

# Review of Divisional Boundaries

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**2019 PROPOSED DETERMINATION**  
TOWNSVILLE CITY COUNCIL

## Contents

INTRODUCTION .....	2
Endorsement of proposal .....	2
THE REVIEW PROCESS .....	3
Determining the quota .....	3
EXISTING BOUNDARIES & ENROLMENT .....	4
Table 1 – Current and Projected Enrolment Quota .....	4
Table 2 – Summary of Enrolment for the Existing Divisions .....	4
PUBLIC SUGGESTIONS .....	5
THE PROPOSED BOUNDARIES .....	6
Table 3 – Summary of Enrolment for the Proposed Divisions .....	6
Division 1 .....	7
Division 2 .....	7
Division 3 .....	7
Division 4 .....	8
Division 5 .....	8
Division 6 .....	8
Division 7 .....	8
Division 8 .....	8
Division 9 .....	9
Division 10 .....	9
COMMENTS ON THE PROPOSAL INVITED .....	10
FINALISING THE REVIEW .....	10
IMPLEMENTATION .....	10
<b>APPENDIX A</b> Minister’s Referral	
<b>APPENDIX B</b> Suggestions Notice & Public Submissions	
<b>APPENDIX C</b> Maps of the Proposed Divisions	

## INTRODUCTION

The *Local Government Act 2009 (Qld)* (the Act) provides for a Local Government Change Commission (Change Commission). The Change Commission is responsible for periodically reviewing the internal boundaries of divided councils so that each division has relatively the same number of enrolled voters. This upholds the key democratic principle of 'one vote, one value', by ensuring each person's vote carries the same weight.

On 17 April 2019, the Minister for Local Government, Minister for Racing and Minister for Multicultural Affairs, The Honourable Stirling Hinchliffe MP referred a divisional boundary review of the Townsville City Council (see Appendix A).

The Change Commission for this review consists of:

- Mr Pat Vidgen, Electoral Commissioner; and
- Mr Wade Lewis, Casual Commissioner.

The casual commissioner was appointed by the Governor in Council on 1 November 2018.

### Endorsement of proposal

This report outlines the Change Commission's proposed boundaries for the electoral divisions of the Townsville City Council.



**Pat Vidgen PSM**  
**Electoral Commissioner**



**Wade Lewis**  
**Casual Commissioner**

## THE REVIEW PROCESS

The Change Commission must ensure each division of the Council has a reasonable proportion of enrolled voters, herein referred to as 'quota'. Where possible, community interests, public submissions and easy-to-identify boundaries are also considered.

Assessments are conducted in any way the Change Commission deems appropriate, unless the Minister has provided specific directions.

The process for this divisional boundary review is:

1. Invite suggestions
2. Publish the Change Commission's proposal
3. Invite comments on the proposal
4. Publish the Change Commission's final determination report
5. Final determination report provided to the Minister for Local Government, for implementation by the Governor in Council
6. New boundaries come into effect at the 2020 Local Government Quadrennial Election

### Determining the quota

A quota is determined by dividing the total number of enrolled voters by the number of councillors (other than the mayor), plus or minus 10%. The Change Commission also considers projected enrolment, so the divisions remain in quota for as long as possible.

Current enrolment data has been sourced from Queensland's electoral roll and projected enrolment data from the Queensland Government Statistician's Office of Queensland Treasury. Projections are based on the timing of future local government quadrennial elections.

Enrolment information is based on 'Statistical Areas Level 1 (SA1)'. SA1s are geographical units used by the Australian Bureau of Statistics (ABS) for the release of census data. According to the ABS most SA1s have a population of between 200 to 800 persons with an average population of approximately 400 people.

Current and projected enrolment data are available for download on the Townsville City Council webpage on the Electoral Commission of Queensland's (ECQ) website.

## EXISTING BOUNDARIES & ENROLMENT

The Townsville City Council has 127,521 voters and is divided into ten single-member electoral divisions plus a mayor. Table 1 shows the Council's current enrolment quota as at 31 January 2019 and the quota projected for 31 March 2024.

Table 2 shows the current and projected enrolment for the Council's existing divisional boundaries. As at 31 January 2019, Division 2 had exceeded the enrolment quota and Division 8 was close to the lower limit of the quota. In 2024, Divisions 2, 7 and 8 are projected to be out of quota.

