

AUSTRALIAN ELECTORAL COMMISSION

FUNDING AND DISCLOSURE REPORT

FOLLOWING THE

FEDERAL ELECTION HELD ON

2 MARCH 1996

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ISBN

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FRONT COVER DESIGN BY THE ARTWORKS, CANBERRA

REPORT PRINTED BY P R E PRINTERS, CANBERRA

CONTENTS

| | | |
|--------|-------------------------------------|----|
| Part 1 | Introduction | 1 |
| Part 2 | Election Funding | 3 |
| Part 3 | Election Disclosure Returns | |
| | <i>Political Parties</i> | 6 |
| | <i>Candidates and Senate groups</i> | 7 |
| | <i>Third Parties</i> | 8 |
| | <i>Broadcasters and Publishers</i> | 10 |
| Part 4 | Annual Disclosure Returns | |
| | <i>Political Parties</i> | 12 |
| | <i>Associated Entities</i> | 16 |
| | <i>Donors to Political Parties</i> | 18 |
| Part 5 | Compliance Audits | 19 |
| Part 6 | Party Registration | 22 |
| Part 7 | Summary of Recommendations | 28 |

| | | |
|------------|---------------------------------------|----|
| Appendix 1 | Election Funding Payments | 31 |
| Appendix 2 | Political Party Electoral Expenditure | 34 |
| Appendix 3 | Third Parties | 40 |
| Appendix 4 | Registered Political Parties | 46 |

PART 1

INTRODUCTION

1.1 This report is furnished in accordance with subsection 17(2) of the *Commonwealth Electoral Act 1918* (the Act). It provides an analysis of the election funding and financial disclosure schemes as they operated at the 2 March 1996 federal election. It also includes chapters on annual disclosures, compliance audits and party registration.

Legislative Amendments

1.2 Since the 1993 federal election, the *Commonwealth Electoral Amendment Act 1995* and the *Electoral and Referendum Amendment Act 1995* have been passed by Parliament amending funding and disclosure legislation. Specific amendments are discussed at the commencement of each section of this report to which they relate.

1.3 The Australian Electoral Commission (AEC) invited all registered political parties to attend briefing sessions conducted in each capital city explaining the amendments to the Act and the impact that these would have on parties and their donors.

Revision of Handbooks and Forms

1.4 The AEC's explanatory handbooks and return forms have been comprehensively revised, not only to incorporate the legislative amendments but also in an attempt to make them more user-friendly with the ultimate goal of improving the accuracy of information disclosed. The new handbooks and forms have been well received, and the AEC has undertaken a survey in order to obtain more comprehensive feedback and suggestions.

Disclosure on the Internet

1.5 The AEC conducted a limited trial of disclosure on the Internet following the 1996 election. Election funding payments and electoral expenditure returns of political parties were released onto the Internet on the date for public inspection for this election (19 August 1996). This information was chosen not only because it was anticipated that this is where the most attention would be centred, but also because it was comparatively easy and inexpensive to post onto the AEC's home page.

1.6 The AEC sees much value in using the Internet in parallel to existing arrangements. Many interested persons, in particular journalists and academics in regional centres, do not have easy access to the copies of returns which are made public at the AEC's central office in Canberra and at each of its State/Territory head offices. The AEC is currently investigating options to further expand the Internet service beyond this trial stage, although this would require a substantial and recurrent investment of resources beyond those currently available.

PART 2

ELECTION FUNDING

2.1 To qualify for election funding, a candidate or Senate group must obtain 4% or more of the formal first preference vote in the electorate contested. The amount of funding entitlement is calculated according to the number of first preference votes obtained. Entitlements of endorsed candidates and Senate groups are paid to the State/Territory branches of their political parties.

Legislative Changes since the 1993 Election

2.2 At the 1993 election a reimbursement scheme was in operation. Election funding entitlements were initially calculated according to the number of votes received, but parties and independent candidates were also required to submit evidence of campaign expenditure and the final payment of public funding could not exceed expenditure actually incurred. As part of the 1995 amendments the basis for election funding was changed to a direct payment, regardless of expenditure. This means that parties and independent candidates are no longer required to submit detailed claims, enabling payments to be processed more promptly.

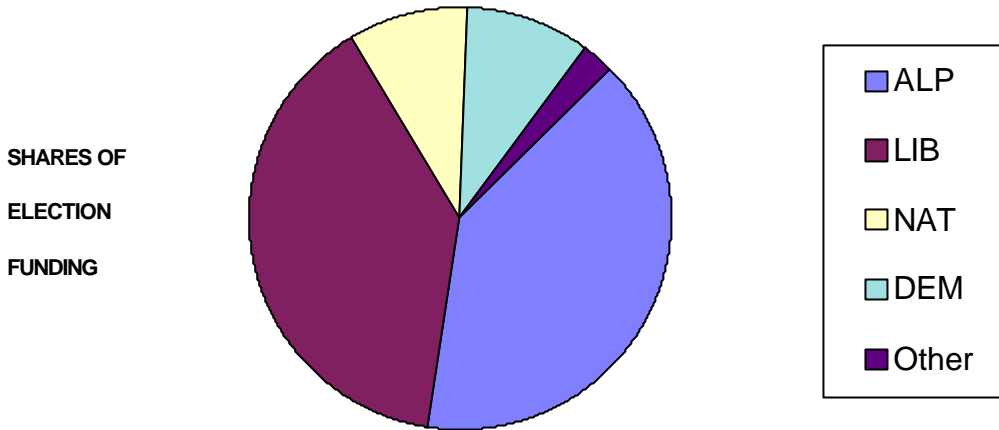
2.3 Branches of registered political parties are also now able to enter into signed agreements to redirect the payment of their election funding to another party or branch or, in the case of the Australian Democrats, to appoint a principal agent to whom the entitlements of all branches of the party are to be paid. For the 1996 federal election, agreements were in force redirecting the funding entitlements of all State and Territory branches of the Australian Labor Party to its national secretariat and the Australian Democrats had appointed a principal agent.

2.4 The 1995 amendments also set a new base rate for election funding of \$1.50 for both House of Representatives and Senate votes.

Funding for this Election

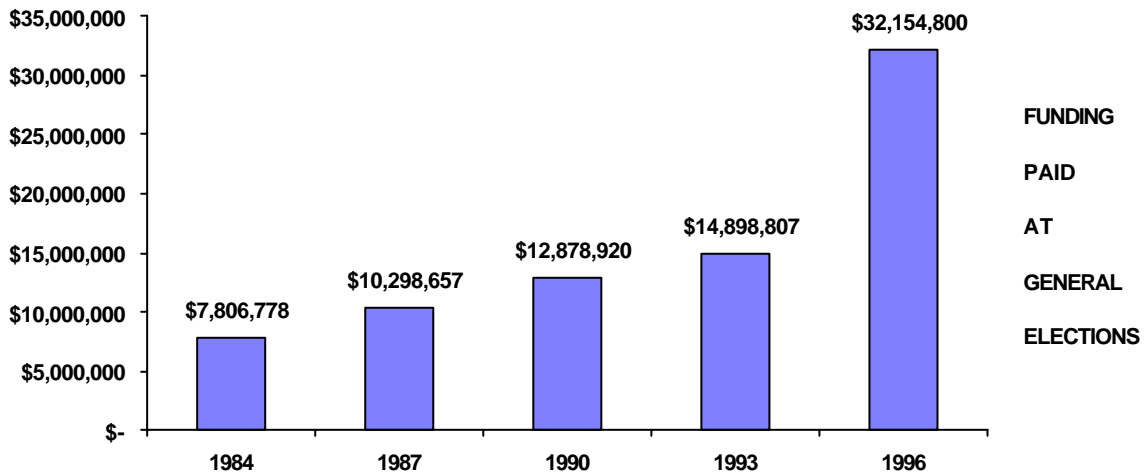
2.5 In line with increases in the CPI, the rate of election funding had risen to 157.594 cents per vote by the time of the election. This compares to rates of 100.787 cents and 50.393 cents per vote respectively for the House of Representatives and Senate at the 1993 federal election.

2.6 A total of \$32,154,800.55 in election funding was paid at the 1996 election. The following chart and table summarise the distribution of funding paid. A more detailed breakdown of election funding payments is provided at Appendix 1.



| | |
|----------------|-----------------|
| Labor Party | \$12,856,382.99 |
| Liberal Party | \$12,489,503.44 |
| National Party | \$2,997,271.54 |
| Democrats | \$2,968,965.40 |
| Others | \$842,677.18 |

2.7 In accordance with the Act, payments of election funding must be made to an agent. As can be seen from the following chart of total funding paid since the inception of the scheme at the 1984 election, the funding paid in 1996 was considerably greater than previously. This now sees very large cheques for the funding entitlements of parties being made out in the name of individuals. This election saw cheques for millions of dollars made out in agents' names.



2.8 The AEC is concerned, particularly given the very large amounts of funding now being paid to individuals as agents of political parties, that the legislation as it currently stands does not compel an agent to deposit the cheque in an account of the party. A more secure method of effecting payment would be to make cheques out in the party's name. This would require an amendment to the legislation which, as it stands, does not allow the agent to nominate such a redirection of payment.

Recommendation 1

Payments of election funding must be made in the registered name of the particular party or branch.

