State Grants Commission
annual report for 2011-12
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Ms Lara Giddings MP
TREASURER

Dear Treasurer

In accordance with Section 9(3) of the State Grants Commission Act 1976, I have pleasure in presenting the State Grants Commission’s Annual Report and recommendations of financial assistance for local government authorities in Tasmania. This is the thirty-fifth Annual Report of the Commission, and relates to grants for payment in the 2011-12 financial year.

Yours sincerely

[Signature]

R C Close
CHAIRMAN
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1 - INTRODUCTION

The State Grants Commission was established under the *State Grants Commission Act 1976* (the Act).

It is responsible for making recommendations to the Treasurer concerning the distribution of Commonwealth financial assistance grants to local government.

The abovementioned Act provides that the Commission comprise four members: a Chairman, who is appointed by the Governor; two representatives of local government nominated by the Minister responsible for the *Local Government Act 1993* from a list of four names submitted by the Local Government Association of Tasmania; and one person nominated by the Secretary of the Department of Treasury and Finance and approved by the Treasurer.

The current members of the Commission are:

Mr R C Close  Chairman;
Mr B A Southorn PSM  representative of local government;
Mr G H K Denny  representative of local government; and
Mr P R Williams  nominee of the Secretary of the Department of Treasury and Finance.

CORPORATE GOVERNANCE

The Commission seeks to operate using best practice governance strategies. It actively promotes increased stakeholder interest in its activities, methodology and assessment calculations, and needs to ensure an environment of greater accountability and transparency. Full details on the corporate governance practices of the Commission are available on its website.
2 - LEGISLATION GOVERNING THE GRANTS

The Commonwealth Local Government (Financial Assistance) Act 1995 prescribes the conditions that must be fulfilled for the states to receive funds, and stipulates the basis for distributing the funds among local governing bodies.

The Act also provides for a set of national principles governing the distribution of grants. The principles were developed in consultation with the states, territories and local government, and came into effect on 1 July 1996.

The most important principle that applies to the base grant is horizontal fiscal equalisation (HFE). In making its recommendations for grant entitlements each year, the Commission adheres to the definition of HFE as dictated by the National Principles.

However, the achievement of full HFE is compromised to some extent by the minimum grant principle, which requires that 30 per cent of the State's base grant entitlement be quarantined and distributed among Tasmania's local governing bodies on an equal per capita basis.

The other base grant principles include the need for effort neutrality in the assessments, the inclusion of other grant support in the assessments, the recognition of the needs of Aboriginal and Torres Strait Islanders, and the equitable treatment for amalgamating municipalities. The road grant principle requires the Commission to recognise needs of councils in order to preserve their road and bridge assets. The National Principles are described in full in Section 6 of this Report.

The national base grant pool is distributed to states and territories based on population shares as at 31 December in the year prior to the application of the grants. Road grants are distributed between the states and territories based on historical shares.
3 - LEVEL OF ASSISTANCE FOR 2011-12

The general-purpose financial assistance to be provided for local government in 2011-12 by the Commonwealth is shown in Table 1 below.

**TABLE 1: Financial Assistance for Local Government 2011-12**

<table>
<thead>
<tr>
<th>National pool of funds</th>
<th>Tasmanian grant entitlement</th>
<th>Proportion of national pool</th>
<th>Increase on 2010 11 actual entitlement *</th>
</tr>
</thead>
<tbody>
<tr>
<td>Base Grant</td>
<td>1 490 654 559</td>
<td>33 778 989</td>
<td>2.3</td>
</tr>
<tr>
<td>Road Grant</td>
<td>661 447 295</td>
<td>35 052 032</td>
<td>5.3</td>
</tr>
<tr>
<td>Total Grant</td>
<td>2 152 101 854</td>
<td>68 831 021</td>
<td>3.2</td>
</tr>
</tbody>
</table>

* This column shows the 2011-12 year estimated entitlement compared to the 2010-11 actual entitlement (accrual basis)

The national quantum of local government general-purpose financial assistance is linked to annual changes in both the Australian population and the consumer price index, so that the base grant and road grant pools are maintained in “real per capita” terms. This indexing formula has been in place since the reforms to Commonwealth-State financial arrangements arising from the introduction of *A New Tax System (ANTS)* in 2000-01.

Tasmania’s base grant for 2011-12 increased by 3.6 per cent, which is less than the level of indexation applied to the national pool (4.3 per cent), reflecting the population decline of Tasmania as a proportion of the national population. According to the latest Australian Bureau of Statistics (ABS) estimates, the population of Tasmania grew by 0.8 per cent over the year to 31 December 2010, compared to an Australian growth rate of 1.5 per cent.

The Commonwealth announced on 10 May 2011 as part of its 2011-12 Budget that a portion of the 2011-12 entitlement would be forwarded to councils in the 2010-11 financial year. This is the third successive year in which a ‘brought forward’ payment has been made, with the first ‘brought forward’ being part of the Australian Government’s broader economic stimulus package during the recent economic downturn. A ‘brought forward’ payment of $17 161 319 was made in June 2011. The Commonwealth has also determined that there will be a positive adjustment of $275 139 to the 2010-11 estimated grant entitlement of $65 951 658 as the estimates of inflation and population used to determine last year’s pool were lower than the actual. Therefore, the “actual” 2010-11 grant entitlement for Tasmania has been calculated by the Commonwealth as $66 226 797 (i.e. $65 951 658 plus $275 139). Details of the components of Financial Assistance Grant (FAG) payments for 2010-11 are provided in Appendix 1.

The cash payments to be made to councils in 2011-12 will comprise the estimated 2011-12 entitlement of $68 831 021 plus the adjustment to the 2010-11 grants of $275 139, less the advance payment of $17 161 319, the net amount being $51 944 841.
4 - REFORMS TO THE DISTRIBUTION MODELS

TRIENNIAL REVIEW PERIOD

The Commission operates a triennial review policy whereby major methodological changes are incorporated into its assessments every three years, with data updates and minor methodological revisions incorporated each year.

The last major restructure of the models occurred in 2009-10 when the Commission applied the following changes:

• Base Grant Model changes related to the change from ‘Gross’ to ‘Net’ AAV, the removal of water & sewerage from the assessment and certain cost adjustor changes; and

• Roads Preservation Model changes related to standard costs and performance standards of roads and the road grant being distributed based on a 95/5 split, being 95 per cent based on the Roads Preservation Model and the remaining 5 per cent on bridge deck area.

Detailed discussion of these changes can be found in the State Grants Commission Annual Report for 2009-10.

The next year when major methodological changes are introduced into the models will be the 2012-13 distribution. The 2011-12 distribution is a ‘between year’ when only data updates have been applied.

Despite only data changes being applied for this 2011-12 distribution there are still some significant grant movements. These movements are a reflection of the models being primarily data driven, which means that significant changes in data can influence calculated grant shares. It is for this reason that the Commission takes the accuracy and consistency of data very seriously and actively seeks to increase the integrity of the data used within the assessments.
5 – INVESTIGATIONS AND INQUIRIES

Section 8 of the *State Grants Commission Act 1976* provides that, for making recommendations to the State Treasurer, the Commission may hold such inquiries and make such investigations as it considers necessary.

