

# Preamble



The Phillip Island Progress Association (PIPA) was formed in April 2014 with an express purpose: **to gain Municipal Independence for Phillip Island.**

The objective of the Phillip Island Progress Association (PIPA) is **reinstatement of the Shire of Phillip Island.**

PIPA currently has 2,000 financial members (and this number continues to grow).

A petition requesting the conduct of a municipal review to assess the feasibility of Phillip Island standing alone was signed by 8,400 island residents and ratepayers, and was presented to the Legislative Assembly in 2014. 1200 residents attended a June rally to show support for this request.

The request to the state government was made because the vast majority of Phillip Island's ratepayers hold the strong view that the amalgamation of councils in 1994 and the resulting municipal structure has failed Phillip Island.

**Phillip Island is no longer in control of its destiny.** It is controlled by a geographically distant administration, which has no real understanding of its unique needs, as a Victorian eco tourism and environmental icon.

Its unique nature was identified in the 1986 Local Government Commission Report: "The restructuring of Local Government in Victoria."

It has a strong focus on eco tourism and environmental conservation, and combined with two major international attractions in the form of the penguin parade and Grand Prix racing circuit, attracts 3.5 million visitors annually.

It has its own community identity, and specific requirements in terms of infrastructure and self management, which are not necessarily compatible with the community management and infrastructure service requirements of the rest of the shire.

A significant proportion of rate funds generated on Phillip Island are diverted for use elsewhere in the municipality, to the island's great detriment. It is neglected, and at least one famous attribute, the Cowes East foreshore, faces destruction through lack of care.

Phillip Island represents approximately **one eighth** of the Bass Coast Shire's land mass, but contributed **44%** of the entire shire rate base in the last financial year. This disproportionate figure has been consistent since amalgamations occurred in 1994.

Phillip Island operated successfully as a municipality in its own right prior to amalgamation of councils in 1994. It can do so again, under the care and administration of those who understand it best.

**We submit** that Phillip Island is too valuable an asset to the State of Victoria, to be left to deteriorate under remote management by a large rural shire, based at Wonthaggi, with its various conflicts of interest when it comes to capital expenditure and infrastructure priorities.

**We submit** that the level of rate income generated from Phillip Island since amalgamation has not been commensurate with the level of municipal service provided, and the resultant inequities have perpetuated degradation and neglect of the physical environment in what was once a proud and well maintained island municipality.

**We submit** that the rate money generated on Phillip Island, should be spent on Phillip Island, providing the infrastructure required to service its unique needs.

In support of our case, we point out that two state government departments have already recognised the unique contribution that Phillip Island makes to Victorian tourism, and thus the Victorian economy, and successfully accorded it special and separate status, post the 1994 amalgamations.

We request the Minister for Local Government to ascertain the feasibility of according Phillip Island the municipal status that is best suited to meet its requirements, as the state's number one regional tourist destination.

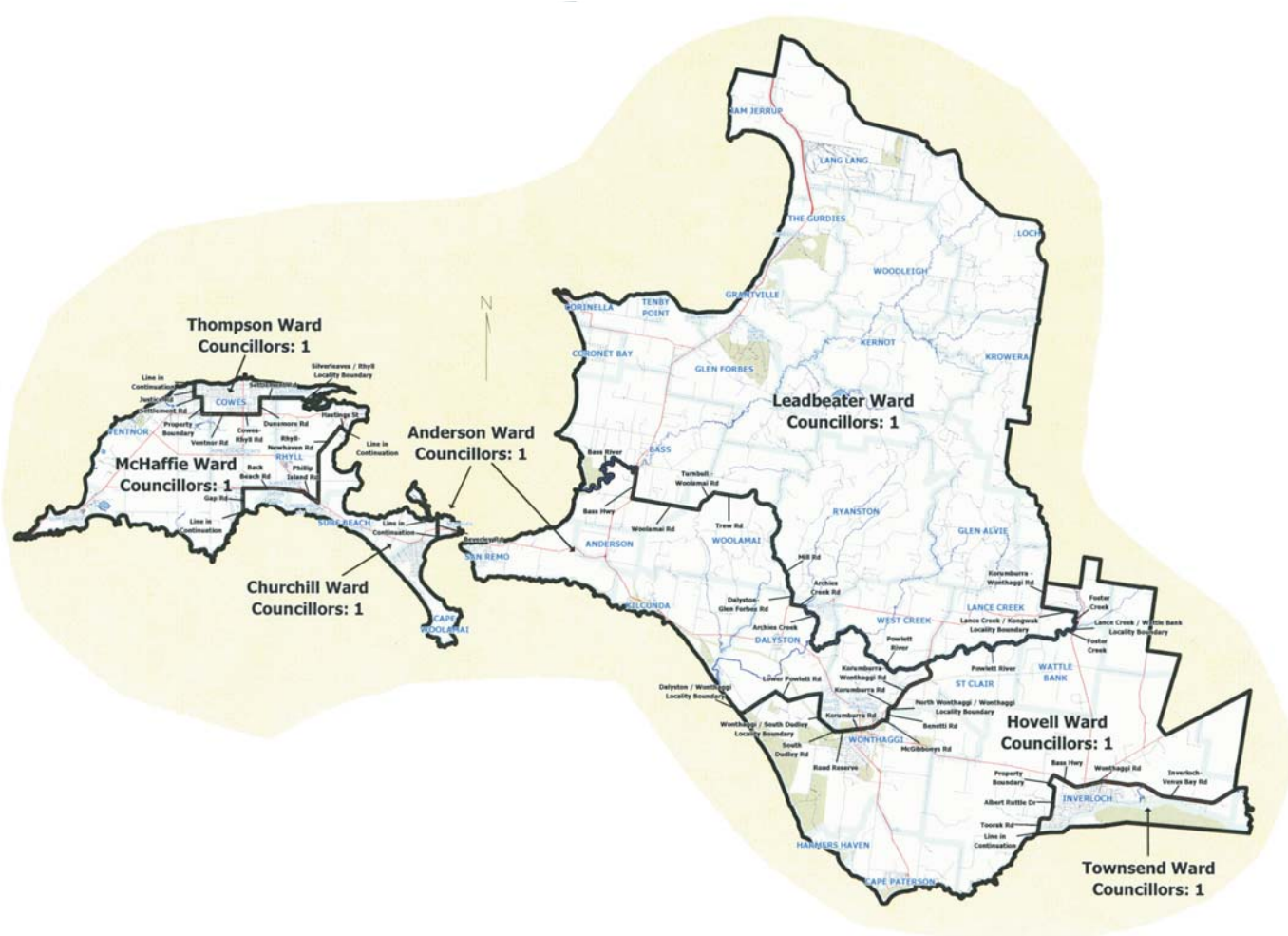
Currently, the Island's basic infrastructure and maintenance requirements are not being met, let alone the growth demands of the tourist/holiday industry, upon which the island population is economically reliant.

Under the present Council arrangement, rate revenue generated on Phillip Island is being diverted to other areas of the Shire.

The economy of Victoria is also a loser in this situation, because of the significant contribution Phillip Island makes to all Victorians, as the second most visited tourist destination in the state.

Management from afar has failed to identify and deal with the specific needs related to tourism and major events that are part of Phillip Island's culture.

We request the state government to carry out an independent municipal review of the Bass Coast Shire, with a view to determining the feasibility of Phillip Island separating from the Bass Coast Shire.



**Phillip Island represents approximately one eighth of the Bass Coast Shire's land mass, but contributed 44% of the entire shire rate base in the last financial year.**

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# Introduction

Internationally acclaimed and an icon for its unique attractions both environmental and man made, Phillip Island is a jewel in the crown for both Victorian and Australian tourism.

It is a draw card for 3.5 million visitors annually, and is an eco tourism and motor sport brand name with special qualities, instantly recognisable across the world.

But to its great detriment, it has not been recognised as such within the municipality of the Bass Coast Shire, where it was placed with the Borough of Wonthaggi and the Shire of Bass as part of the 1994 amalgamation of Victorian municipalities.

It is beyond the ability of the Wonthaggi based Bass Coast Shire administration to adequately maintain, let alone develop, vital infrastructure, on Phillip Island.

Municipal services have markedly declined over the past twenty years, since amalgamation.

On Phillip Island, there is a clear and significant infrastructure renewal gap, which is worsening over time.

A large proportion of money generated through rates on Phillip Island is spent elsewhere.

Phillip Island pays 44% of the shire rate, for, we submit, a disproportionate and inequitable return.

## Precedents

In support of our case, we submit that two state government departments have set precedents, in relation to Phillip Island's unique status, in recognition of the contribution that Phillip Island makes to Victorian tourism, and thus the Victorian economy, and have successfully accorded it special and separate status post amalgamation.

These entities are the Department of Environment and Sustainability, and Tourism Victoria.

## Precedent 1

### Department of Environment and Primary Industries

The Phillip Island Nature Park (PINP) was created by Minister for Conservation and Land Management Marie Tehan in 1996 in recognition of the fact that it was beyond the power of her department to adequately look after the priceless natural assets under its control, through the remote administrative structure then in place.

Minister Tehan stated at the time that this initiative would protect and enhance Phillip Island's standing as a world class, nature based tourism destination, which she described in 1996 as "of vital importance to the Victorian economy annually, generating \$100 million and creating 1,000 jobs."

PINP comprised the Penguin Parade; The Koala Conservation Centre, Churchill Island, Cape Woolamai, Seal Rocks, The Nobbies, Oswin Roberts Reserve, Rhyll Inlet, plus other coastal locations.

Up until 1996, maintenance and care of these disparate areas was the responsibility of the Department of Conservation and Land (now DEPI).

The areas were deteriorating through neglect.

The creation of PINP and the establishment of an island based administration, as opposed to a remote administration, has been a success story, both in terms of environmental protection and presentation, and promotion of tourism opportunities.

Funds generated within the Nature Parks are used to conserve and maintain the natural features on Phillip Island, and to develop the potential for eco tourism to the area, through establishment of infrastructure and tourism strategies.

PINP is charged with the care of 26% (1,805 hectares) of the island's land mass, and does that job magnificently.

We say that precedent should be recognised and emulated in local government.

That is because Phillip Island, as a community, has its own identity and requirements in terms of infrastructure and self management, which are not compatible with the community management and infrastructure service requirements of the rest of the shire.

The level of income generated in the shire through rates and tourism from Phillip Island is not commensurate with the level of infrastructure investment on Phillip Island.

This inequity is perpetuated by a geographically distant administration, to the detriment of Phillip Island physically, and services to its ratepayers.

## Precedent 2

### Tourism Victoria

The State Government, through Tourism Victoria, now recognises Phillip Island as a separate region in terms of tourism, as the smallest of only 11 regions covering the whole of Victoria.

Destination Phillip Island is a specific tourism region, created by Tourism Victoria.

The remainder of the Bass Coast Shire sits in the Gippsland Tourism Region.

The fact that Tourism Victoria designates Phillip Island as a region in its own right adds weight, we believe, to our request for Phillip Island to be reinstated as a unique tourism shire.

**Victorian Tourism Minister Louise Asher, in a letter to PIPA member John Matthews dated July 4 2014, stated:**

**“I acknowledge that tourism is an important industry to the Phillip Island region, which incorporates destinations in Cowes, Newhaven, Rhyll and San Remo, and to regional Victoria, contributing \$10.9 billion towards regional Victoria's Gross Regional Product and employing over 109,000 people in 2011-12 (both directly and indirectly)**

## Phillip Island's contribution to the Victorian Economy.

In 2011-12, the tourism industry contributed an estimated \$619 million to the Phillip Island economy. (39.0% of gross regional product) and employed approximately 5,000 people (33.5% of regional employment).

Tourism Satellite accounts (TSA) evaluate tourism industry activity and performance within a national accounting framework.

The regional TSA measures both the direct and indirect impacts of tourism on the economy and includes metrics such as Gross Value Added (GVA), Gross Regional Product (GRP) and employment.

It also provides information about tourism consumption, output, taxation and the composition of the tourism industry and its interaction with other industries.

This Phillip Island regional profile presents (and ranks) the economic contribution of tourism to the region both in absolute level terms and as a contribution to the regional economy.

These measures are directly comparable to State and National Tourism Satellite Accounts.

# Key Results:

In 2011 -12, the tourism activity in Phillip Island generated:

- **Tourism Output** - \$333 million and \$882 million in direct and indirect tourism output, and \$1,215 million in total tourism output.
- **Gross Value Added (GVA)** - \$177 million and \$356 million in direct and indirect tourism GVA, and \$533 million in total tourism GVA.
- **Gross Regional Product (GRP)** - \$193 million and \$425 million in direct and indirect tourism GRP and \$619 million in total tourism GRP.

In relation to other regions, some of the highlights are:

- The region attracts approximately 1.4 million domestic day visitors similar to Daylesford/Macedon and Ballarat (December 2013)
- Approximately 50% of the day visitation to Gippsland
- The region attracts approximately 2.3 million domestic visitor nights (December 2013) greater than Grampians (2 million) , Yarra Valley/Dandenongs (1.7 million) , and twice the overnight visitation of Daylesford/Macedon (1 million) and Ballarat (1.1 million) and 30% more than Bendigo (1.6 million)

In 2011-12.

It is estimated that tourism directly represented 12.2% of the total Phillip Island economy (in GRP terms), compared to 4.5% for regional Victoria on average.

- **Phillip Island ranked first overall in the comparative importance of tourism across Tourism Victoria regions (i.e. direct share of regional economy).**
- **Phillip Island ranks in Australia as the second most reliant tourism destination making it extremely vulnerable to tourism visitation impacts.**

Phillip Island's nature based attractions and assets under the care of Phillip Island Nature Parks are a major driver of International visitation to Melbourne and regional Victoria as identified in Victoria's China Strategy. The Penguin Parade provides a unique wildlife experience attracting over 0.5 million visitors of which over 50% are international.

This experience drives touring experiences into Phillip Island, Gippsland, Yarra Valley/Dandenong Ranges and Mornington Peninsula.

The region is striving to convert the large day trip visitation to the Penguin Parade from international markets to overnight stay, providing a significant increase in economic benefit.

The growing number of International ready product is adding to the appeal of Phillip Island, though there is considerable concern regarding the town planning issues and the difficulties involved in introducing new product. (Failure by Bass Coast Shire Council to extend an existing planning permit for the Isle of Wight site in Cowes is a costly example of this. The island's prime and iconic location is now a derelict eyesore.

The hosting of world class events at the Phillip Island Grand Prix Circuit provides major economic benefit to the state attracting international, interstate and intrastate visitation to Phillip Island, surrounding regions and Melbourne.

Hosting of regional events provides additional motivation to travel to Phillip Island, visit tourism attractions and contributes to year round visitation in off peak and shoulder periods.

The total impact of Motorsport events on the Bass Coast Shire economy is \$107,245,857.

A Bass Coast Council sponsored report by Urban Economics Entitled "Social and Economic Value of Events in 2011: states that:

“The event with the most significant economic impact (on Bass Coast Shire) is the Moto GP which contributes \$24,265,360 directly to the local economy and \$11,331,923 indirectly resulting in a total impact of \$35,597,283.

Phillip Island is also well positioned to provide unique incentive experiences to MICE (corporate and incentive groups) groups based in Melbourne.

In comparison with the rest of the current local government area of Bass Coast Council, it is of significance to note that Wonthaggi, as the main administrative town of the Shire has no actual “Tourist” Association.

It has a “Wonthaggi Business Association” which currently states on its website: *“Today Wonthaggi, at the centre of the fertile Bass Valley agricultural district, relies principally on the beef and dairy industries for its prosperity.”*

The Bass Coast Shire Council website states: *“The Bass Coast Shire spans two distinct tourism regions. Bass Coast sits in the Gippsland region, while Phillip Island is recognised as a region in its own right”.*

## Supporting infrastructure needs

**It is vital that the infrastructure on the Island: roads, footpaths, public toilet amenities, walking paths, gardens, parks, flora and fauna are of a high standard to maintain market share in this competitive world.**

**Under the management of the Bass Coast Shire, this is absolutely not the case. (see attached photos)**

**For 10,000 residents and 40,000 part time residents over peak periods, the decline in quality of care that has resulted since amalgamation on Phillip Island is unacceptable.**

Residents and visitors remark increasingly on the island's poor presentation.

In this competitive world, it is essential that infrastructure supports the activities that make up the Island experience, such that people will give excellent testimonials and will want to return.

The toilets that service the Cowes front beach foreshore area . . . where thousands of visitors and tourists congregate . . . were all built by the former Shire of Phillip Island more than 20 years ago . . . and are in an antiquated and run down state.



Photos: Thompson Ave, Cowes







**Above: Bus stop at Ventnor**



**Left:  
Condemned brick wall,  
Cowes Heritage Centre.  
Over 12 months and no  
action taken.**

# Sand



The Shire of Phillip Island Foreshore Management Plan of 1993 (produced one year prior to the amalgamation of councils) provided a comprehensive plan for the protection of the island's foreshore, including the north shore sandy beaches.

The old Shire had carried out boulder rampart construction, and this was set to continue until the program was interrupted through amalgamation.

That plan recommended that boulder ramparts, similar to those in use up to Coghlan Road, should be constructed as an erosion control measure.

None of the measures recommended in that report have been undertaken by the Bass Coast Shire.

The foreshore fronting the famous Cowes East north facing beach is now disintegrating at an alarming rate. Five metres have gone in the past five months, and it is only a matter of time before the primary dune goes.

Seventeen years after amalgamation, the Bass Coast Shire Council produced its own Cowes East Foreshore Report: Erosion Management Options, in 2011.

This report also recommends that a gradual program of boulder rampart upgrades is required.

Bass Coast Shire Council told the community last year that in 2012, council had overseen the development of construction plans for the replacement of a 60 metre section of the existing boulder rampart.

No work has been undertaken.

Council stated last year that a high priority project is the replacement of a section of the boulder rampart near the north end of Dunsmore Road.

No work has been undertaken.

In January 2015, Bass Coast Council announced that it was replacing two groynes, at a cost of \$30,000, on the Cowes East foreshore, and that the work would be completed by the end of May.

The end of May has come and gone. No work has been undertaken.

In 2006, the Bass Coast Shire Council announced it was undertaking a three year program to repair the fifty groynes in place to prevent sand erosion on the Cowes East beach.

No work on that project has been undertaken.

The sand groynes were installed in the 1940's, along with boulder ramparts, by the Shire of Phillip Island, to address sand erosion.

The groynes and beach access points were maintained by the Shire of Phillip Island.

No maintenance work has been carried out on this popular, safe north facing family beach since amalgamation of councils in 1994.

Residents are becoming increasingly frustrated that a unique asset that could be saved is seemingly going to be allowed to fall into the sea.

# Sand



Prior to its demise, the former Phillip Island Shire worked proactively with the Port of Melbourne Authority to develop a site plan for the construction of a **properly engineered rock wall** to protect the Cowes East foreshore that is **currently subject to severe erosion**.

Had the work been carried out as an extension of the work already undertaken prior to 1994, the **public would not have lost up to 20 metres of foreshore** on this very popular and safe family beach.

Boulder ramparts have proved to be effective protective mechanisms where they were installed by the former Phillip Island Shire.



**Above:**  
The rock wall (right) must be extended if this foreshore is to be saved.



**Above:** Neglected Cowes East Foreshore infrastructure... one of Victoria's most popular beaches.

## **CAPITAL WORKS**

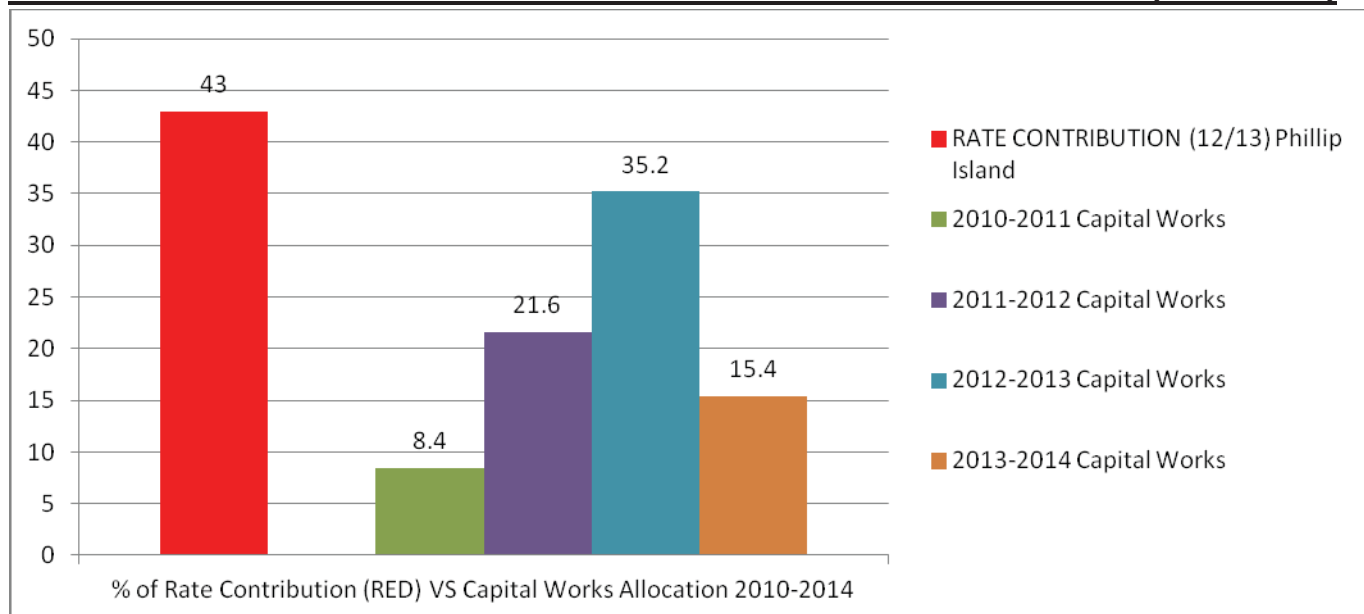
Phillip Island ratepayers contribute 44% of the entire rates and charges revenue received by Bass Coast Shire Council. In contrast, over the 2010-2014 period, the gross capital works allocation for Phillip Island averages only 21.9%. This includes works funded by Government Grants and Special Charge Schemes.

This amounts to \$17,343,000 of the total capital works allocation for Bass Coast Shire of \$79,267,000.

Of the \$17 million allocation, a mere \$8 million of scheduled works was to be funded from rates and charges revenue. This is an appalling return considering Phillip Island ratepayers have contributed approximately \$67 million in rates & charges revenue over the same period.

In contrast, the Councils base of operation, Wonthaggi, and the nearby township of Inverloch, draw approximately 38% of the Capital works funding, despite the fact that these townships service a smaller population and fraction of the area of Phillip Island.