Disendorsed Candidates

2.9 The election funding entitlements of endorsed candidates are paid to the agent of the relevant political party. The Queensland Division of the Liberal Party 'disendorsed' its candidate for the electorate of Oxley, before polling day for the 1996 election but after the close of nominations. This timing precluded the party from cancelling the nomination and consequently the Act continued to recognise the candidate as an endorsed Liberal candidate for the purposes of the election. Therefore, the candidate appeared on the ballot papers with 'Liberal' printed beside her name. In accordance with subsection 299(1) of the Act, election funding entitlement based on the vote obtained by the candidate was paid to the agent of the Queensland Division of the Liberal Party.

PART 3 ELECTION DISCLOSURE RETURNS

Disclosure of Expenditure by Political Parties

Disclosure

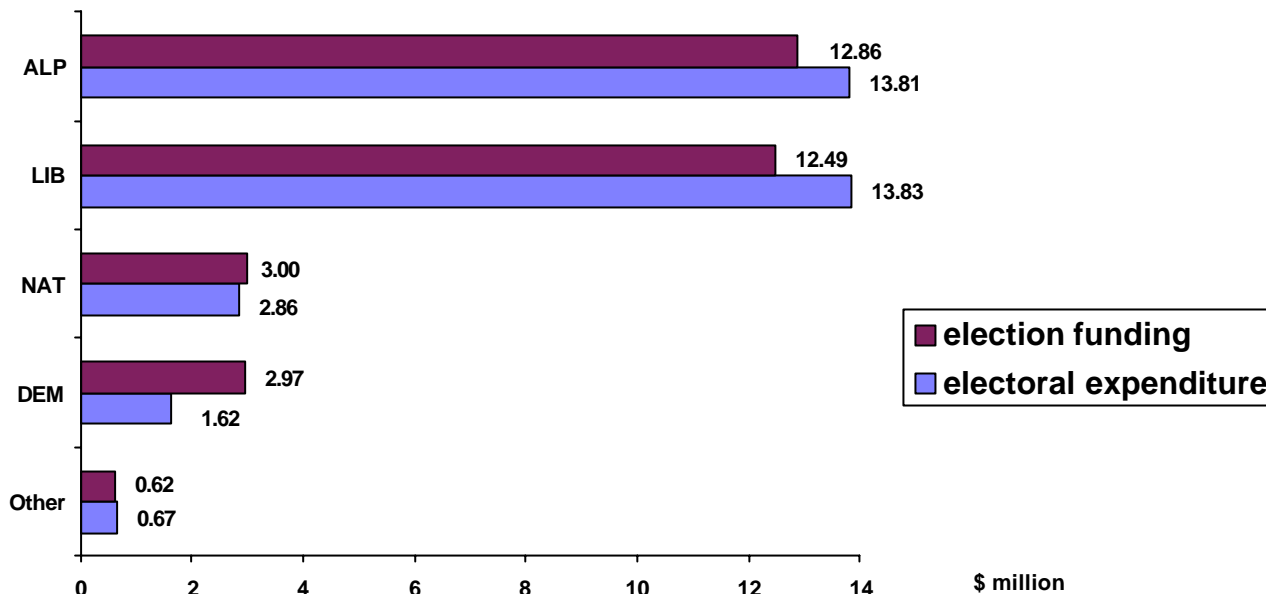
3.1 Registered political parties are required to disclose totals of certain categories of expenditure incurred on campaign goods or services used from the issue of the writ until the close of polling. The six specified categories are:

- i) broadcasting advertisements (including production costs);
- ii) publishing advertisements (including production costs);
- iii) displaying advertisements at a place of entertainment (including production costs);
- iv) campaign material where the name and address for the author is required (e.g. how-to-vote cards, pamphlets, posters);
- v) direct mailing; and
- vi) opinion polling or other research relating to the election.

3.2 The requirement for parties to lodge election returns was part of the original scheme but was removed for the 1993 election. It was subsequently reinstated as part of the 1995 amendments. The Joint Standing Committee on Electoral Matters in its *Report of the Inquiry into all Aspects of the Conduct of the 1996 Federal Election and Matters Related Thereto* recommended the abolition of returns of electoral expenditure by political parties.

Receipt of Returns

3.3 Election returns were due 15 weeks after polling day and then placed on public inspection 24 weeks after polling day which for this election was Monday, 19 August 1996. Upon public release of these returns the media's primary focus was on how much was spent on the campaign overall, including which parties spent the most and by how much. (The media's other main interest is election donations, but parties only disclose these in their annual returns.) Some media reports also touched on instances where election funding receipts exceeded reported campaign expenditure. The following chart shows electoral expenditure and election funding of parties. A more detailed breakdown of electoral expenditure reported by parties is provided at Attachment 2.



Disclosure of Donations and Expenditure by Candidates and Senate groups

Appointment of Agents

3.4 Candidates and Senate groups are each entitled to appoint an agent to assume responsibility for funding and disclosure matters. Where no appointment is made candidates are deemed to be their own agent and, in the case of a Senate group, the candidate listed first on the ticket is deemed to be the agent.

3.5 The Act currently allows the appointment of agents up until the close of nominations. Because many candidates and some Senate groups, particularly independents, do not nominate until virtually the close of nominations, they do not have time to appoint an agent. As an agent’s roles in funding and disclosure matters do not manifest themselves until after polling day, there is the opportunity to extend the deadline for the appointment of candidate and Senate group agents beyond the close of nominations.

Recommendation 2

Candidates and Senate groups be allowed to appoint agents up to 6:00 pm on polling eve.

Disclosure of Donations Received

3.6 All House of Representatives and Senate candidates must disclose election donations received. Jointly endorsed and unendorsed Senate groups must also lodge donations returns.

3.7 Where a candidate receives donations from a single person or organisation totalling \$200 or more, the candidate must disclose the name and address of that donor and the date and value of each donation received. The donor must also separately disclose donations

totalling \$200 or more made to candidates. The \$200 threshold has not changed since 1984, with the result that donations that may now be considered minor are still required to be disclosed along with the significant donors. In comparison, the disclosure threshold for Senate groups is already set at \$1,000, which appears to be a more appropriate level.

Recommendation 3

The threshold for disclosure of donations to candidates be raised to \$1,000.

Disclosure of Electoral Expenditure

3.8 House of Representatives and ungrouped Senate candidates, as well as jointly endorsed and unendorsed Senate groups, are required to disclose totals of electoral expenditure in the same six specified categories as political parties. As with parties and 'third parties' there is no requirement to detail to whom payments were made.

Receipt of Returns

3.9 The Act deems that donations received and expenditure incurred by the campaign committees of endorsed candidates are to be disclosed by the party, not the candidate. As is the case at every election, most endorsed candidates submitted 'nil' returns. For this reason there was little interest shown in these returns when placed on public display apart from those of some independents.

Disclosures by Third Parties

3.10 'Third party' is used here as a short-hand term to describe a person or organisation, other than a registered political party, candidate, Senate group, broadcaster or publisher, who is under an obligation to furnish a disclosure return following an election. Typically, this covers donors to candidates or lobby groups undertaking an independent advertising campaign during the election.

Disclosure of Donations Made

3.11 Third parties are required to disclose donations totalling \$200 or more made to an individual candidate. This threshold for disclosure is in line with that of candidates when disclosing donations received. As proposed at Recommendation 3 above, the AEC believes that the disclosure threshold for donations to candidates should be raised to \$1,000.

Disclosure of Electoral Expenditure

3.12 Where third parties have incurred electoral expenditure totalling \$200 or more they are required to furnish a return. Disclosure is limited to the same six categories as those specified for political parties, candidates and Senate groups (see paragraph 3.1 above).

3.13 The \$200 threshold has not changed since disclosure was introduced. This threshold is no longer considered to be set at an appropriate level, particularly given the steep increase in the cost of broadcast advertising. The AEC believes that this disclosure threshold should be raised to at least \$1,000 so that disclosure obligations are placed only upon those third parties who are involving themselves in an election campaign to a significant degree.

Recommendation 4

The threshold for disclosure of electoral expenditure by third parties be raised to \$1,000.00.

Disclosure of Donations Received

3.14 The legislation also requires third parties to disclose donations they have received which total \$1,000 or more from a single person or organisation and which were then used to incur expenditure for a political purpose of at least \$1,000. These thresholds are considered to still be appropriate at this time.

3.15 Receipt of Returns

3.15 The number of third party returns received following the 1996 election was well down on the previous election. This result was not unexpected for a number of reasons, not the least being that donors to political parties who previously lodged returns following an election now lodge annual returns each financial year.

Disclosure of Electoral Advertisements by Broadcasters and Publishers

Disclosure

3.16 Broadcasters and publishers are required to disclose details of electoral advertisements placed with them over the period from the issue of the writ until the close of polling. (A publisher is only required to lodge a return where the total charged for electoral advertisements was more than \$1,000.) The details required to be disclosed for each advertisement include who placed the advertisement and on whose behalf, the date of the broadcast or publication, the time it was broadcast or the page upon which it appeared, the charge and whether that charge was made at normal commercial rates.

3.17 The Act defines electoral advertisements and, apart from those which are obviously election related, includes advertisements which do not directly advocate a vote but which may indirectly influence an elector by commenting on an election issue. Some difficulty is experienced in achieving a consistent approach from broadcasters and publishers when completing their returns because some apply their own interpretation of what constitutes an electoral advertisement and only list advertisements placed directly on behalf of candidates and political parties. In other cases, such 'oversights' are almost certainly due to an unwillingness to accord any diligence to their disclosure responsibilities.