Under Section 11 of the Commonwealth Act, a state is not entitled to its grant unless the Commission has held public hearings in connection with the recommendations and permitted or required local governing bodies in the state, or associations of those bodies, to make submissions to it in connection with the recommendations.

In accordance with these requirements, the Commission arranged and conducted a series of regional hearings with councils, which were open to the public and the media.

The dates of the hearings were:

- Hobart 7–8 March 2011 – for southern councils;
- Burnie 22–24 March 2011 – for north-western councils; and

Ten councils were represented at the Hearings. In addition, the Commission visited eight councils to discuss various aspects of its methodology.

Appendix 21 of this report contains a list of councillors and council staff who attended the 2011 hearings and visits. In addition, a summary of the major issues raised by councils at the 2011 hearings and visits can be found in Section 8 of this report.
6 - PRINCIPLES AND METHODS

6.1 BASE GRANT DISTRIBUTION

The national principles for the distribution of base grants (Section 9 payments under the Commonwealth Act) are shown below.

National Principles – Base Grant Distribution

1. Horizontal Fiscal Equalisation

General-purpose grants will be allocated to local governing bodies, as far as practicable, on a full horizontal equalisation basis as defined by the Act. This ensures that each local governing body in the State/Territory is able to function, by reasonable effort, at a standard not lower than the average standard of other local governing bodies in the State. It takes account of differences in the expenditure required by those local governing bodies in the performance of their functions and in the capacity of those local governing bodies to raise revenue.

2. Effort Neutrality

An effort or policy neutral approach will be used in assessing expenditure requirements and revenue raising capacity of each local governing body. This means as far as practicable, policies of individual local governing bodies in terms of expenditure and revenue effort will not affect the grant determination.

3. Minimum Grant

The minimum general-purpose grant allocation for a local governing body in a year will not be less than the amount to which the local governing body would be entitled if 30 per cent of the total amount of general-purpose grants, to which the State or Territory is entitled under Section 9 of the Act in respect of the year, were allocated among local governing bodies in the State/Territory on a per capita basis.

4. Other Grant Support

Other relevant grant support provided to local governing bodies to meet any of the expenditure needs assessed should be taken into account using an inclusion approach.

5. Aboriginal Peoples and Torres Strait Islanders

Financial assistance shall be allocated to councils in a way that recognises the needs of Aboriginal peoples and Torres Strait Islanders within their boundaries.

6. Council Amalgamation

Where two or more local governing bodies are amalgamated into a single body, the general-purpose grant provided to the new body for each of the four years following amalgamation should be the total of the amounts that would have been provided to the former bodies in each of those years if they had remained separate entities.
A “two pool” approach is used for the distribution of the base grant. This method involves allocating the per capita minimum grant based on council population shares, and distributing the remainder (the relative needs pool) using the horizontal fiscal equalisation process. The approach ensures simplicity and transparency in calculating the separate components of the base grant.

The Base Grant Model uses a ‘balanced budget’ approach to calculate the distribution of the relative needs pool. Each council’s relative needs grant entitlement is derived from the difference between the council’s ‘expenditure requirement’ that is necessary to provide services to a common standard with all other councils, and the council’s ‘revenue capacity’ based on the statewide average rate per dollar of assessed annual value (AAV) and other financial support.

Councils which are assessed to have a ‘standardised surplus’ (i.e. revenue capacity is greater than expenditure requirement) do not receive a share of the relative needs grant pool, but still receive their population share of the per capita minimum grant. Conversely, councils that are assessed to have a ‘standardised deficit’ (i.e. expenditure requirement is greater than revenue capacity) receive a share of the relative needs pool according to its share of the state total standardised deficit.

Each council’s **Expenditure Requirement** is calculated as follows:

- a three-year average of the expenditure ‘required’ to provide a common range of services allowing for each council’s unique cost conditions (standardised expenditure); **plus**
- any allowances made in respect of services which are not adequately captured as ‘standardised expenditure’; **plus**
- the ‘Budget Result Term’.

The Budget Result Term (BRT) is the balancing item within the assessment that allows a ‘balanced budget’ at a state level. The BRT is the difference between all statewide sources of revenue, including the grant pool, and all statewide expenditure requirements, distributed across councils on a per capita basis.

Each council’s **Revenue Capacity** is calculated using three-year averages of each of the following:

- the revenue that the council could raise by applying a standard or average rate per dollar of assessed annual value (AAV) to all rateable property in its area (standardised revenue); **plus**
- the council’s per capita minimum grant allocation; **plus**
- Other Financial Support (OFS) payments that have not been deducted from council expenditures in the process of calculating standardised expenditure.

OFS payments were known as Other Grant Support (OGS) in previous assessments (see Water and Sewerage section below). OFS payments are treated by either the ‘inclusion’ or the ‘deduction’ approach.
**Inclusion Approach** - recognises funds received by councils as contributing to normal expenditure for calculating expenditure standards. These funds are treated as a source of revenue and are applied to reduce a municipality’s ‘standardised deficit’. These include financial distributions from the following sources:

- Heavy Vehicle Motor Tax Revenue;
- Commonwealth Road Grant;
- Commonwealth Roads to Recovery; and
- the regional Water and Sewerage corporations.

**Deduction Approach** - funds are excluded from expenditure and revenue data prior to calculating expenditure standards. The deduction approach is employed where:

- a council is effectively actioning a policy from another level of government and the payment is a reimbursement of costs incurred; or
- the payments are received by only a small number of councils to provide a service that is beyond the scope of ordinary local government activity, and the service is generally provided only where grants are received.

The relative needs component of the base grant is only allocated amongst councils assessed to have positive standardised deficits (i.e. where expenditure requirement is greater than revenue capacity), and it is allocated in proportion to those standardised deficits. Due to the exclusion of negative standardised deficits from the total relative needs requirement, the available funds are insufficient to cover all of the assessed standardised deficits.

In the year under review, the available funds were sufficient to meet 32 per cent of the standardised deficits.

It should be noted that despite the sophistication of the Commission’s methodology, there is always a need for the Commission to exercise broad judgement as it considers various issues that arise each year.

**Adjustments due to Water and Sewerage (W&S) Reform**

The 2011-12 assessments are informed by historical council data from the 2007-08, 2008-09 and 2009-10 financial years. The 2009-10 base year data is the first to not include council revenue and expenditure from the provision of W&S services, as the responsibility for these services passed from councils to three regional corporations on 1 July 2009.