### **% PHILLIP ISLAND RATE CONTRIBUTION VS CAPITAL WORKS ALLOCATION (2010-2014)**



The Bass Coast Shire Budget 2010/2011 provided Phillip Island with the lowest capital works allocation over the 4 year period shown - totalling only \$1.493 million, or 8.4% of the total capital works program. Conversely, the 2012-2013 financial year provided Phillip Island ratepayers with the highest allocation of the 4 year period at \$8.985 million. The bulk of these works, however (\$3.5million or 39%), relate to a single item – the Pine Ave/Churchill Drive (Cowes) project, which was funded under a Special Charge Scheme (charged to residents during the previous year).

Another significant item which has been allocated as part of the capital works program over the 2010-2014 period is the buy-back of land on Phillip Island previously sold by Bass Coast Shire. This further distorts the above allocations more favourably towards the Island.

Without these major items to skew the totals, the capital works allocated to Phillip Island are little more than an insult to ratepayers.

The remaining allocation is inadequate to maintain any rural township of the general size and area of Phillip Island – let alone a Tourism Icon that attracts 3.4 Million visitors annually and services a summertime population in excess of 40,000 individuals.

## **COMMUNITY SATISFACTION SURVEY – BASS COAST SHIRE COUNCIL - 2013**

Each year the Department of Community Planning and Development (DCPD), on behalf of the State Government, coordinates and auspices a “Community Satisfaction Survey” throughout Victorian Local Government areas.

The main objectives of the survey are to assess the performance of Bass Coast Shire Council across a range of measures and to **seek insight into ways to provide improved or more effective service delivery**.

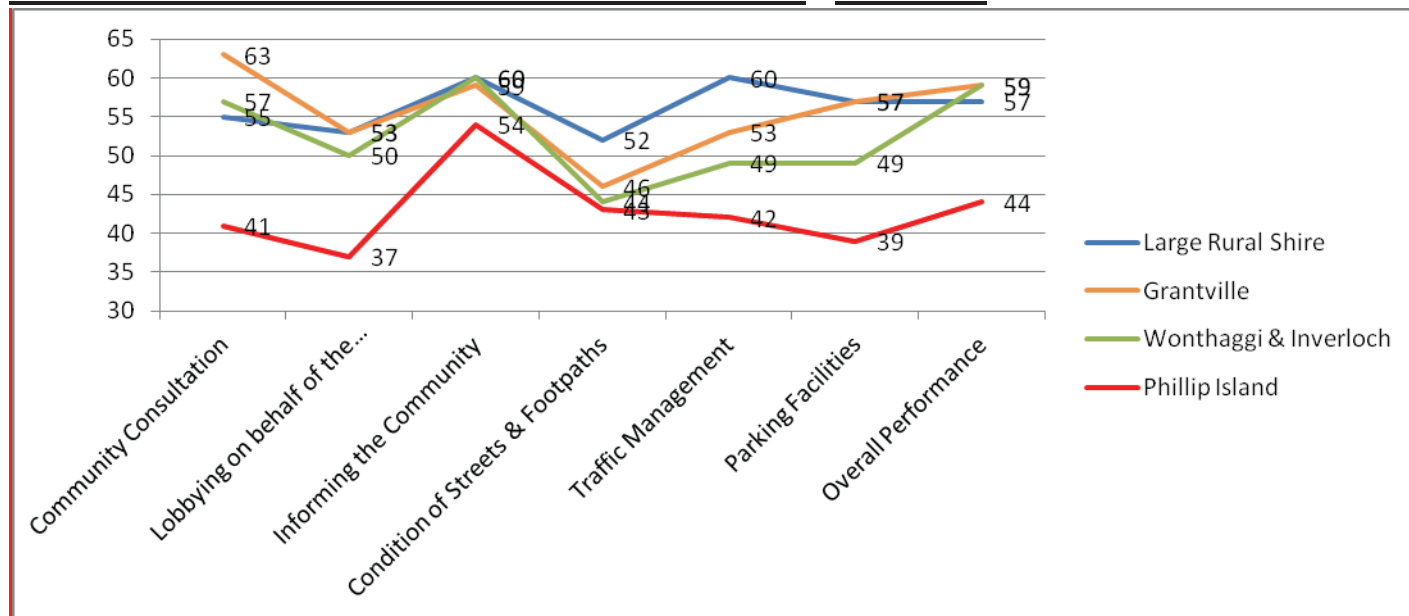
The survey is conducted by an independent auditor. Measures are implemented to ensure random selection and results are weighted post survey to the known population distribution of Bass Coast Shire

The questions asked participants to rate Councils Performance in a number of areas, including:

- Overall Performance
- Community Consultation & Engagement
- Lobbying on behalf of the Community
- Informing the Community
- Condition of Streets and Footpaths
- Traffic Management
- Parking Facilities

The following results are taken from the Community Satisfaction Survey conducted across February & March 2013

### **COMMUNITY SATISFACTION SURVEY RESULTS 2013 - “SCORES”**

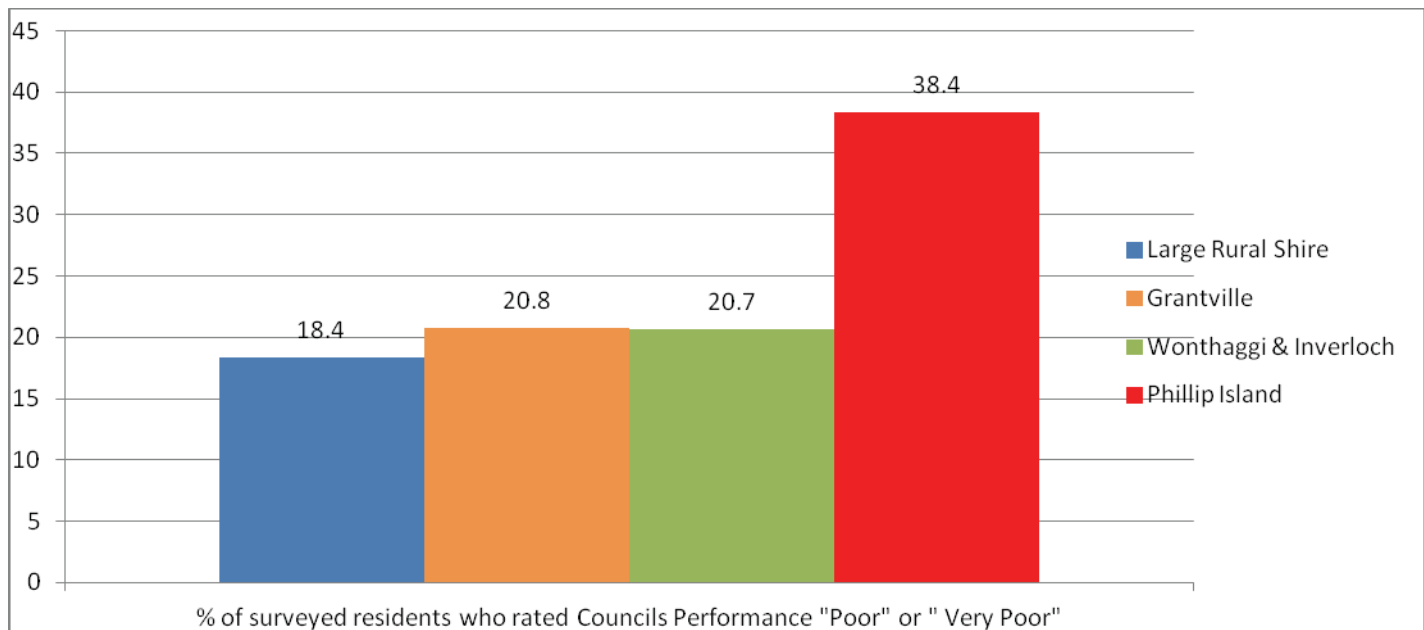


The results of the Survey clearly indicate that Phillip Island residents provided the lowest assessment score of Councils Performance to every question.

Satisfaction of Phillip Island residents was significantly lower than the average for residents of the other large rural shires included in the survey, and in direct comparison to the other major town centres within Bass Coast - Wonthaggi and Inverloch and Grantville

But the most telling results are reflected by the number of Phillip Island respondents who rated BCSC's performance "POOR" or "VERY POOR"

### **% OF SURVEYED RESIDENTS WHO RATED COUNCILS PERFORMANCE "POOR" OR "VERY POOR"**



The responses from residents in the Grantville, and Wonthaggi & Inverloch areas are on par with the average responses for other large rural Shires. The results for Bass Coast Shire Council were pretty much on par overall, indicating that they are not doing a significantly better or worse job than other large rural Shires. Except when it comes to Phillip Island.

Notwithstanding, previous history shows that while the disillusion of Phillip Island ratepayers is not new – Bass Coast Shire has done little to address the issues, and subsequently fails to meet the objectives of the survey.

Incidentally, the auditors recommendations pretty accurately reflect the position taken by the proponents of the Stand Alone movement.

### **COMMUNITY SATISFACTION SURVEY 2013 – BASS COAST SHIRE COUNCIL**

#### **AUDITORS KEY FINDINGS AND RECOMMENDATIONS (AS PUBLISHED IN THE COMMUNITY SATISFACTION SURVEY REPORT)**

##### **Most favourably disposed towards Council:**

- Non Residents
- Wonthaggi and Inverloch residents

##### **Least favourably disposed towards Council**

- Phillip Island Residents
- Woman aged 18-49

**"Bass Coast Shire Council should pay extra attention to areas and cohorts where it is underperforming on a relative basis in comparison to the State-wide and Large Rural Shires groups.**

**- Only on Overall Performance is Bass Coast Shire Council above the Large Rural Shires average. On all other core measures of it is at best on par with the State-wide and Large Rural Shires averages, including on Advocacy where it is significantly lower.**

**- Residents generally (as opposed to non-residents) and Phillip Island residents especially, consistently drive negative opinion, as do women aged 18-49**

# Background of amalgamation

(Refer to Appendix 1)

To go back, Phillip Island was not strongly opposed to amalgamation of councils when the concept was presented by the state government and the then Minister for Local Government Leonie Burke to the community for consultation during 1994.

While there was opposition from some ratepayers, the prevailing view was to accept amalgamation on the basis of the savings being offered. ie, reduced rates and economies of scale. But what was offered failed to eventuate in the case of Phillip Island.

From the outset, Phillip Island was neglected by a Wonthaggi based administration of the new Bass Coast Shire. Phillip Island was seen as a remote outpost; and within twelve months its assets were being sold. Human resources and equipment were centralised in Wonthaggi.



This was in spite of the fact that:

- Phillip Island had double the number of ratepayers (10,621) of the Borough of Wonthaggi and the Shire of Bass combined (8,618) at the time of amalgamation.
- Phillip Island's expenditure (\$11,302,000) exceeded the combined annual expenditure of Bass (\$6,053,000) and Wonthaggi (\$4,381,000)
- Development on Phillip Island also outstripped the other areas by a huge margin. For the month of October 1994, the Borough of Wonthaggi approved just four building permits compared to 32 on Phillip Island.

Current building statistics, see Appendix 4.

# The Stand Alone movement

The first Phillip Island Stand Alone movement was launched in 2001, headed by a former Shire of Phillip Island councillor who had been strongly in favour of amalgamation, (Refer Appendix 1).

It had, as does today's movement, huge backing from ratepayers and residents.

That push did not fail because of lack of support from a united Phillip Island.

It failed because the government, after pledging to conduct a review, reneged on that promise, following a clean sweep of council positions by Stand Alone candidates in 2005.

## It's time for the State Government to step In

- Phillip Island has an area of 9,842 hectares, and there are 96 kilometres of coastline.
- From the tip of Cape Woolamai to the Nobby is 25 kilometres.
- The greatest width is 9 kilometres on the Pyramid Road.
- Population is now over 10,000.

Isolation from the mainland has given Phillip Island a position unique in the zoology of Victoria, in that it was protected through lack of access from early influences which contributed to the reduction and extermination of native fauna elsewhere.

Its unique fauna and coastline is a source of wonder and enjoyment to 3.5 million visitors annually.

From the magnificent Cape Woolamai, which looms 113 metres above sea level, at the south east tip of Phillip Island, to The Nobbies, is a vast treasure trove of attractions, enjoyed by sightseers, swimmers, surfers, recreational fishermen and tourists, in their millions annually.

On Summerland Beach, we have a world renowned event every night of the year in the penguin parade.

We have beyond the Nobbies, Seal Rocks which houses Victoria's largest and most easily observed community of southern fur seals.

An emerging new attraction between June and September is the passing parade of migrating whales . . . over forty already this year.

We have the only breeding colonies of any great size in Victoria of the short tailed shearwaters or mutton birds, which offer an amazing sight at dusk in the skies.

Churchill Island, discovered by the explorer Lieutenant Grant in 1801 on a voyage of exploration around Australia's south coast was described by him thus: "I scarcely know a place I would rather call mine than this little island."

The extensive northern mangrove flats which emerge from the bay at low tide are covered with thousands of birds and sea creatures.

The protected RAMSAR (international treaty) Rhyll Inlet site, is an annual haven for some of the world's rarest migratory species to feed in.



Phillip Island has beautiful and safe north facing sandy beaches; a protected bay enjoyed by recreational fishermen in their thousands; and some of the most famous surf beaches in Australia, including Cape Woolamai, which hosts major international surfing events, and has recently been declared a national surfing reserve.



International Surfing location: Cape Woolamai.

Man made attractions include the Phillip Island Grand Prix Circuit, which generates international television exposure to a viewing population counted in billions, for both Melbourne and Phillip Island.

In spite of these important state assets, the presentation of the greater part of Phillip Island is shameful.

## Phillip Island Nature Park

The Phillip Island Nature Park that was created in 1996 is charged with the care of 26% of the island. It has a maintenance force of 16, and an additional 27 rangers who physically maintain the reserves, walking tracks, public amenities and foreshore areas under their charge. PINP also encourages and nurtures local “Friends Groups” and Coast Action Groups who contribute thousands of voluntary work hours annually, and involves the community in the care of their local environment.

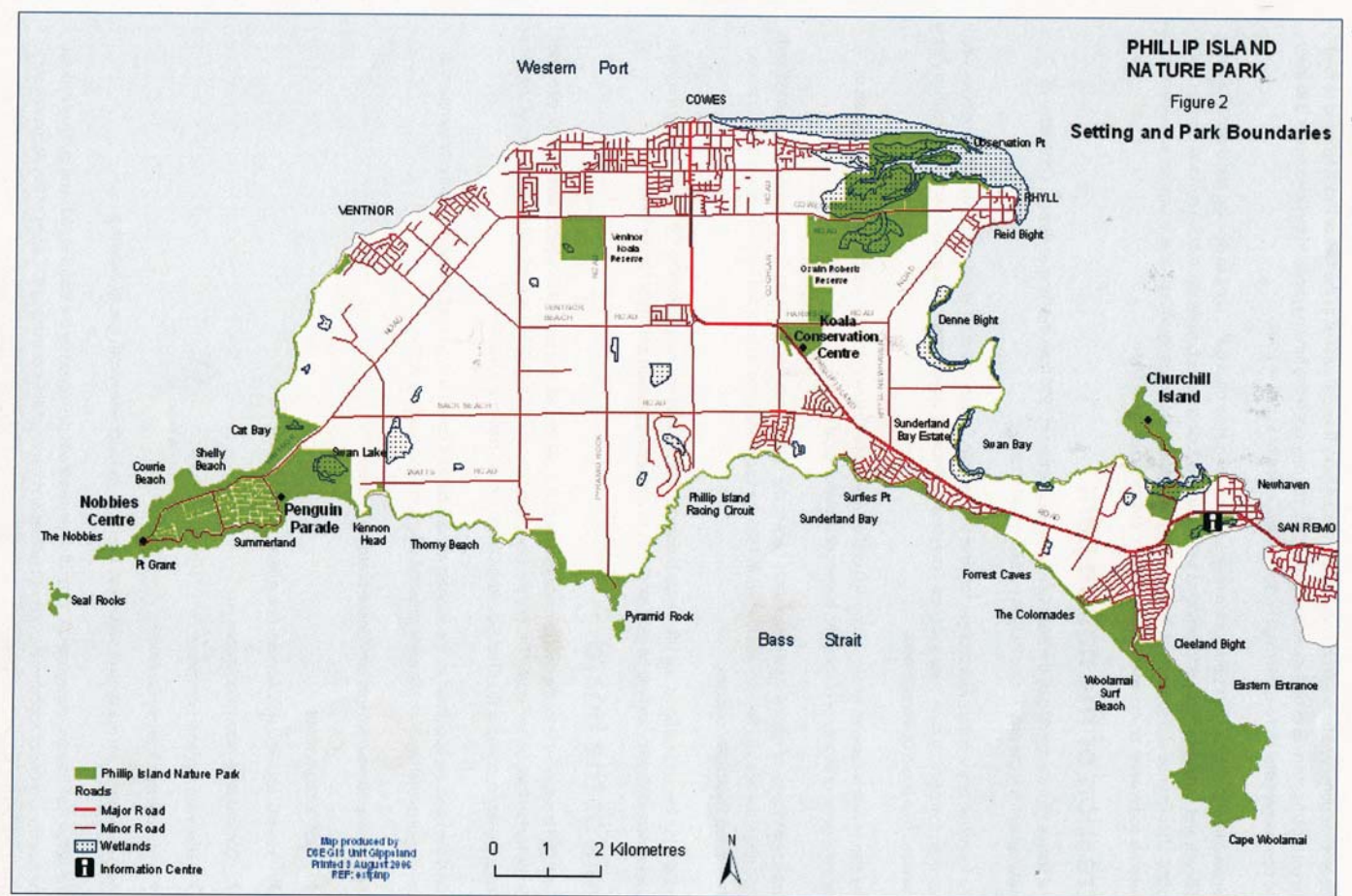


Figure 2 - Setting and Park Boundaries

# Bass Coast Shire

Bass Coast Shire is in charge of the remaining 74% of Phillip Island.

The areas of responsibility includes maintenance of the island's popular northern beaches visited by millions annually; and the townships of Cowes, Rhyll, Ventnor and Newhaven, and the residential estates of Cape Woolamai, Smith's Beach, Sunset Strip, Surf Beach; Sunderland Bay and Grossard Point.

At the time of amalgamation, there was a maintenance staff of 48 people servicing Phillip Island. This number was reduced significantly, and a large part of the shire plant and equipment used by them was sold, following amalgamation.

In comparison today and in terms of manpower, maintenance equipment and plant, Phillip Island is poorly resourced, and it shows.

Our local shire workers are faced with an impossible task.

Failure to allocate sufficient staff hours and plant we assert has led to the shabby and derelict appearance of many of the island's pathways, bike tracks, roadsides and some civic spaces.

The Bass Coast Shire has advised that there are 15 staff members permanently based at the Cowes depot on Phillip Island. Four others are rostered on part time 1-2 days per week (turf team leader, additional sweeping and garden team).

Parks and Garden equipment based at Cowes includes mowers, small trucks/utes, wood chipper, chainsaws, brush cutters and other light equipment. A road sweeper, equipment for emergency response, backhoe/loader (used only within the depot) and a forklift is permanently located at the Cowes Depot.

Equipment that has to be sourced from Wonthaggi includes flail mower. Graders (2) plus an outsourced unit as required, tar truck, potting truck, water truck, all road construction equipment which is based at Wonthaggi, Bob Cat and 6 metre truck with back hoe and operator.

Bass Coast Shire advise that a shire cyclic maintenance team is also allocated to come across to Phillip Island to carry out routine maintenance on a six weekly basis, which is in line with the rest of the shire.

There are six zones in total across the shire, two on Phillip Island, which means the shire's cyclic maintenance team (and plant) is on Phillip Island for just two out of every six weeks. Or for just 17.3 weeks out of the 52 weeks of the year.

We state that this is a highly inefficient system, and totally inadequate to service the needs of Phillip Island.

Outsourced services include; public amenity cleaning, waste, recycling, green waste and litter bin collection, arborist's services, long reach mowing and drain cleaning.



# Some major community concerns

## Aquatic Centre

Inequity in the delivery of other services, and unreasonable demands on Phillip Island ratepayers, particularly in relation to the refusal by council to fund an island pool facility, is strongly felt by and is totally unacceptable to island ratepayers.

Island residents have been working hard toward establishing an aquatic centre for 20 years. There is no pool on Phillip Island. A State government funded feasibility study in 1996, emphatically supported establishment of a pool facility. That report was shelved by the council's 1996 administration, without reference to elected councillors. Over the ensuing years, the island community's repeated calls and fundraising toward this facility continued, though were ignored.

Three successive feasibility studies since 1996 were funded by the community (one with assistance from council) and all had the same outcome: recommendations for a pool to be built on the island. Nevertheless, council in 2013 resolved to redevelop the existing Wonthaggi pool; and consider a facility for Phillip Island in another 15 to 20 years. Following strong and sustained objections from islanders, a consultant's survey was conducted by council of some 380 persons. This led to a further council resolution earlier in 2014 that two aquatic centres would be supported by council in the Bass Coast Shire, one at Wonthaggi and one on Phillip Island; at an estimated cost of about \$10 million apiece (the island figure taken out of the last feasibility study funded by the Phillip Island Aquatic Centre Fund committee).

However, while council placed no conditions on the Wonthaggi pool development, it voted that 50% of the cost of an island pool must be raised by Phillip Island residents. Which means islanders are now required to pay through their rates for almost half of the Wonthaggi pool redevelopment, while still having to find an additional estimated \$5 million themselves, for their pool to proceed. That is another example of gross inequity in council expenditure. There are more.

## Tip

The closure of the island's tip in June 2013 has recently compounded the level of frustration felt by island ratepayers, who feel powerless to address the current untenable and unjust situation. The Rhyll tip site was sold to DSE in 1994. The new Bass Coast Shire Council leased the site back under the condition that they would relocate the waste facility to another more suitable site.

Nineteen years on, the patience of DSE finally ran out and the transfer station, as it had become known, was closed. The Bass Coast Council left island ratepayers and businesses without a waste facility. This closure highlights the lack of consideration by the Wonthaggi-centric Bass Coast Shire administration.

Turn around time to Wonthaggi and Grantville tips is about one hour and twenty minutes from Cowes, and has resulted in costly loss of time for a sector of the island's building, maintenance and garden service work force, and major inconvenience for residence and holiday home owners. A small waste facility was later opened in Cowes with limited opening days and hours, that is completely inadequate to cater for the island's waste needs.



# Rates inequity

In 1994 Phillip Island originally contributed 59% of cash and convertible assets to the new Bass Coast Shire. At that time Island ratepayers contributed 42.9% of annual Rate revenue. A return of 11.6% to island residence from the original 20% enforced rate reduction in 1994 was grossly disproportionate.

The inequity continues. Higher property values on Phillip Island are largely responsible for this. Revenue factors clearly demonstrate that Phillip Island from the outset has been disadvantaged by amalgamation, and that the level of disadvantage is increasing. Phillip Island ratepayers pay 43% of the rates revenue. In effect they are subsidising a reduced level of rates for some categories of ratepayers in the balance of the Bass Coast Shire, and are set to continue to do so under the current structure.