Table 1 – Current and Projected Enrolment Quota		
	31 January 2019	31 March 2024
Number of divisions	10	10
Enrolment	127,521	135,928
Average enrolment per division	12,752	13,593
Average enrolment (+10%) per division	14,027	14,952
Average Enrolment (-10%) per division	11,477	12,234

Table 2 – Summary of Enrolment for the Existing Divisions				
Division	Enrolment as at 31/01/2019	(%) Deviation from Average Enrolment	Projected Enrolment as at 31/03/2024	(%) Deviation from Average Enrolment
Division 1	13,221	3.68	14,649	7.77
Division 2	14,089	<b>10.48</b>	16,931	<b>24.56</b>
Division 3	13,052	2.35	13,772	1.32
Division 4	12,642	-0.86	13,013	-4.27
Division 5	12,925	1.36	13,149	-3.26
Division 6	12,567	-1.45	13,057	-3.94
Division 7	12,204	-4.3	12,219	<b>-10.11</b>
Division 8	11,580	-9.19	11,734	<b>-13.67</b>
Division 9	12,153	-4.7	12,602	-7.29
Division 10	13,088	2.63	14,802	8.9

## **PUBLIC SUGGESTIONS**

The Change Commission sought public suggestions to assist in developing its proposal. Advertisements were placed in The Courier-Mail, the Townsville Bulletin and on the ECQ's website and social media.

Suggestions were invited from 27 April to 5pm 20 May 2019. Two submissions were received and are available to view at Appendix B.

In its review of divisional enrolment on 28 February 2019, the Townsville City Council recommended minimal change to bring enrolment in Divisions 2 and 8 into quota, including:

- excising a portion of Mount Louisa south of Bayswater Road from Division 1 and including it in Division 8; and
- excising a portion of Deeragun south of the Pacific Coast Way (Bruce Highway) from Division 2 and including it in Division 1.

The Change Commission supported the need to address enrolment in the areas suggested by the Council, however has proposed some alternative or additional modifications to further balance the current and projected divisional enrolment.

As both Divisions 7 and 8 are projected to be out of quota in 2024, the Change Commission has proposed boundaries that result in a more sustainable enrolment balance for both Divisions. It is proposed that parts of Mount Louisa and Cosgrove be transferred into Division 7, thereby enabling Division 7 to transfer part of Cranbrook in the south into Division 8.

As Division 2 already has too many voters (10.48%) and is projected to be significantly out of quota by 2024 (24.56%), the Change Commission supported the Council's suggestion regarding Deeragun, however has proposed transferring the entire suburb rather than a portion into Division 1. It also proposed adding parts of Yabulu, Beach Holm, Black River and Saunders Beach into Division 2, thereby bringing both Divisions 1 and 2 closer to the average enrolment.

The other public suggestion requested Cunggulla be transferred into the Burdekin Shire Council. This submission was outside the scope of this internal boundary review. The Change Commission cannot consider transferring parts of a council to a neighbouring council unless an external boundary review is referred to it. The Ministerial referral for this review is to assess and correct enrolment within the Townsville City Council's internal divisions.

## THE PROPOSED BOUNDARIES

The proposed boundaries for the Townsville City Council are detailed below. They bring enrolment in each division into quota, whilst also catering for growth projected in certain parts of the region. The Change Commission has made a concerted effort to use easily identifiable features such as roads and waterways as boundaries.

Table 3 shows the current and projected enrolment for the proposed electoral divisions. Maps of the proposed divisions are in Appendix C and interactive maps are on the ECQ website.

<b>Table 3 – Summary of Enrolment for the Proposed Divisions</b>				
<b>Division</b>	<b>Enrolment as at 31/01/2019</b>	<b>(%) Deviation from Average Enrolment</b>	<b>Projected Enrolment as at 31/03/2024</b>	<b>(%) Deviation from Average Enrolment</b>
Division 1	12,962	1.65	14,409	6
Division 2	11,875	-6.88	14,477	6.5
Division 3	13,590	6.57	14,346	5.54
Division 4	12,642	-0.86	13,013	-4.27
Division 5	12,925	1.36	13,149	-3.26
Division 6	12,567	-1.45	13,057	-3.94
Division 7	13,395	5.04	13,664	0.52
Division 8	13,185	3.39	13,278	-2.32
Division 9	12,835	0.65	13,314	-2.05
Division 10	11,545	-9.47	13,221	-2.74

**Division 1**

The proposed boundaries of Division 1 have helped to better balance voter numbers in neighbouring Divisions 2 and 7, while also bringing Division 1 closer to the average enrolment.

The Change Commission proposes the following changes. The Division:

- a. Gains the suburb of Deeragun from Division 2;
- b. Transfers most of Beach Holm and parts of Saunders Beach, Yabulu and Black River to Division 2; and
- c. Transfers its portions of the Cosgrove and Mount Louisa localities to Division 7.

The proposed Division has 12,962 voters which is 1.65% above average and is predicted to have 14,409 voters by 2024 which would be 6% above average.

**Division 2**

As Division 2 has exceeded the quota and is projected to be 24.56% above the average enrolment by 2024, the Change Commission has proposed transferring Deeragun to Division 1, as suggested in a public submission. To prevent voter numbers dropping too low in Division 2, or exceeding the enrolment quota in Division 1, the western boundary of Division 2 has been expanded to take in areas along the coast.

The Change Commission proposes the following changes. The Division:

- a. Gains most of Beach Holm and parts of Saunders Beach, Yabulu and Black River from Division 1; and
- b. Transfers the entire Deeragun locality to Division 1.