3.18 Another perennial problem is that the manner of recording advertisements in some cases does not allow the broadcaster or publisher to fully disclose all the details required by the Act. For instance, some publishers do not record the addresses of persons who pay for their advertisements over the counter as these details are not necessary for their billing purposes. Also, in many instances there is no record that advertisements were placed on behalf of a candidate or political party. Consequently, it appears from the return that the person placing the advertisement is, in fact, a 'third party' possibly with a separate disclosure responsibility.

Receipt of Returns

3.19 Broadcaster and publisher returns must be lodged within eight weeks following polling day, which for this election meant the due date was 29 April 1996. The uneven quality of preparation of returns was also reflected in their uneven receipt and the AEC was left with a significant follow-up.

3.20 Broadcaster and publisher returns are rarely ever inspected once placed on the public record. The AEC, therefore, questions the continued value of these returns particularly given the considerable administrative burden and expense they place upon broadcasters and publishers. If the recommendations of the Joint Standing Committee on Electoral Matters in its report on the 1996 federal to abolish party electoral expenditure returns and the detailed reporting of expenditure in annual returns are implemented, however, the information currently available in broadcaster and publisher returns will not be available elsewhere in disclosure returns. It may be prudent, therefore, to wait until after the next general election to make a final assessment as to whether broadcaster and publisher returns should be retained.

PART 4 ANNUAL DISCLOSURE RETURNS

Political Parties

Legislative Changes

4.1 From the commencement of the disclosure scheme in 1984 until 1990, political parties were only required to submit returns of federal election donations and expenditure, the same as is still required of candidates. With the passage of the *Commonwealth Electoral Amendment Act 1992*, however, this fundamentally changed. Election returns were replaced by a requirement to disclose all receipts, payments and debts on an annual (financial year) basis. Annual returns require the totals of receipts, payments and debts to be disclosed, along with the name and address details of any person for whom transactions under any of those headings total \$1,500 or more.

4.2 The *Commonwealth Electoral Amendment Act 1995* made a number of other amendments designed to simplify disclosure, in response to concerns expressed by political parties that compliance was unnecessarily difficult and expensive. The amendments meant that receipts and payments were no longer to be split over a series of categories and that, for persons subject to more detailed disclosure, individual transactions did not need to be listed. The other significant change was that parties were only required to count individual transactions of \$500 or more when determining whether an individual had reached the \$1,500 threshold for detailed disclosure in the return. The potential loophole that could have allowed persons making numerous donations of less than \$500 to go undisclosed was avoided through the introduction of annual returns by donors, to which the \$500 threshold does not apply.

Disclosure

4.3 All transactions by, or on behalf of, a political party, must be included in these returns. All levels of the party down to local branches and committees, therefore, must be consolidated into the party's return. Disclosure includes donations received; federal, state and local election transactions; ongoing administration; membership; business transactions; and non-monetary 'gifts-in-kind'.

4.4 Annual returns are placed on public display at the AEC's central office in Canberra and at each of its State and Territory head offices on the first working day in February each year. There is always considerable interest from journalists and political parties, particularly in relation to donations. Donations, however, are not separately identified from other receipts in the returns. This can lead to confusion and, in some cases, misreporting by journalists (in one instance a disclosure of the maturity of an investment was reported as being a donation from the bank involved in the transaction). It also complicates the task for the AEC when attempting to identify donors who are required to lodge disclosure returns.

Recommendation 5

In their annual returns, political parties be required to identify donations separately from other receipts.

4.5 For disclosure to be effective, the returns lodged with the AEC must be accurate and complete at the time that they are placed on the public record. While the Act contains penalty provisions for persons knowingly lodging incomplete returns, this cannot guard against genuine errors. It has been the AEC's experience that some errors have not been advised to it or uncovered as part of its audit program until some time after the public release of the returns thus effectively, albeit inadvertently, avoiding public scrutiny.

4.6 It is well beyond the AEC's current resources to undertake audits of returns in the period between their receipt and public display. There is a strong public interest argument that disclosure returns of political parties (and perhaps associated entities) should carry some guarantee that they are free from errors and omissions at the time that they go on display. Requiring parties to submit disclosure returns which have been certified by a registered auditor would address this concern.

Recommendation 6

Political party annual returns be accompanied by a report from an accredited auditor.

4.7 The failure to lodge a return at all, of course, is an even more serious undermining of disclosure. In the case of political parties, such failure should be treated as a grave neglect of the responsibilities of federal registration. While the Act provides penalties for the late lodgement of returns, this can involve expensive and possibly lengthy legal action having to be undertaken by the AEC. The possibility of de-registration would be a more appropriate means of ensuring compliance.

Recommendation 7

The failure by the agent of a political party to lodge a disclosure return within 12 months of its due date be grounds for de-registration of that party.

Consolidation of Records across a Party

4.8 An important responsibility when preparing party annual returns is the consolidation of transactions throughout all levels of the party, including local branches and campaign committees. The 1995 amendments to the Act have considerably simplified this task for both party agents and party unit treasurers. For the majority of party units, only total figures of receipts and payments need to be reported and consolidated into the party return.

4.9 Major difficulties are being experienced by party agents, particularly those with a large number of decentralised units, in obtaining the necessary information from all sections

of the party. In some instances this has resulted in delayed and/or incomplete submission of returns, leaving party officials - many of whom are voluntary office holders - open to criticism. Prosecution action has not been undertaken to date and the AEC anticipates that as parties, agents and treasurers become increasingly familiar with the disclosure requirements, more timely compliance will be achieved. The AEC is closely monitoring the situation and doing all that it can to assist parties in meeting their disclosure responsibilities.

Anonymous Donations

4.10 Section 306 of the Act defines an anonymous donation as one for which either the name or the address of the person or organisation making the donation is not known at the time the donation is received. The Act makes it illegal to receive anonymous donations where the total of such donations from a single source equals or exceeds \$1,000 in the case of a political party or Senate group and \$200 for a candidate. Anonymous donations are payable to the Commonwealth.

4.11 For ease of understanding and compliance, these threshold amounts should be linked to the disclosure threshold of donations/receipts, ie \$1,500 for political parties, \$200 for candidates (or \$1,000 if Recommendation 4 is implemented) and \$1,000 for a Senate group.

Recommendation 8

The threshold for recovering 'anonymous donations' to registered political parties, candidates and Senate groups be the same as the disclosure thresholds.

4.12 The AEC is aware of instances where, when a question has arisen as to the possible anonymity of a particular donation, party officials have maintained that donor details were in fact known at the time the donation was received but had since been lost. It has proven difficult in such circumstances for the Commonwealth to recover donations that, on the face of it, appear to be anonymous. Given that the objective of the legislation is to prevent persons from going undisclosed by not providing their details at the time of making the donation, a truer test would be whether a donor actually ends up being disclosed. A provision requiring the full details of donations received to be fully disclosed in a return lodged with the AEC, or else be deemed 'anonymous', would be more effective.

Recommendation 9

The definition of an 'anonymous donation' be revised from the name or address not being known at the time of receipt to not being known at the time of disclosure.

Overseas Donations

4.13 Donations sourced from outside Australia have been the subject of discussion, from time to time, as being avenues through which donations could be channelled without being disclosed. The AEC is concerned that the current legislation is not adequate to ensure full disclosure of the true source of donations received from overseas.

4.14 The 1995/96 annual returns of political parties, which cover the 1996 federal election and the first year of disclosure by associated entities, did not show any significant donations as having been received from overseas sources. Nevertheless, the potential exists for political parties to channel donations, originating in Australia, through overseas bodies and thus avoid disclosure requirements. The AEC's jurisdiction, obviously, is limited to Australia and it is simply not possible to verify the true source of donations from overseas.

4.15 The Parliament may wish to explore options with regard to overseas donations. Options could include banning the receipt of overseas donations (as is the case in some other countries, notably the USA), placing limits upon receipts, or making such donations subject to forfeiture to the Commonwealth if the true source is not disclosed (somewhat similar to provisions applying to anonymous donations).

Associated Entities

Legislative Changes

4.16 The 1995/96 financial year saw the first year of disclosure by associated entities (such as companies, trust funds and foundations) which are closely associated with registered political parties. Associated entities are required to disclose in the same detail as political parties but with the additional requirement to disclose deposits of capital received which have been used to earn income subsequently passed on to political parties.

Disclosure

4.17 The Act defines an associated entity as being an organisation that either:

- (a) is controlled by one or more registered political parties; or
- (b) operates wholly or mainly for the benefit of one or more registered political parties.

4.18 Some organisations have questioned whether they fall within the definition of associated entity and have supplied legal advice supporting their view. These opinions, along with advice obtained by the AEC, demonstrate that there are some areas of dispute in the wording of the Act's definition which should not be allowed to become sources of confusion or loopholes. While it is not yet possible to conclude whether there are any definite problems with the Act's definition, the AEC will monitor developments and assess the need for any possible future legislative amendments that may be necessary. The AEC meanwhile is actively following up on disputed cases to ensure that all disclosure obligations are fulfilled.