The re-establishment of a Phillip Island Shire would facilitate all of the rate revenue derived from Phillip Island to be directly applied to the provision of services on Phillip Island.

# Isle of Wight site

An inability by the Bass Coast Shire to proactively work for the benefit of Phillip Island has had major implications for Cowes in particular.

The former Isle of Wight site, in the Cowes major tourism precinct, opposite the pier, occupies the town's prime foreshore location. For the last four years the site has presented as an eyesore after the hotel burned to the ground in May 2010. The appalling and desolate appearance to the Cowes Esplanade that this presents to visitors and arrivals on the ferry is a major concern of island residents.

After eight years of planning the Bass Coast Shire Council refused to grant an extension to the existing planning permit for the construction of a new hotel and conference centre on this site. This has resulted in a million dollars in planning costs going down the drain. After an extensive expression of interest campaign by Melbourne agents this site has failed to attract a buyer largely due to the fact that the site no longer has a valid planning permit.

In addition to the cost as far as physical beachfront vista ambience goes, the associated economic loss of what could have been a thriving conference market sector in Cowes is incalculable. (see photos)



**Above: The Isle of Wight site on the Cowes Esplanade, as it is today.**



**Left: The Bass Coast Council refused to grant an extension for an existing planning permit for the development of a hotel on this site. (artist impression of what was planned)**

# Population

At amalgamation, the Island's permanent population was 5420. This has now doubled to 10,500.

Population figures are often used in comparing the size and performance of municipalities.

This criterion, if used, unfairly discriminates against a potential Phillip Island Municipality.

This is because Phillip Island is unique for its additional large population of non-permanent residents - residential property owners who use their homes as holiday residences.

The 1986 Local Government Commission which was set up to examine the restructure of Local Government in Victoria cited this statistical anomaly for Phillip Island.

The special circumstance of Phillip Island having a very high level of additional part time residents, who contributed to the former Shire's revenue but only partially used services, provided the former Shire with additional revenue to cater for the particular needs of a holiday, tourist municipality.

It would therefore be incorrect to conclude that the size of a Shire of Phillip Island based on area is a limiting factor to the re-establishment of the Shire of Phillip Island.

If compared to other Victorian Regional Municipalities Phillip Island is indeed of adequate size to be operationally self-reliant. Based on population density - a key factor in determining the viability of a rural shire - an independent Phillip Island Shire would indeed be significantly better off than many other comparable Victorian municipalities.

There are at least 10 Victorian municipalities with populations smaller than Phillip Island. As the attached shows, the population density of Phillip Island is comparable with and in many times greater than much larger shires.

# Victorian Municipalities with a population of less than 28,000

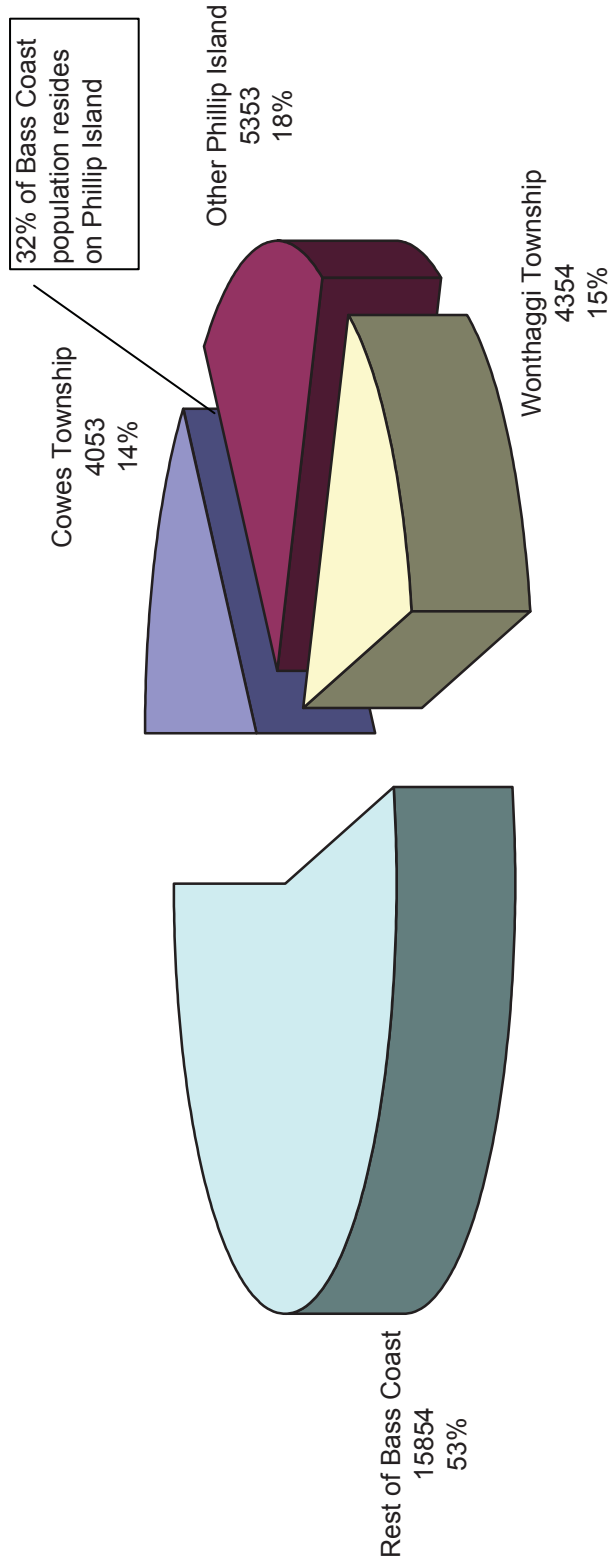
The following list comprises of the Victorian Municipalities with a permanent resident population of less than 28,000 individuals. Statistics for a Phillip Island Shire (inc. San Remo) and Bass Coast Shire, as they would stand post de-amalgamation, are highlighted below.

Phillip Island and Bass Coast would rate respectively as the 2<sup>nd</sup> and 3<sup>rd</sup> most densely populated Victorian Municipalities in the given range.

#	Municipality	Council seat	Region	Year Established	Area (km <sup>2</sup> )	Population (Census 2011)	Population / km <sup>2</sup>
1	Borough of Queenscliffe	Queenscliff	Southwest	1863	8.6	3,000	349.84
2	<b>Phillip Island (&amp; San Remo)</b>	<b>Cowes</b>	<b>Gippsland</b>	<b>Proposed</b>	<b>140</b>	<b>10,538</b>	<b>75.27</b>
3	<b>Bass Coast Shire</b> <i>(Excluding Phillip Island &amp; San Remo)</i>	<b>Wonthaggi</b>	<b>Gippsland</b>	<b>1994</b>	<b>724</b>	<b>19,078</b>	<b>26.35</b>
4	Surf Coast Shire	Torquay	Southwest	1994	1,560	25,870	16.58
5	Shire of Mount Alexander	Castlemaine	Central Highlands and Goldfields	1995	1,529	17,591	11.50
6	Shire of Hepburn	Daylesford	Central Highlands and Goldfields	1995	1,470	14,367	9.77
7	South Gippsland Shire	Leongatha	Gippsland	1994	3,305	27,208	8.23
8	Shire of Central Goldfields	Maryborough	Central Highlands and Goldfields	1995	1,534	12,496	8.14
9	Shire of Indigo	Beechworth	Northeast	1994	2,044	15,178	7.42
10	Rural City of Wangaratta	Wangaratta	Northeast	1994	3,764	26,815	7.12
11	Golden Plains Shire	Bannockburn	Southwest	1994	2,704	18,770	6.94
12	Colac Otway Shire	Colac	Southwest	1994	3,433	20,345	5.93
13	Rural City of Benalla	Benalla	Northeast	2002	2,350	13,647	5.8
14	Rural City of Horsham	Horsham	Wimmera	1995	4,239	19,279	4.55
15	Corangamite Shire	Camperdown	Western District	1994	4,404	16,376	3.72

16	Shire of Murrindindi	Alexandra	Northeast	1994	3,889	13,058	3.36
17	Rural City of Swan Hill	Swan Hill	The Mallee	1995	6,103	20,449	3.35
18	Shire of Glenelg	Portland	Western District	1994	6,213	19,575	3.15
19	Shire of Moyne	Port Fairy	Western District	1994	5,478	15,955	2.91
20	Shire of Strathbogie	Euroa	Goulburn Valley	1994	3,302	9,486	2.87
21	Shire of Gannawarra	Kerang	The Mallee	1995	3,732	10,366	2.77
22	Rural City of Ararat	Ararat	Western District	1994	4,230	11,183	2.64
23	Shire of Southern Grampians	Hamilton	Western District	1994	6,652	16,359	2.46
24	Alpine Shire	Bright	Northeast	1994	5,005	11,881	2.37
25	Shire of Mansfield	Mansfield	Northeast	2002	3,892	7,893	2.02
26	Shire of Northern Grampians	Stawell	Wimmera	1995	5,918	11,845	2.00
27	Pyrenees Shire	Beaufort	Western District	1994	3,433	6,669	1.94
28	Shire of Loddon	Wedderburn	Central Highlands and Goldfields	1995	6,694	7,459	1.11
29	Shire of Yarriambiack	Warracknabeal	Wimmera	1995	7,310	7,088	.96
30	Shire of Towong	Tallangatta	Northeast	1994	6,673	5,891	.88
31	Shire of Buloke	Wycheproof	The Mallee	1995	8,004	6,384	.79
32	Shire of Hindmarsh	Nhill	Wimmera	1995	7,527	5,798	.77
33	Shire of West Wimmera	Edenhope	Wimmera	1995	9,107	4,251	.46

# Bass Coast Shire Population 2011





	2011	2013	2014	2031	(rounded percentages)	2011	2013	2014	2031
<b>Bass Coast</b>	29614	31010	31660	45,257		32%		32%	31%
<b>Phillip Island</b>	9406	10584	10047	<b>14029</b>		14%		14%	34%
<b>Cowes</b>	4053	<b>4218</b>	<b>4321</b>	<b>6032</b>		15%		15%	54%
<b>Wonthaggi</b>	4354	<b>4558</b>							
<b>Other areas</b>	15854								

**\*\*bold italicised figures are extrapolations only**

**In 2011, over 31% of the population of the Bass Coast Shire live in Phillip Island, with over 13% (43% of the island population) living in Cowes. More than 14% of the population live in Wonthaggi and the remaining 53% live in other areas.**

<b>graph stats from 2011</b>	
Bass Coast	29614
Cowes Township	4053
Other Phillip Island	5353
Wonthaggi Township	4354
Rest of Bass Coast	15854

	2011	2013	2014
<b>Phillip Island</b>			
people	9406	10584	10047
dwellings	1056		
median age	46		
<b>Cowes</b>			
people	4053		
dwellings	4521		
median age	51		
(rest of island)	5353		
<b>Wonthaggi</b>			
people	4354		8875
dwellings	2321		
median age	48		
<b>Bass Coast</b>			
people	29614	31010	31660
dwellings	24126		
median age	46		
<b>remainder of bcoast</b>			12738

(2014 figure includes nth wonthaggi, cape, sth dudley)

\* sourced from Census and i.d.com sites

# A suggestion for the future

**A separate Shire of Phillip Island could be established on stringent economic grounds.**

The Phillip Island Shire, confined to an area of 94 square kilometres, as in the past, would enjoy the benefits of reduced administration, maintenance and servicing travelling costs, and would be closer to the community it serves.

The strength of its viability may well place a query against the viability of what remains of the Bass Coast Shire.

**We submit that Phillip Island should not be denied on the basis of neighbouring mismanagement.**

In fairness we would like to state that we believe that the Councillors and Staff of the new amalgamated Bass Coast Shire were landed with an extremely difficult task back in 1994.

The Bass Coast Shire was, in our opinion, thrown together with little regard to its size, shape or diversity.

Those concerned have, for the most part, done their best to handle a daunting situation.

But the marriage has failed.

Restructure is the only answer, as far as the island is concerned.

## Conclusion

The Shire of Phillip Island was a strong viable Shire in its own right prior to amalgamation. The former Phillip Island Council, over a period of 66 years, demonstrated that it could economically manage the needs of Phillip Island far better than has proved to be the case under the amalgamated Bass Coast Shire.

The Bass Coast Shire is operating in deficit and the promised economies of scale have failed to eventuate. There is no evidence of improved economic efficiency.

The reverse has occurred, in the form of a massive bureaucracy and wasted money that can be counted in the millions.

**With or without the separation of Phillip Island, the Bass Coast Shire is crying aloud for an efficiency audit and major reconstruction.**

**To this end, we request the conduct of an Independent Municipal Review of the Bass Coast Shire.**





# Appendix 1



# 'Virtual' set-up could lead to slim, cost-efficient councils

With the outsourcing of services, local governments could become far more efficient, doing away with the need for mergers.

**I**magine your local council didn't exist. In its place, a small group of people performed only the bare functions of government. Generic tasks were outsourced. Rate collection and capital works were outsourced too. Part-time contractors were employed by the council for specialist work. If service delivery was not satisfactory, the council could switch suppliers quickly.

Such a slimmed-down council, called a virtual council, could then use a shared services centre with neighbouring councils that would be run as a commercial co-operative. The services centre could even be run by a public company.

The public company would have its own chief executive and be governed by a board of directors consisting of the general managers of its member councils. Each council, with the assistance of its general manager, would negotiate a services contract with the chief executive of the services centre.

The services centre would pay an annual dividend to each member council commensurate with the value of services sold to it. It would be run strictly as a business, providing works, maintenance, IT, financial services, planning and so on, to participating councils.

Get the picture, right? The idea is that local governments, as we know them, can be radically reconceived.

This idea comes from Professor Percy Allan, a former secretary of the NSW Treasury. It can be found in a chapter he wrote for the latest report by the Committee for Economic Development of Australia.

Professor Allan has taken the idea of virtual councils from the United States, where such models are found in abundance. He says these models for local councils can be introduced to Australia to solve a problem that has convinced local politicians they need to merge with neighbouring councils: the need to find cost efficiencies.

However, as he says, the belief that increased size will always increase cost efficiency is not backed by evidence. People



**Out with the old:** We need to rethink how local bodies can be run.

may believe that small, local governments, which allow more community control, are more costly than larger organisations, but the 2006 NSW local government inquiry "found no conclusive evidence" that council mergers reduce unit costs.

For smaller rural councils, a lack of population density rather than size appears to be the main cause of higher operating costs per resident, he says. The solution is to rethink how local governments can be run.

"The 'bigger is better' argument is not always apt for a public bureaucracy, where being nimble, flexible and cost conscious can be difficult, given the bigger span of control," Professor Allan says.

"The reality of council operations is that some services enjoy economies of scale, while others suffer diseconomies from aggregation. A one-size-fits-all approach is both crude and dangerous."

He then quotes Professor Brian Dollery, of

the University of New England, saying that "the results of amalgamations [in Australia] have not met expectations ... Structural changes through compulsory council consolidation have not been effective in achieving their intended aims of meaningful cost savings and increased operational efficiency."

Professor Allan suggests we consider running a pilot program of virtual councils to see how they perform.

It is a novel idea to solve an important economic problem. What do you think of it? To have your say, see [smh.com.au/money](http://smh.com.au/money)

**Gareth  
Hutchens**







# Appendix 2



# A history of the affect of amalgamation on Phillip Island

Amalgamation of councils was presented to the Phillip Island community in 1994 by the Victorian State Government as an economic necessity, with advantages including a reduction in rates, achievable through economies of scale that would result through the merger.

With the state government informing councils early in 1994 that it intended to reduce the number of municipalities in Victoria from 210 to “about 100” the amalgamation debate dominated the community agenda on Phillip Island for the first half of that year.

Then Phillip Island Shire president John Matthews and many other high profile community leaders, including former councillor Anne Davie (who was so disillusioned that six years later she led the Phillip Island Stand Alone movement,) supported amalgamation, on the basis that it was inevitable that mergers would occur; that existing inefficiencies would be addressed; rates would be stabilised and reduced; the municipality would operate more cost effectively, and that we had a wider community of interest in many fields.

(As it turned out, the direct opposite on every count was and is the case.)

The island council of the day supported local government reform, but it expressed concern that in the wide, sweeping reform agenda proposed, the value of the island to the state as a major tourist and environment icon could be lost.

(This fear has now been fully realised.)

The council expressed its deep concern that management and efficiency issues may dominate the debate to the detriment of strategic and visionary issues, and suggested the island required an overarching form of government, to properly manage its many and quite unique assets.

Supporters of amalgamation felt there was much to be gained by “big picture” planning and felt that the island should determine its own future by establishing a preferred position, as part of the amalgamation process.

Then Cr Phil Dixon was strenuously opposed to any merger, insisting Phillip Island would be better served by maintaining the existing boundary.

A public meeting attended by 200 people in August 1994 was held to ascertain the community view, prior to the Shire of Phillip Island making a decision on its preference.

Two options . . . stand alone; or amalgamate with Bass and Wonthaggi . . . were put to the meeting.

About 50% of those present wished to stand alone, 20% supported amalgamations, and 30% said they were undecided.

Debate raged thick and fast following the public meeting, with the council eventually deciding some weeks later that it would present two options to the Local Government Restructure Board, for consideration.

The first was that the present boundary remain unchanged.

The second was that a new regional municipality be formed to include Phillip Island and the Bass coastline, bounded by the railway line.

The new municipality would not include Kilcunda or Wonthaggi.

In each option, Cowes was touted to remain the centre of local government.

Public opinion initially appeared to favour stand alone.

But by late August, the mood for change had swung around.

Figures prepared by the Shire of Phillip Island indicated that a savings of \$1.5 million would be realised through amalgamation with Bass and Wonthaggi.

The figures were based on staff reductions of 15%, which equated to an annual rate reduction of \$100 per property on the island.

The reduction was to be achieved by a reduction in senior executive numbers; administration staff numbers; and the deployment of equipment over a larger area, which would eliminate doubling up on plant purchases.

Bigger is better, was the catchcry, on the basis that bigger provides for a greater capacity in the delivery of a wide range of council services.

Opponents of amalgamation pointed out that while the incentive of lower rates was attractive, it created a false sense of a merger being a smart move, as any reduction could be negated by user pays; and the savings would be achieved by the loss of municipal employment . . . that is, the jobs of community members . . . locally.

With fewer pay packets circulating, the resultant economic impact on the island community would be felt.

Differential farm rates set by the Phillip Island Shire also recognised low economic viability and were set to encourage retention of broad acres valued by the community, and this system would be put at risk, it was argued.

## **Amalgamation it is**

At the conclusion of a six month discussion and consultation period, Phillip Island councillors voted to opt for amalgamation with Bass and Wonthaggi, to form a Bass Coast local government region. The council vote was influenced by the fact that the only other alternative put before them appeared to be an amalgamation of eight municipalities to form one super South Gippsland region; and an indication from the Local Government Board that it was unwilling to see the island boundaries remain unchanged.

Once the decision was made, island councillors moved to initiate discussions with the other two councils, on the division of the municipal departments between the three shire offices.

(Today, the entire operation is centralised in Wonthaggi)

Phillip Island councillors wanted tourism, engineering and economic development based at Cowes, and administration, health and welfare at Wonthaggi.

The restructure became official in October 1994.

Twenty four Gippsland municipalities were merged into six.

The decision was applauded by the Phillip Island Council and many community leaders.

It was received with bitter disappointment by then Cr Phil Dixon, who said she reflected the views of “every second person on Phillip Island.”

The new municipality comprised the shires of Bass and Phillip Island, the Borough of Wonthaggi, and a small part of the Inverloch, Wattle Bank and Lance Creek districts.

The Board announced the restructure was in accordance with what the three councils had submitted to them.

## **Headquarters**

On the issue of establishing a headquarters for the new Bass Coast Shire, Phillip Island councillors argued that the administrative centre of the new shire should be based at Cowes, because the island had the densest population, and highest number of ratepayers to be serviced.

In 1994, Phillip Island had more ratepayers (10,6210) than the Borough of Wonthaggi and the Shire of Bass combined (8618)

Phillip Island expenditure (\$11,302,000) exceeded the combined annual expenditure of Bass (\$6,053,000) and Wonthaggi (\$4,381,000).

Of the island's expenditure \$4,535,000 was spent on capital works.

This figure well exceeded the combined total of capital works of \$1,152,000 in the Shire of Bass and \$524,000 in the Borough of Wonthaggi.

Phillip Island carried out 6565 weekly home garbage services, compared to a combined Wonthaggi/Bass total of 5705.

Development on Phillip Island outstripped both of the other areas by a huge margin.

For the month of October 1994, (when amalgamations were announced) the Borough of Wonthaggi approved just four building permits compared to Phillip Island's 32.

A comparison of staff numbers also supported Phillip Island's claim to be declared the administrative centre of the new shire.

Phillip Island at the end of 1994 had a staff of 137, comprising 88 full time and 43 part time or casual employees.

The Shire of Bass employed 42 full time and 39 part time staff; and Wonthaggi 33 full time and 46 part time staff.

The island case was ignored/dismissed, with Wonthaggi named as the administrative centre of the new shire by the State Local Government Minister Roger Hallam.

Phillip Island recognised the huge economic loss it would suffer through the relocation of its staff to Wonthaggi.

Three unelected commissioners were appointed to run the new shire.

In early 1995, the Bass Shire Office at Archies Creek was closed by the commissioners, and administrative headquarters set up at Wonthaggi. Furniture and equipment from Phillip Island were taken across by the truckload.

By March, the municipal offices at Cowes had been reduced to a Customer Service Centre with two staff, and all enquiries relating to engineering, building, planning, health, rates, contracting and community services were dealt with in the Bass Coast Shire municipal offices in Wonthaggi.

In April 1995, Bass Coast commissioners announced their intention to sell 80 acres of land at the corner of the Phillip Island/Nobbies Road for \$280,000. It caused a furore on the island.

The land had been purchased by the Shire of Phillip Island two years earlier, to cater for the island's future needs.

(It would have provided a green field site for a new hospital, and the plan was to use part of it to relocate the island's sporting clubs and facilities.

The Commissioners announced at the same time that they would purchase the former State Bank building in Wonthaggi for \$156,000.

Expressions of interest were then called for the sale of the old San Remo hall site, and the old Phillip Island Shire hall site in Thompson Avenue, which were sold.

The Rhyll tip was also sold to DSE for the princely sum of \$31,000.

(This decision has since had extreme ramifications. The shire was given notice to vacate by DSE (on conservation grounds) and given extensions of time for a fifteen year period; but successive councils did nothing about finding a replacement site. In June last year, DSE closed the tip with Phillip Islanders forced to travel to Grantville or Wonthaggi, adversely affecting everyone and builders and home maintenance operators in particular, who used the tip daily but are now faced with a one and a half turnaround journey out of their working day. Five months later a limited service has been put in place with reduced opening hours compared to the other areas.)

