

2005

**PROPOSED REDISTRIBUTION OF
THE AUSTRALIAN CAPITAL TERRITORY**

**REPORT OF THE REDISTRIBUTION
COMMITTEE**

COMMONWEALTH ELECTORAL ACT 1918

SECTION 68

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REASONS FOR THE PROPOSED REDISTRIBUTION OF THE AUSTRALIAN CAPITAL TERRITORY

Direction for a redistribution of Australian Capital Territory Electoral Divisions

1. Section 59(1) of the *Commonwealth Electoral Act 1918* (the Electoral Act) provides that a redistribution of a State or the Australian Capital Territory into Divisions shall commence whenever the Australian Electoral Commission (AEC) so directs by notice published in the *Gazette*. For the Australian Capital Territory, this direction was published in *Special Gazette No. S 480* dated 30 November 2004.
2. At the end of 30 November 2004, the day determined by the Electoral Commission for the redistribution to begin, the number of electors enrolled for the Australian Capital Territory was 229,260. Enrolment figures as at that day were made available to the public through the AEC web site at the following levels:
 - Census Collector District (CCD)
 - Statistical Local Area (SLA)
 - Electoral Division
 - Territory

Quota

3. Under Section 65(2) of the Electoral Act, the Electoral Commissioner determined that the quota of electors for the Australian Capital Territory was 114,630 (229,260 divided by 2 members). Thus, the permitted range of the margin of allowance of 10% below and above the quota would be 103,167 to 126,093 respectively. In making its proposals for the Australian Capital Territory, the Redistribution Committee is not permitted to exceed that range.

Enrolment projections

4. Section 66(3)(a) of the Electoral Act requires the Committee to “as far as practicable, endeavour to ensure that, if the State or Territory were redistributed in accordance with the proposed redistribution, the number of electors enrolled in each Electoral Division in the State or Territory would not, at the projection time determined under Section 63A, be less than 96.5% or more than 103.5% of the average divisional enrolment of that State or Territory at that time”.
5. The Australian Bureau of Statistics (ABS) supplied the AEC with enrolment projections for each Census Collector District (CCD) to 30 April 2009, that is, three years and six months after the expected date of the final determination of names and boundaries. These projections were calculated using AEC enrolment data as the base and applying a cohort-component method to project the enrolment to the projection date.

6. Divisional Returning Officers (DROs) of the AEC examined the ABS projections in the light of their local knowledge and experience and, where appropriate, proposed amended projections. This procedure was as noted in the Joint Standing Committee on Electoral Matters Report of December 1995 on the Effectiveness and Appropriateness of the Redistribution Provisions of the Electoral Act. DROs made use of information supplied by the ACT Planning and Land Authority, as well as their own resources, in undertaking this task. The Australian Electoral Officer for New South Wales ¹ reviewed the projections, and the few changes made by DROs, to ensure a consistency of approach.
7. These projections were made available to the public through the AEC web site. This was to assist persons or organisations interested in using them as an indication of the likely growth of elector enrolment and as an aid to the preparation of Public Suggestions or Comments on Public Suggestions.
8. The projected total enrolment for the Australian Capital Territory at 30 April 2009 is 241,100. Thus, the average enrolment of the 2 Divisions at the projection date would be 120,550 and the 3.5% tolerance below and above that average requires that Divisions be constructed in the range 116,331 to 124,769 electors.

Appointment of the Redistribution Committee for The Australian Capital Territory

9. In accordance with Section 60 of the Electoral Act, the AEC appointed the Redistribution Committee for the Australian Capital Territory on 10 May 2005.
10. The Redistribution Committee consists of the following members:

Electoral Commissioner	Mr Andy Becker
Senior Divisional Returning Officer for the ACT	Ms Debra May Govan
Commissioner for Surveys for the ACT	Mr Frank Blanchfield
Auditor General for the ACT	Mrs Tu Pham
11. The Committee held its inaugural meeting 12 May 2005.

Invitation to submit Suggestions and Comments

12. In accordance with Section 64 of the Electoral Act the Electoral Commissioner invited written Suggestions and written Comments on Suggestions by notice published in *Special Gazette No. S 28* dated 16 February 2005. Invitations were also published in the *South Coast Register* (18 February 2005), the *Canberra Times* (19 February 2005) and the *Canberra Chronicle* (22 February 2005).

¹ For administrative purposes in non-election periods, the Australian Electoral Officer for New South Wales has management responsibility for the Electoral Divisions in the Australian Capital Territory.

