

# Review of Divisional Boundaries

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**2019 PROPOSED DETERMINATION**  
GOLD COAST CITY COUNCIL

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## 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 9 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 Gold Coast City Council (see Appendix A).

The Change Commission for this review consists of:

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

The casual commissioners were appointed by the Governor in Council on 1 November 2018.

### Endorsement of proposal

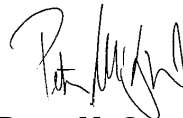
This report outlines the Change Commission's proposed boundaries for the electoral divisions of the Gold Coast City Council.



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



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



**Peter McGraw**  
**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 the divisional boundary review of the Gold Coast is as follows:

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 organised around '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 Electoral Commission of Queensland's (ECQ) website.

## CURRENT BOUNDARIES & ENROLMENT

The Gold Coast City Council has 378,059 voters and is divided into 14 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, Divisions 1, 3 and 10 were out of quota and in 2024, Divisions 1, 3, 8, 10 and 12 are projected to be out of quota.

<b>Table 1 – Current and Projected Council Quota</b>		
	<b>31 January 2019</b>	<b>31 March 2024</b>
<b>Number of divisions</b>	14	14
<b>Enrolment</b>	378,059	418,146
<b>Quota per division</b>	27,004	29,868
<b>Quota (+10%) per division</b>	29,705	32,855
<b>Quota (-10%) per division</b>	24,304	26,881

<b>Table 2 – Current and Projected Enrolment for the Existing Electoral Divisions</b>				
<b>Division</b>	<b>Enrolment as at 31/01/2019</b>	<b>(%) Deviation from Quota</b>	<b>Projected Enrolment as at 31/03/2024</b>	<b>(%) Deviation from Quota</b>
Division 1	34,264	<b>26.88</b>	39,438	<b>32.04</b>
Division 2	26,979	-0.09	30,176	1.03
Division 3	33,033	<b>22.33</b>	41,157	<b>37.8</b>
Division 4	27,614	2.26	30,254	1.29
Division 5	26,641	-1.35	28,671	-4.01
Division 6	27,180	0.65	30,072	0.68
Division 7	25,287	-6.36	28,124	-5.84
Division 8	24,561	<b>-9.05</b>	25,994	<b>-12.97</b>
Division 9	25,179	-6.76	28,000	-6.25
Division 10	23,634	<b>-12.48</b>	26,342	<b>-11.8</b>
Division 11	27,209	0.76	28,853	-3.4
Division 12	25,076	-7.14	26,393	<b>-11.63</b>
Division 13	25,404	-5.93	27,165	<b>-9.05</b>
Division 14	25,998	-3.73	27,507	-7.9

## PUBLIC SUGGESTIONS

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

Suggestions were invited from 27 April 2019 to 5pm 20 May 2019. 51 submissions were received and are available to view at Appendix B.

A significant number of suggestions requested changes that were outside the scope of this review and were unable to be considered by the Change Commission, including:

- 24 submissions proposed an additional 15<sup>th</sup> division be created and a 25<sup>th</sup> submission suggested two new divisions be created;
- two suggestions asked for the existing divisional boundaries to be retained; and
- one submission requested the Tamborine Mountain area be transferred from the Scenic Rim Regional Council to the Gold Coast City Council.

The Change Commission cannot transfer parts of other Council areas or create additional divisions, unless a change proposal is referred by the Minister for Local Government. It is important to note that creating additional divisions or moving suburbs out of Councils can have significant financial impacts on Councils and/or on ratepayers. Therefore, consultation and research generally need to occur before a change proposal of such a nature is referred to the Change Commission. The referral for this review is to address enrolment imbalances in the existing 14 divisions of the Gold Coast as per the requirements of the Act.

While the Gold Coast City Council did not provide a submission, it did publish boundary change maps in local newspapers earlier in the year. As a result, several submissions commented on the Council's published maps. As these maps were not submitted to the Change Commission, they have not been discussed in this report. However, the public suggestions commenting on those maps have helped to inform the Change Commission's deliberations.