When taken to task by concerned ratepayers back in those early days of amalgamation, over the sale of island assets, the Chief Commissioner stated that while former councils acquired property in the past for what they saw at the time to be the future needs of their municipalities "those shires no longer exist and we must now assess the needs of all of the people of the shire."

Commissioners said the land had to be sold because "holding costs are high."

Olive Justice Place (a block of land in Chapel St Cowes) was purchased later in the year for \$230,000

## **Staff unrest**

In July, 1995, a mass meeting of the shire's Australian Services Union (ASU) members was called. Criticism by union leaders stated that creation of the major service centre at Wonthaggi had left Phillip Island with very little; that service to Phillip Island was being substantially downgraded; that staff morale was at an all time low; and that the exodus of staff on packages had cut services to the bone.

An ASU representative strongly criticised the fact that the four most senior staff on Phillip Island had been overlooked at management level "and would play no part in the restructured council."

(Senior staff from Wonthaggi and Bass were employed)

He said that local knowledge was vital in a new administration, but this had been let go at many levels, with a negative affect.

He claimed management was top heavy; and in fact contrary to the pledges made, heavier than before amalgamation.

Of the 40 full time staff employed internally at Cowes at the time of amalgamation, just six months later, only ten remained.

Eight of these now worked in Wonthaggi.

At the mass meeting called by the ASU, a unanimous vote of no confidence in the Bass Coast Commissioners was passed by shire employees. Industrial action was threatened.

Of the island's 48 depot staff, 12 had departed. Another 13 were let go the following year.

It was announced in September by Commissioners that overall, staff numbers had been reduced from 200 to 150.

The vast majority of those job losses were from Phillip Island.

## **Phillip Island is aggrieved**

At the time of amalgamation, Phillip Island's debt level was \$1.3 million; Wonthaggi's \$1.8 million, and Bass owed a total of \$2.7 million.

Rumblings about whether Phillip Island was subsidising the other two areas in the amalgamated shire began to be heard after the Bass Coast Shire's first budget was brought down.

The 1995/96 budget showed that the new council would raise \$1.3 million through the sale of Phillip Island Shire assets, and through long term lease agreements with the island shire's two caravan parks.

(Once a solid source of revenue for the shire, these were (and remain) leased out to private enterprise)

The figure of \$1.3 million was made up of:

- \$642,000. Long term lease of island caravan parks
- \$280,000. Sale of 80 acres (CA79) of council land
- \$255,000. Sale of the old Cowes hall site in Thompson Avenue
- \$31,000. The sale of the Rhyll tip to DSE.

In the first year of amalgamation, a 20% rate reduction was announced as part of the shire budget..

The reduction in real terms was not uniform across the shire.

Rates for Phillip Island's 110 farmers increased dramatically, by 22%. The reduction for an average Phillip Island home was closer to 10% than the 20% heralded elsewhere, because valuations on the island were higher.

Rates were capped that first year however to ensure that no ratepayer paid more than a 10% increase, or enjoyed more than a 40% decrease, on the last rate bill.

The Chief Commissioner's proclamation at the time that savings had been delivered with no loss of services, was scoffed at publicly locally.

That was simply not the case.

Garbage services were drastically cut back to commercial operators, without notice, and without provision for a replacement service.

Of particular concern (and still is) was the unkempt appearance of Cowes, formerly very well maintained, when it was the tourism capital of the shire.

With Cowes shire depot staff numbers reduced to just 8, general maintenance suffered severely, and it showed.

Islanders ringing the Bass Coast Council in Wonthaggi were still up for the cost of a long distance call, 11 months after being told this situation would be remedied.

The new council refused to honour a \$5,000 annual commitment to Cowes Primary by the old shire to keep the school pool open after hours for community use, and refused to continue with other valued local programs.

Legal proceedings by the former Phillip Island CEO against the Bass Coast Shire were issued in the Supreme Court for wrongful dismissal.

The island's CEO still had two and a half years of a five year contract to serve.

Griffiths Point Lodge (hostel) at San Remo was sold by the Bass Coast Shire in June 1996, eliciting an angry reaction from many San Remo residents.

The delivery of Maternal and Child Health Care Services by council was axed, and put out to tender by the Bass Coast Shire in June 1996.

Responsibility for the operation of kindergarten services was next to go, in July 1996. Insult was added to injury when the decision was announced, before the kindergarten committees had lodged the submissions they had been asked to prepare by a due date, commenting on this issue.

On a positive note, the Bass Coast Shire announced a \$500,000 revamp of the Phillip Island Shire offices into an auditorium and community centre, after a state government grant was secured for about half of that amount.

Two years after amalgamation, the former Phillip Island CEO wrote publicly of the unbearable pressures that had been placed on staff and their families, as the downsizing of the shire took place. He wrote of the suspension of democracy, the punishment of free speech if staff spoke out, and the quest for self preservation in what were very dark years.

And of the immense social and emotional cost for those caught up in those times.

At the end of two years, the economy of Phillip Island had suffered from the transfer of municipal staff from Cowes to Wonthaggi.

In addition to the loss of staff and jobs, and the money spent in the local community, the purchase of materials, stores, vehicles and fuel, plant and equipment from Phillip Island businesses ceased, to the point that it was almost non existent.

The island did not ask for special treatment. . . just equity; and this was clearly not being delivered.

## **Return of democracy**

Democracy returned in the Bass Coast Shire in March 1997, with the election of seven councillors to the Bass Coast Shire.

But shortly after, in June, island ratepayers were shocked to see 142 lots of council equipment, including a new street cleaner, graders, tractors, back hoes, lawn mowers, utilities, tanks, cleaners . . . and the list went on, sold from the Cowes depot.

The equipment was not advertised for sale in the Phillip Island Advertiser. It was advertised in the Wonthaggi Sentinel. The Advertiser outsells the Sentinel on Phillip Island by 3 to 1.

Items such as a new street cleaner purchased by the old council were sold because it was no longer needed . . . as street cleaning on Phillip Island was reduced from daily in summer to rarely.

The service was stopped in April.

(Two million visitors dropping rubbish and icecream was not a consideration)

The new shire refused to water the beachfront lawns in summer, resulting in unsightly dead grass on the iconic Cowes Esplanade beaches.

Rubbish along the island's roads was no longer picked up. That service also ceased in April.

The remaining 15 roads and nine parks and garden employees left in the entire Bass Coast Shire, who had the monumental task of maintaining the entire area described (on the condition of anonymity) the items being sold as vital to their work.

That asset sale of island equipment raised another \$600,000, which was absorbed into shire revenue.

Meals on Wheels staff at the Senior Citizens Clubrooms were made redundant in June.

That service was handed to Wonthaggi. The Warley CEO objected that the Cowes hospital was not given the chance to tender to provide the service.

Bingo was banned next, under a Bass Coast Shire decree that the (island's) council bus could no longer be used to take the frail elderly Evergreen members to the RSL to play this game; and that the group was not to attend any place where there were gambling activities.

That interference incensed the community, with carers stating that cheap lunches at the RSL were a highlight for the often lonely elderly people in their care, and many loved the game of Bingo, which had a maximum outlay of \$2.

## Phillip Island Stand Alone

With the island's assets being sold off, services steadily diminishing, and discontent growing annually, a public meeting was finally called six years later on Phillip Island in 2001.

Purpose of the meeting was to protest at the declining level of municipal service and rising rates that had been the hallmark following council amalgamations . . . and to demand change.

Leading the charge were community leaders who had embraced amalgamation initially, and had wanted to see it work, but who were now thoroughly disillusioned.

In unprecedented scenes, 800 people turned out to the meeting, and another 150 apologies were read out.

In a resounding judgement, passed at the meeting, on six years of local government by the amalgamated Bass Coast Shire, a vote of no confidence in the council administration was passed.

A resolution, that the Minister for Local Government be asked to review the municipal boundaries of the Bass Coast Shire, with a view to re-establishing the Shire of Phillip Island, was also resoundingly carried.

A committee was established to carry out the meeting's wishes.

It was led by Anne Davie, who spoke of an arm's length bureaucracy, exclusion, inaction by council, and participation in community life being hindered by the bureaucracy.

She spoke of a lack of communication between the council and the people; a system which had become increasingly remote and aloof from the people; a system that brooked no interference; and an administration which refused to listen to those whom it was established to serve.

Others spoke of the decline in services which had in a very short space of time adversely affected the island's physical appearance and social structures.

The new shire was described as a huge bureaucracy, remote from the community, and bogged down in overpowering, unproductive, corporate management structures that devour most of the annual rate revenue.

There was concern over the fact that councillors decided just 4% of planning applications, with their planning powers largely delegated to the bureaucracy.

However, in spite of the strong show of people power, the councillors of the day refused the committee's request to commit to a preliminary independent review of the Bass Coast Shire; a decision that was slammed at an October 2001 public meeting that recorded 360 apologies, and was attended by 600 people.

A commitment was elicited from the state government that if the request came from the Bass Coast Council, it would agree to conduct a municipal review, as requested by Phillip Island.

Pro municipal review candidates contested all seats at the next election, defeated sitting councillors across the shire opposed to a review.

The new council then unanimously voted for a motion to request the Minister for Local Government to conduct a municipal review of the Bass Coast Shire.

But in a blow to the committee and its supporters, the then state government led by Premier Steve Bracks, reneged on its promise.

Although the request to government had the unanimous support of the new council, the State Government went back on its word and said NO.



## Today (2012)

The promise of economies of scale and rate reductions through amalgamation failed to eventuate, after the initial rate cut.

Successive annual rate increases from 2002/03 have been 12.5%; 12.5%; 9.5%, 7.5%, 4.25%; 7.9%; 7.9%; 7.9%; 6.5%; 6.9%; and 6.4% last year.

Bass Coast Shire staff numbers have increased from the initial 150 after the first year of amalgamations, to 310 full time equivalent positions, or 420 employees.



# Appendix 2



# Bass Coast Shire

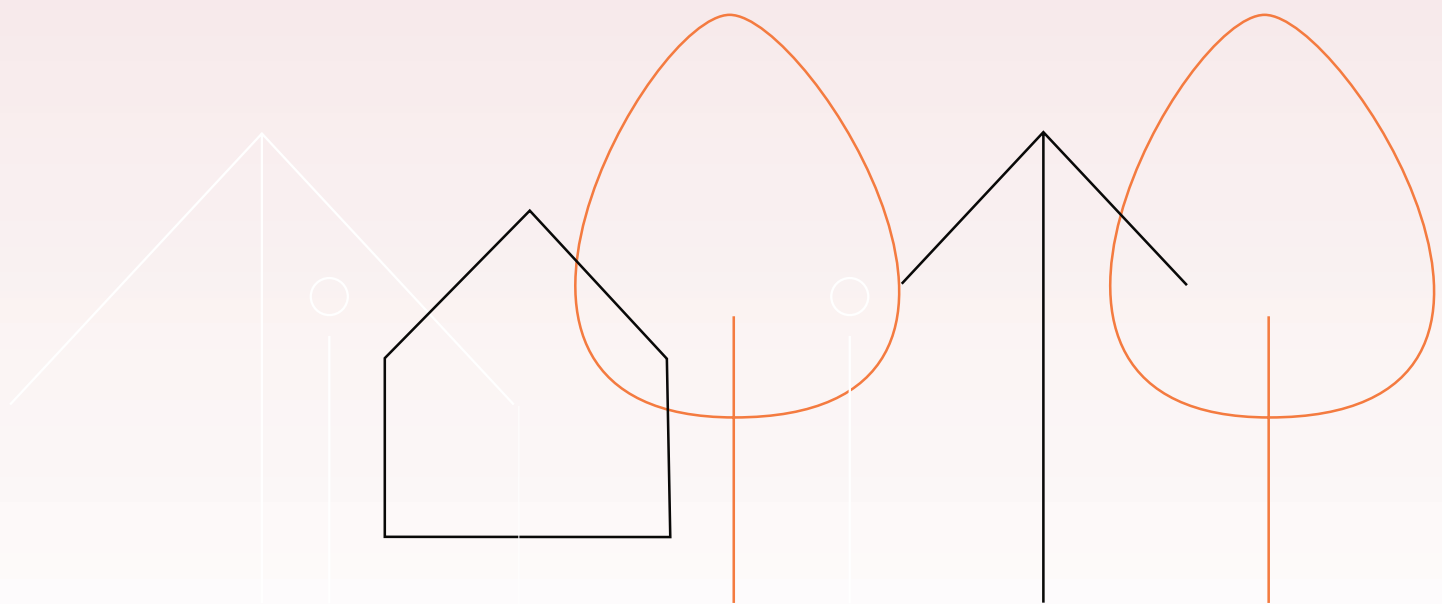
2013 Census results

Phillip Island

Comparison year: 2006

Benchmark area: Regional VIC

community profile



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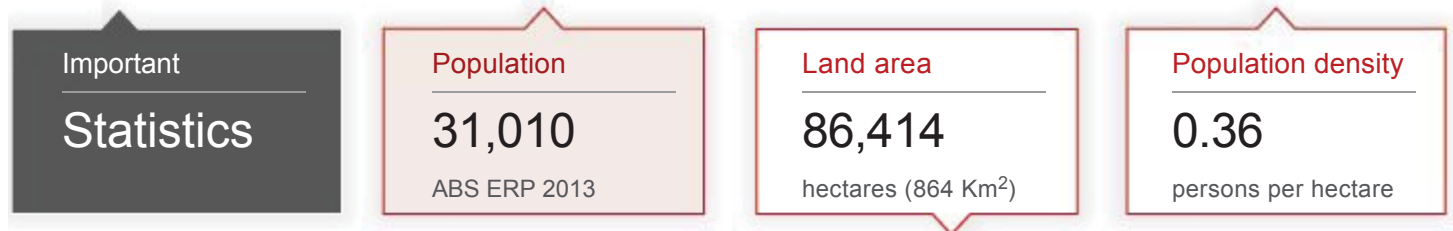
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# Welcome to Bass Coast Shire Community

## Profile

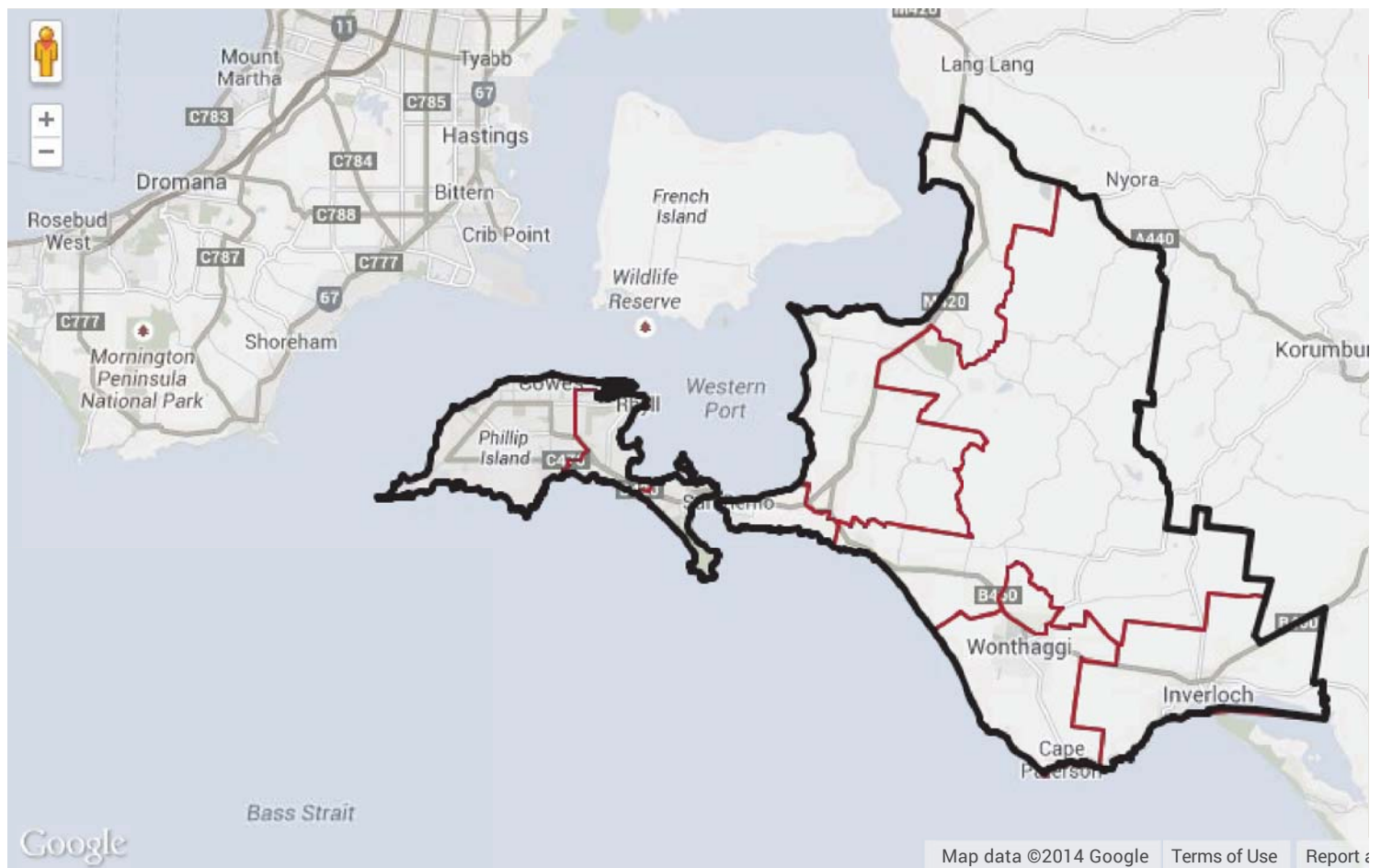
Bass Coast Shire is located in south-eastern Victoria, about 130 kilometres south-east of Melbourne.

The Bass Coast Shire Community Profile provides demographic analysis for the City and its suburbs based on results from the 2011, 2006, 2001, 1996 and 1991 Censuses of Population and Housing. The profile is updated with population estimates when the Australian Bureau of Statistics (ABS) releases new figures.



### Profile areas

Bass Coast Shire

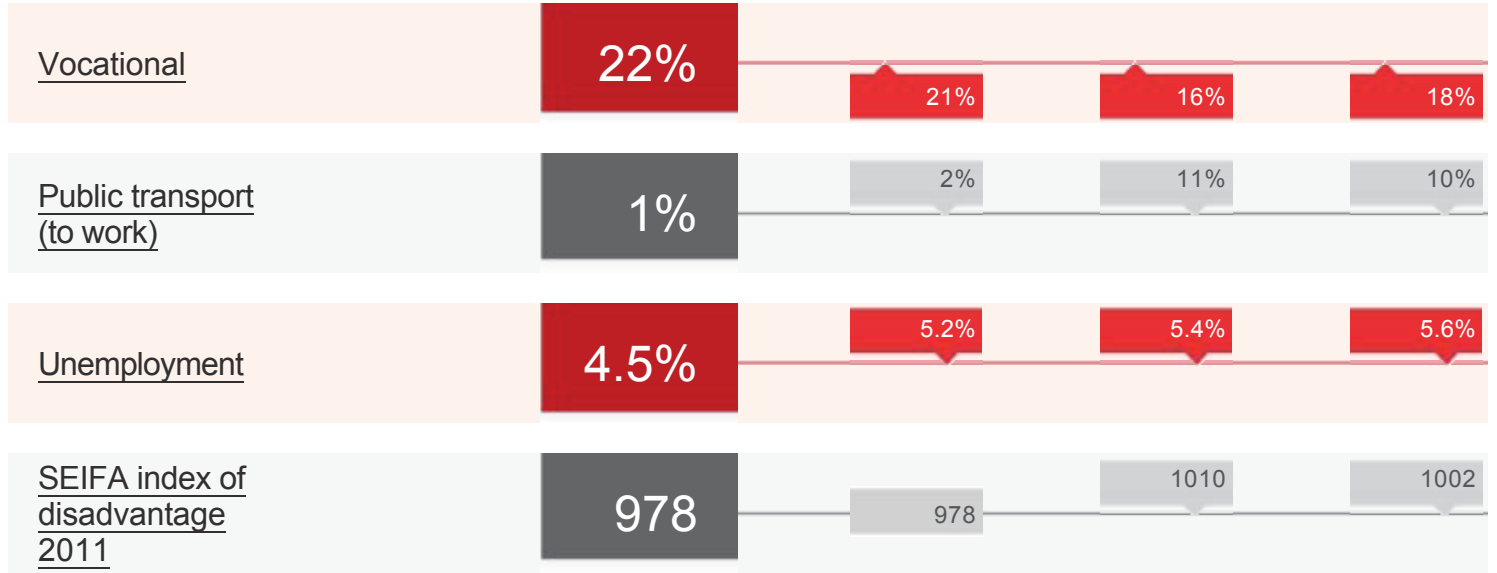


Compiled and presented in profile.id by .id, the population experts.

# Population highlights







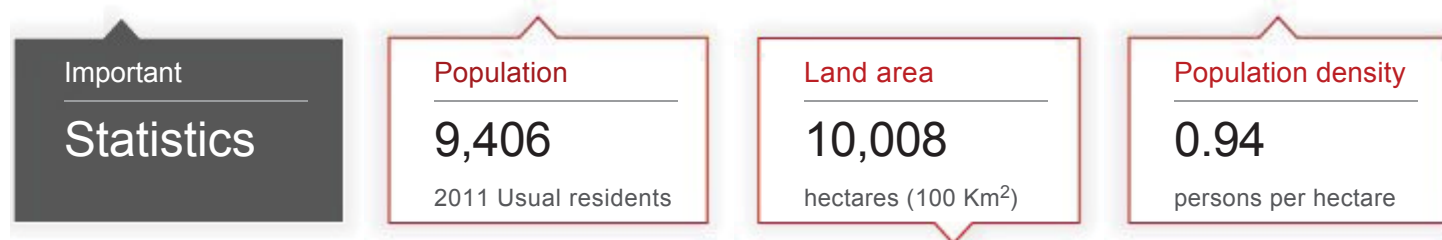
# About the profile areas

## Location and boundaries

Phillip Island is surrounded by Western Port Bay and Bass Strait.