13. At the closing time for Public Suggestions (6.00 P.M. on 18 March 2005), the following Suggestions had been received (numbered in the order received):
 1. Mr S. P. K. Brown.
 2. Weston Creek Community Council.
 3. Liberal Party of Australia (ACT Division).
 4. Australian Labor Party ACT Branch.
14. In accordance with the Electoral Act, the period during which Comments on Public Suggestions could be made closed at 6.00 P.M. on 1 April 2005. No written comments were received.

Statutory requirements for the making of a proposed redistribution

15. Section 66(1) of the Electoral Act requires the Redistribution Committee for the Australian Capital Territory to make a proposed redistribution of the Australian Capital Territory.
16. Sections 66(3) and 66(3A) of the Electoral Act prescribe that:

- (1) *In making the proposed redistribution, the Redistribution Committee:*
 - (a) *shall, as far as practicable, endeavour to ensure that, if the State or Territory were redistributed in accordance with the proposed redistribution, the number of electors enrolled in each Electoral Division in the State or Territory would not, at the projection time determined under Section 63A, be less than 96.5% or more than 103.5% of the average divisional enrolment of that State or Territory at that time; and*
 - (b) *subject to paragraph (a), shall give due consideration, in relation to each proposed Electoral Division, to:*
 - (v) *community of interests within the proposed Electoral Division, including economic, social and regional interests;*
 - (vi) *means of communication and travel within the proposed Electoral Division;*
 - ...
 - (iv) *the physical features and area of the proposed Electoral Division; and*
 - (i) *the boundaries of existing Divisions in the State or Territory;*

and subject thereto the quota of electors for the State or Territory shall be the basis for the proposed redistribution, and the Redistribution Committee may adopt a margin of allowance, to be used whenever necessary, but in no case shall the quota be departed from to a greater extent than one-tenth more or one-tenth less.

- (3A) *When applying subsection (3), the Redistribution Committee must treat the matter in subparagraph (3)(b)(v) as subordinate to the matters in subparagraphs (3)(b)(i), (ii) and (iv).*

Community of Interests, Means of Communication and Travel, Physical Features and Existing Boundaries

17. The criteria set out in Section 66(3)(b) of the Electoral Act – community of interests, means of communication and travel, physical features and area, and boundaries of existing Divisions – are subordinate to the two objectives of enrolments in proposed Divisions being within a range of 3.5% above or below the average divisional enrolment at the projection time and current enrolments being within 10% above or below the quota. However, notwithstanding these overriding constraints, the Committee sought to ensure that the other criteria were given maximum possible consideration, also bearing in mind that the criterion to give regard to the boundaries of existing Divisions is subordinate to the other criteria.
18. Within the constraints imposed by the numerical criteria and the other considerations, the Committee adopted the view that it is highly desirable that electoral boundaries be readily recognisable. Accordingly, suburb boundaries, locality boundaries, main roads, waterways and other linear features guided the Committee, wherever possible, in the formation of boundaries.

Public Suggestions and Comments

19. In accordance with the Electoral Act, copies of the Public Suggestions were made available for perusal at the office of the Senior Divisional Returning Officer for the Australian Capital Territory from 9.00 A.M. on Monday 22 March 2005. The Public Suggestions were also made available on the AEC web site from that date.
20. One Public Suggestion submitted that the existing divisional names be retained. Another argued that the district of Weston Creek remain wholly within one of the divisions. The remaining two Public Suggestions contained proposals covering the whole of the Australian Capital Territory.
21. The provision of current and projected enrolment figures on the AEC web site facilitated the Public Suggestion process, as two of the Public Suggestions, took into account the numerical criteria.
22. As required by Section 64(4) of the Electoral Act the Redistribution Committee considered all of the Public Suggestions lodged.

Names of proposed Divisions

23. Naming of federal Divisions has been the subject of a number of recommendations from Parliamentary Committees and was dealt with most recently by the 1995 Inquiry of the Joint Standing Committee on Electoral Matters, which made a number of recommendations on the subject. A set of conventions has been developed from those recommendations and these have been used by Redistribution Committees when selecting division names. These conventions were made available to interested persons through the AEC web site.

Technical procedures

24. The Australian Electoral Commission maintains the electoral roll on the basis of alignment to CCDs, and thus is able to provide statistical data on enrolments and projected enrolments on this basis. Accordingly, in formulating its proposals, the Committee used CCDs as its basic building block. The ACT is divided into 521 CCDs (including water CCDs) as used at the 2001 Census of Population and Housing. The CCDs each have defined boundaries and are of differing sizes and shapes. In exceptional cases, where the Committee considered that a particular CCD boundary was inappropriate for an Electoral Division boundary, the CCD was split to provide a more useful boundary, in line with the criteria outlined in paragraph 16. Some CCDs had already been split by previous redistributions.
25. As an aid to testing various boundary options, the Committee used the AEC Electoral Boundary Mapping System (EBMS) that was developed within the proprietary “MapInfo” software package (currently Version 7.5). EBMS was also made available for use by members of the public at the office of the Senior Divisional Returning Officer for The Australian Capital Territory.