4.19 In some cases, though, the AEC is unable to determine whether an organisation should disclose as an associated entity because of the unavailability of the necessary documentation to make such a decision. To date the AEC has relied upon the cooperation of organisations in engaging in discussions as to their status, but there is nothing to prevent them from simply claiming that they do not meet the definition of an associated entity and refusing to supply any justification for their stance. Such a situation could give the

appearance of disclosure only by consent and has the potential to undermine public confidence in the disclosure system.

4.20 In the public interest, disclosure should not be able to be avoided through a simple refusal to cooperate. The AEC believes that it is best placed to decide in a consistent and impartial manner whether an organisation needs to disclose as an associated entity. To do so, the AEC would require the power to inspect relevant documentation of organisations which it believes may fall within the Act's definition of associated entity. To help allay the possible concerns of some organisations that such a power may be inappropriately used, the provision to appeal against a notice served upon it for this purpose could be included.

Recommendation 10

The Australian Electoral Commission be empowered to serve a notice upon officers of an organisation for the purpose of ascertaining whether that organisation has an obligation to disclose as an associated entity. An organisation be provided with the right to appeal against a notice served upon it for the purpose of ascertaining whether that organisation has an obligation to disclose as an associated entity.

Donors to Political Parties

Legislative Changes

4.21 Donors to political parties have been required to lodge disclosure returns since the inception of the disclosure scheme. Originally they reported on a per election basis, but as part of the 1995 amendments this was changed to an annual basis, the same as for political parties. The 1995/96 financial year saw the first full year of annual disclosures by donors to political parties.

Disclosure

4.22 Donors to political parties must disclose donations totalling \$1,500 or more to the one political party. Once the \$1,500 threshold is reached, the amount and date of each separate donation must be disclosed along with the name and address of the recipient party.

Receipt of Returns

4.23 The due date for donor returns is 20 weeks after the end of the financial year, four weeks later than for political parties. The earlier deadline for party returns enables donors to be identified from those returns and given advance notice to assist them in meeting their disclosure obligations by the due date. The AEC is also looking towards computer systems which have been developed to assist it in the substantial task of cross-referencing donor and party returns.

PART 5

COMPLIANCE AUDITS

Legislation

5.1 The *Political Broadcasts and Political Disclosures Act 1991* tasked the AEC with the conduct of audits of annual disclosure returns of political parties and third parties' election returns. That responsibility has since been extended to audits of the annual returns of associated entities.

Audit Coverage

5.2 With the commencement of compliance investigations, the AEC was allocated funding for two auditor positions. Within the constraints of these resources the AEC developed a three year audit cycle to cover all State branches of all registered political parties. That program is now complete.

5.3 For future coverage the AEC is moving to a risk-based approach. This will mean that, although all parties will continue to be audited, the frequency and depth of individual audits will depend upon identified risk factors such as the results of the first audit round and levels of financial activity. This approach will allow the AEC to focus on areas of greatest importance and will help cater for new responsibilities, such as auditing associated entities.

Conduct of Audits

5.4 Compliance audits are conducted similarly to financial statement audits, familiar to incorporated bodies. Their purpose is to express an opinion as to whether the returns lodged are complete and accurate records of disclosable transactions. Apart from this strict compliance aspect, for the initial cycle of audits the AEC had an additional objective of advising and educating parties and party units on their disclosure responsibilities.

5.5 The AEC provides parties with up to eight weeks notice of an impending audit. This lead time is not only in keeping with the cooperative nature of the audits, but also is designed to provide a party with ample time to negotiate a re-scheduling if the time or venue proposed cannot be accommodated.

5.6 The AEC reports its findings in detail to the party or organisation at the conclusion of each audit. These reports set out any amendments or corrective action that are required to ensure full disclosure. To provide the best possible service, the AEC also takes the opportunity in these reports to offer suggestions on improving current record keeping practices and the efficiency of compiling disclosure returns. Where serious deficiencies are identified, the AEC schedules a smaller, follow-up audit to check that improvements are being made.

Findings

5.7 The overall conclusion reached on the basis of audits conducted to date is that all political parties are attempting to comply with the disclosure provisions. The standard to which that compliance has been achieved, however, varies considerably, the audits having uncovered significant omissions and errors in some returns lodged by political parties. While the Act prohibits the AEC in this report from detailing the findings of its audits apart from instances where it believes that an offence has, or may have been, committed, some general findings are discussed below.

5.8 The AEC found that, despite the delay in the introduction of the new scheme and the provision of detailed information sessions and an explanatory handbook, many parties were unprepared for detailed disclosure, with only a small number having made a comprehensive attempt to prepare for the new scheme. The lack of preparation was generally a result of one or more of the following factors: a lack of appropriate administrative skills; inadequate resources being devoted to the task; and a lack of control over party units (eg local branches, fundraising committees, campaign committees).

5.9 Accounting systems are also often inadequate, a situation that might be alleviated if parties were incorporated and were, therefore, subject to financial controls laid down under other legislation. Apart from enhancing the disclosure system, this would have the added advantage of protecting party finances.

Prosecution for Non-compliance

5.10 As stated above, the AEC's approach wherever possible is to assist parties to meet their disclosure responsibilities. In the event that a party or party official fails to meet these obligations, the Act makes provision for penalties. It also specifies that a person can only be prosecuted for 'knowingly' committing an act of omission or misstatement in a return. In effect, this means that claimed ignorance of the law would constitute a defence in most if not all cases. Given that the current scheme provides considerable benefits (in terms of public funding) in return for disclosure responsibilities, there remains a question as to whether the present legislative basis for potential prosecutions is adequate. The AEC will continue to monitor the situation and report to Parliament if legislative change is viewed as being desirable.

PART 6

PARTY REGISTRATION

Political Parties registered at the 1996 Federal Election

6.1 For the 1996 federal election, 72 political parties were registered. These are listed at Appendix 4.

6.2 A number of applications and requests for review were on hand at the time the writ was issued for the election but, under the provisions of the Act, no further action could be taken on these until after the election. The AEC recognises the importance of party registration applications being dealt with as quickly as possible, particularly where there is the possibility of an election being held, and has already revised its procedures to help speed up the processing of applications. The greatest contribution to improving the efficiency of the process would require legislative amendment and this is discussed in detail under the heading 'Suspension of Party Registration Activity during Elections' at page 26.

Registration of Political Parties

6.3 Federal registration of a political party confers considerable benefits. These include being entitled to have the party's name or abbreviation appear against candidates' names on ballot papers for federal elections, as well as the entitlement to election funding and copies of the Commonwealth electoral roll in electronic format. For this reason the Electoral Act sets eligibility criteria for parties and the AEC requires evidence that these have been met before registering a party.

6.4 The Act specifies that, to be eligible for registration, an applicant party must have either:

- 500 members who are entitled to enrolment on the Commonwealth Electoral Roll; or
- at least one member who is a member of a Federal or State parliament or a Territory legislature.

This requirement is designed to ensure that the party can demonstrate that it has a significant level of support within the community.

6.5 While having a member who represents the party in a Parliament is clear evidence of electoral support, the AEC draws attention to the fact that there is at present no restriction on the number of political parties of which a Parliamentarian may be a member. In the past this has allowed Members of Parliament to register, or assist the registration of, more than one political party. Such parties are entitled to registration regardless of the level of electoral support they might have, as well as affording Parliamentarians the opportunity to reserve another party name simply by registering a party, without having to show that there is any intention of the party functioning effectively. The status of 'parliamentary party' more appropriately should be accorded to those political parties which have a member representing the party in a Federal, State or Territory parliament/legislature.

Recommendation 11

That a Member of Parliament only be able to lend his/her name to a single political party for registration purposes.

6.6 Another avenue to obtain multiple registrations is to register a number of parties with substantially the same 500 members. This has the effect of allowing a single party to register a number of names and abbreviations and while such actions are clearly outside the intention of the legislation it also raises a number of more serious concerns. It can allow a series of candidates to be endorsed in single electorates with, effectively, separate party names printed beside their names. The intention of such an arrangement is to exploit the preferential voting system by directing preferences from each of these candidates to a single candidate thereby garnering a range of votes in the hope of having that designated candidate elected, but without the voters necessarily being aware of the relationship between candidates.

6.7 One means of preventing this is to limit a person to being a member, for registration purposes, of only one political party, similar to the proposal outlined above to allow Parliamentarians to lend their names to only one party. Such a provision could, however, prove to be difficult to enforce in some situations. The preferred option would be to restrict persons to being able to hold the position of Registered Officer for only one party at a time. As the Registered Officer is the person who endorses candidates at elections, this would limit the power one person can wield across more than one political party by preventing a person from controlling the endorsements for a number of parties.

Recommendation 12

That a person can only hold one appointment as a Registered Officer at any one time.

6.8 The registration of a political party and any subsequent amendments to its registered name or abbreviation currently are provided free of charge. It is an expensive process for the AEC as the Act requires such applications to be advertised in at least one major newspaper in each State and Territory, as well as the Commonwealth Gazette, at a cost upwards of \$5,000.

6.9 There have been cases where applicant parties have submitted fresh applications merely because they wished to make a relatively minor change to the party's chosen name. A nominal fee for processing applications for registration and subsequent changes to the registered name or abbreviation of a party would not be onerous for a viable political party but at the same time would encourage them to finalise details such as proposed party name before submitting their application. The AEC has in mind a fee of \$500 which is the equivalent to the nomination fee for a single Senate candidate and, for a non-parliamentary party, would represent only \$1.00 each for the minimum membership required for registration.