Key themes to emerge from comments on the Council's maps included:

- the importance of holding the Southport CBD together in a single division;
- that the Nerang CBD area should remain united within a division; and
- that Bonogin shouldn't move from Division 9 to Division 13.

The Change Commission agreed with these suggestions and has proposed boundaries with those community interests in mind. The proposed boundaries unite the entire suburb of Southport within Division 6 (currently it is split between Divisions 6 and 7) and maintains the current boundaries for the suburbs of Nerang and Bonogin.

One submission requested Division 14 become a valley and hinterland division without the beach areas. At present this is not feasible, as the populated beach areas help to keep Division 14 in quota. Another submitter requested there be fewer beachfront divisions (3 or 4) that stretch in a more north-south direction. The beachfront areas are too heavily populated to fit into fewer divisions; however, the Change Commission has tried to move the boundaries of these divisions northwards and contract them closer to the coastline where practicable.

## THE PROPOSED BOUNDARIES

The proposed boundaries for the Gold Coast City Council are detailed below. They bring enrolment in each division into quota, while also catering for the significant growth projected in certain parts of the region. The Change Commission has made a concerted effort to unite suburbs and use clearly discernible 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 – Current and Projected Enrolment for the Proposed Electoral Divisions</b>				
<b>Division</b>	<b>Enrolment as at 31/01/2019</b>	<b>(%) Deviation from Quota</b>	<b>Projected Enrolment as at 31/03/2024</b>	<b>(%) Deviation from Quota</b>
Division 1	24,705	-8.51	31,140	4.26
Division 2	27,989	3.65	31,483	5.41
Division 3	25,431	-5.83	30,535	2.23
Division 4	27,575	2.11	30,179	1.04
Division 5	28,614	5.96	30,656	2.64
Division 6	25,336	-6.18	28,200	-5.58
Division 7	28,578	5.83	30,723	2.86
Division 8	26,776	-0.85	28,706	-3.89
Division 9	27,201	0.73	30,334	1.56
Division 10	27,532	1.95	31,103	4.14
Division 11	27,585	2.15	29,248	-2.07
Division 12	27,006	0.01	28,610	-4.21
Division 13	26,910	-0.35	28,901	-3.24
Division 14	26,821	-0.68	28,328	-5.15

### Division 1

Division 1 and neighbouring Division 3 are significantly out of quota and both have strong projected growth. The Change Commission deliberated how to balance enrolment and propose that Division 1 cross the Pacific Motorway extending to the southern suburb boundaries of Cedar Creek, Kingsholme and Pimpama. An exception has been made in two areas, where residential developments cross suburb boundaries. The Change Commission determined to hold these communities of interest together rather than following the suburb boundary in its entirety. The high growth areas of Pimpama and Coomera have been placed in separate divisions as this was necessary from an enrolment perspective.

The Change Commission proposes the following changes. The Division:

- a. Gains most of the Pimpama suburb from Division 3; and
- b. Transfers its portions of the Upper Coomera and Wongawallan suburbs and most of the Willow Vale locality to Division 3.

The proposed Division has 24,705 voters which is -8.51% below quota and is predicted to have 31,140 voters by 2024 which would be 4.26% above quota.

### **Division 2**

Division 2 has extended in a north-easterly direction towards the coast, along the Coomera River. The Division follows the suburb boundaries of Hope Island, Oxenford and most of Helensvale.

The Change Commission proposes the following changes. The Division:

- a. Gains the Hope Island suburb from Division 3;
- b. Transfers its portion of the Upper Coomera and most of its portion of the Maudsland suburb to Division 3, contracting to the Oxenford suburb boundary;
- c. Transfers a portion of Coombabah to Division 4; and
- d. Transfers part of the Helensvale suburb that lies south of Brisbane Road / Gold Coast Highway and its portion of the Arundel suburb to Division 7.

The proposed Division has 27,989 voters which is 3.65% above quota and is predicted to have 31,483 voters by 2024 which would be 5.41% above quota.