Existing Divisions

26. The Australian Capital Territory remains entitled to 2 electoral divisions. Accordingly, the Committee recognised that both divisions must inevitably be affected by this redistribution.

General Strategy

27. In fulfilling its statutory duty, the Committee resolved to be guided by suburb and locality boundaries wherever possible, as indicators of community of interests. The Committee was mindful of areas of relative population growth and decline.
28. The Committee sought to bring about as little disruption as possible to electors in proposing new electoral boundaries. It recognised, however, that in order to account for the expected growth north of Lake Burley Griffin, a significant number of electors would need to be redistributed to the Division of Canberra. The proposal results in 1 in 24 electors changing division.
29. The Committee also noted the rapid rate of residential development already underway in the Australian Capital Territory and the significant amount of residential developments proposed for both Electoral Divisions in the near future.
30. The Committee noted the current and projected enrolment quotas and resolved to utilise as much of the allowable deviation from those quotas as was necessary in order to allow it to adopt a clearly recognisable boundary ahead of a smaller variation from average projected enrolment.

Proposed Redistribution of The Australian Capital Territory

31. The Committee proposes that the two Electoral Divisions in the Australian Capital Territory retain the names Canberra and Fraser.
32. The Committee proposes that the Division of Canberra be comprised of all of that portion of the ACT south of the mid line of the Molonglo River from the eastern boundary of the ACT, the entire waters of Lake Burley Griffin (excluding Sullivans Creek), and all of the land mass in the ACT south of the mid line of the Molonglo River to its confluence with the Murrumbidgee River, then following the mid line of the Murrumbidgee River to the western boundary of the ACT.
33. The Committee proposes that the Division of Fraser be comprised of all of the landmass in the ACT north of the boundary with the Division of Canberra, as well as the Jervis Bay Territory.

Reasons for the Proposed Redistribution

34. The Committee agrees with the Suggestion submitted by Mr S.P.K. Brown (Public Suggestion Number 1) that the current Division names be retained, and notes Mr Brown's suggestion "that one Division should be called Canberra, being that Division which includes Parliament House." Accordingly, the Committee proposes that the Electoral Divisions retain their existing names.
35. The Committee notes and agrees with the Suggestion submitted by the Weston Creek Community Council (Public Suggestion Number 2) that the district of Weston Creek be wholly contained within one of the Electoral Divisions.
36. The Committee sees no need to make boundary changes that affect the Weston Creek area. As a result, the Committee proposes that Weston Creek remains wholly within the Division of Canberra.
37. The Committee agrees with much of the suggestion lodged by the Liberal Party of Australia ACT Division (Public Suggestion Number 3) in that there is a need to move the suburbs of Parkes, Barton, Kingston, and Griffith to the Division of Canberra in order to account for the projected growth in the Division of Fraser.
38. The Committee is of the opinion, however, that the suburb of Narrabundah should not be split as proposed by the Liberal Party. The Committee is of the view that the variation from both the current and projected enrolment averages provided for in section 66 of the Electoral Act provide sufficient scope to enable it to propose keeping the whole suburb of Narrabundah in the same division.
39. The Committee agrees with the suggestion lodged by the Australian Labor Party ACT Branch (Public Suggestion Number 4), which proposed that the suburbs of Barton, Fyshwick, Griffith, Kingston and Narrabundah should be moved from the Division of Fraser into the Division of Canberra.
40. The Committee notes that it is possible to move all of those suburbs into the Division of Canberra whilst still remaining within the numerical tolerances specified in section 66 of the Electoral Act.