As in previous assessments, base year data for councils prior to 2009-10 included the provision of W&S services; hence, this data had to be removed from the assessment to ensure that, as far as possible, the equalisation process reflects council circumstances in the year the funds are to be used. Within the 2011-12 assessment, a balanced budget is achieved at a state level by applying an adjustment to general rate revenue for the 2007-08 and 2008-09 base years, equivalent to the overall surplus/deficit from the provision of W&S services. The adjustment has the effect of ensuring that a council budget returns to the same budget outcome in the absence of W&S data for each base year within the assessment.
The 2009-10 base year is the first financial year in which W&S revenue and expenditure does not appear for councils, alleviating the need for a general rate adjustment. Base year data for 2009-10 is the first year to include financial distributions from the W&S corporations (see Table 2 below). As foreshadowed in Discussion Paper DP09-01 Water and Sewerage Restructuring, circulated during the 2009 hearings and visits, these ongoing W&S distributions are to be included within the Revenue Capacity calculation as a component of ‘Other Grant Support’. By including the W&S distributions within this part of the revenue capacity calculation, the term ‘Other Grant Support’ was considered inappropriate; therefore, the term ‘Other Financial Support’ has been adopted to better reflect the included revenue.

Table 2: Base Grant Assessment: Treatment of W&S Data in the 2011-12 Assessment

<table>
<thead>
<tr>
<th></th>
<th>Base Year Data</th>
<th>2007-08</th>
<th>2008-09</th>
<th>2009-10</th>
</tr>
</thead>
<tbody>
<tr>
<td>W&amp;S Revenue and Expenditure removed from council data</td>
<td>✓</td>
<td>✓</td>
<td>✗</td>
<td></td>
</tr>
<tr>
<td>General Rate Adjustment included</td>
<td>✓</td>
<td>✓</td>
<td>✗</td>
<td></td>
</tr>
<tr>
<td>Financial Distributions from Regional Corporations included as ‘Other Financial Support’</td>
<td>✗</td>
<td>✗</td>
<td>✓</td>
<td></td>
</tr>
</tbody>
</table>

Calculation of standardised revenue

The standardised revenue for each council is determined by multiplying the rateable assessed annual value (AAV) of properties in the municipality by the average revenue per dollar of AAV as calculated by the Commission. The Commission uses AAV data supplied by the Office of the Valuer-General, and exempt AAV and rate revenue information obtained from the Local Government Division’s Consolidated Data Collection. An adjustment is also made to account for the value of properties that are partially exempt from rates, that is, liable for service charges only.

The total revenue from all sources, as determined by the Commission, is summed and divided by the total AAV (as provided by the Valuer-General) to arrive at a state average revenue per dollar of AAV. This is multiplied by each council’s adjusted AAV to derive the standardised revenue for each council.

The standardised revenue measure used in the base grant assessments is the relevant three-year averaged standardised revenue for each council. The standardised revenue for each council is shown in Appendix 7, while adjusted rateable AAV and rate revenues are shown in Appendices 5 and 6, respectively.

Calculation of standardised expenditure (non-roads expenditure)

In general, the Commission works on the principle that the cost of providing council services varies in proportion to the number of residents. Therefore, to determine standard expenditures required to provide services, the Commission multiplies state average expenditures per person by the number of residents in each municipality.
Councils face a range of unavoidable cost and demand pressures in providing services, the effect of which is that a council may be unable to provide a service at the standard level of expenditure. The Commission recognises this through the application of council-specific cost adjustors to assist the determination of standardised expenditures for each council.

This approach is applied to all expenditure categories except the road category. The method of calculating standardised road expenditure is described in the Road Grant section of this chapter.

Table 3 details the types of expenditure that are included in each expenditure function.

**TABLE 3: Base Grant Assessment: Description of Expenditure Functions**

<table>
<thead>
<tr>
<th>Expenditure function</th>
<th>Explanation of expenditure function</th>
</tr>
</thead>
<tbody>
<tr>
<td>General Administration</td>
<td>Legislative, executive, financial and fiscal affairs relating to general purposes only (that is, not solely related to any one of the purposes listed below).</td>
</tr>
<tr>
<td>Health, Housing and Welfare</td>
<td>Services for the aged, community health services, health inspections, family and child welfare, housing services.</td>
</tr>
<tr>
<td>Waste Management and the Environment</td>
<td>Household and other garbage services, urban storm water drainage, street cleaning, flood mitigation and other protection of the environment.</td>
</tr>
<tr>
<td>Planning and Community Amenities</td>
<td>Planning and building services, street lighting, public conveniences, shopping malls, cemeteries and crematoria.</td>
</tr>
<tr>
<td>Recreation and Culture</td>
<td>Public halls and civic centres, swimming pools, parks and playing grounds, sports assistance and promotion, libraries and other cultural services.</td>
</tr>
<tr>
<td>Roads</td>
<td>Re-construction and maintenance of roads and bridges.</td>
</tr>
<tr>
<td>Law, Order and Public safety</td>
<td>Fire protection, support of State Emergency Service, animal control and other public order and control.</td>
</tr>
<tr>
<td>Other</td>
<td>Expenditure on items not elsewhere classified. Includes: saleyards and markets, tourism and area promotion, aerodrome operations, communications, and natural disaster relief.</td>
</tr>
</tbody>
</table>

**Application of council-specific cost adjustors**

Cost adjustors are used to reflect the inherent relative cost advantages or disadvantages faced by councils in providing services. A range of cost adjustors has been developed to account for differences in the demand for services between councils, as well as variations in the per unit cost of supplying that service.

An adjustor is calculated for each municipality by comparing its demand or supply disadvantage with the State average. Any council that demonstrates the State average level of advantage/disadvantage is assigned a cost adjustor of 1.00. Cost adjustors are always less than 1.00 if the council is assessed to enjoy a cost advantage and greater than 1.00 if the council is assessed to suffer a cost disadvantage.
The following cost adjustors are recognised by the Commission:

- Absentee Population
- Climate
- Dispersion
- Isolation
- Population Decline
- Regional Responsibility

The application of cost adjustors to each expenditure category is detailed below.