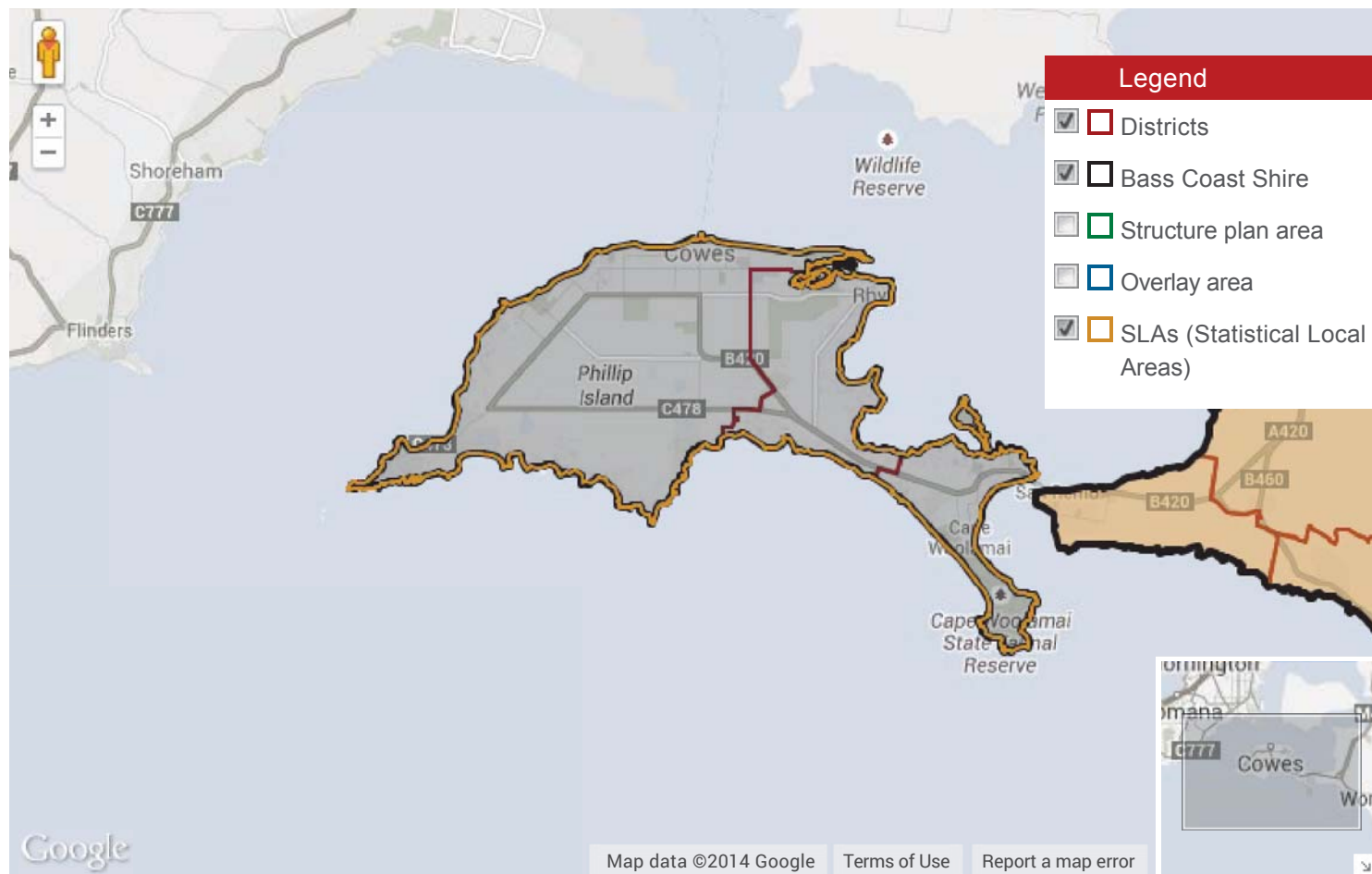
## Name origin

Phillip Island is named after Captain Arthur Phillip, the first Governor of New South Wales.



## Profile areas

Phillip Island



Compiled and presented in profile.id by .id, the population experts.

## Settlement history

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Settlement of the area dates from 1826 when a temporary British settlement was established at Rhyll. Land was used mainly for sheep grazing. Population was minimal until the 1860s, when the first land sales were made, with the township of Cowes established in the 1870s. Substantial growth did not occur until the 1920s, spurred by tourism. The most significant development took place from the 1940s, after the first bridge to the island was built. Growth continued from the 1960s, when some farming land was subdivided for housing. The population increased substantially from the early 1990s, a result of large numbers of new dwellings being added to the area.

## Land use

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Phillip Island is a rural, residential and resort area.

## Major features

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Major features of the area include the Cowes township, Phillip Island Penguin Parade, Phillip Island Grand Prix Circuit, The Nobbies, Seal Rocks, The Nobbies Centre, Churchill Island, Cape Woolamai State Faunal Reserve, Churchill Island Marine National Park, Cowes Golf Club, Aussie Golf Ranch, Amaze N Things, Phillip Island Vineyard & Winery, Rusty Water Brewery, Phillip Island Airport, Phillip Island Wildlife Park, Swan Lake, Rhyll Wetland & Bird Sanctuary, Phillip Island Leisure Centre, Phillip Island Nature Park, Churchill Island Heritage Farm, Phillip Island Chocolate Factory, Mutton Bird Colony & Rookeries, Conservation Hill Reserve, David Forrest Koala Reserve, Koala Conservation Centre, Oswin Roberts Koala Reserve, Swan Lake Reserve, Ventnor Koala Reserve, numerous beaches and several schools.

## Included areas

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Phillip Island encompasses the localities of Cape Woolamai, Churchill Island, Cowes, Newhaven, Rhyll, Silverleaves, Smiths Beach, Summerlands, Sunderland Bay, Sunset Strip, Surf Beach, Ventnor and Wimbleton Heights.

# Population, dwellings and ethnicity

The Census provides us with a count of the total population in Bass Coast Shire in 2011 as well as several sub-populations such as the Indigenous population, voter population and the overseas born. It also enables us to see how these have changed over each five year period back to 1991. It is important to note that there are different ways of counting populations. You can access two population counts on this page – the Usual Residence count and the Enumerated Count – by changing your Data Type selection in the control bar above the table. For post 2011 population go to [Population Estimates](#) and to read about which population to use when, go to [Population Types](#).

Population in non-private dwellings includes all those staying temporarily or long-term in dwellings which provide a communal form of accommodation. This includes nursing homes and hostels, hotels and motels, prisons, hospitals, army barracks and other institutions.

## Population

Phillip Island	2011			2006			Change
Population	Number	%	Regional VIC %	Number	%	Regional VIC %	2006 to 2011
Population (excluding O/S visitors)	9,406	100.0	100.0	8,172	100.0	100.0	+1,234
▪ Males	4,590	48.8	49.1	3,966	48.5	49.2	+624
▪ Females	4,816	51.2	50.9	4,206	51.5	50.8	+610
Australian citizens	8,293	88.2	90.9	7,046	86.2	91.3	+1,247
Eligible voters (citizens aged 18+)	6,533	69.5	69.3	5,569	68.1	68.4	+964
Overseas visitors	--	--	--	--	--	--	--

Source: Australian Bureau of Statistics, [Census of Population and Housing](#) 2006 and 2011. Compiled and presented in profile.id by [.id](#), the population experts.

## Dwellings

Phillip Island	2011			2006			Change
Dwellings	Number	%	Regional VIC %	Number	%	Regional VIC %	2006 to 2011
Total dwellings	10,584	100.0	100.0	9,544	100.0	100.0	+1,040
Occupied private dwellings	4,034	38.1	83.3	3,464	36.3	83.8	+570
Population in non-private dwellings	336	--	--	274	--	--	+62
<i>Average household size (persons per dwelling)</i>	2.20	--	2.40	2.20	--	2.45	--

Source: Australian Bureau of Statistics, [Census of Population and Housing](#) 2006 and 2011. Compiled and presented in profile.id by [.id](#), the population experts.

The 'Dwellings' table is enumerated data.

# Culture and ethnicity

Phillip Island	2011			2006			Change
Ethnicity	Number	%	Regional VIC %	Number	%	Regional VIC %	2006 to 2011
Aboriginal and Torres Strait Islander population	43	0.5	1.5	30	0.4	1.2	+13
Australian born	7,308	77.7	84.3	6,086	74.5	84.3	+1,222
Speaks a language other than English at home	502	5.3	5.3	393	4.8	4.7	+109

Source: Australian Bureau of Statistics, Census of Population and Housing 2006 and 2011. Compiled and presented in profile.id by .id, the population experts.

# Service age groups

The Age Structure of Phillip Island provides key insights into the level of demand for age based services and facilities such as child care. It is an indicator of Phillip Island's residential role and function and how it is likely to change in the future.

Service age groups divide the population into age categories that reflect typical life-stages. They indicate the level of demand for services that target people at different stages in life and how that demand is changing.

To get a more complete picture Phillip Island's Age Structure should be viewed in conjunction with [Household Types](#) and [Dwelling Types](#).

## Age structure - service age groups

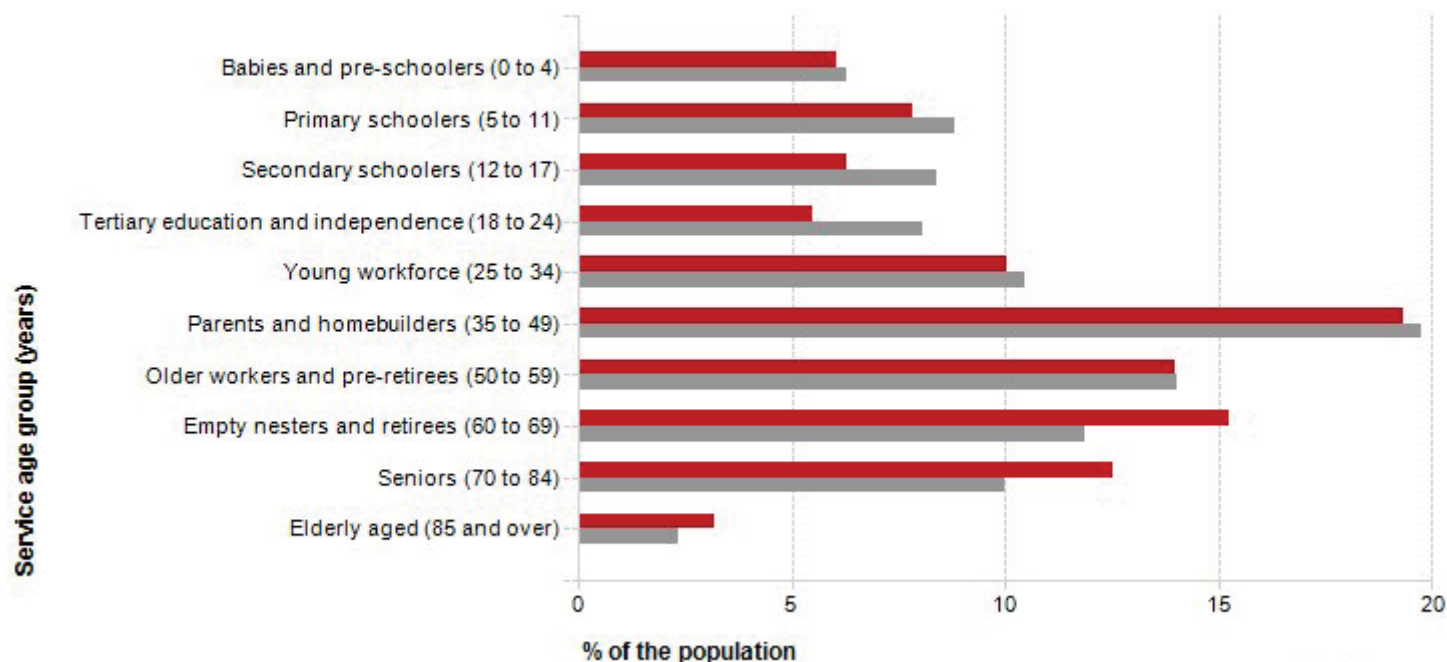
Phillip Island - Total persons (Usual residence)	2011			2006			Change
Service age group (years)	Number	%	Regional VIC %	Number	%	Regional VIC %	2006 to 2011
Babies and pre-schoolers (0 to 4)	571	6.1	6.3	447	5.5	6.0	+124
Primary schoolers (5 to 11)	737	7.8	8.8	652	8.0	9.7	+85
Secondary schoolers (12 to 17)	593	6.3	8.4	631	7.7	9.0	-38
Tertiary education and independence (18 to 24)	516	5.5	8.1	407	5.0	8.0	+109
Young workforce (25 to 34)	946	10.1	10.5	765	9.4	10.7	+181
Parents and homebuilders (35 to 49)	1,816	19.3	19.8	1,607	19.7	21.1	+209
Older workers and pre-retirees (50 to 59)	1,313	14.0	14.0	1,185	14.5	13.8	+128
Empty nesters and retirees (60 to 69)	1,436	15.3	11.9	1,164	14.2	10.0	+272
Seniors (70 to 84)	1,177	12.5	10.0	1,108	13.6	9.7	+69
Elderly aged (85 and over)	301	3.2	2.3	206	2.5	2.0	+95
<b>Total population</b>	<b>9,406</b>	<b>100.0</b>	<b>100.0</b>	<b>8,172</b>	<b>100.0</b>	<b>100.0</b>	<b>+1,234</b>

Source: Australian Bureau of Statistics, [Census of Population and Housing](#) 2006 and 2011. Compiled and presented in profile.id by [.id](#), the population experts.

# Age structure - service age groups, 2011

Total persons

Phillip Island Regional VIC

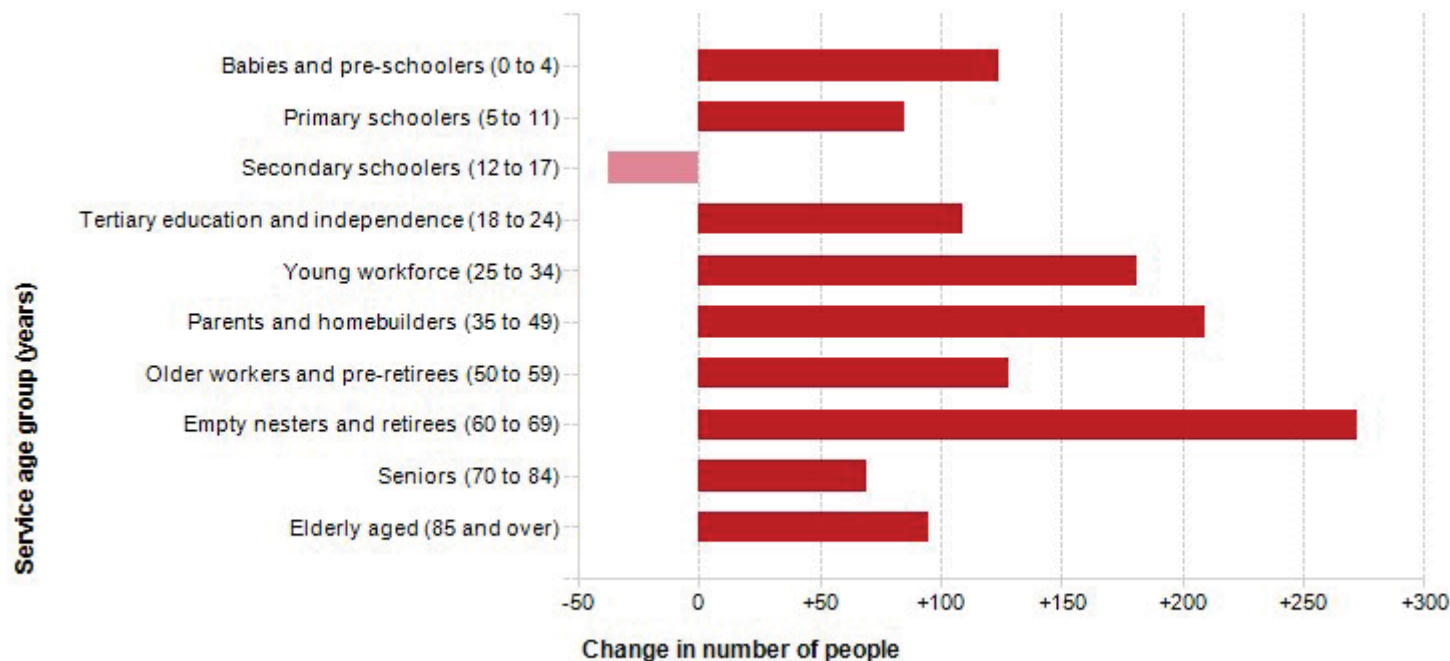


Source: Australian Bureau of Statistics, Census of Population and Housing, 2011 (Usual residence data)  
Compiled and presented in profile.id by .id, the population experts.



# Change in age structure - service age groups, 2006 to 2011

Phillip Island - Total persons



Source: Australian Bureau of Statistics, Census of Population and Housing, 2006 and 2011 (Usual residence data)  
Compiled and presented in profile.id by .id, the population experts.



## Dominant groups

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Analysis of the service age groups of Phillip Island in 2011 compared to Regional VIC shows that there was a lower proportion of people in the younger age groups (0 to 17 years) and a higher proportion of people in the older age groups (60+ years).

Overall, 20.2% of the population was aged between 0 and 17, and 31.0% were aged 60 years and over, compared with 23.5% and 24.2% respectively for Regional VIC.

The major differences between the age structure of Phillip Island and Regional VIC were:

- A *larger* percentage of 'Empty nesters and retirees' (15.3% compared to 11.9%)
- A *larger* percentage of 'Seniors' (12.5% compared to 10.0%)
- A *smaller* percentage of 'Tertiary education & independence' (5.5% compared to 8.1%)
- A *smaller* percentage of 'Secondary schoolers' (6.3% compared to 8.4%)

## Emerging groups

---

From 2006 to 2011, Phillip Island's population increased by 1,234 people (15.1%). This represents an average annual population change of 2.85% per year over the period.

The largest changes in the age structure in this area between 2006 and 2011 were in the age groups:

- Empty nesters and retirees (60 to 69) (+272 people)
- Parents and homebuilders (35 to 49) (+209 people)
- Young workforce (25 to 34) (+181 people)
- Older workers and pre-retirees (50 to 59) (+128 people)



# Five year age groups

The Age Structure of Phillip Island provides key insights into the level of demand for age based services and facilities such as child care. It is also an indicator of Phillip Island's residential role and function and how it is likely to change in the future.

Five year age groups present a classic age profile of the population. Each age group covers exactly five years, which enables direct comparison between each group.

To get a more complete picture Phillip Island's Age Structure should be viewed in conjunction with [Household Types](#) and [Dwelling Types](#).

## Age structure - five year age groups

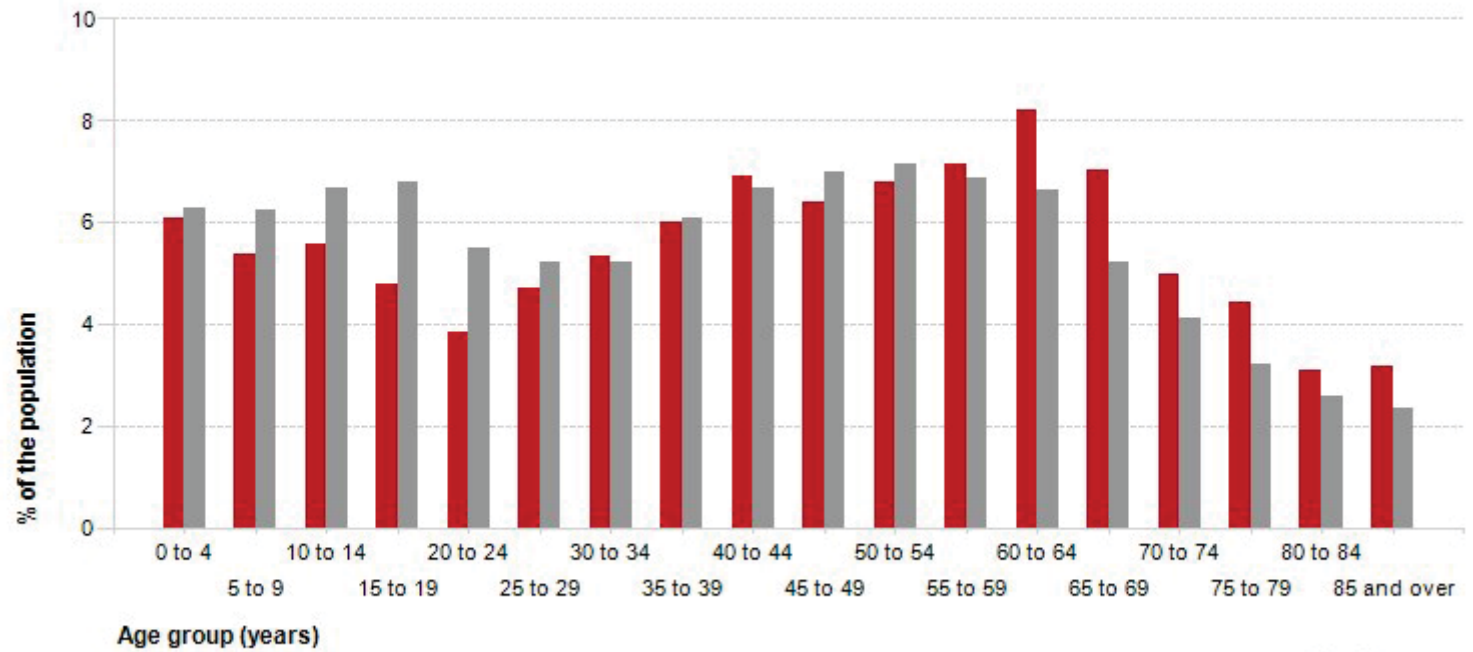
Phillip Island - Total persons (Usual residence)	2011			2006			Change
Five year age groups (years)	Number	%	Regional VIC %	Number	%	Regional VIC %	2006 to 2011
0 to 4	571	6.1	6.3	447	5.5	6.0	+124
5 to 9	507	5.4	6.2	451	5.5	6.8	+56
10 to 14	523	5.6	6.7	527	6.4	7.5	-4
15 to 19	452	4.8	6.8	432	5.3	7.0	+20
20 to 24	364	3.9	5.5	280	3.4	5.5	+84
25 to 29	443	4.7	5.2	344	4.2	4.9	+99
30 to 34	503	5.3	5.2	421	5.2	5.8	+82
35 to 39	565	6.0	6.1	483	5.9	6.6	+82
40 to 44	650	6.9	6.7	566	6.9	7.1	+84
45 to 49	601	6.4	7.0	558	6.8	7.4	+43
50 to 54	641	6.8	7.1	597	7.3	7.1	+44
55 to 59	672	7.1	6.9	588	7.2	6.7	+84
60 to 64	774	8.2	6.6	629	7.7	5.4	+145
65 to 69	662	7.0	5.2	535	6.5	4.6	+127
70 to 74	468	5.0	4.1	474	5.8	3.8	-6
75 to 79	416	4.4	3.2	361	4.4	3.4	+55
80 to 84	293	3.1	2.6	273	3.3	2.5	+20
85 and over	301	3.2	2.3	206	2.5	2.0	+95
<b>Total</b>	<b>9,406</b>	<b>100.0</b>	<b>100.0</b>	<b>8,172</b>	<b>100.0</b>	<b>100.0</b>	<b>+1,234</b>

Source: Australian Bureau of Statistics, [Census of Population and Housing](#) 2006 and 2011. Compiled and presented in profile.id by [.id](#), the population experts.