Recommendation 13

A fee of \$500 to accompany an application for the registration of a political party and an application to change either the registered name or abbreviation of a political party.

Registered Party Names and Abbreviations

6.10 The Act allows a party to register both a name and an abbreviation, either of which may appear against endorsed candidates' names on ballot papers. Under the present provisions, the 'abbreviation' can simply be an alternative to, and may even be longer than, the registered party name. In effect, a party can register two, quite unrelated names. The AEC is of the view that a registered alternative should be an abbreviation of, or at least bear a meaningful connection to, the registered name.

Recommendation 14

The registered abbreviation of a political party should be restricted to either an acronym of, or a shortened version of, the party's registered name.

De-registration of Political Parties

6.11 A political party may be de-registered by the AEC if it:

- no longer meets the membership requirements;
- obtained its registration by fraud or misrepresentation; or
- ceases to exist.

A non-parliamentary party may also be de-registered if it fails to endorse a candidate in a federal election within a four year period.

6.12 Where the AEC moves to de-register a party because it no longer meets the membership requirements, the Act specifies different procedures to be followed depending upon whether the party obtained its initial registration as a parliamentary or a non-parliamentary party. A party which was registered as a parliamentary party can be summarily de-registered by the AEC, whereas a party which was registered as a non-parliamentary party must be notified and given the opportunity to show cause why it should not be de-registered. It also has appeal rights that are not available to a parliamentary party. There is no obvious reason for the difference in approach and the AEC believes that the same processes and appeal rights should be afforded in every case.

Recommendation 15

The procedures for the de-registration of a party originally registered as a parliamentary party and the review of that decision be the same as currently exist for a non-parliamentary party.

6.13 Apart from de-registration action initiated by the AEC, it is open to political parties to de-register voluntarily. In the case of parliamentary parties voluntary de-registration can be applied for by either the secretary of the party (as defined in the Act) or by all of the parliamentary members. De-registration of a non-parliamentary party can be applied for by three members of the party.

6.14 Voluntary de-registration is clearly an important decision for a party and one which would not be lightly taken. Once de-registered the party's name, or a similar name likely to be confused with it, cannot be registered until after the next general election. Under the current provisions it is open to a small number of disgruntled members to de-register a non-parliamentary party against the wishes of its wider membership. The AEC believes that it would be more appropriate if one of the applicants for the voluntary de-registration of a non-parliamentary party was the party secretary: an elected office bearer charged with acting on behalf of the party.

Recommendation 16

Require that the secretary of the party be one of the three party members to submit an application for the de-registration of a non-parliamentary party.

Appeal of Australian Electoral Commission Decisions

6.15 The Act provides that certain decisions taken by the Australian Electoral Commission are appealable to the Administrative Appeals Tribunal. This currently does not include all decisions to de-register political parties. Given the possible ramifications of de-registration, all such decisions should be open to review by the AAT.

Recommendation 17

All de-registration decisions of the Australian Electoral Commission should be included as reviewable decisions under the Commonwealth Electoral Act.

Suspension of Party Registration Activity during Elections

6.16 The Act provides for the registration of parties and changes to the registered details of parties (apart from the Registered Officer) to be suspended during the period from the day of the issue of a writ for an election or by-election through to the day of its return. The Act, however, prohibits any administrative action being taken by the AEC in processing such applications, not just the final, crucial step of making its decision.

6.17 This can result in delays well beyond just the election period which can be further compounded if two or more elections are held in quick succession. By-elections are no longer an infrequent occurrence, and the number of by-elections held leading up to and following the 1996 federal election served to create considerable delays in processing applications for registration of political parties. The intention of this provision seems to be to 'freeze' the Register of Political Parties for the duration of an election, but not to delay unduly

the registration of applicant parties. This intention could be more effectively achieved if the Act was amended so that only the Australian Electoral Commission's actual decisions on the registration, de-registration or change of registered details other than changes to the Registered Officer, were delayed until after the return of a writ for an election or by-election. (It is necessary for changes to Registered and Deputy Registered Officers to be able to be made in the course of an election campaign). The AEC would then be free to proceed with various administrative tasks such as advertising in the press, meaning that no undue delay would be experienced beyond the return of the writ.

Recommendation 18

The suspension of all party registration activity during the period of the issue of a writ be amended so that only the Australian Electoral Commission's decision with regard to the registration, de-registration and changes to the Register of Political Parties other than to Registered Officer and Deputy Registered Officer details, is suspended.

PART 7 SUMMARY OF RECOMMENDATIONS

Operation of the election funding and financial disclosure schemes at the 1996 federal election

Election Funding

Recommendation 1

Payments of election funding must be made in the registered name of the particular party or branch.

Disclosure of Expenditure by Political Parties

Recommendation 2

Candidates and Senate groups be allowed to appoint agents up to 6:00 pm on polling eve.

Recommendation 3

The threshold for disclosure of donations to candidates be raised to \$1,000.

Recommendation 4

The threshold for disclosure of electoral expenditure by third parties be raised to \$1,000.00.

Annual Returns

Political Parties

Recommendation 5

In their annual returns, political parties be required to identify donations separately from other receipts.

Recommendation 6

Political party annual returns be accompanied by a report from an accredited auditor.

Recommendation 7

The failure by the agent of a political party to lodge a disclosure return within 12 months of its due date be grounds for de-registration of that party.

Recommendation 8

The threshold for recovering 'anonymous donations' to registered political parties, candidates and Senate groups be the same as the disclosure thresholds.

Recommendation 9

The definition of an 'anonymous donation' be revised from the name or address not being known at the time of receipt to not being known at the time of disclosure.

Associated Entities

Recommendation 10

The Australian Electoral Commission be empowered to serve a notice upon officers of an organisation for the purpose of ascertaining whether that organisation has an obligation to disclose as an associated entity. An organisation be provided with the right to appeal against a notice served upon it for the purpose of ascertaining whether that organisation has an obligation to disclose as an associated entity.

Party Registration

Recommendation 11

That a Member of Parliament only be able to lend his/her name to a single political party for registration purposes.

Recommendation 12

That a person can only hold one appointment as a Registered Officer at any one time.

Recommendation 13

A fee of \$500 to accompany an application for the registration of a political party and an application to change either the registered name or abbreviation of a political party.

Recommendation 14

The registered abbreviation of a political party should be restricted to either an acronym of, or a shortened version of, the party's registered name.

Recommendation 15

The procedures for the de-registration of a party originally registered as a parliamentary party and the review of that decision be the same as currently exist for a non-parliamentary party.

Recommendation 16

Require that the secretary of the party be one of the three party members to submit an application for the de-registration of a non-parliamentary party.

Recommendation 17

All de-registration decisions of the Australian Electoral Commission should be included as reviewable decisions under the Commonwealth Electoral Act.

Recommendation 18

The suspension of all party registration activity during the period of the issue of a writ be amended so that only the Australian Electoral Commission's decision with regard to the registration, de-registration and changes to the Register of Political Parties other than to Registered Officer and Deputy Registered Officer details, is suspended.

APPENDIX 1: ELECTION FUNDING PAYMENTS

Election funding is calculated on the number of first preference votes obtained in an election. At this election the funding rate was 157.594 cents per vote. To qualify for funding a candidate must obtain at least 4% of the first preference vote in the electorate contested. For Senate groups it is sufficient for the group as a whole to obtain 4% of the vote. The entitlements of endorsed candidates and Senate groups are paid to the party.

| | House | Senate | Total |
|---|----------------|----------------|------------------------|
| Australian Labor Party | | | |
| New South Wales | \$2,290,694.98 | \$2,160,484.51 | \$4,451,179.49 |
| Victoria | \$1,876,005.28 | \$1,735,893.18 | \$3,611,898.46 |
| Queensland | \$1,007,829.39 | \$920,112.57 | \$1,927,941.96 |
| Western Australia | \$547,769.95 | \$538,308.01 | \$1,086,077.96 |
| South Australia | \$505,369.29 | \$474,506.08 | \$979,875.37 |
| Tasmania | \$216,860.38 | \$190,181.29 | \$407,041.67 |
| ACT | \$144,114.99 | \$129,015.90 | \$273,130.89 |
| Northern Territory | \$58,300.32 | \$60,936.87 | \$119,237.19 |
| Total | | | \$12,856,382.99 |
| Liberal Party of Australia | | | |
| New South Wales | \$1,937,496.88 | \$1,599,812.34 | \$3,537,309.22 |
| Victoria | \$1,743,865.86 | \$1,463,718.18 | \$3,207,584.04 |
| Queensland | \$1,193,965.24 | \$1,072,510.69 | \$2,266,475.93 |
| Western Australia | \$694,433.23 | \$719,225.92 | \$1,413,659.15 |
| South Australia | \$725,320.08 | \$674,585.84 | \$1,399,905.92 |
| Tasmania | \$217,616.83 | \$205,742.12 | \$423,358.95 |
| ACT | \$123,095.10 | \$118,115.13 | \$241,210.23 |
| Total | | | \$12,489,503.44 |
| National Party of Australia | | | |
| New South Wales | \$698,995.58 | \$799,906.17 | \$1,498,901.75 |
| Victoria | \$201,863.73 | \$343,341.30 | \$545,205.03 |
| Queensland | \$479,350.52 | \$454,184.33 | \$933,534.85 |
| Western Australia | \$19,629.91 | \$0.00 | \$19,629.91 |
| Total | | | \$2,997,271.54 |
| Northern Territory Country Liberal Party | | | |
| Northern Territory | \$60,361.65 | \$63,116.40 | \$123,478.05 |

APPENDIX 1: ELECTION FUNDING PAYMENTS cont.