### **Division 3**

Several changes are proposed to reduce the number of voters in Division 3. The changes have reconfigured the Division to run in an east-west orientation, crossing the Pacific Motorway. This has redistributed some of the higher growth and densely populated suburbs and brought the Division into quota.

The Change Commission proposes the following changes. The Division:

- a. Gains the entirety of the Upper Coomera suburb from Divisions 1 and 2;
- b. Gains the entirety of the Wongawallan suburb from Divisions 1 and 5;
- c. Gains most of the Willow Vale suburb from Division 1;
- d. Gains a portion of the Maudsland suburb from Division 2;
- e. Transfers most of the Pimpama suburb to Division 1;
- f. Transfers the Hope Island suburb to Division 2; and
- g. Transfers the Paradise Point, Hollywell, South Stradbroke localities and its portions of the Coombabah and Runaway Bay suburbs to Division 4.

The proposed Division has 25,431 voters which is -5.83% below quota and is predicted to have 30,535 voters by 2024 which would be 2.23% above quota.



**Division 4**

Division 4 has expanded north to include some of the densely populated suburbs from Division 3.

The Change Commission proposes the following changes. The Division:

- a. Gains the entirety of the Coombabah suburb from Divisions 2 and 3;
- b. Gains the Paradise Point, Hollywell and South Stradbroke localities and the remainder of the Runaway Bay suburb from Division 3; and
- c. Transfers its portions of the Labrador and Arundel suburbs to Division 7.

The proposed Division has 27,575 voters which is 2.11% above quota and is predicted to have 30,179 voters by 2024 which would be 1.04% above quota.

**Division 5**

Changes have been made to unite communities within this Division by following suburb boundaries.

The Change Commission proposes the following changes. The Division:

- a. Gains the remainder of the Clagiraba and Highland Park suburbs and a portion of the Lower Beechmont locality from Division 9;
- b. Transfers its portion of the Wongawallan suburb to Division 3;
- c. Transfers its portions of the Molendinar suburb to Division 7 so the boundary continuously follows the Pacific Motorway;
- d. Transfers its portion of the Ashmore suburb to Division 8 so the boundary continuously follows the Pacific Motorway; and
- e. Transfers its portions of Advancetown and Gilston, uniting the suburbs in Division 9.

The proposed Division has 28,614 voters which is 5.96% above quota and is predicted to have 30,656 voters by 2024 which would be 2.64% above quota.

**Division 6**

Division 6 has been reconfigured to run in a north-south orientation so that it unites the whole Southport suburb within this Division.

The Change Commission proposes the following changes. The Division:

- a. Gains the remainder of the Southport locality and parts of the Benowa and Bundall suburbs from Division 7;
- b. Gains part of the Ashmore suburb from Division 8;
- c. Transfers the entirety of the Parkwood suburb and its portions of the Molendinar, Arundel and Labrador localities to Division 7; and
- d. Transfers part of the Ashmore suburb to Division 8.

The proposed Division has 25,336 voters which is -6.18% below quota and is predicted to have 28,200 voters by 2024 which would be -5.58% below quota.

**Division 7**

The proposed Division 7 has been repositioned and consists of areas previously held by Divisions 2, 4 and 6, including the entirety of the Arundel, Parkwood, Labrador and Molendinar suburbs and a portion of the Helensvale suburb.

The northern boundary is Brisbane Road / Gold Coast Highway, the western boundary follows the Pacific Motorway, the southern boundary is the Southport Nerang Road and the south-eastern boundary follows Olsen Avenue, Musgrave Avenue, Loders Creek and along the coastline.

The proposed Division has 28,578 voters which is 5.83% above quota and is predicted to have 30,723 voters by 2024 which would be 2.86% above quota.

**Division 8**

Division 8 has been modified to increase its enrolment and unite communities of interest, for instance having the entire Royal Pines Golf Course in the Division.