# Age structure - five year age groups, 2011

Total persons

Phillip Island Regional VIC

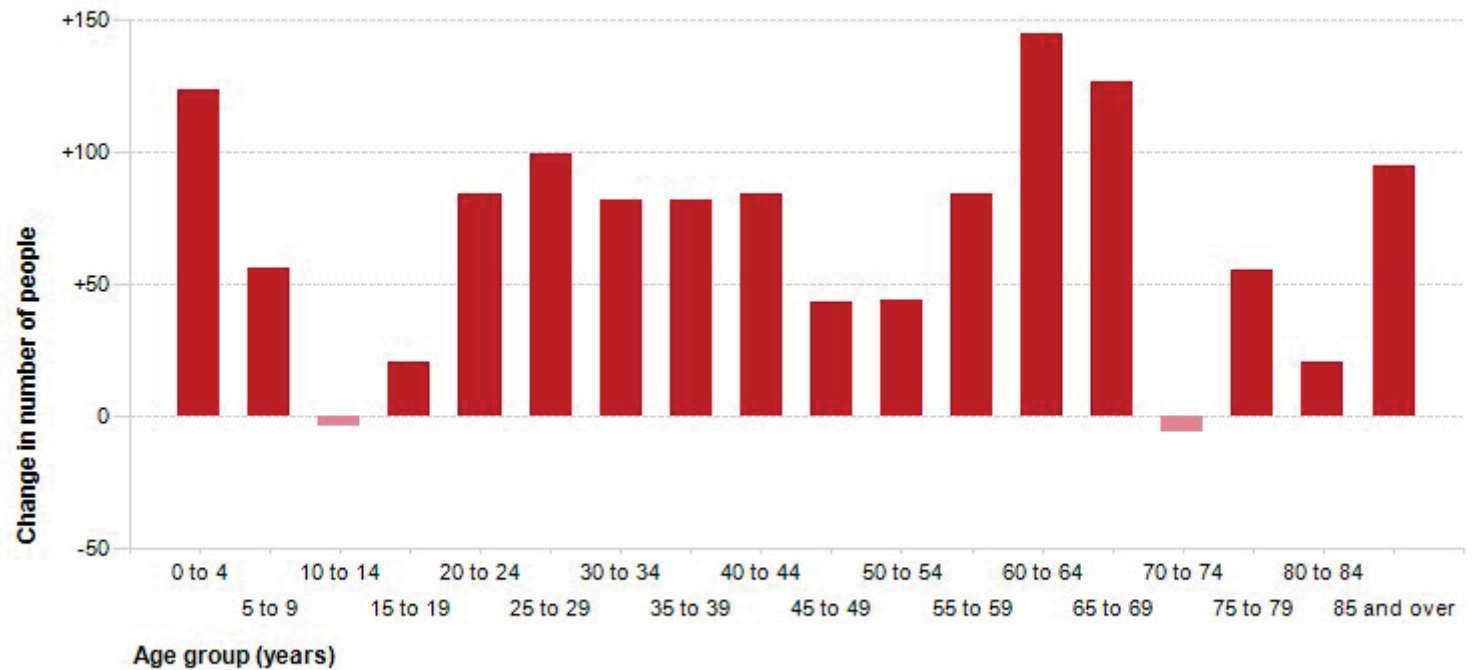


Source: Australian Bureau of Statistics, Census of Population and Housing, 2011 (Usual residence data)  
Compiled and presented in profile.id by .id, the population experts.



# Change in age structure - five year age groups, 2006 to 2011

Phillip Island - Total persons



Source: Australian Bureau of Statistics, Census of Population and Housing, 2006 and 2011 (Usual residence data)  
Compiled and presented in profile.id by .id, the population experts.



## Dominant groups

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Analysis of the five year age groups of Phillip Island in 2011 compared to Regional VIC shows that there was a lower proportion of people in the younger age groups (under 15) and a higher proportion of people in the older age groups (65+).

Overall, 17.0% of the population was aged between 0 and 15, and 22.8% were aged 65 years and over, compared with 19.2% and 17.6% respectively for Regional VIC.

The major differences between the age structure of Phillip Island and Regional VIC were:

- A *larger* percentage of persons aged 65 to 69 (7.0% compared to 5.2%)
- A *larger* percentage of persons aged 60 to 64 (8.2% compared to 6.6%)
- A *smaller* percentage of persons aged 15 to 19 (4.8% compared to 6.8%)
- A *smaller* percentage of persons aged 20 to 24 (3.9% compared to 5.5%)

## Emerging groups

---

From 2006 to 2011, Phillip Island's population increased by 1,234 people (15.1%). This represents an average annual population change of 2.85% per year over the period.

The largest changes in age structure in this area between 2006 and 2011 were in the age groups:

- 60 to 64 (+145 persons)
- 65 to 69 (+127 persons)
- 0 to 4 (+124 persons)
- 25 to 29 (+99 persons)

# Single year of age

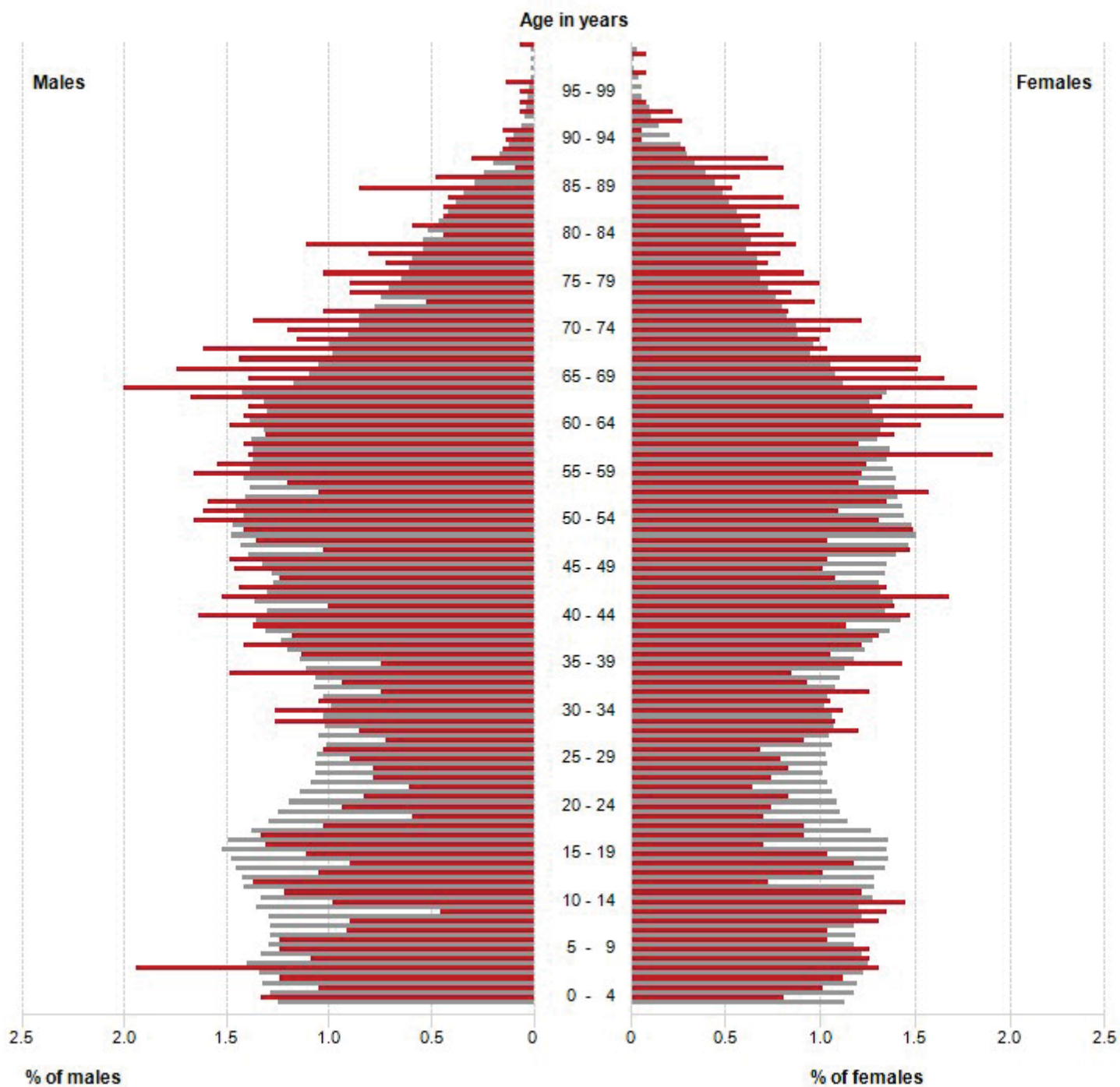
The Age Structure of Phillip Island provides key insights into the level of demand for age based services and facilities. It is also an indicator of Phillip Island's demographic role and function and how it is likely to change in the future.

Single year of age data is presented as an age-sex pyramid which enables the shape of the population to be compared geographically, temporally and by gender. For example, longer female life expectancy usually leads to the pyramid skewing to the right in the older age groups.

To get a more complete picture Phillip Island's Age Structure should be viewed in conjunction with [Household Types](#) and [Dwelling Types](#).

# Age and sex pyramid, 2011

■ Phillip Island ■ Regional VIC



Source: Australian Bureau of Statistics, Census of Population and Housing, 2011 (Usual residence data)  
Compiled and presented in profile.id by .id, the population experts.

**.id** the population experts

**.id** the population experts

# Household type

Phillip Island's household and family structure is one of the most important demographic indicators. It reveals the area's residential role and function, era of settlement and provides key insights into the level of demand for services and facilities as most are related to age and household types.

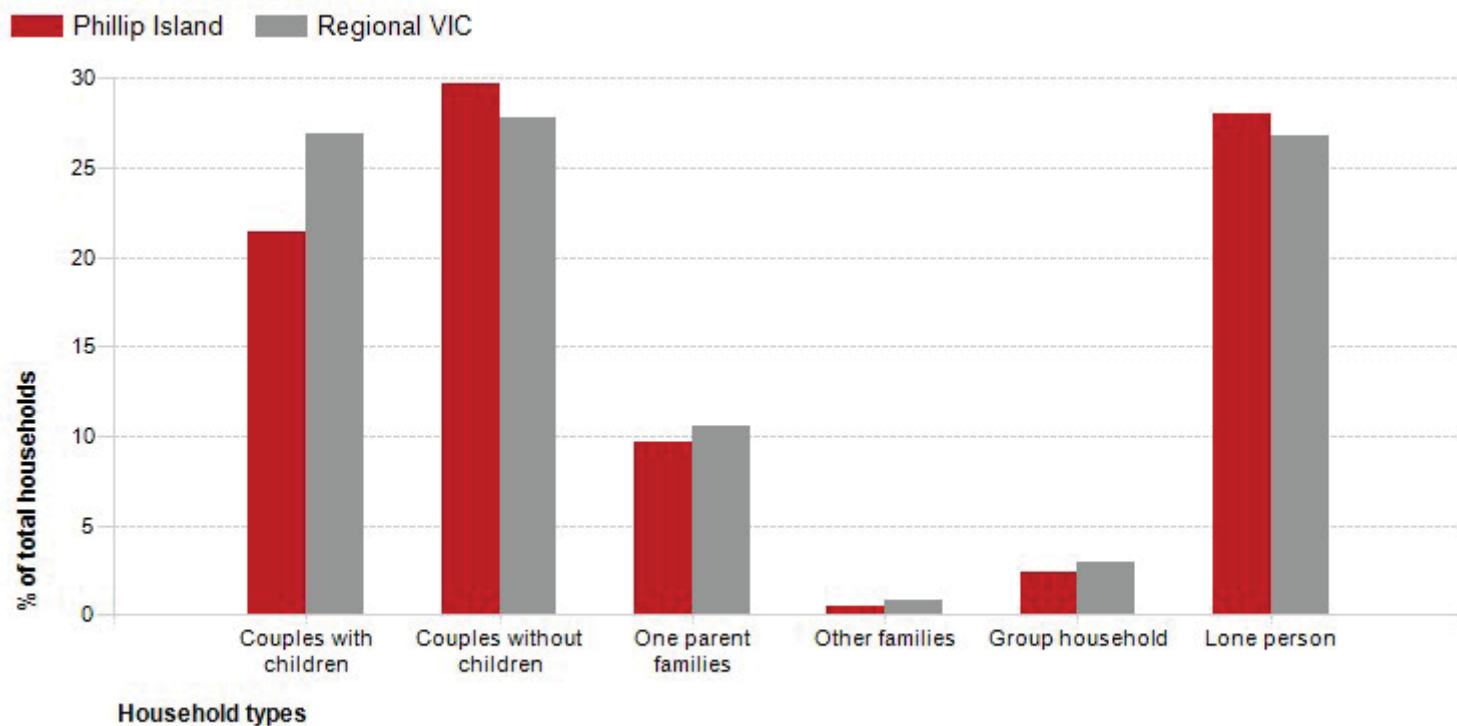
To continue building the story, Phillip Island's Household Summary should be viewed in conjunction with [Households with Children](#), [Households without Children](#), [Household Size](#), [Age Structure](#) and [Dwelling Type](#).

## Household type

Phillip Island	2011			2006			Change
Households by type	Number	%	Regional VIC %	Number	%	Regional VIC %	2006 to 2011
Couples with children	861	21.4	26.9	709	20.4	28.7	+152
Couples without children	1,195	29.7	27.8	1,084	31.2	27.6	+111
One parent families	388	9.6	10.5	299	8.6	10.4	+89
Other families	18	0.4	0.8	21	0.6	0.9	-3
Group household	97	2.4	2.9	86	2.5	2.8	+11
Lone person	1,129	28.0	26.8	1,006	28.9	25.7	+123
Other not classifiable household	154	3.8	2.6	184	5.3	2.5	-30
Visitor only households	183	4.5	1.6	88	2.5	1.4	+95
<b>Total households</b>	<b>4,025</b>	<b>100.0</b>	<b>100.0</b>	<b>3,477</b>	<b>100.0</b>	<b>100.0</b>	<b>+548</b>

Source: Australian Bureau of Statistics, [Census of Population and Housing](#) 2006 and 2011. Compiled and presented in profile.id by [.id](#), the population experts.

# Household type, 2011

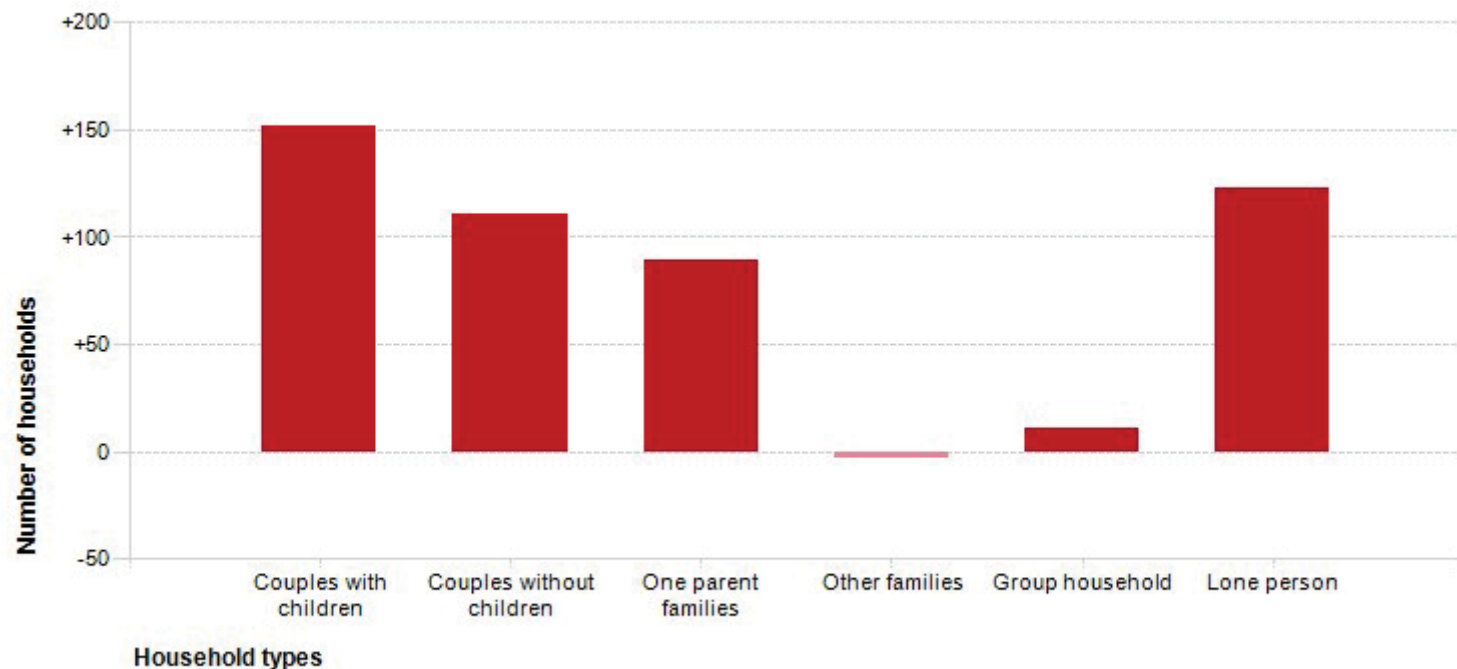


Source: Australian Bureau of Statistics, Census of Population and Housing, 2011 (Enumerated data)  
 Compiled and presented in profile.id by .id, the population experts.



# Change in household type, 2006 to 2011

Phillip Island



Source: Australian Bureau of Statistics, Census of Population and Housing, 2006 and 2011 (Enumerated data)  
 Compiled and presented in profile.id by .id, the population experts.



## Dominant groups

---

Analysis of the household/family types in Phillip Island in 2011 compared to Regional VIC shows that there was a lower proportion of couple families with child(ren) as well as a lower proportion of one-parent families. Overall, 21.4% of total families were couple families with child(ren), and 9.6% were one-parent families, compared with 26.9% and 10.5% respectively for Regional VIC.

There were a higher proportion of lone person households and a higher proportion of couples without children. Overall, the proportion of lone person households was 28.0% compared to 26.8% in Regional VIC while the proportion of couples without children was 29.7% compared to 27.8% in Regional VIC.

## Emerging groups

---

The number of households in Phillip Island increased by 548 between 2006 and 2011.

**The largest changes in family/household types in Phillip Island between 2006 and 2011 were:**

- Couples with children (+152 households)
- Lone person (+123 households)
- Couples without children (+111 households)
- One parent families (+89 households)



# Households with children

Households with Children require different services and facilities than other household types, and their needs change as both adults and children age. When many families in an area are at the same stage in their individual lifecycles, it creates a suburb lifecycle. Knowing where a suburb is in a cycle of change helps planners make evidence-based decisions about the demand for services both now and in the future.

For Households with Children in Phillip Island, life stage is based on the age of children in the household. The age of the parent(s) is not taken into account.

- **Young children:** Children aged under 15 only
- **Mixed age children:** One or more children under 15 and one or more children over 15 (must have 2 or more children)
- **Older children:** Children aged 15 and over only

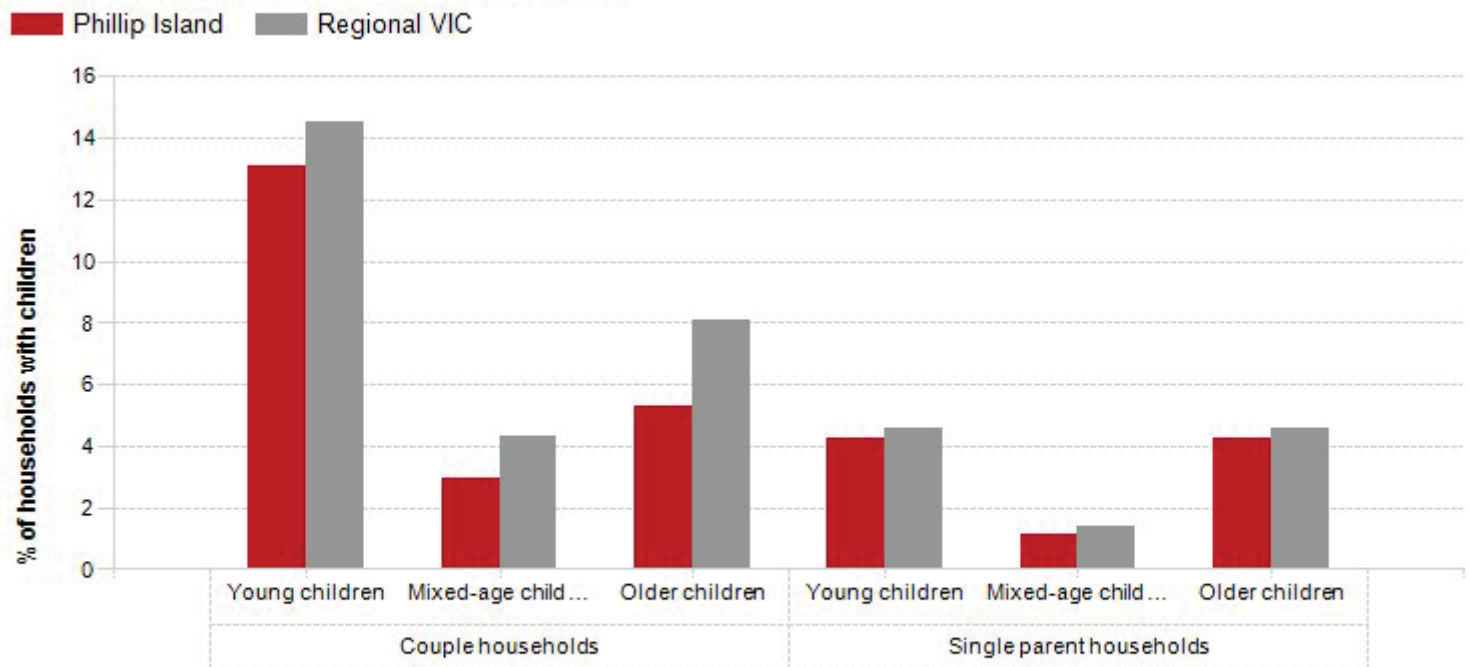
To continue building the story, Phillip Island's Household data should be viewed in conjunction with [Household Size](#), [Age Structure](#) and [Dwelling Type](#).

## Households with children by life stage

Phillip Island	2011			2006			Change
Households with children	Number	%	Regional VIC %	Number	%	Regional VIC %	2006 to 2011
Couples with children	861	21.4	26.9	709	20.4	28.7	+152
▪ Couples with young children	528	13.1	14.5	431	12.4	15.5	+97
▪ Couples with mixed-age children	119	3.0	4.3	115	3.3	4.9	+4
▪ Couples with older children	214	5.3	8.1	163	4.7	8.3	+51
Single parents with children	388	9.6	10.5	299	8.6	10.4	+89
▪ Single parents with young children	171	4.2	4.6	164	4.7	4.8	+7
▪ Single parents with mixed-age children	46	1.1	1.4	33	0.9	1.4	+13
▪ Single parents with older children	171	4.2	4.6	102	2.9	4.3	+69
Total households with children	1,249	31.0	37.5	1,008	29.0	39.2	+241
Total households	4,025	100.0	100.0	3,477	100.0	100.0	+548

Source: Australian Bureau of Statistics, [Census of Population and Housing](#) 2006 and 2011. Compiled and presented in profile.id by [.id](#), the population experts.