Australian Democrats

| | | | |
|-------------------|--------------|--------------|-----------------------|
| New South Wales | \$362,281.82 | \$553,928.73 | \$916,210.55 |
| Victoria | \$316,891.59 | \$474,118.40 | \$791,009.99 |
| Queensland | \$198,803.26 | \$400,633.89 | \$599,437.15 |
| Western Australia | \$77,594.56 | \$148,039.08 | \$225,633.64 |
| South Australia | \$147,979.19 | \$213,902.34 | \$361,881.53 |
| Tasmania | \$9,239.74 | \$34,680.14 | \$43,919.88 |
| ACT | \$0.00 | \$30,872.66 | \$30,872.66 |
| Total | | | \$2,968,965.40 |

Australian Greens

| | | | |
|--------------------|-------------|-------------|---------------------|
| New South Wales | \$91,325.72 | \$0.00 | \$91,325.72 |
| Victoria | \$29,689.13 | \$0.00 | \$29,689.13 |
| Queensland | \$21,224.76 | \$0.00 | \$21,224.76 |
| South Australia | \$5,337.71 | \$0.00 | \$5,337.71 |
| Tasmania | \$31,028.68 | \$42,282.47 | \$73,311.15 |
| ACT | \$26,154.30 | \$17,803.39 | \$43,957.69 |
| Northern Territory | \$8,390.30 | \$8,593.60 | \$16,983.90 |
| Total | | | \$281,830.06 |

The Greens (WA)

| | | | |
|-------------------|-------------|-------------|--------------|
| Western Australia | \$76,081.66 | \$89,836.46 | \$165,918.12 |
|-------------------|-------------|-------------|--------------|

Australians Against Further Immigration

| | | | |
|-----------------|-------------|--------|-------------|
| New South Wales | \$27,567.92 | \$0.00 | \$27,567.92 |
|-----------------|-------------|--------|-------------|

No Aircraft Noise

| | | | |
|-----------------|-------------|--------|-------------|
| New South Wales | \$23,929.07 | \$0.00 | \$23,929.07 |
|-----------------|-------------|--------|-------------|

Peter James ANDREN

| | | | |
|--------------|-------------|-----|-------------|
| Calare (NSW) | \$34,210.51 | N/A | \$34,210.51 |
|--------------|-------------|-----|-------------|

Irene Margaret BOLGER

| | | | |
|--------------|------------|-----|------------|
| Batman (Vic) | \$6,265.94 | N/A | \$6,265.94 |
|--------------|------------|-----|------------|

Ben BUCKLEY

| | | | |
|-----------------|------------|-----|------------|
| Gippsland (Vic) | \$5,645.02 | N/A | \$5,645.02 |
|-----------------|------------|-----|------------|

APPENDIX 1: ELECTION FUNDING PAYMENTS cont.

| | | | |
|---|-------------|------|------------------------|
| Graeme CAMPBELL Kalgoorlie (WA) | \$34,505.21 | N/A | \$34,505.21 |
| Philip Ronald CLEARY Wills (Vic) | \$27,968.21 | N/A | \$27,968.21 |
| Paul Anthony FILING Moore (WA) | \$44,971.02 | N/A | \$44,971.02 |
| Michael Patrick GALLAGHER Berowra (NSW) | \$7,933.28 | N/A | \$7,933.28 |
| Bryan Joseph HILBERT Swan (WA) | \$9,887.45 | N/A | \$9,887.45 |
| Terrence Michael LARSEN New England (NSW) | \$5,252.61 | N/A- | \$5,252.61 |
| Robyn LOYDELL Eden-Monaro (NSW) | \$6,808.06 | N/A | \$6,808.06 |
| James Henry PERRETT Gwydir (NSW) | \$4,592.29 | N/A | \$4,592.29 |
| Allan Charles ROCHER Curtin (WA) | \$31,914.36 | N/A | \$31,914.36 |
| TOTAL ELECTION FUNDING PAID | | | \$32,154,800.55 |

Funding and Disclosure Report - Election 1996

APPENDIX 2: POLITICAL PARTY ELECTORAL EXPENDITURE

| Party Name | Broadcasting \$ | Publishing \$ | Display \$ | Other \$ | Direct Mail \$ | Research \$ | Total \$ |
|--|----------------------------|--------------------------|-----------------------|---------------------|---------------------------|------------------------|---------------------|
| A Better Future For Our Children | Nil | 200 00 | Nil | 321 89 | Nil | Nil | 521.89 |
| ACT Green Democratic Alliance | Nil | Nil | Nil | Nil | Nil | Nil | Nil |
| Advance Australia Party | Nil | Nil | Nil | Nil | Nil | Nil | Nil |
| Australia's Indigenous Peoples Party | Nil | Nil | Nil | Nil | Nil | Nil | Nil |
| Austalian Bill of Rights Group - | Nil | Nil | Nil | 2,613 50 | Nil | Nil | 2,613.50 |
| Australian Christian Heritage – Christian Democratic Party | Nil | Nil | Nil | Nil | Nil | Nil | Nil |
| Australian Democrats – NAT | 65,474 00 | 1,967 00 | Nil | 94,813 00 | Nil | 19,224 00 | 181,478.00 |
| Australian Democrats – NSW | 207,927 70 | 36,236 56 | Nil | 152,436 20 | 109,096 31 | 39 95 | 505,736.72 |
| Australian Democrats – VIC | 164,950 00 | 4,599 00 | 477 00 | 144,620 00 | Nil | Nil | 314,646.00 |
| Australian Democrats – QLD | 137,029 92 | 10,033 67 | Nil | 77,383 59 | 24,934 23 | 2,800 00 | 252,181.41 |
| Australian Democrats – WA | 53,624 00 | 11,211 00 | Nil | 63,092 00 | 40,148 00 | Nil | 168,075.00 |
| Australian Democrats – SA | 44,496 12 | 7,788 52 | 12,787 00 | 56,504 17 | 34,702 53 | 1,000 00 | 157,278.34 |
| Australian Democrats – TAS | 4,343 73 | 6,452 85 | Nil | 19,774 00 | 4,014 20 | Nil | 34,584.78 |
| Australian Democrats – ACT | Nil | Nil | Nil | 1,484 10 | 183 90 | Nil | 1,668.00 |
| Australian Greens | 1,361 00 | Nil | Nil | 1,590 00 | 117 00 | Nil | 3,068.00 |
| Australian Labor Party – NAT | 8,617,739 00 | 451,592 00 | Nil | 190,157 00 | 1,227,499 00 | 629,825 00 | 11,116,812.00 |
| Australian Labor Party – NSW | 62,960 00 | 44,488 00 | Nil | 367,547 00 | 203,190 00 | 111,568 00 | 789,753.00 |
| Australian Labor Party – VIC | Nil | 30,000 00 | Nil | 141,000 00 | 52,000 00 | Nil | 223,000.00 |
| Australian Labor Party - QLD | 190,562 00 | 45,132 00 | Nil | 237,973 00 | 149,067 00 | Nil | 622,734.00 |

Funding and Disclosure Report - Election 1996

APPENDIX 2: POLITICAL PARTY ELECTORAL EXPENDITURE cont.

| Party Name | Broadcasting \$ | Publishing \$ | Display \$ | Other \$ | Direct Mail \$ | Research \$ | Total \$ |
|---|----------------------------|--------------------------|-----------------------|---------------------|---------------------------|------------------------|---------------------|
| Australian Labor Party – WA | 42,895 00 | 204,051 00 | Nil | 95,401 00 | 183,129 00 | 9,887 00 | 535,363.00 |
| Australian Labor Party - SA | 14,507 00 | 41,653 00 | 6,444 00 | 66,496 00 | 82,685 00 | 210 00 | 211,995.00 |
| Australian Labor Party – TAS | 45,193 00 | 11,236 00 | Nil | 29,815 00 | 4,269 00 | Nil | 90,513.00 |
| Australian Labor Party – ACT | 54,398 98 | 4,048 51 | Nil | 53,197 15 | 34,915 97 | Nil | 146,560.61 |
| Australian Labor Party – NT | 9,505 00 | 8,022 76 | Nil | 6,659 10 | 45,226 55 | Nil | 69,413.41 |
| Australian Shooters Party | 8,835 00 | 440 00 | Nil | 12,806 33 | 825 08 | Nil | 22,906.41 |
| Australian Women’s Party | Nil | 2,335 95 | Nil | 13,313 51 | 2,588 20 | Nil | 18,237.66 |
| Australians Against Further Immigration – NSW | 965 00 | 409 60 | Nil | 29,089 62 | Nil | Nil | 30,464.22 |
| Australians Against Further Immigration - VIC | 9,410 00 | Nil | Nil | 5,358 00 | Nil | Nil | 14,768.00 |
| Australians Against Further Immigration - WA | Nil | Nil | 400 00 | 400 00 | 200 00 | Nil | 1000.00 |
| Australians Against Further Immigration - SA | 625 00 | 943 00 | Nil | 1,913 00 | 3,315 00 | Nil | 6,796.00 |
| Call to Australia (Fred Nile) Group – NAT | Nil | Nil | Nil | Nil | Nil | Nil | Nil |
| Call to Australia (Fred Nile) Group –NSW | 36,535 38 | 13,346 25 | 1,456 00 | 92,562 71 | 28,130 24 | Nil | 172,030.58 |
| Call to Australia (Fred Nile) Group –VIC | Nil | 440 00 | Nil | 3,740 00 | 1,017 59 | Nil | 5,197.59 |
| Call to Australia (Fred Nile) Group –QLD | Nil | Nil | Nil | Nil | Nil | Nil | Nil |
| Call to Australia (Fred Nile) Group –WA | Nil | 3,454 80 | Nil | Nil | 251 85 | Nil | 3,706.65 |
| Call to Australia (Fred Nile) Group –SA | Nil | Nil | Nil | Nil | Nil | Nil | Nil |
| Call to Australia (Fred Nile) Group –TAS | Nil | Nil | Nil | Nil | Nil | Nil | Nil |
| Call to Australia (Fred Nile) Group -ACT | Nil | Nil | Nil | Nil | Nil | Nil | Nil |