The Change Commission proposes the following changes. The Division:

- a. Gains parts of the Ashmore suburb from Divisions 5 and 6;
- b. Gains part of the Benowa suburb from Division 10;
- c. Transfers part of the Ashmore suburb to Division 6; and
- d. Transfers its portion of the Robina locality so that it is united in Division 11.

The proposed Division has 26,776 voters which is -0.85% below quota and is predicted to have 28,706 voters by 2024 which would be -3.89% below quota.

**Division 9**

Changes have been made to unite suburbs within Division 9 and the surrounding divisions. The transfer of Highland Park to Division 5 enabled the entire suburb of Reedy Creek to join Division 9. Most of this Division now follows suburb boundaries and the Pacific Motorway makes a strong boundary between the east and west communities of the Gold Coast.

The Change Commission proposes the following changes. The Division:

- a. Gains the balance of the Advancetown and Gilston suburbs from Division 5;
- b. Gains the Reedy Creek locality from Division 13;
- c. Transfers the balance of the Clagiraba and a portion of the Lower Beechmont suburbs to Division 5; and
- d. Transfers the balance of Highland Park, uniting the suburb in Division 5.

The proposed Division has 27,201 voters which is 0.73% above quota and is predicted to have 30,334 voters by 2024 which would be 1.56% above quota.

**Division 10**

The boundaries of Division 10 have shifted northwards to include the entire suburbs of Main Beach and Surfers Paradise.

The Change Commission proposes the following changes. The Division:

- a. Gains the Surfers Paradise and Main Beach localities from Division 7;
- b. Transfers its portion of the Benowa suburb to Division 8;
- c. Transfers a portion of the Broadbeach and Broadbeach Waters to Division 12; and

- d. Transfers the balance of Mermaid Waters and Mermaid Beach, uniting the suburbs in Division 12.

The proposed Division has 27,532 voters which is 1.95% above quota and is predicted to have 31,103 voters by 2024 which would be 4.14% above quota.

#### **Division 11**

A single change has been made, extending the northwest corner boundary to unite the suburb of Robina in Division 11. Most of the Division follows suburb boundaries.

The proposed Division has 27,585 voters which is 2.15% above quota and is predicted to have 29,248 voters by 2024 which would be -2.07% below quota.

#### **Division 12**

Division 12 extended northwards to include all of Mermaid Waters and Mermaid Beach. The proposed division is bounded by Bermuda Street in the west, Hooker Boulevard / Margaret Avenue in the north, and in the south, the Burleigh Waters suburb boundary.

The Change Commission proposes the following changes. The Division:

- a. Gains a portion of the Broadbeach and Broadbeach Waters suburbs and the balance of the Mermaid Waters and Mermaid Beach suburbs from Division 10;
- b. Transfers its portion of the Burleigh Heads locality so that it is united in Division 13.

The proposed Division has 27,006 voters which is 0.01% above quota and is predicted to have 28,610 voters by 2024 which would be -4.21% below quota.

#### **Division 13**

Division 13 has also expanded northward to include the entire Burleigh Heads suburb. The western boundary has contracted to Old Coach Road.

The Change Commission proposes the following changes. The Division:

- a. Gains the remainder of the Burleigh Heads suburb from Division 12;
- b. Transfers the Reedy Creek suburb to Division 9; and
- c. Transfers its portion of the Tallebudgera Valley suburb and a portion of the Elanora locality to Division 14.

The proposed Division has 26,910 voters which is -0.35% below quota and is predicted to have 28,901 voters by 2024 which would be -3.24% below quota.

#### **Division 14**

Division 14 has extended to include the entire Tallebudgera Valley suburb in the north-west, as well as more of Elanora suburb from Division 13.

The proposed Division has 26,821 voters which is -0.68% below quota and is predicted to have 28,328 voters by 2024 which would be -5.15% below quota.

## COMMENTS ON THE PROPOSAL INVITED

Comments on this proposal are invited until 5pm, 15 July 2019. Comments can be lodged through:

### Online Form

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

### 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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