# Households with children, 2011



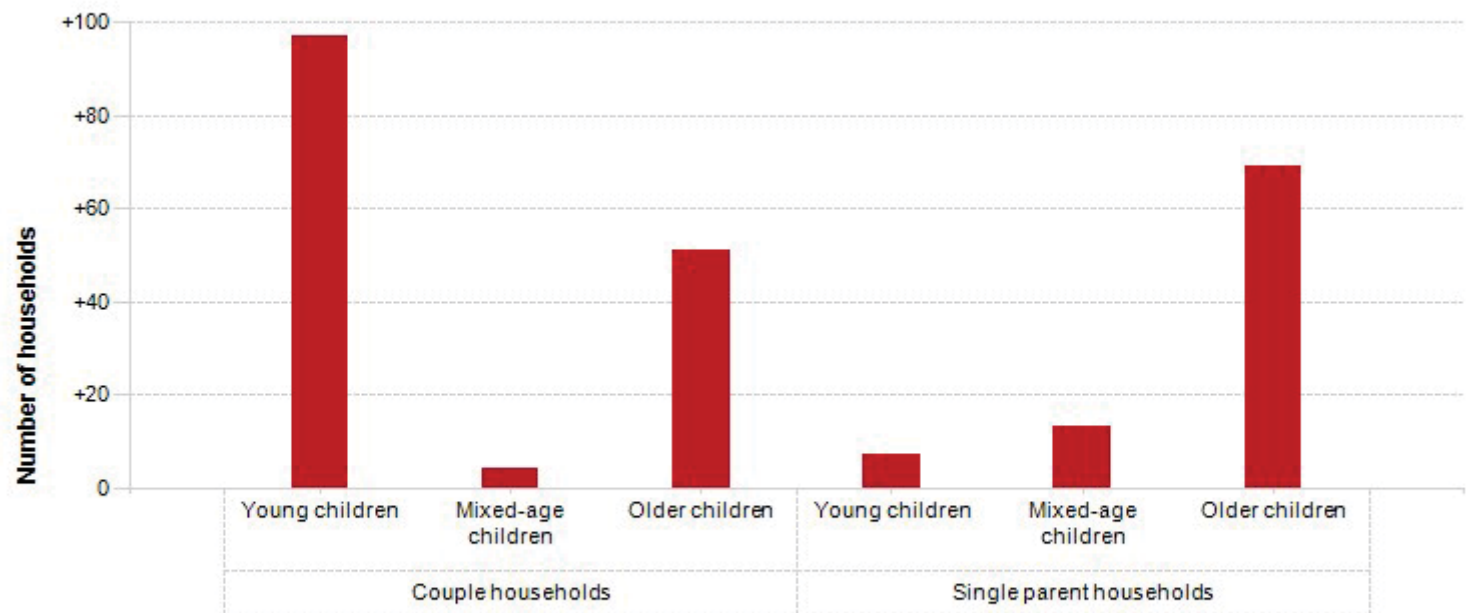
Household type and life stage of children

Source: Australian Bureau of Statistics, Census of Population and Housing, 2011 (Enumerated data)  
Compiled and presented in profile.id by .id, the population experts.



# Change in households with children, 2006 to 2011

Phillip Island



Household type and life stage of children

Source: Australian Bureau of Statistics, Census of Population and Housing, 2006 and 2011 (Enumerated data)  
Compiled and presented in profile.id by .id, the population experts.



## Dominant groups

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Analysis of the families with children in Phillip Island in 2011 compared to Regional VIC shows that there was a smaller proportion of couples with young children, as well as a smaller proportion of couples with older children.

Overall, 13.1% of total households with children were couple with young children, and 5.3% were couples with older children, compared with 14.5% and 8.1% respectively for Regional VIC.

There were a similar proportion of single parent households with young children and a similar proportion of single parent households with older children. Overall, the proportion of single parent households with young children was 4.2% compared to 4.6% in Regional VIC while the proportion of single parent households with older children was 4.2% compared to 4.6% in Regional VIC.

## Emerging groups

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Between 2006 and 2011, the number of households with children increased by 241 households or 23.9%.

The largest changes in households with children in this area between 2006 and 2011 were:

- Couples with young children (+97 households)
- Single parents with older children (+69 households)
- Couples with older children (+51 households)

# Households without children

Households without Children include couples without children and lone person households. They require different services depending on the age of the people in the households. For example young couples who have not had children (yet) compared to older "empty nester" couples whose children may have left home.

For Households without Children in Phillip Island, life stage is based on the age of the household reference person (usually person 1 on the Census form):

- **Young:** Aged 15-44
- **Middle-aged:** Aged 45-64
- **Older:** Aged 65 and over

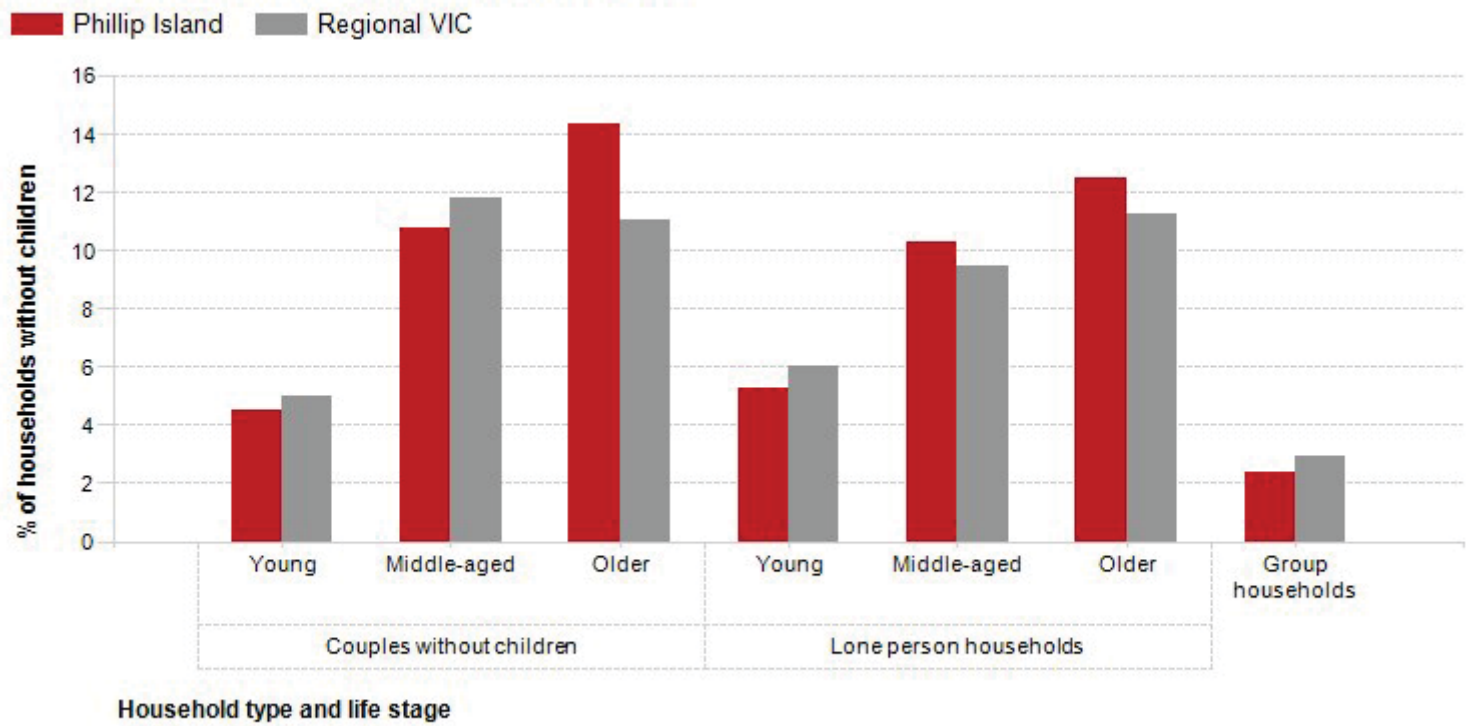
To continue building the story, Phillip Island's Household data should be viewed in conjunction with [Household Size](#), [Age Structure](#) and [Dwelling Type](#).

## Households without children by life stage

Phillip Island	2011			2006			Change
Households without children	Number	%	Regional VIC %	Number	%	Regional VIC %	2006 to 2011
Couples without children	1,195	29.7	27.8	1,084	31.2	27.6	+111
▪ Young couples without children	182	4.5	5.0	159	4.6	5.2	+23
▪ Middle-aged couples without children	435	10.8	11.8	441	12.7	12.2	-6
▪ Older couples without children	578	14.4	11.0	484	13.9	10.2	+94
Lone person households	1,129	28.0	26.8	1,006	28.9	25.7	+123
▪ Young lone persons	211	5.2	6.0	209	6.0	6.3	+2
▪ Middle-aged lone persons	414	10.3	9.5	337	9.7	8.5	+77
▪ Older lone persons	504	12.5	11.3	460	13.2	10.9	+44
Group households	97	2.4	2.9	86	2.5	2.8	+11
Total households without children	2,421	60.1	57.5	2,176	62.6	56.1	+245
Total households	4,025	100.0	100.0	3,477	100.0	100.0	+548

Source: Australian Bureau of Statistics, [Census of Population and Housing 2006 and 2011](#). Compiled and presented in profile.id by [.id](#), the population experts.

# Households without children, 2011

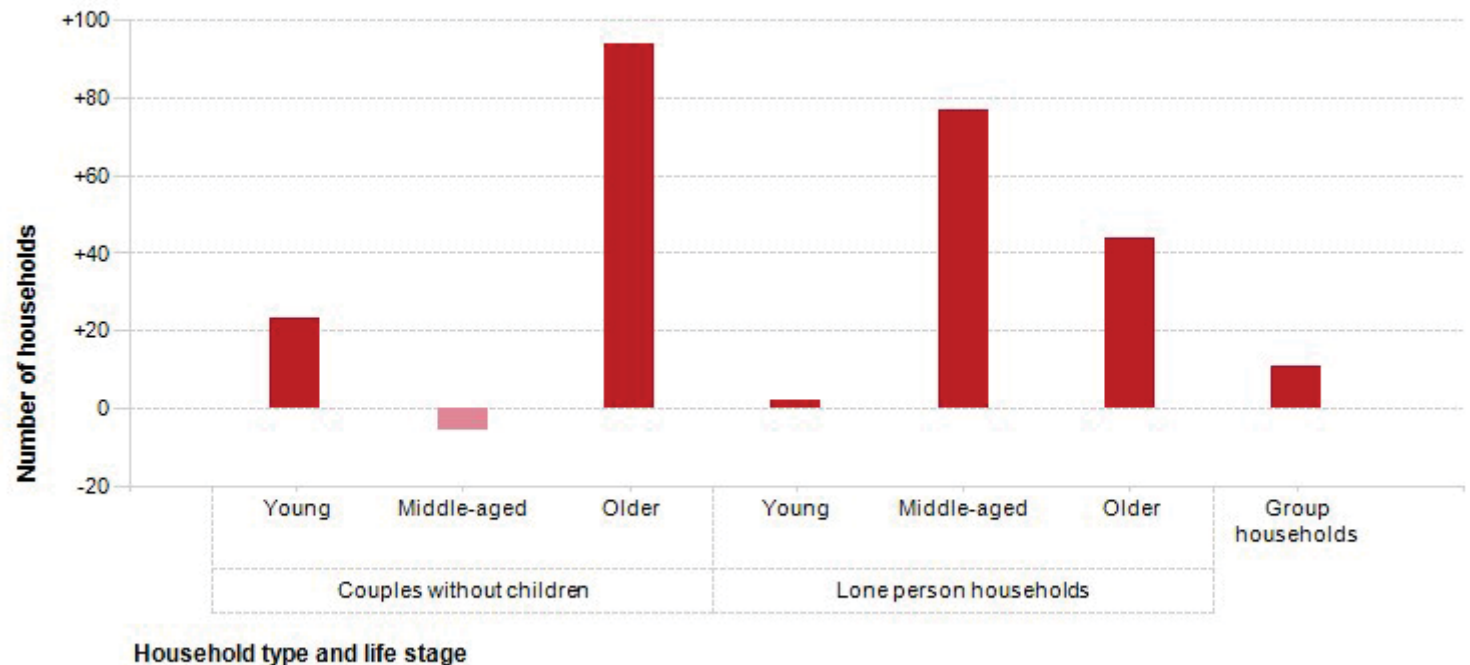


Source: Australian Bureau of Statistics, Census of Population and Housing, 2011 (Enumerated data)  
 Compiled and presented in profile.id by .id, the population experts.



# Change in households without children, 2006 to 2011

Phillip Island



Source: Australian Bureau of Statistics, Census of Population and Housing, 2006 and 2011 (Enumerated data)  
 Compiled and presented in profile.id by .id, the population experts.



## Dominant groups

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Analysis of the households without children in Phillip Island in 2011 compared to Regional VIC shows that there was a similar proportion of young couples without children, a smaller proportion of middle-aged couples without children, and a larger proportion of older couples without children.

In addition, there were a smaller proportion of young lone person households, a larger proportion of middle-aged lone person households, and a larger proportion of older lone person households.

## Emerging groups

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Between 2006 and 2011, the number of households without children increased by 245.

The largest changes in households without children in Phillip Island, between 2006 and 2011 were:

- Older couples without children (+94 persons)
- Middle-aged lone persons (+77 persons)

# Household size

The size of households in general follows the life-cycle of families. Households are usually small at the stage of relationship formation (early marriage), and then increase in size with the advent of children. They later reduce in size again as these children reach adulthood and leave home. Household size can also be influenced by a lack (or abundance) of affordable housing. Overseas migrants and indigenous persons often have a tradition of living with extended family members which significantly affects household size.

Household size in Australia has declined since the 1970s but between 2006 and 2011, the average household size remained stable for the nation as a whole.

An increasing household size in an area may indicate a lack of affordable housing opportunities for young people, an increase in the birth rate or an increase in family formation in the area. A declining household size may indicate children leaving the area when they leave home, an increase in retirees settling in the area, or an attraction of young singles and couples to the area.

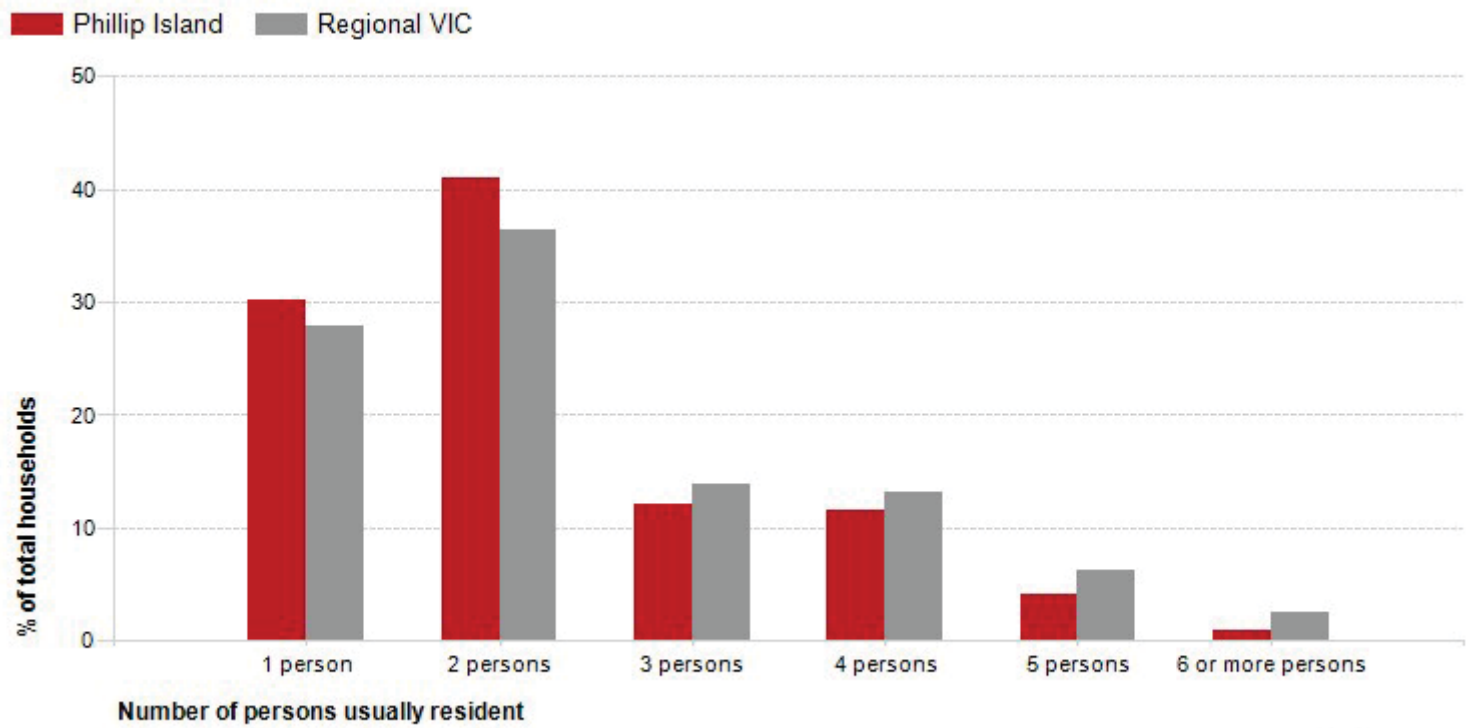
For greater insight, Phillip Island's Household Size data should be viewed in conjunction with [Household Summary](#), [Age Structure](#), [Dwelling Type](#), [Household Income](#) and [Language Spoken at Home](#).

## Household size

Phillip Island	2011			2006			Change
Number of persons usually resident	Number	%	Regional VIC %	Number	%	Regional VIC %	2006 to 2011
1 person	1,111	30.2	27.9	990	31.2	26.7	+121
2 persons	1,508	41.0	36.3	1,274	40.2	36.1	+234
3 persons	444	12.1	13.9	355	11.2	14.0	+89
4 persons	425	11.6	13.1	366	11.5	13.8	+59
5 persons	153	4.2	6.2	133	4.2	6.7	+20
6 or more persons	35	1.0	2.6	54	1.7	2.7	-19
Total classifiable households	3,676	100.0	100.0	3,172	100.0	100.0	+504

Source: Australian Bureau of Statistics, [Census of Population and Housing](#) 2006 and 2011. Compiled and presented in profile.id by [.id](#), the population experts.

# Household size, 2011

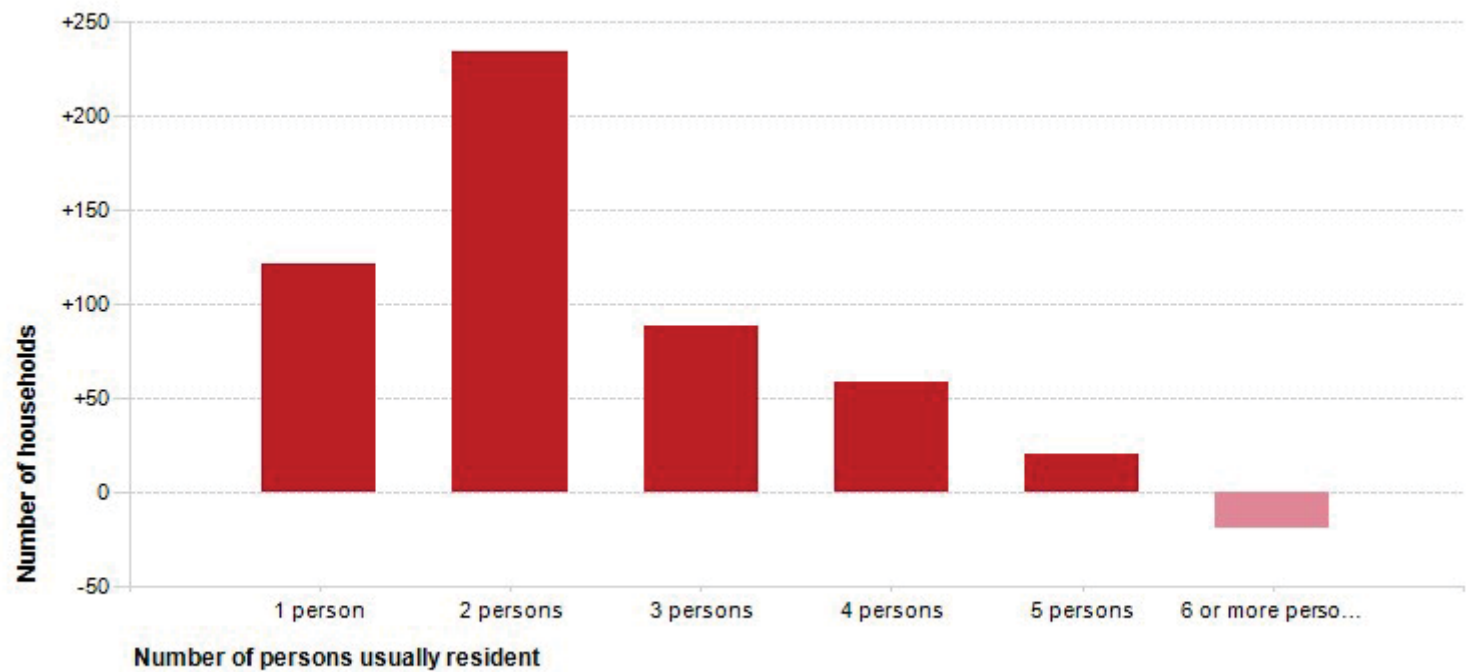


Source: Australian Bureau of Statistics, Census of Population and Housing, 2011 (Enumerated data)  
 Compiled and presented in profile.id by .id, the population experts.



# Change in household size, 2006 to 2011

Phillip Island



Source: Australian Bureau of Statistics, Census of Population and Housing, 2006 and 2011 (Enumerated data)  
 Compiled and presented in profile.id by .id, the population experts.





## Dominant groups

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Analysis of the number of persons usually resident in a household in Phillip Island compared with Regional VIC shows that there were a higher proportion of lone person households, and a lower proportion of larger households (those with 4 persons or more). Overall there were 30.2% of lone person households, and 16.7% of larger households, compared with 27.9% and 21.9% respectively for Regional VIC.

The major differences in the household size for Phillip Island and Regional VIC were:

- A *larger* percentage of households with 2 persons usually resident (41.0% compared to 36.3%)
- A *larger* percentage of households with 1 person usually resident (30.2% compared to 27.9%)
- A *smaller* percentage of households with 5 persons usually resident (4.2% compared to 6.2%)
- A *smaller* percentage of households with 3 persons usually resident (12.1% compared to 13.9%)

## Emerging groups

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The number of households in Phillip Island increased by 504 between 2006 and 2011.