Funding and Disclosure Report - Election 1996

APPENDIX 2: POLITICAL PARTY ELECTORAL EXPENDITURE cont.

| Party Name | Broadcasting | Publishing | Display | Other | Direct Mail | Research | Total |
|--|---------------------|-------------------|----------------|--------------|--------------------|-----------------|--------------|
| | \$ | \$ | \$ | \$ | \$ | \$ | \$ |
| Call to Australia (Fred Nile) Group NT | Nil | Nil | Nil | Nil | Nil | Nil | Nil |
| Central Coast Green Party | Nil | Nil | Nil | Nil | Nil | Nil | Nil |
| Democratic Labor Party | Nil | Nil | Nil | Nil | Nil | Nil | Nil |
| Democratic Labor Party of Australia | Nil | Nil | Nil | Nil | Nil | Nil | Nil |
| Green Alliance Senate – NSW | Nil | Nil | Nil | Nil | Nil | Nil | Nil |
| Grey Power – NSW | Nil | 4,468 50 | Nil | 660 00 | 731 35 | Nil | 5,859.85 |
| Grey Power - SA | Nil | Nil | Nil | 3,393 00 | 115 00 | Nil | 3,508.00 |
| Illawarra Greens | Nil | Nil | Nil | 7,161 00 | 2,454 00 | Nil | 9,615.00 |
| Independent EFF | Nil | Nil | Nil | 230 00 | Nil | Nil | 230.00 |
| Liberal Party of Australia – NAT | 4,626,280 45 | 1,075,471 20 | Nil | 135,646 75 | 5,000 00 | 710,546 80 | 6,552,945.20 |
| Liberal Party of Australia – NSW | 60,997 50 | 163,937 73 | 1,529 50 | 985,071 81 | 541,989 41 | 220,542 14 | 1,974,068.09 |
| Liberal Party of Australia – VIC | 213,635 00 | 310,196 00 | 12,619 00 | 466,007 00 | 917,403 00 | 73,005 00 | 1,992,865.00 |
| Liberal Party of Australia – QLD | 63,067 39 | 136,163 31 | 3,500 00 | 411,978 48 | 391,159 11 | 58,148 96 | 1,064,017.25 |
| Liberal Party of Australia – WA Inc | 125,071 86 | 239,937 77 | 6,704 00 | 329,282 17 | 487,501 64 | 50,409 60 | 1,238,907.04 |
| Liberal Party of Australia – SA | 128,557 50 | 126,457 37 | 11,364 69 | 107,051 68 | 269,693 14 | Nil | 643,124.38 |
| Liberal Party of Australia – TAS | 96,037 16 | 76,284 67 | 394 00 | 67,165 23 | 20,619 23 | 5,000 00 | 265,500.29 |
| Liberal Party of Australia - ACT | 7,874 36 | 3,724 74 | 250 00 | 49,887 05 | 31,409 13 | 5,000 00 | 98,145.28 |
| National Party of Australia – NAT | 115,524 00 | Nil | Nil | 17,042 00 | Nil | Nil | 132,566.00 |
| National Party of Australia – NSW | 568,163 00 | 232,843 00 | 10,050 00 | 229,921 00 | 141 287 00 | 125,310 00 | 1,307,574.00 |
| National Party of Australia - VIC | 113,059 00 | 87,650 00 | Nil | 39,291 00 | 18,270 00 | 2,334 00 | 260,604.00 |

Funding and Disclosure Report - Election 1996

APPENDIX 2: POLITICAL PARTY ELECTORAL EXPENDITURE cont.

| Party Name | Broadcasting \$ | Publishing \$ | Display \$ | Other \$ | Direct Mail \$ | Research \$ | Total \$ |
|---|----------------------------|--------------------------|-----------------------|---------------------|---------------------------|------------------------|---------------------|
| National Party of Australia – QLD | 513,920.55 | 218,987.27 | 5,237.00 | 181,736.61 | 86,556.38 | 45,826.00 | 1,052,263.81 |
| National Party of Australia –WA | 20,590.00 | 51,429.00 | 6,650.00 | 11,961.00 | 18,454.00 | Nil | 109,084.00 |
| National Party of Australia –SA | Nil | Nil | Nil | Nil | Nil | Nil | Nil |
| National Party of Australia –TAS | Nil | Nil | Nil | 431.93 | Nil | Nil | 431.93 |
| Natural Law Party –NAT | 6,190.00 | 7,514.55 | Nil | 18,624.46 | 199,396.00 | Nil | 231,725.01 |
| Natural Law Party –NSW | Nil | Nil | Nil | Nil | Nil | Nil | Nil |
| Natural Law Party –VIC | Nil | Nil | Nil | Nil | Nil | Nil | Nil |
| Natural Law Party –QLD | Nil | 390.00 | Nil | Nil | 351.00 | Nil | 741.00 |
| Natural Law Party –WA | Nil | 34.34 | Nil | Nil | 1018.00 | Nil | 1052.034 |
| Natural Law Party –SA | 20.50 | 6,162.50 | Nil | 853.88 | Nil | Nil | 7,036.88 |
| Natural Law Party –TAS | Nil | 116.00 | Nil | 37.50 | 128.35 | Nil | 281.85 |
| No Aircraft Noise | Nil | 7,031.00 | Nil | 79,891.00 | 14,522.00 | Nil | 101,444.00 |
| Northern Territory Country Liberal Party | 69,715.19 | 33,779.98 | Nil | 26,991.04 | 94,113.46 | 33,038.10 | 257,637.77 |
| One Australia Party | Nil | 300.00 | Nil | 1,500.00 | Nil | Nil | 1,800.00 |
| Pensioner and Citizen Initiated Referendum Alliance – VIC | Nil | 7,252.00 | Nil | Nil | Nil | Nil | 7,252.00 |
| Pensioner and Citizen Initiated Referendum Alliance – WA | Nil | Nil | Nil | Nil | Nil | Nil | Nil |
| Queensland Greens | Nil | 6,143.14 | Nil | 17,098.37 | 785.60 | 24,027.11 | 48,054.22 |
| Reclaim Australia – Reduce Immigration | Nil | Nil | Nil | 1,575.00 | Nil | Nil | 1,575.00 |

Funding and Disclosure Report - Election 1996

APPENDIX 2: POLITICAL PARTY ELECTORAL EXPENDITURE cont

| Party Name | Broadcasting \$ | Publishing \$ | Display \$ | Other \$ | Direct Mail \$ | Research \$ | Total \$ |
|--|----------------------------|--------------------------|-----------------------|---------------------|---------------------------|------------------------|----------------------|
| Republican Party of Austalia | Nil | Nil | Nil | 3,690 00 | Nil | Nil | 3,690.00 |
| Richmond/Clarence Greens | Nil | 50 00 | Nil | 1,018 00 | Nil | Nil | 1,068.00 |
| Sydney Greens | Nil | Nil | Nil | Nil | Nil | Nil | Nil |
| Tasmanian Senate Team | Nil | Nil | Nil | Nil | Nil | Nil | Nil |
| Tasmanian Greens | 55,680 00 | 40,035 00 | Nil | 25,299 00 | 4,088 00 | 1,793 00 | 126,895.00 |
| Tasmanian Independent Senator Brian Harradine Group | Nil | 1,220 00 | Nil | Nil | 3,130 00 | Nil | 4,350.00 |
| The ACT Greens | 2,817 00 | 2,384 00 | Nil | 13,841 00 | Nil | Nil | 19,042.00 |
| The Australian Greens – Victoria | 8,007 00 | 1,983 00 | Nil | 68,868 00 | Nil | Nil | 78,858.00 |
| The Federal Party of Australia | Nil | Nil | Nil | Nil | Nil | Nil | Nil |
| The Green Party South Australia | Nil | Nil | Nil | Nil | Nil | Nil | Nil |
| The Greens (WA) Inc | 6,464 00 | 26,254 00 | Nil | 32,631 00 | 5,326 00 | Nil | 70,675.00 |
| The Greens NSW | 450 00 | 5,462 00 | Nil | 30,287 00 | 2,711 00 | Nil | 38,910.00 |
| The Seniors | Nil | Nil | Nil | Nil | Nil | Nil | Nil |
| The Territory Green Party | 5,277 00 | 1,731 40 | Nil | 5,016 42 | Nil | Nil | 12,024.82 |
| The Victorian Green Alliance | Nil | 34 34 | Nil | Nil | 1,018 00 | Nil | 1,052.34 |
| TOTALS | 16,580,735.29 | 3,815,509.28 | 79,862.19 | 5,333,200.25 | 5,490,735.45 | 2,129,534.66 | 33,429,577.12 |

APPENDIX 3: THIRD PARTIES

The following listings show those organisations and persons who, in the opinion of the AEC, were required to lodge third party returns of donations made, electoral expenditure and donations received following the 2 March 1996 general election. This listing is included in this report pursuant to subsection 17(2A) of the *Commonwealth Electoral Act 1918*.