The proposed Division has 11,875 voters which is -6.88% below average and is predicted to have 14,477 voters by 2024 which would be 6.5% above average.

**Division 3**

The Change Commission has proposed realigning the southern boundary of Division 3 in the Garbutt area to continue following the easily identifiable Ingham Road. Currently the existing boundary deviates from Ingham Road to follow Chandler Street and excises a residential portion of Garbutt that appears more connected to Division 3.

The Change Commission proposes the following changes. The Division:

- a. Gains an additional portion of Garbutt from Division 8.

The proposed Division has 13,590 voters which is 6.57% above average and is predicted to have 14,346 voters by 2024 which would be 5.54% above average.



**Division 4**

No change is proposed for Division 4.

**Division 5**

No change is proposed for Division 5.

**Division 6**

No change is proposed for Division 6.

**Division 7**

Division 7 is projected to have too few voters by 2024 at -10.11%, while neighbouring Division 8 in the east is also projected to be out of quota at -13.67%. The Change Commission has therefore expanded Division 7 in a north-west direction to balance its enrolment.

The Change Commission proposes the following changes. The Division:

- a. Gains part of Mount Louisa and Cosgrove from Division 1;
- b. Gains an additional portion of Mount Louisa from Division 8; and
- c. Transfers its portion of Cranbrook to Division 8.

The proposed Division has 13,395 voters which is 5.04% above average and is predicted to have 13,664 voters by 2024 which would be 0.52% above average.

**Division 8**

As Division 8 is currently close to falling outside the quota at -9.19%, the Change Commission has proposed expanding its boundaries in both the south-east and south-west.

The Change Commission proposes the following changes. The Division:

- a. Gains part of the Cranbrook locality from Division 7;
- b. Gains part of Rosslea and an additional portion of Mundingburra from Division 9;
- c. Transfers part of Garbutt situated north of Ingham Road to Division 3; and
- d. Transfers its portion of Mount Louisa to Division 7.

The proposed Division has 13,185 voters which is 3.39% above average and is predicted to have 13,278 voters by 2024 which would be -2.32% below average.

**Division 9**

The proposed boundaries of Division 9 unite the Railway Estate suburb within this Division, while also bringing Division 9 closer to the average enrolment. In addition, the changes more evenly balance the projected voter numbers in neighbouring Divisions 8 and 10.

The Change Commission proposes the following changes. The Division:

- a. Gains the remainder of the Railway Estate locality from Division 10, establishing the Ross River as an easily identifiable boundary between these divisions; and
- b. Transfers a portion of Rosslea and Mundingburra to Division 8.

The proposed Division has 12,835 voters which is 0.65% above average and is predicted to have 13,314 voters by 2024 which would be -2.05% below average.

**Division 10**

As Division 10 is projected to be close to the upper limits of the quota in 2024 at 8.9%, it is proposed that the north-western boundary contract to follow the Ross River. This offers the dual benefit of uniting the Railway Estate suburb entirely within Division 9 and also creates a strong and easily definable boundary between Divisions 9 and 10.

In proposing this change, the Change Commission recognises that Division 10 is close to the lower limit of the quota, However, it notes that enrolment in this Division is projected to move closer toward the average by 2024 and that the change has helped facilitate other changes that have balanced enrolment in Divisions 8 and Division 9.

The proposed Division has 11,545 voters which is -9.47% below average and is predicted to have 13,221 voters by 2024 which would be -2.74% below average.

## COMMENTS ON THE PROPOSAL INVITED

Comments on this proposal are invited until 5pm, 8 October 2019 and can be lodged through:

**Online Form**

<https://ecq.qld.gov.au/lgr/townsville>

**Email**

[LGCCsubmissions@ecq.qld.gov.au](mailto:LGCCsubmissions@ecq.qld.gov.au)

**Personal Delivery**

Electoral Commission of Queensland  
Level 20, 1 Eagle Street  
BRISBANE QLD 4000

**Post**

Local Government Change Commission  
GPO Box 1393  
BRISBANE QLD 4001

It is recommended that those submitting comments:

- consider the enrolment requirements outlined in the Act and in this report;
- clearly state which division/s your comment relates to;
- provide supporting information for why you support or oppose a proposed boundary change or public submission; and
- if you oppose a change, provide alternative boundary suggestions and reasoning.

## FINALISING THE REVIEW

After reviewing the public comments on the proposal, the Change Commission will make a final determination on the Council's divisional boundaries.

The results of a Change Commission review must be provided to the Minister for Local Government. A notice of results is published in a local newspaper, the Queensland Government Gazette and on the ECQ website.

A decision of the Change Commission is not subject to appeal.

## IMPLEMENTATION

A local government change can only be implemented by the Governor in Council under a regulation.

The regulation may provide for anything that is necessary or convenient to facilitate the change.

# LOCAL GOVERNMENT CHANGE COMMISSION

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