The largest changes in the number of persons usually resident in a household in Phillip Island between 2006 and 2011 were:

- 2 persons (+234 households)
- 1 person (+121 households)
- 3 persons (+89 households)
- 4 persons (+59 households)

# Dwelling type

Dwelling Type is an important determinant of Phillip Island's residential role and function. A greater concentration of higher density dwellings is likely to attract more young adults and smaller households, often renting. Larger, detached or separate dwellings are more likely to attract families and prospective families. The residential built form often reflects market opportunities or planning policy, such as building denser forms of housing around public transport nodes or employment centres.

Dwelling Type statistics should be viewed in conjunction with [Household Size](#), [Household Types](#), [Housing Tenure](#) and [Age Structure](#) for a more complete picture of the housing market in Phillip Island.

## Dwelling structure

Phillip Island	2011			2006			Change
Dwelling type	Number	%	Regional VIC %	Number	%	Regional VIC %	2006 to 2011
Separate house	9,633	91.2	87.8	8,834	92.8	87.8	+799
Medium density	738	7.0	10.4	544	5.7	10.3	+194
High density	108	1.0	0.3	67	0.7	0.2	+41
Caravans, cabin, houseboat	55	0.5	1.0	41	0.4	1.1	+14
Other	22	0.2	0.4	20	0.2	0.6	+2
Not stated	9	0.1	0.1	9	0.1	0.0	0
<b>Total Private Dwellings</b>	<b>10,565</b>	<b>100.0</b>	<b>100.0</b>	<b>9,515</b>	<b>100.0</b>	<b>100.0</b>	<b>+1,050</b>

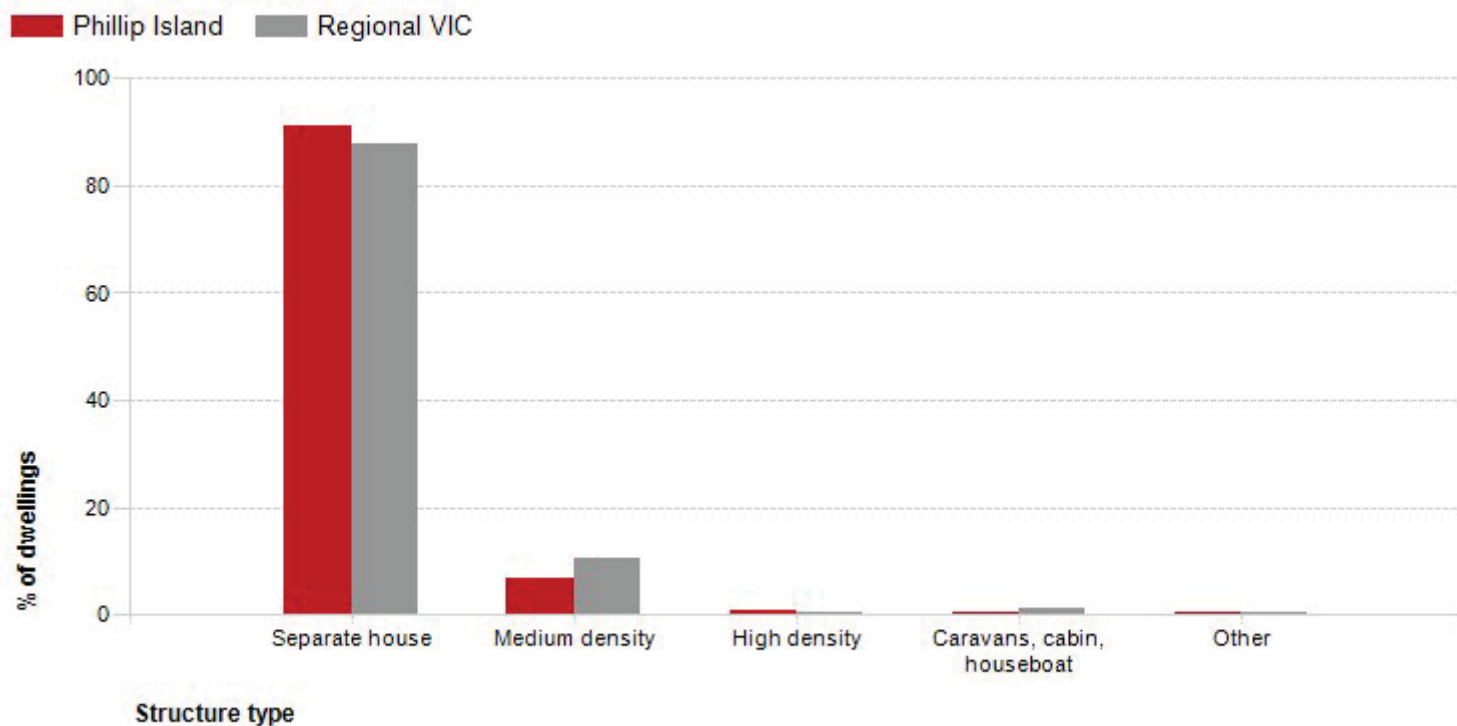
Source: Australian Bureau of Statistics, [Census of Population and Housing](#) 2006 and 2011. Compiled and presented in profile.id by .id, the population experts.

## Dwelling type

Phillip Island	2011			2006			Change
Dwelling type	Number	%	Regional VIC %	Number	%	Regional VIC %	2006 to 2011
Occupied private dwellings	4,034	38.1	83.3	3,464	36.3	83.8	+570
Unoccupied private dwellings	6,527	61.7	16.3	6,052	63.4	15.8	+475
Non private dwellings	23	0.2	0.4	28	0.3	0.4	-5
<b>Total dwellings</b>	<b>10,584</b>	<b>100.0</b>	<b>100.0</b>	<b>9,544</b>	<b>100.0</b>	<b>100.0</b>	<b>+1,040</b>

Source: Australian Bureau of Statistics, [Census of Population and Housing](#) 2006 and 2011. Compiled and presented in profile.id by .id, the population experts.

# Dwelling structure, 2011

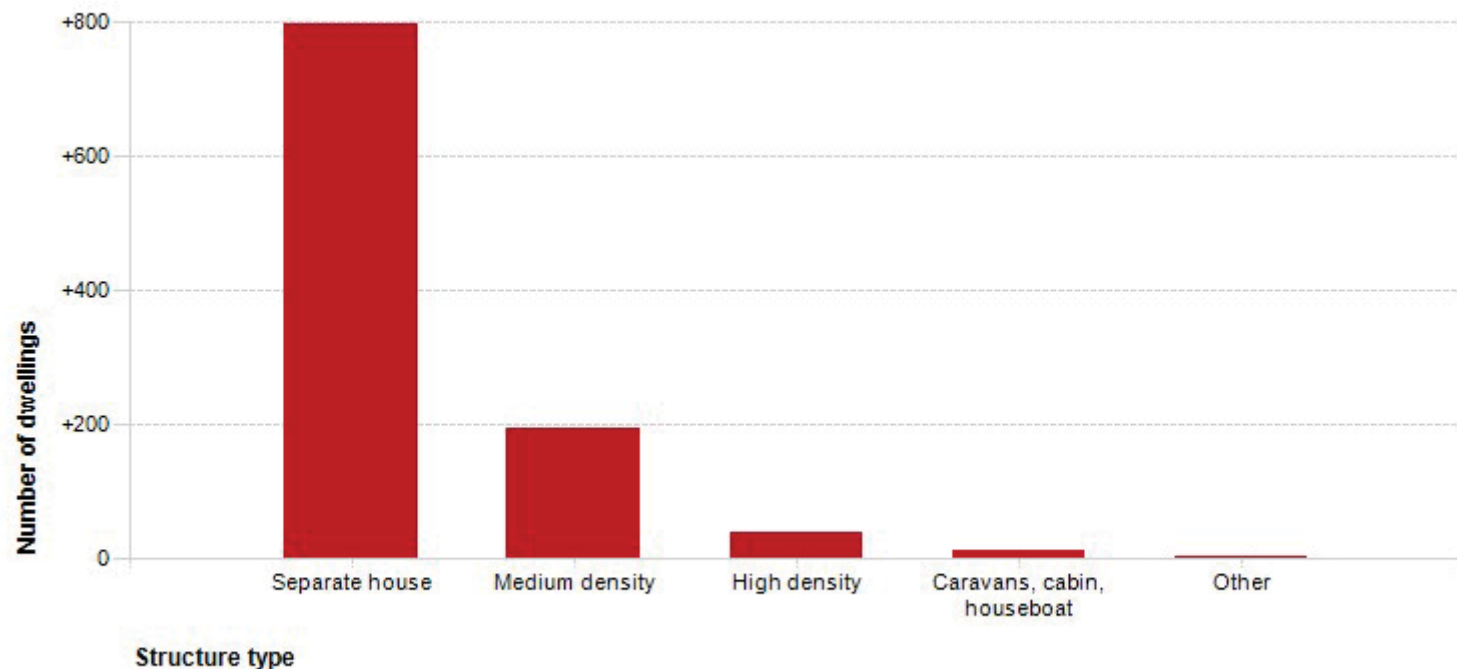


Source: Australian Bureau of Statistics, Census of Population and Housing, 2011 (Enumerated data)  
Compiled and presented in profile.id by .id, the population experts.



# Change in dwelling structure, 2006 to 2011

Phillip Island



Source: Australian Bureau of Statistics, Census of Population and Housing, 2006 and 2011 (Enumerated data)  
Compiled and presented in profile.id by .id, the population experts.



## Dominant groups

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In 2011, there were 9,633 separate houses in the area, 738 medium density dwellings, and 108 high density dwellings.

Analysis of the types of dwellings in Phillip Island in 2011 shows that 91.2% of all dwellings were separate houses; 7.0% were medium density dwellings, and 1.0% were high density dwellings, compared with 87.8%, 10.4%, and 0.3% in the Regional VIC respectively.

In 2011, a total of 38.1% of the dwellings in Phillip Island were occupied on Census night, compared to 83.3% in Regional VIC. The proportion of unoccupied dwellings was 61.7%, which is larger compared to that found in Regional VIC (16.3%).

## Emerging groups

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The total number of dwellings in Phillip Island increased by 1,040 between 2006 and 2011.

The largest changes in the type of dwellings found in Phillip Island between 2006 and 2011 were:

- Separate house (+799 dwellings)
- Medium density (+194 dwellings)

# Estimated Resident Population (ERP)

The Estimated Resident Population is the OFFICIAL Bass Coast Shire population for 2013.

Populations are counted and estimated in various ways. The most comprehensive population count available in Australia is derived from the Census of Population and Housing conducted by the Australian Bureau of Statistics every five years. However the Census count is NOT the official population of Bass Coast Shire. To provide a more accurate population figure which is updated more frequently than every five years, the Australian Bureau of Statistics also produces "Estimated Resident Population" (ERP) numbers for Bass Coast Shire.

See [data notes](#) for a detailed explanation of different population types, how they are calculated and when to use each one.

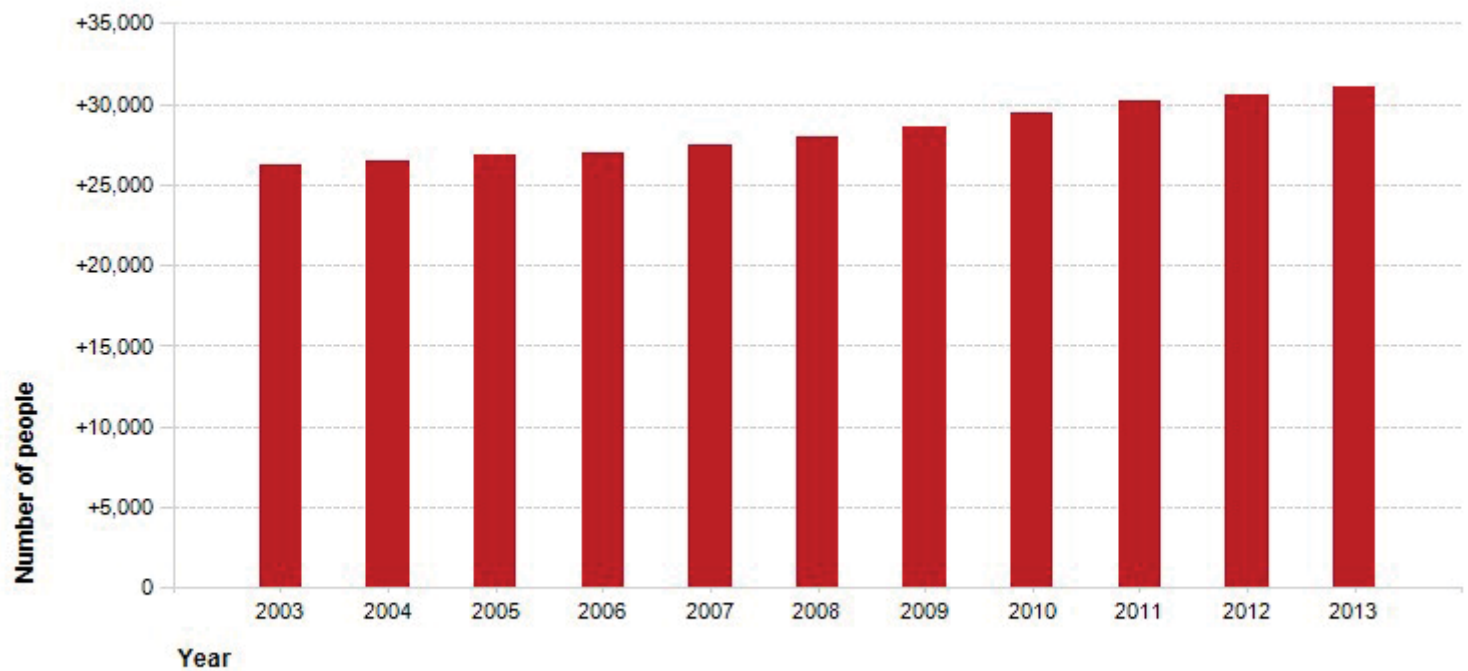
## Estimated Resident Population (ERP)

Bass Coast Shire			
Year (ending June 30)	Number	Change in number	Change in percent
2003	26,224	--	--
2004	26,476	+252	+0.96
2005	26,894	+418	+1.58
2006	26,941	+47	+0.17
2007	27,408	+467	+1.73
2008	27,981	+573	+2.09
2009	28,561	+580	+2.07
2010	29,474	+913	+3.20
2011	30,233	+759	+2.58
2012	30,616	+383	+1.27
2013	31,010	+394	+1.29

Source: Australian Bureau of Statistics, Regional Population Growth, Australia (3218.0). Compiled and presented in profile.id by [.id](#)  
The population experts

# Estimated Resident Population (ERP)

## Bass Coast Shire

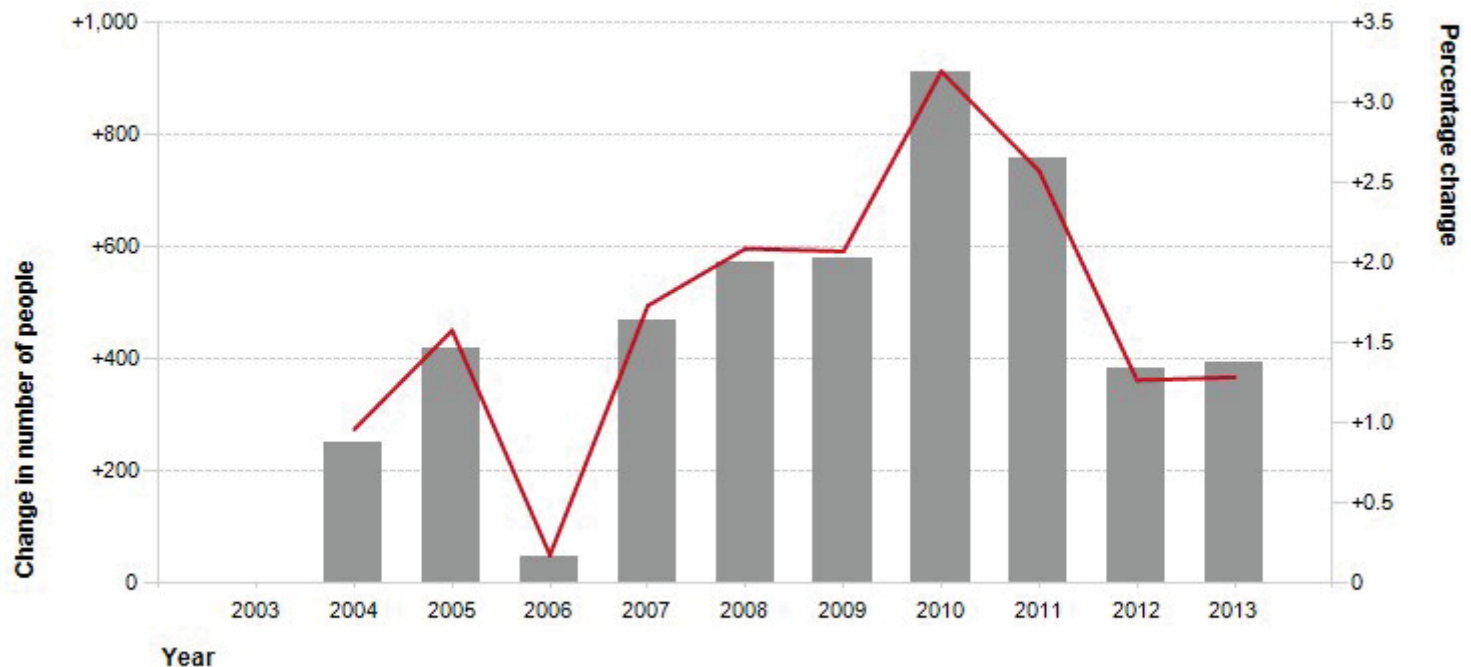


Source: Australian Bureau of Statistics, Regional Population Growth, Australia (3218.0). Compiled and presented by .id the population experts



# Annual change in Estimated Resident Population (ERP)

## Bass Coast Shire



Source: Australian Bureau of Statistics, Regional Population Growth, Australia (3218.0). Compiled and presented by .id the population experts



# Residential building approvals

Bass Coast Shire's building approvals are used as a leading indicator of the general level of residential development, economic activity, employment and investment. Residential building activity depends on many factors that vary with the state of the economy including interest rates, availability of mortgage funds, government spending, and business investment. Large financial changes or shocks, such as the Global Financial Crisis of 2008/09 can be observed in the data. However, the number of building approvals can fluctuate substantially from year to year simply as a result of the short-term nature of many construction projects, and the cyclical nature of the industry.

## Residential building approvals

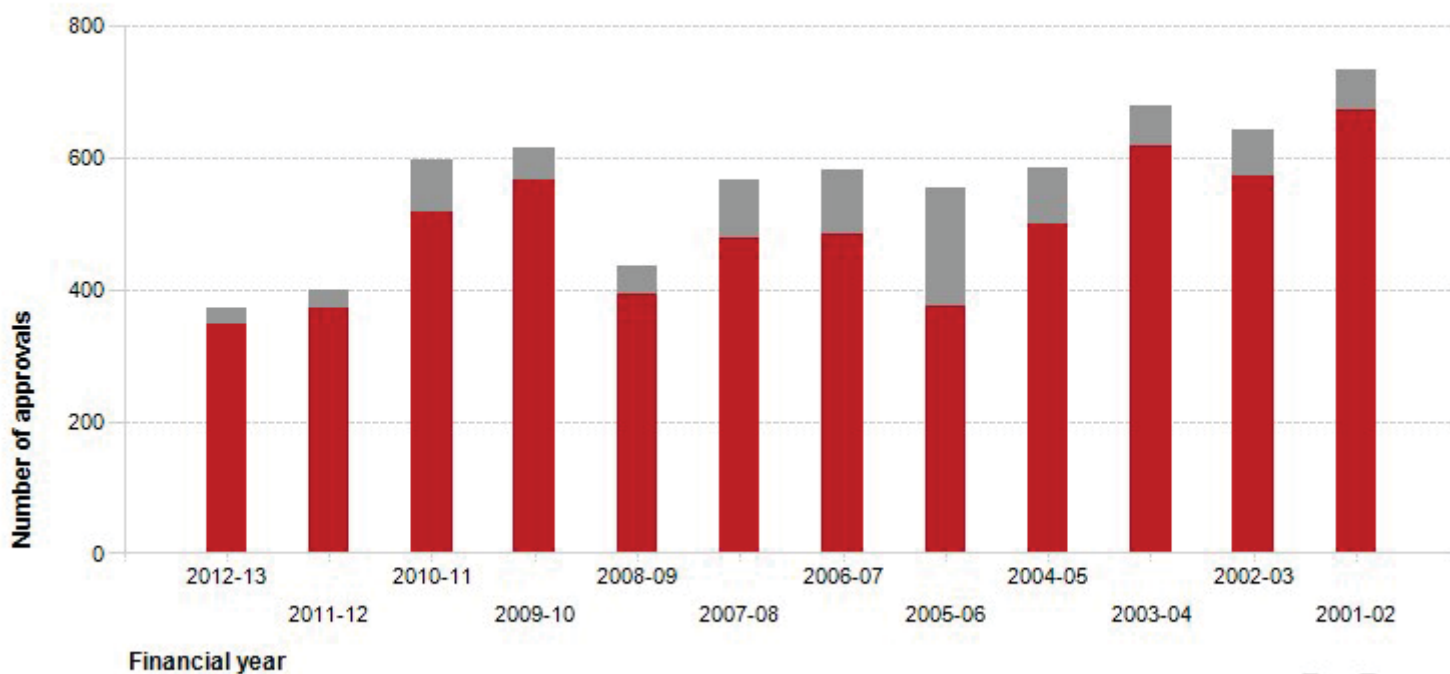
Bass Coast Shire	Number			Annual change		
	Houses	Other	Total	Houses	Other	Total
Year (ending June 30)						
2012-13	347	24	371	-25	-2	-27
2011-12	372	26	398	-145	-53	-198
2010-11	517	79	596	-50	+31	-19
2009-10	567	48	615	+173	+6	+179
2008-09	394	42	436	-83	-48	-131
2007-08	477	90	567	-6	-7	-13
2006-07	483	97	580	+109	-82	+27
2005-06	374	179	553	-124	+92	-32
2004-05	498	87	585	-119	+24	-95
2003-04	617	63	680	+45	-6	+39
2002-03	572	69	641	-102	+10	-92
2001-02	674	59	733	--	--	--

Source: Australian Bureau of Statistics, Building Approvals, Australia (8731.0). Compiled and presented in profile.id by [.id](#) The population experts

# Residential building approvals

Bass Coast Shire

House approvals Other dwelling approvals



Source: Australian Bureau of Statistics, Building Approvals, Australia (8731.0). Compiled and presented by .id, the population experts.