**TABLE 4: Base Grant Assessment: Allocation of Cost Adjustors to Expenditure Functions**

<table>
<thead>
<tr>
<th>Expenditure Function</th>
<th>Cost Adjustors</th>
</tr>
</thead>
<tbody>
<tr>
<td>General administration</td>
<td>Absentee population</td>
</tr>
<tr>
<td></td>
<td>Isolation</td>
</tr>
<tr>
<td></td>
<td>Population decline</td>
</tr>
<tr>
<td></td>
<td>Scale-administration</td>
</tr>
<tr>
<td>Education, health, housing &amp; welfare</td>
<td>Population decline</td>
</tr>
<tr>
<td></td>
<td>Unemployment</td>
</tr>
<tr>
<td>Law, order &amp; public safety</td>
<td>Dispersion</td>
</tr>
<tr>
<td></td>
<td>Tourism</td>
</tr>
<tr>
<td></td>
<td>Population decline</td>
</tr>
<tr>
<td></td>
<td>Unemployment</td>
</tr>
<tr>
<td>Planning &amp; community amenities</td>
<td>Absentee population</td>
</tr>
<tr>
<td></td>
<td>Climate</td>
</tr>
<tr>
<td></td>
<td>Dispersion</td>
</tr>
<tr>
<td></td>
<td>Isolation</td>
</tr>
<tr>
<td></td>
<td>Population decline</td>
</tr>
<tr>
<td></td>
<td>Scale-other</td>
</tr>
<tr>
<td></td>
<td>Tourism</td>
</tr>
<tr>
<td></td>
<td>Worker influx</td>
</tr>
<tr>
<td>Waste management &amp; environment</td>
<td>Absentee population</td>
</tr>
<tr>
<td></td>
<td>Climate</td>
</tr>
<tr>
<td></td>
<td>Dispersion</td>
</tr>
<tr>
<td></td>
<td>Isolation</td>
</tr>
<tr>
<td></td>
<td>Population decline</td>
</tr>
<tr>
<td></td>
<td>Scale-other</td>
</tr>
<tr>
<td></td>
<td>Tourism</td>
</tr>
<tr>
<td></td>
<td>Worker influx</td>
</tr>
<tr>
<td>Recreation &amp; culture</td>
<td>Absentee population</td>
</tr>
<tr>
<td></td>
<td>Climate</td>
</tr>
<tr>
<td></td>
<td>Dispersion</td>
</tr>
<tr>
<td></td>
<td>Isolation</td>
</tr>
<tr>
<td></td>
<td>Population decline</td>
</tr>
<tr>
<td></td>
<td>Regional responsibility</td>
</tr>
<tr>
<td></td>
<td>Scale-other</td>
</tr>
<tr>
<td></td>
<td>Tourism</td>
</tr>
<tr>
<td></td>
<td>Worker influx</td>
</tr>
<tr>
<td>Other</td>
<td>No cost adjustors are applied to ‘other’ expenditure</td>
</tr>
</tbody>
</table>

An outline of the approach used to quantify each of the cost adjustors is provided below. Full details of calculations made in determining each cost adjustor are contained within the equalisation model itself, a condensed version of which is available to councils on request.
(i) Absentee Population
The Commission makes an allowance for additional populations that are not captured in the Census statistics, but nevertheless must be serviced. Specific reference is made to those municipalities that have a significant number of holiday residences. This cost adjustor is based on the proportion of unoccupied dwellings in each municipality at the time of the 2006 Census.

(ii) Climate
The climate cost adjustor recognises additional costs arising from climatic factors, such as excessive ‘downtime’ of outdoor work due to rain, as well as increased maintenance costs on council infrastructure through adverse weather. The calculation of the climate cost adjustor is based on the long-term average of total annual rainfall in each municipality’s administrative centre, as indicated by Bureau of Meteorology data.

For the 2009-10 distribution, the threshold for this cost adjustor was increased to 2000 mm, effectively recognising that only those councils with an average annual rainfall greater than 2000 mm experience a disadvantage due to excessive rainfall. Currently West Coast Council is the only council to be allocated a cost adjustor greater than 1.00.

(iii) Dispersion
The dispersion cost adjustor relates to the additional costs incurred in servicing a widely scattered population within a municipality. The Commission recognises that additional costs arise through the need to service a dispersed population, through increased travelling and communication costs and duplication of facilities.

The cost adjustor is determined according to:
- the number of population centres in each council area;
- the population-weighted distance between those centres and the council’s administrative centre; and
- the dwelling-weighted distance between those centres and the council’s administrative centre.

This cost adjustor is based on population and dwelling numbers at collector district (CD) level as at the 2006 Census.

(iv) Isolation
This cost adjustor recognises the increased costs that arise from geographical isolation. Such costs include attracting staff to remote areas, communicating with relevant bodies, travel and the supply of necessary construction and maintenance materials.

The cost adjustor is calculated according to a weighted sum of distances between each council’s administrative (or most populous) centre, the relevant regional centres and Hobart, being the focus for administrative and political activity within the State. The weighting of distances for each council to calculate this cost adjustor is shown in Table 5.
Table 5: Base Grant Assessment: Distance Weighting for Isolation Cost Adjustor

<table>
<thead>
<tr>
<th>Southern Councils</th>
<th>Hobart (100%)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Northern Councils</td>
<td>Hobart (10%), Launceston (90%)</td>
</tr>
<tr>
<td>North-western Councils</td>
<td></td>
</tr>
<tr>
<td>- closer to Devonport than to Burnie</td>
<td>Hobart (10%), Launceston (20%), Devonport (70%)</td>
</tr>
<tr>
<td>- closer to Burnie than to Devonport</td>
<td>Hobart (10%), Launceston (20%), Burnie (70%).</td>
</tr>
</tbody>
</table>

For the purposes of calculating this cost adjustor, the distances from King Island to Burnie and from Flinders Island to Launceston are inflated by 100 per cent in order to reflect the additional expense of travelling by air.

(v) Population Decline

The Commission recognises that councils face certain disadvantages because of fluctuating population, and management of such fluctuations typically require planning horizons of several years. Some councils are faced with excess capacity in certain service areas when subject to rapid population decline. These councils, therefore, face proportionally higher expenditure burdens per capita, mainly due to fixed costs that do not reduce in line with declining population.

The cost adjustor for population decline is determined by calculating five-year average population growth rates for each council. A council with a negative five-year average is awarded a cost adjustor greater than 1.00, in proportion to the extent of the negative result.

(vi) Regional Responsibility

A cost adjustor is applied to the relevant expenditures of those councils that provide certain services for residents of surrounding municipalities as well as for its own residents. This cost adjustor is applied to expenditure relating to recreation and culture only. Due to there being no suitable data measure on which to base this cost adjustor, Commission judgement is used to determine outcomes.

(vii) Scale

The scale cost adjustor accounts for the diseconomies of scale that smaller councils face in providing some services. Diseconomies occur because the cost per person of providing a service is greater for councils with a small population than for those councils with larger populations. For example, each council requires a general manager whether the municipal population is 1 000 or 100 000. The cost per person of retaining the services of a general manager is therefore much greater for smaller councils.

Different expenditure categories demonstrate varying degrees of scale impacts. Accordingly, two scale cost adjustors have been developed; Scale (Administration) which is applied to general administration expenditure only, and Scale (Other) which is applied to certain other expenditure categories. Table 4 details the application of these cost adjustors to the various expenditure categories.
(viii) Tourism
The Commission recognises that councils generally incur additional costs due to tourism through increased use of council resources and infrastructure.

The data currently underpinning this cost adjustor captures domestic, interstate and international visitors to each municipality, and is based on domestic daytrippier data (30 per cent weighting) and tourist capacity data (70 per cent weighting) obtained from Tourism Research Australia and Tourism Tasmania respectively.

(ix) Unemployment
The Commission calculates a cost adjustor to reflect the level of unemployment within a municipality, using data on unemployment rates and labour force numbers from the Commonwealth Department of Education, Employment and Workplace Relations. This cost adjustor is calculated to capture the additional costs that councils incur by having a higher than average proportion of unemployed working-age residents. For example, additional expenditure may be incurred in providing welfare programs for unemployed residents.

(x) Worker Influx
This cost adjustor reflects the additional costs imposed on municipalities that have a significant daily net influx of non-resident workers.