Donations Made

Alliance for Democratic Reform

Australia First Movement

Australian Education Union - Vic Branch

Australian Institute of Marine and Power Engineering

Australian Liquor, Hospitality and Miscellaneous Workers Union -
WA Branch

Australian Nursing Foundation - Vic Branch

AWA Ltd

Ballarat Regional Trades and Labour Council

Barwick, Alfred James

Borenstein, Herman

Botham, James

Bruce Davis Sawmilling Pty Ltd

Citizens Electoral Council of Australia

Communications Electrical & Plumbing Union,
Telecommunications & Services Branch, WA

Communications Electrical Plumbing Union (Communications Division)

Competitive Foods Australia Ltd

Conflict Resolution Network

Construction, Forestry, Mining and Energy Union

APPENDIX 3: THIRD PARTIES cont.

Cooper, Michael

Curriculum Corporation

Farrelly, Douglas John

Fleetman Pty Ltd trading as Henley SAAB

Francis, Gina

Friends of the Pharmaceutical Industry

George Weston Foods Ltd

Heath, John Richard

Hekpern, David

Higginson, Robert

Innes Nominees Pty Ltd

Irwin, Ros

Jape Nominees Pty Ltd

JRC Pty Ltd

Kennedy, Jack

Kimpton, Geoffrey

Kimpton, Roger

Land and National Development Corporation Limited

LW & CK Cocks Pty Ltd

Macquarie Pathology Services Pty Ltd

Madew, David

McInerney, B A

McKinlay, Gilbert

Morrison's Newsagency

Moss, Allan

Munro, Jock & Jenny

National Association of Nursing and Private Hospitals (Inc)

APPENDIX 3: THIRD PARTIES cont.

Randazzo C. & G. Developments Pty Ltd
Revesby Worker's Club Ltd
Royds, R W
Ryrie, David
Satepak Pty Ltd
Schaffer Corporation
Shop Distributive & Allied Employees Association
Signature Down Holdings Pty Ltd
Smith, Richard Harold
Sneddon, Douglas George & Helen Neville
South East Timber Association Inc
Swavelly, Frank Arthur
The Friends of Graeme Campbell
The Pharmacy Guild of Australia
The Pharmacy Guild of Australia - WA Branch
The Society for Balanced Trade Inc
The Waste People Pty Ltd
Titan Resources NL
Trust
Vatan, Yeni
Vietnam Industrial Investments Ltd
Walker, Peter
Walsham, Richard
Wilton Logging Pty Ltd
Wirrilla Pty Ltd
Woodall, K R & R
Woods, Lial

APPENDIX 3: THIRD PARTIES cont.

Electoral Expenditure

Architectural Products

Australian Conservation Foundation Inc

Australian Council of Trade Unions

Australian Council of Trade Unions - Queensland Branch

Australian Education Union (Vic Branch)

Australian Institute of Marine and Power Engineering

Australian Lifewriters Association

Australian Liquor, Hospitality and Miscellaneous Workers Union - WA Branch

Australian Nursing Federation (Vic Branch)

Australian Road Federation

Ballarat Regional Trade and Labour Council

Barwick, Alfred James

Casino Council

Citizen Electoral Councils of Australia

CEPU Communications Division Postal & Communications SA/NT Branch

Communications Electrical Plumbing Union Communications Division

Community & Public Sector Union - PSU Group

Conflict Resolution Network

Construction, Forestry, Mining and Energy Union

Cowdell, John Alexander

Geelong and Region Trades & Labour Council

Heron, Alan

Human Life International Australia Inc

Local Government Association of the Northern Territory

Mambare Pty Ltd

APPENDIX 3: THIRD PARTIES cont.

Neither

North Queensland Separate State Party Inc

NSW Farmers Association

NSW Independent Education Union

NSW Teachers Federation

O'Shea, Terrence

Port Augusta Trades & Labor Council

Prime Real Estate Lodbury Pty Ltd

Public Service Association of NSW

Queensland Right To Life Association

Queensland Teachers Union Of Employees

SA Employer's Chamber of Commerce & Industry Inc

Smith, Richard

Society For Peace, Unity & Human Rights For Sri Lanka Inc

Sporting Shooters Association of Australia

Sporting Shooters Association Of Australia (NSW) Incorporated

Tasmanian Salmonid Growers Association

The Australian Tram & Bus Industry Union

The Friends of Graeme Campbell

Victoria Trades Hall Council

Vince, Paul

Vincent, Phillip Gerard

Walker, Peter

APPENDIX 3: THIRD PARTIES cont.

Donations Received

Australian Conservation Foundation
Australian Council of Trade Unions - Qld Branch
Australian Education Union (Vic Branch)
Australian Nursing Foundation (Vic Branch)
Ballarat Regional Trades & Labour Council
Barwick, Alfred James
Bradshaw, John Leslie
C.A.P.
Citizens Electoral Councils of Australia
Communications, Electrical, Plumbing Union - Electrical Division
Conflict Resolution Network
Construction, Forestry, Mining and Energy Division
Local Government Association of Queensland
Neither
North Queensland Separate State Party Inc
Port Augusta Trades and Labour Council
Public Service Association of NSW
Smith, Richard
Society For Peace, Unity and Human Rights For Sri Lanka Inc
The Friends of Graeme Campbell
Victoria Trades Hall Council
Walker, Peter

APPENDIX 4: REGISTERED POLITICAL PARTIES

The following parties were registered with the Australian Electoral Commission for the 2 March 1996 federal election. For funding and disclosure purposes it is not necessary for political parties to be registered in each State and Territory. The Commonwealth Electoral Act recognises State and Territory branches of a registered political party as if they were separately registered political parties.

A Better Future For Our Children
ACT Green Democratic Alliance
Advance Australia Party
Australia's Indigenous Peoples Party
Australian Bill of Rights Group
Australian Christian Heritage-Christian Democratic Party
Australian Democrats
Australian Greens
Australian Labor Party (ALP)
Australian Labor Party (N.S.W. Branch)
Australian Labor Party (Victorian Branch)
Australian Labor Party (State of Queensland)
Australian Labor Party (Western Australian Branch)
Australian Labor Party (South Australian Branch)
Australian Labor Party (Tasmanian Branch)
Australian Labor Party (ACT Branch)
Australian Labor Party (Northern Territory) Branch
Australian Shooters Party
Australian Women's Party
Australians Against Further Immigration

APPENDIX 4: REGISTERED POLITICAL PARTIES cont.

Call to Australia (Fred Nile) Group
Call to Australia (Fred Nile) Group (NSW)
Call to Australia (Fred Nile) Group (Vic)
Call to Australia (Fred Nile) Group (Qld)
Call to Australia (Fred Nile) Group (WA)
Call to Australia (Fred Nile) Group (SA)
Call to Australia (Fred Nile) Group (Tas)
Call to Australia (Fred Nile) Group (ACT)
Call to Australia (Fred Nile) Group (NT)
Central Coast Green Party
Democratic Labor Party (DLP) of Australia
Green Alliance Senate - New South Wales
Grey Power
Illawarra Greens
Independent EFF
Liberal Party of Australia
Liberal Party of Australia, NSW Division
Liberal Party of Australia (Victorian Division)
Liberal Party of Australia - Queensland Division
Liberal Party (W.A. Division) Inc.
Liberal Party of Australia (S.A. Division)
Liberal Party of Australia - Tasmanian Division
Liberal Party of Australia - ACT Division
National Party of Australia
National Party of Australia - N.S.W.
National Party of Australia - Victoria
National Party of Australia (Queensland)

APPENDIX 4:

REGISTERED POLITICAL PARTIES cont.

National Party of Australia (WA) Inc
National Party of Australia (S.A.) Inc
National Party of Australia - Tasmania
Natural Law Party
No Aircraft Noise
Northern Territory Country Liberal Party
One Australia Party
Pensioner and Citizen Initiated Referendum Alliance
Queensland Greens
Reclaim Australia: Reduce Immigration
Republican Party of Australia
Richmond/Clarence Greens
Sydney Greens
Tasmania Senate Team
Tasmanian Greens
Tasmanian Independent Senator Brian Harradine Group
The ACT Greens
The Australian Greens - Victoria
The Federal Party of Australia
The Green Party South Australia
The Greens (WA) Inc
The Greens NSW
The Seniors
The Territory Green Party
The Victorian Green Alliance