41. The Committee feels that it can build further on one element from the Suggestion lodged by Mr S.P.K. Brown (Public Suggestion Number 1) and notes that other attractions of national significance including Old Parliament House, the National Library, the High Court and Government House are already located in the Division of Canberra and are associated with the name Canberra.
42. The Committee also notes that the rapid rate of residential development north of Lake Burley Griffin is likely to lead to the Divisional boundary moving north in future redistributions should the Australian Capital Territory remain entitled to two Electoral Divisions.
43. The Committee proposes that the boundary between the Divisions of Canberra and Fraser be moved to the northern bank of Lake Burley Griffin (excluding Sullivan's Creek) so as to include Lake Burley Griffin (which contains the Carillon and the Captain Cook Memorial Water Jet) in the proposed Division of Canberra.
44. The Committee feels that the northern bank of Lake Burley Griffin, along with the Molonglo River east of Lake Burley Griffin, is a clearly defined, easily recognisable geographic boundary.
45. The Committee acknowledges that by placing the proposed divisional boundary along the northern bank of Lake Burley Griffin, the localities of Parkes and Barton will be split between the Divisions of Canberra and Fraser.
46. The Committee is of the view that Lake Burley Griffin already physically splits these localities and that the proposed split between Electoral Divisions disadvantages no electors.
47. The locality of Parkes is also currently split between the Divisions of Fraser and Canberra. There are three electors residing in that part of Parkes that the Committee proposes should remain in the Division of Fraser. There are no electors in the part of Barton that the Committee proposes should remain in the Division of Fraser.
48. There are no electors in that part of Parkes that the Committee proposes should remain in the Division of Canberra. There are 513 electors in that part of Barton that the Committee proposes should move to the Division of Canberra.
49. The proposed electoral boundary allows for both Electoral Divisions to be constructed within the variations provided for in Section 66 of the Electoral Act and in the opinion of the Committee, there is sufficient Community of Interests argument to support placing the boundary as proposed.

50. The Committee believes that the electors of the Australian Capital Territory will be best served by using the Murrumbidgee and Molonglo Rivers and Lake Burley Griffin as the boundary between the Electoral Divisions.

Andy Becker	Debra Govan	Frank Blanchfield	Tu Pham
Presiding Member	Member	Member	Member

REDISTRIBUTION COMMITTEE FOR THE AUSTRALIAN CAPITAL
TERRITORY

Canberra
24 June 2005

**REDISTRIBUTION OF THE AUSTRALIAN CAPITAL TERRITORY
INTO ELECTORAL DIVISIONS
FOR THE ELECTION OF MEMBERS
OF THE HOUSE OF REPRESENTATIVES**

**STATISTICAL SUMMARY AND GENERAL DESCRIPTION OF THE
MANNER IN WHICH EACH PROPOSED DIVISION HAS BEEN
CONSTITUTED**

TABLE 1

DETERMINATION OF QUOTA

Number of Divisions into which the ACT is to be distributed	2
Number of Electors in the ACT as at 30 November 2004	229,260
Quota for the ACT	114,630
Permissible maximum number of electors (+10%) in a Division	126,093
Permissible minimum number of electors (-10%) in a Division	103,167

ENROLMENT PROJECTIONS AT APRIL 2009

Projected number of electors in the ACT as at 30 April 2009	241,100
Average enrolment for the ACT projected to 30 April 2009	120,550
103.5% of average enrolment projected to 30 April 2009	124,769
96.5% of average enrolment projected to 31 July 2007	116,331

**TABLE 2
ENROLMENT PROJECTIONS OF EXISTING DIVISIONS**

Division	No. of CCDs or part CCDs	Enrolment 30/11/2004	Projected 30/4/2009	Growth %
Canberra	251	110,246	111,431	1.07
Fraser	268	119,014	129,669	8.95
ACT	519	229,260	241,100	5.06%

**TABLE 3
SUMMARY OF PROPOSED DIVISIONS**

Division	Actual	Var% (A)	Projected	Var% (P)	Approx Area (sq km)
Canberra	119,422	4.18	121,690	0.95	1920.51
Fraser	109,838	-4.18	119,410	-0.95	512.91
ACT	229,260		241,100		2433.42

**TABLE 4
SUMMARY OF MOVEMENT OF ELECTORS BETWEEN DIVISIONS**

Number of Electors remaining in their existing Division	220,084	96%
Number of Electors transferred to another Division	9,176	4%
TOTAL	229,260	

**GENERAL DESCRIPTION OF THE MANNER IN WHICH EACH
PROPOSED DIVISION HAS BEEN CONSTITUTED**

1. The tables on the following pages set out how each proposed Division is constituted and are arranged under Statistical Local Areas (SLAs). Each SLA comprises a number of CCDs as used in the 2001 Population Census.
2. The SLA is the most widely used unit in the presentation of Census data and collectively they cover the whole of the Australian Capital Territory without gaps or overlaps. In the majority of cases, SLAs correspond to localities. Where a particular locality is substantially different from the general run of localities in terms of size and economic significance, it can be split into a number of SLAs.