Determination of this cost adjustor involves estimating, from 2006 Census data, both the number of residents working outside the municipality and the number of non-residents working within the municipality. The difference, or the net worker inflow, is used to derive a cost adjustor in relation to actual total population.

Allocation of Expenditure Allowances
Expenditure allowances are included in the calculation of a council’s expenditure requirement where the cost of providing a service is not adequately captured by standardised expenditure. Standardised expenditure may fail to adequately reflect the relative cost of providing a service if; (a) the service is not provided by all councils; or (b) if there is inadequate data on which to base the calculation of a cost adjustor to reflect cost differences between councils in providing the service.

For 2011-12, expenditure allowances totalling $280 000 were allocated to councils, representing less than 0.06 per cent of the total expenditure requirement across all councils. The allowance amounts are based on established cost benchmarks or on information sourced directly from affected councils. For 2011-12, expenditure allowances included in the assessments are shown in Table 6.
Table 6: Base Grant Assessment: Expenditure Allowances

<table>
<thead>
<tr>
<th>Allowance Description</th>
<th>Allowance Amount</th>
<th>Recipient Councils</th>
</tr>
</thead>
<tbody>
<tr>
<td>Provision of services in support of General Practitioners</td>
<td>$30 000 per Practice</td>
<td>Central Highlands (x2)</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Glamorgan Spring Bay (x2)</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Huon Valley (x2)</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Tasman (x1)</td>
</tr>
<tr>
<td>Provision of Airport Services</td>
<td>$35 000 per airport</td>
<td>Flinders</td>
</tr>
<tr>
<td></td>
<td></td>
<td>King Island</td>
</tr>
</tbody>
</table>

**Calculation of standardised roads expenditure**

The Commission uses an asset preservation model to assess standardised road expenditure. This model, known as the Roads Preservation Model (RPM), is also used to calculate a significant proportion of the road grant distribution.

Within the Base Grant Model, standardised road expenditure for each council is determined by applying a council’s share of the Total State Road Grant to the Total State actual road expenditure for each base year.

**6.2 ROAD GRANT DISTRIBUTION**

The national principle governing the distribution of road grants (Section 12 payments under the Commonwealth Act) is shown below:

<table>
<thead>
<tr>
<th>National principle for the distribution of road grants</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Identified Road Component</strong></td>
</tr>
<tr>
<td>The identified road component of the financial assistance grants should be allocated to local governing bodies, as far as practicable, based on the relative need of each local governing body for road expenditure to preserve its road assets. In assessing road needs, relevant considerations include length, type and usage of roads in each local governing area.</td>
</tr>
</tbody>
</table>

To accord with this principle, and to ensure that the grant distribution reflects the mix of road and bridge assets maintained by councils, road grants are distributed in the following manner:

- Road preservation component - 95% of funds
  - based on the relative road expenditure needs of each council as determined using the Roads Preservation Model (RPM).

- Bridge expenditure component - 5% of funds
  - based on relative bridge deck areas (including all concrete and wooden bridges, and culverts over 3 metres total span).
Determination of the Road Preservation Component

The RPM assesses the total asset preservation requirement for each council in four road classes: urban sealed, urban unsealed, rural sealed and rural unsealed roads.

Councils report road lengths for each of the four road classes through the Consolidated Data Collection. Performance standards and specific costs are applied in relation to maintenance, rehabilitation and reconstruction tasks for each of the road classes, as detailed in Table 7.

Table 7: Road Grant Assessment: Performance Standards and Specific Costs

<table>
<thead>
<tr>
<th></th>
<th>Estimated Life</th>
<th>Performance Standard (1)</th>
<th>Cost per Km ($) (2)</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>URBAN SEALED</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Maintenance</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Thin Asphalt Overlay</td>
<td>22</td>
<td>0.0455</td>
<td>126 630</td>
</tr>
<tr>
<td>Reseals</td>
<td>17</td>
<td>0.0588</td>
<td>49 421</td>
</tr>
<tr>
<td>Other Maintenance</td>
<td>15</td>
<td>0.0667</td>
<td>3 720</td>
</tr>
<tr>
<td>Rehabilitation</td>
<td>45</td>
<td>0.0222</td>
<td>522 827</td>
</tr>
<tr>
<td>Reconstruction</td>
<td>80</td>
<td>0.0125</td>
<td>696 754</td>
</tr>
<tr>
<td><strong>RURAL SEALED</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Maintenance</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Reseals</td>
<td>18</td>
<td>0.0556</td>
<td>35 172</td>
</tr>
<tr>
<td>Other maintenance</td>
<td>15</td>
<td>0.0667</td>
<td>2 373</td>
</tr>
<tr>
<td>Rehabilitation</td>
<td>50</td>
<td>0.0200</td>
<td>125 658</td>
</tr>
<tr>
<td>Reconstruction</td>
<td>75</td>
<td>0.0133</td>
<td>288 136</td>
</tr>
<tr>
<td><strong>URBAN UNSEALED</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Maintenance</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Regrading</td>
<td>1</td>
<td>1.0000</td>
<td>893</td>
</tr>
<tr>
<td>Resheeting</td>
<td>9</td>
<td>0.1111</td>
<td>22 061</td>
</tr>
<tr>
<td>Other maintenance</td>
<td>1</td>
<td>1.0000</td>
<td>1 186</td>
</tr>
<tr>
<td><strong>RURAL UNSEALED</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Maintenance</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Regrading</td>
<td>1</td>
<td>1.0000</td>
<td>893</td>
</tr>
<tr>
<td>Resheeting</td>
<td>8</td>
<td>0.1250</td>
<td>22 061</td>
</tr>
<tr>
<td>Other maintenance</td>
<td>1</td>
<td>1.0000</td>
<td>1 186</td>
</tr>
</tbody>
</table>

Note: Rehabilitation and reconstruction tasks do not apply to unsealed roads.

(1) – Updated for the 2009-10 distribution following consultation with councils and the IPWEA.
(2) – Updated for the 2009-10 distribution following consultation with councils based on a report from Jeff Roorda and Associates.
By applying the performance standards and specific costs to each council's reported road lengths, an unadjusted cost can be calculated for each road type. Cost adjustors are then applied to account for cost differentials between councils in relation to rainfall, terrain, traffic and remoteness. Cost adjustors calculated for each of the four cost elements are applied to all maintenance, rehabilitation and reconstruction tasks, and these are discussed below.

The application of the urbanisation allowance and the four cost adjustors to the standard costs produces a figure that theoretically represents the amount councils should spend annually to preserve their road assets. The road grant funds are distributed based on council shares of the total state adjusted cost of maintenance.

(i) Rainfall Cost Adjustor

The cost adjustor for rainfall provides a measure of the relative cost advantage or disadvantage associated with the rainfall incidence on each council’s road network.

The rainfall cost adjustor uses rainfall and road data provided by the Geographic Information System (GIS) operated by the Department of Primary Industries, Parks, Water & Environment (DPIPWE). The GIS details road lengths for each council within specific rainfall bands for each road class.

