local Government</b>	<b>Class</b>	<b>Number of Councillors assigned to each division</b>	<b>Total number of Councillors (including Mayor)</b>
		division 2—2 division 3—2 division 4—2	
<b>Napranum</b>	Shire	area not divided	7
<b>Nebo</b>	Shire	division 1—4 division 2—4	9
<b>New Mapoon</b>	Shire	area not divided	5
<b>Noosa</b>	Shire	division 1—3 division 2—2 division 3—2 division 4—2	10
<b>Palm Island</b>	Shire	area not divided	7
<b>Paroo</b>	Shire	area not divided	8
<b>Peak Downs</b>	Shire	area not divided	9
<b>Perry</b>	Shire	area not divided	5
<b>Pine Rivers</b>	Shire	division 1—1 division 2—1 division 3—1 division 4—1 division 5—1 division 6—1 division 7—1 division 8—1 division 9—1 division 10—1	11
<b>Pittsworth</b>	Shire	area not divided	7
<b>Pormpuraaw</b>	Shire	area not divided	7
<b>Quilpie</b>	Shire	area not divided	9
<b>Redcliffe</b>	City	area not divided	8
<b>Redland</b>	Shire	division 1—1 division 2—1 division 3—1 division 4—1 division 5—1 division 6—1 division 7—1 division 8—1 division 9—1 division 10—1	11
<b>Richmond</b>	Shire	area not divided	7
<b>Rockhampton</b>	City	division 1—1	11

<b>Local Government</b>	<b>Class</b>	<b>Number of Councillors assigned to each division</b>	<b>Total number of Councillors (including Mayor)</b>
		division 2—1 division 3—1 division 4—1 division 5—1 division 6—1 division 7—1 division 8—1 division 9—1 division 10—1	
<b>Roma</b>	Town	area not divided	9
<b>Rosalie</b>	Shire	area not divided	9
<b>Sarina</b>	Shire	division 1—2 division 2—2 division 3—2	7
<b>Stanthorpe</b>	Shire	area not divided	9
<b>Tambo</b>	Shire	area not divided	7
<b>Tara</b>	Shire	division 1—3 division 2—3 division 3—3	10
<b>Taroom</b>	Shire	division 1—4 division 2—4	9
<b>Thuringowa</b>	City	division 1—3 division 2—7	11
<b>Tiaro</b>	Shire	division 1—2 division 2—3 division 3—3	9
<b>Toowoomba</b>	City	area not divided	9
<b>Torres</b>	Shire	area not divided	8
<b>Townsville</b>	City	division 1—1 division 2—1 division 3—1 division 4—1 division 5—1 division 6—1 division 7—1 division 8—1 division 9—1 division 10—1	11
<b>Umagico</b>	Shire	area not divided	5
<b>Waggamba</b>	Shire	division 1—2 division 2—2 division 3—2	9

<b>Local Government</b>	<b>Class</b>	<b>Number of Councillors assigned to each division</b>	<b>Total number of Councillors (including Mayor)</b>
		division 4—2	
<b>Wambo</b>	Shire	division 1—2 division 2—2 division 3—3 division 4—1	9
<b>Warroo</b>	Shire	division 1—5 division 2—2 division 3—2	10
<b>Warwick</b>	Shire	division 1—1 division 2—2 division 3—2 division 4—2 division 5—1 division 6—4	13
<b>Whitsunday</b>	Shire	division 1—2 division 2—3 division 3—2	8
<b>Winton</b>	Shire	area not divided	10
<b>Wondai</b>	Shire	area not divided	10
<b>Woocoo</b>	Shire	division 1—2 division 2—2 division 3—2	7
<b>Woorabinda</b>	Shire	area not divided	5
<b>Wajal Wajal</b>	Shire	area not divided	5
<b>Yarrabah</b>	Shire	area not divided	7

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