Australian Capital Territory
Proposed Redistribution into Electoral Divisions 2005

Proposed Division 1 (Canberra)

How Constituted	Actual Enrolment 30 November 2005	Projected Enrolment 30 April 2009
SLAs from existing Division of Canberra:		
Banks	2,656	2,806
Bonython	2,295	2,538
Calwell	3,981	4,098
Chapman	2,134	2,126
Chifley	1,758	1,727
Chisholm	3,689	3,888
Conder	3,061	3,367
Curtin	3,874	3,806
Deakin	2,056	2,116
Duffy	2,150	2,188
Fadden	2,460	2,532
Farrer	2,574	2,513
Fisher	2,360	2,252
Forrest	904	947
Garran	2,305	2,235
Gilmore	1,901	1,983
Gordon	5,091	5,230
Gowrie	2,353	2,341
Greenway	751	1,080
Harman	83	83
Holder	2,025	2,008
Hughes	2,212	2,182
Hume	10	10
Isaacs	1,889	1,838
Isabella Plains	2,820	2,903
Jerrabomberra	14	14
Kambah	12,079	11,684
Lake Tuggeranong	0	0
Lyons	1,765	1,784
Macarthur	1,124	1,153
Mawson	2,127	2,046
Monash	4,085	4,081
O'Malley	605	774
Oaks Estate	194	194
Oxley	1,258	1,249
Pearce	1,898	1,837
Phillip	1,340	1,654
Red Hill	2,272	2,319
Remainder of ACT	183	224

Richardson	2,195	2,198
Rivett	2,474	2,425
Stirling	1,596	1,553
Stromlo	39	39
Symonston	317	328
Theodore	2,623	2,720
Torrens	1,690	1,653
Tuggeranong – SSD Bal	34	32
Wanniassa	6,076	5,935
Waramanga	2,007	1,937
Weston	2,500	2,461
Weston Creek – Stromlo – SSD Bal	23	23
Yarralumla	2,336	2,317
Total from existing Division of Canberra	110,246	111,431
SLAs received from Division of Fraser:		
Barton (part)	513	998
Fyshwick	23	22
Griffith	3,029	3,143
Kingston	1,546	2,082
Lake Burley Griffin	0	0
Narrabundah	4,065	4,014
Parkes (part)	0	0
Total received from Division of Fraser	9,176	10,259
TOTAL FOR PROPOSED DIVISION OF CANBERRA	119,422	121,690

Australian Capital Territory
Proposed Redistribution into Electoral Divisions 2005

Proposed Division 2 (Fraser)

How Constituted	Actual Enrolment 30 November 2005	Projected Enrolment 30 April 2009
SLAs from existing Division of Fraser:		
Acton	368	367
Ainslie	3,645	3,619
Amaroo	3,273	3,510
Aranda	1,833	1,817
Barton (part)	0	0
Belconnen – SSD Bal	44	44
Belconnen Town Centre	1,838	2,355
Braddon	2,210	2,623
Bruce	1,934	2,289
Campbell	2,456	2,502
Charnwood	2,180	2,120
City	294	813
Cook	2,200	2,149
Dickson	1,464	1,422
Downer	2,451	2,459
Dunlop	3,119	3,852
Duntroon	1,382	1,381
Evatt	4,131	4,065
Florey	3,619	3,697
Flynn	2,665	2,597
Fraser	1,659	1,608
Giralang	2,565	2,552
Gungahlin Pond	0	0
Gungahlin-Hall SSD Bal	1,215	6,846
Hackett	2,212	2,123
Hall	253	253
Hawker	2,284	2,197
Higgins	2,273	2,218
Holt	3,490	3,463
Jervis Bay Territory	238	236
Kaleen	5,831	5,745
Kowen	20	20
Lake Burley Griffin	0	0
Lake Ginninderra	0	0
Latham	2,730	2,681
Lyneham	3,222	3,152
Macgregor	2,616	2,544
Macquarie	1,742	1,756
Majura	82	82

McKellar	1,891	2,751
Melba	2,520	2,524
Mitchell	3	4
Ngunnawal	5,899	5,733
Nicholls	4,606	4,895
O'Connor	3,691	3,751
Page	1,946	1,939
Palmerston	3,909	3,915
Parkes (part)	3	3
Pialligo	85	85
Reid	1,184	1,105
Russell	0	0
Scullin	2,076	2,032
Spence	1,957	1,862
Turner	1,605	2,166
Watson	2,917	3,495
Weetangera	2,008	1,993
Yerrabi Pond	0	0
Total from existing Division of Fraser	109,838	119,410
TOTAL FOR PROPOSED DIVISION OF FRASER	109,838	119,410
SLAs transferred to Division of Canberra:		
Barton	513	998
Fyshwick	23	22
Griffith	3,029	3,143
Kingston	1,546	2,082
Lake Burley Griffin	0	0
Narrabundah	4,065	4,014
Parkes	0	0
Total transferred to Division of Canberra	9,176	10,259