Road lengths within the rainfall bands are weighted by cost factors to provide an overall rainfall cost adjustor for each road type. The rainfall thresholds and cost factors were recommended by the Institute of Public Works Engineering Australia (IPWEA) and are shown in the Table 8.

<table>
<thead>
<tr>
<th>Rainfall Bands</th>
<th>Sealed roads</th>
<th>Unsealed roads</th>
</tr>
</thead>
<tbody>
<tr>
<td>Less than 600 mm</td>
<td>0.95</td>
<td>1.05</td>
</tr>
<tr>
<td>600-1000 mm</td>
<td>1.00</td>
<td>1.00</td>
</tr>
<tr>
<td>Greater than 1000 mm</td>
<td>1.05</td>
<td>1.05</td>
</tr>
</tbody>
</table>

Councils endorsed the cost factors shown during the 2006 council hearings. The cost factors indicate that low rainfall confers a cost disadvantage in respect of unsealed roads, in that dry weather incurs additional costs associated with dust management. Conversely, low rainfall constitutes a cost advantage in respect of works on sealed roads. High rainfall is considered a cost disadvantage for both sealed and unsealed road maintenance activities.

(ii) Terrain Cost Adjustor

The cost adjustor for terrain provides a measure of the relative cost advantage or disadvantage associated with the terrain characteristics on which council road networks are built.

The cost adjustor is calculated using terrain and road data provided by the Geographic Information System (GIS) operated by the DPIPWE. The GIS provides road lengths for each council within specified terrain gradients.
Road lengths within these terrain bands are weighted by cost factors to provide an overall terrain cost adjustor for each road type. These terrain bands were recommended by the IPWEA and are shown in the Table 9.

**Table 9: Road Grant Assessment - Cost Factors for Terrain Cost Adjustors**

<table>
<thead>
<tr>
<th>Terrain bands</th>
<th>Urban sealed roads</th>
<th>Rural sealed roads</th>
<th>Unsealed roads (urban and rural)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Less than 0.5 degrees</td>
<td>1.00</td>
<td>1.10</td>
<td>1.10</td>
</tr>
<tr>
<td>0.5 – 9.0 degrees</td>
<td>1.00</td>
<td>1.00</td>
<td>1.00</td>
</tr>
<tr>
<td>Greater than 9.0 degrees</td>
<td>1.10</td>
<td>1.10</td>
<td>1.15</td>
</tr>
</tbody>
</table>

The cost factors reflect terrain disadvantage for all roads constructed on steep terrain, flat rural sealed roads and all unsealed roads in flat areas of the state. Some disadvantages associated with flat terrain include problems with surface drainage, groundwater management, localised flooding resulting in pavement break-up. Disadvantages associated with steep terrain include the requirement for traffic management during maintenance, shoulder instability, drainage scouring, corrugations due to braking, and wear due to ‘shoving and heaving’ of reticulated vehicles.

**(iii) Traffic Cost Adjustor**

The cost adjustor for traffic provides a measure of the relative cost disadvantage associated with higher than average volumes of heavy vehicle traffic on council road networks.

The cost adjustor is calculated using data provided by the Department of Infrastructure, Energy and Resources (DIER). Every three years DIER conducts a survey of the largest freight demanders in Tasmania, and seeks to collect origin, destination and tonnage data for freight movements to assist with strategic infrastructure planning at a state level. The most recent survey is called the Tasmanian Freight Survey and it relates to the 2008-09 financial year.

The Commission uses data from the survey to determine the amount of freight being moved over different road types of the local government road network. The survey has evolved over time and through technology improvements has become increasingly more robust as a dataset. For the 2011-12 assessment, the Commission decided to average the data for each council from the latest two surveys (2005-06 and 2008-09). This decision was taken in light of the large fluctuations in data between these surveys due to a decrease in freight movements attributed to the economic downturn, and variability in the origins of heavy vehicle movement, particularly in forestry operations.

Relative positions for each council are established by dividing each council’s total tonne-kilometres by its road length for each road type. The traffic cost adjustors for each road class are calculated by ranging these relative positions between limits, based closely on those determined by Mr P Mulholland from the Australian Road Research Board in 1989. These limits are shown in Table 10.
Table 10: Road Grant Assessment: Traffic Cost Adjustor Limits

<table>
<thead>
<tr>
<th></th>
<th>Urban sealed</th>
<th>Rural sealed</th>
<th>Urban unsealed</th>
<th>Rural unsealed</th>
</tr>
</thead>
<tbody>
<tr>
<td>Upper limit</td>
<td>1.11</td>
<td>1.25</td>
<td>1.16</td>
<td>1.25</td>
</tr>
<tr>
<td>(maximum cost adjustment)</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Lower limit</td>
<td>0.93</td>
<td>0.96</td>
<td>0.91</td>
<td>0.91</td>
</tr>
<tr>
<td>(minimum cost adjustment)</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

(iv) Remoteness Cost Adjustor

This cost adjustor provides a measure of the relative cost advantages and disadvantages associated with distance from suppliers of road-making materials. An adjustor is required as cartage costs are a significant cost component of all road works.

The remoteness cost adjustor is based upon distances between a central point in each council’s road network and one of the four major population centres of Burnie, Devonport, Launceston or Hobart, whichever is closest, where the largest suppliers are located. The ‘non-land’ component from Flinders and King Island to their respective regional centres is inflated by 50 per cent in recognition of the higher cost of transportation to the island councils.

The central road network locations, selected regional centre and measured distances are shown for each council in Table 11.
Table 11: Road Grant Assessment: Distance Measurements for the Remoteness Cost Adjustor

<table>
<thead>
<tr>
<th>Council</th>
<th>Central Point</th>
<th>Regional Centre</th>
<th>Distance (km)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Break O’Day</td>
<td>St Helens</td>
<td>Launceston</td>
<td>163</td>
</tr>
<tr>
<td>Brighton</td>
<td>Bridgewater</td>
<td>Hobart</td>
<td>22</td>
</tr>
<tr>
<td>Burnie</td>
<td>Burnie</td>
<td>Burnie</td>
<td>0</td>
</tr>
<tr>
<td>Central Coast</td>
<td>Ulverstone</td>
<td>Devonport</td>
<td>22</td>
</tr>
<tr>
<td>Central Highlands</td>
<td>Hamilton</td>
<td>Hobart</td>
<td>73</td>
</tr>
<tr>
<td>Circular Head</td>
<td>Smithton</td>
<td>Burnie</td>
<td>85</td>
</tr>
<tr>
<td>Clarence</td>
<td>Rosny Park</td>
<td>Hobart</td>
<td>8</td>
</tr>
<tr>
<td>Derwent Valley</td>
<td>New Norfolk</td>
<td>Hobart</td>
<td>38</td>
</tr>
<tr>
<td>Devonport</td>
<td>Devonport</td>
<td>Devonport</td>
<td>0</td>
</tr>
<tr>
<td>Dorset</td>
<td>Branxholm *</td>
<td>Launceston</td>
<td>85</td>
</tr>
<tr>
<td>Flinders #</td>
<td>Whitemark</td>
<td>Launceston</td>
<td>271</td>
</tr>
<tr>
<td>George Town</td>
<td>George Town</td>
<td>Launceston</td>
<td>51</td>
</tr>
<tr>
<td>Glamorgan Spring Bay</td>
<td>Swansea *</td>
<td>Hobart</td>
<td>137</td>
</tr>
<tr>
<td>Glenorchy</td>
<td>Glenorchy</td>
<td>Hobart</td>
<td>12</td>
</tr>
<tr>
<td>Hobart</td>
<td>Hobart</td>
<td>Hobart</td>
<td>0</td>
</tr>
<tr>
<td>Huon Valley</td>
<td>Geeveston *</td>
<td>Hobart</td>
<td>60</td>
</tr>
<tr>
<td>Kentish</td>
<td>Sheffield</td>
<td>Devonport</td>
<td>29</td>
</tr>
<tr>
<td>King Island #</td>
<td>Currie</td>
<td>Burnie</td>
<td>333</td>
</tr>
<tr>
<td>Kingborough</td>
<td>Margate *</td>
<td>Hobart</td>
<td>20</td>
</tr>
<tr>
<td>Latrobe</td>
<td>Latrobe</td>
<td>Devonport</td>
<td>10</td>
</tr>
<tr>
<td>Launceston</td>
<td>Launceston</td>
<td>Launceston</td>
<td>0</td>
</tr>
<tr>
<td>Meander Valley</td>
<td>Deloraine *</td>
<td>Launceston</td>
<td>50</td>
</tr>
<tr>
<td>Northern Midlands</td>
<td>Epping Forest *</td>
<td>Launceston</td>
<td>55</td>
</tr>
<tr>
<td>Sorell</td>
<td>Dodges Ferry *</td>
<td>Hobart</td>
<td>39</td>
</tr>
<tr>
<td>Southern Midlands</td>
<td>Oatlands</td>
<td>Hobart</td>
<td>85</td>
</tr>
<tr>
<td>Tasman</td>
<td>Nubeena</td>
<td>Hobart</td>
<td>100</td>
</tr>
<tr>
<td>Waratah Wynyard</td>
<td>Wynyard</td>
<td>Burnie</td>
<td>19</td>
</tr>
<tr>
<td>West Coast</td>
<td>Zeehan</td>
<td>Burnie</td>
<td>139</td>
</tr>
<tr>
<td>West Tamar</td>
<td>Exeter *</td>
<td>Launceston</td>
<td>23</td>
</tr>
</tbody>
</table>

Note: locations marked * are different from the administrative centres used for dispersion measurement in the Equalisation Model. These locations have been selected where the administrative centres are not close to the geographic centres of councils’ road networks. The councils marked # (Flinders and King Island) include an additional 50 per cent weighting of the non-road component of the measured distance.
For the purposes of cost adjustor calculation, the distances, which represent the relative position of councils, are re-ranged to confer a 20 per cent maximum and 0 per cent minimum cost adjustment in relation to remoteness.

(v) Urbanisation Allowance

An urbanisation allowance is applied within the RPM to recognise the expenditure incurred by councils when undertaking road works in heavily urbanised environments. This allowance has been applied within the RPM since 2000-01.

Urban environments are characterised by commercial activity and high volumes of traffic that add to the complexity and cost of road works. Although most councils would experience this problem to some extent, the Commission resolved to recognise one distinct central business district for six councils. The councils and the CBD road lengths recognised are as follows: Burnie 4.74 km, Clarence 1.75 km, Devonport 5.53 km, Hobart 9.35 km, Glenorchy 5.04 km and Launceston 7.95 km.

An investigation including council consultation was undertaken by CSL Engineers in 2000, resulting in a report that estimated that road works in urbanised environments would cost three times that for standard urban sealed roads. Maps were produced with council input showing the highly urbanised road lengths within each central business district. Council reported road lengths are augmented to ensure that three times the agreed CBD road length is included. Final calculated road lengths are then assessed as normal within the RPM.

Determination of Bridge Deck Area

Of the total road grant pool, 5 per cent is distributed among councils according to shares of total bridge deck area (BDA). BDA is calculated by summing the areas of all eligible bridges and culverts.

An eligible bridge is a structure that spans a waterway, chasm, road, railway line or some other obstacle such that it provides a deck for the passage of vehicles, pedestrians or stock, as part of the council road network. The deck is suspended between abutments and a bridge can be single or multi spanned. Bridges less than three metres total span are ineligible. Dimensions of an eligible bridge are shown in Diagram 1.
The dimensions of an eligible culvert are shown in Diagram 2 below. An eligible box or pipe culvert is one that has a minimum horizontal clear opening facing a waterway of 3 metres or greater. The clear opening is the total width of an individual pipe or section, or the sum of the diameters, where there is more than one section or pipe. The maximum culvert length allowed is 6 metres i.e. the width of a normal dual lane road.

The clear waterway is the sum of the diameters of each culvert section. The BDA is calculated from the clear waterway times the culvert length. The current maximum culvert length permitted by the Commission is 6 metres, which equates to the width of a standard dual lane road. Therefore, despite the culvert length shown in Diagram 2 being 7.5 metres, the BDA of this culvert would be calculated as $3.6m \times 6.0m = 21.6m^2$. 

Diagram 1: Dimensions of an Eligible Bridge

Diagram 2: Dimensions of an Eligible Culvert
7 - OUTCOMES OF THE 2011-12 ASSESSMENTS

**Total entitlements (Base Grant + Road Grant)**

For 2011-12, the increase in the estimated total financial assistance grant (FAG) pool (base grant plus road grant) over actual FAG payments made in respect of 2010-11 was 3.9 per cent.

All but four councils received total grant increases for 2011-12. The largest increase in total grant was 13.4 per cent for Devonport. The total grant decreases range from -0.9 per cent (Circular Head) to -4.3 per cent (West Tamar).

**Base grant**

For 2011-12, the increase in the estimated base grant pool over the estimated 2010-11 pool was 4.1 per cent. The largest increase in base grant entitlements was +15 per cent for Burnie, Launceston, Sorell and Tasman. The largest decline in base grant entitlement was experienced by Huon Valley, Latrobe and West Tamar (-10 per cent) reflecting the application of ‘caps’ and ‘collars’.

The Commission has opted to retain ‘caps’ and ‘collars’. The cap restricts increases in grant to no more than +15 per cent, while the collar ensures that there is no reduction in base grant greater than -10 per cent for any council to ensure that year-to-year changes in grant outcome are manageable for all councils.

Due to the triennial review policy, only data updates were allowed within the Base Grant Model for the 2011-12 recommendations, and the influence of data updates is evident within the grant outcomes.

The assessed annual value (AAV) for council areas was updated for the 2011-12 assessments to incorporate data from 1 July 2007 to 1 July 2010. This data is used to calculate standardised revenue for each base year within the assessment. The inclusion of 2010 data, and the corresponding removal of 2006 data used in last year’s assessment, caused movements in council shares of state total AAV. These movements appear to be due to large increases in AAV for those councils most recently revalued by the Valuer-General. It is hoped that proposed changes to the revaluation period will ameliorate these large annual movements in the medium term.

The first financial distributions from the water and sewerage (W&S) corporations to councils occurred in 2009-10. Accordingly, the distributions were included in the assessment for the first time, as 2009-10 was a base year within the 2011-12 assessment. The Commission agreed that the distributions would be included within ‘Other Grant Support’ which was the proposed treatment indicated by the Commission in Discussion Paper DP09-01 ‘Water and Sewerage Restructuring’. This was considered appropriate for several reasons, including the fact that councils do not control the payments made, the distributions depend entirely on the financial performance of the corporations, and the distributions vary widely between councils.

The Commission is aware that the distributions are not a form of grant support. To avoid confusion the ‘Other Grant Support’ section of the model has been changed to ‘Other Financial Support’ to better reflect revenue sources treated by inclusion.
Road Grant

For 2011-12, the overall increase in estimated road grant entitlements over estimated 2010-11 entitlements was 4.6 per cent across all councils. All but one council received increases in road grant. The only decrease in road grant was experienced by Glamorgan-Spring Bay (-3.2 per cent) which was due to a reclassification of some urban sealed roads into rural sealed. The relative difference in maintenance costs between these road types produced a decline in council’s assessed cost to preserve its road assets. The increases range from 2.5 per cent (Burnie) to 13.6 per cent (Devonport). This latter large increase was due to a council audit revealing a previous under-reporting of Devonport road lengths.

The Commission is currently reviewing its roads assessment methodology, but in light of the triennial review policy, reforms identified through the review process will not be included in the assessments until the 2012-13 recommendations.
8 - ISSUES FOR FUTURE ASSESSMENTS

Data Quality and Collection
The Commission continues to be concerned about the quality and timeliness of data input from some councils to the consolidated data collection administered by the Local Government Division (LGD). The failure to undertake a quality audit of data for the 2008-09 and 2009-10 financial years was a contributing factor in this. The LGD has agreed to reintroduce the audit, which should result in some improvement, but councils must be aware that they shoulder the primary responsibility for providing timely and accurate financial reporting. The Commission encourages councils to take care in preparing the data returns, to ensure that annual data movements are due to actual circumstances rather than poor reporting standards.

Assessment of standardised revenue
The Commission assesses a council’s standardised revenue by applying a standard rate in the dollar to the assessed annual value (AAV) of all rateable property in its area. The Commission is aware that the Review of Valuation and Local Government Rating has been progressing over the last few months and that certain legislative changes have already been made to clarify what rating methodologies can be used. The Commission is interested in the actual revenue raising practices of councils and how the revised revenue raising legislation is used by councils.

The Commission also understands that further changes to rating practices may occur once the final outcomes of the review are known, and will monitor the situation to ensure that the revenue assessment remains appropriate for the calculation of council revenue capacity.

Roads Review
The Commission is continuing its comprehensive Roads Assessment Methodology Review. The Commission has sought assistance from council engineers to provide advice regarding contemporary local government engineering practices and various other elements of the model calculations used to recommend shares of the road grant.

The Commission is expecting to consult further with councils in relation to this roads review during the 2012 hearings and visits. This is a large review project and the issues identified may result in significant change to the distribution of the road grant. All potential changes will undergo a full consultation process with councils, and any changes will be introduced into the Commission models for the 2012-13 distribution.
Issues from 2011 Hearings & Visits

Base Grant Issues

Regional Responsibility – This cost adjustor (CA) within the Commission model is still based largely on Commission judgement. The Commission's attempts to obtain data of sufficient quality to adequately capture the relative differences between councils have not been successful. An alternative approach to the current CA has been proposed. Accordingly, the Commission will undertake further work in this area during 2011-12. If changes are deemed appropriate, they will be introduced as part of the triennial review process.

W&S Distributions – Councils conveyed general uncertainty regarding the quantum of future financial distributions available to them from the regional W&S corporations. The Commission notes that the 2009-10 distributions vary widely between councils, and that councils are not in control of the level of payments being made, as the payments depend on the financial performance of the W&S corporations. As a consequence there may be occasions when some councils receive little or no distribution in a financial year.

As stated in earlier sections of this report, the Commission has decided that the most appropriate in-principle treatment of the W&S financial distributions in the 2011-12 assessment is for both priority and residual payments to be included within the base grant assessment as 'Other Financial Support', as foreshadowed in consultation with councils in 2009.

Road Grant Issues

Sourcing of Materials – Some councils raised the fact that the Remoteness Cost Adjustor within the Roads Preservation Model did not account for the sourcing of different road building materials from different locations.

The current Roads Review is expected to address concerns relating to this issue, and consultation with councils will be undertaken in 2011-12.

Maintenance Methods – Some councils commented that the current maintenance methods used within the assessment may not reflect current council practice.

The current Roads Review is expected to address concerns relating to this issue, and consultation with councils will be undertaken in 2011-12.
9 - HEAVY VEHICLE MOTOR TAX REVENUES

The State Grants Commission Act 1976 requires the Commission to recommend the distribution amongst councils of State motor taxes collected on the registration of heavy vehicles. The distribution of Heavy Vehicle Motor Tax Revenues (HVMTR) is not governed by the Local Government (Financial Assistance) Act 1995, and the funding is not a component of the Financial Assistance Grants pool. Since 1996-97, the State Government has allocated $1.5 million per annum of heavy vehicle motor taxes for distribution to councils.

The Commission distribution for 2011-12 will be based solely on heavy vehicle road usage data from the Tasmanian Freight Survey (TFS) conducted by the Department of Infrastructure, Energy and Resources (DIER). The TFS provides a measure of tonne-kilometres (T-K), which is the product of tonnage carried over local roads and the distance over which it is carried, identified by the largest freight demanders in Tasmania.

In August 2010, DIER released an updated survey for the 2008-09 financial year. The nature of freight movements within the state, in particular forestry traffic, results in large fluctuations in T-K between surveys. In order to better reflect long-term freight movements, and to smooth inter-year variations, the Commission has calculated the 2011-12 HVMTR distribution based on an average of the last two freight surveys. The data from the two most recent surveys (2005-06 and 2008-09) are considered more robust when compared to the 2002-03 survey due to the use of the Geographic Information System (GIS) to more accurately determine road lengths.

The Commission excludes Flinders and King Island Councils when calculating the HVMTR distribution. This is due to the provisions of the Roads and Jetties Act 1935, under which these councils alone receive full reimbursement from the State Government of all motor tax paid on vehicles registered within their boundaries. In light of this long-standing arrangement, the Commission considers it inequitable for Flinders and King Island to also receive a share of the HVMTR pool.

The distribution for 2011-12 can be found in Table 12.
<table>
<thead>
<tr>
<th></th>
<th>Tonne-Kilometres (1)</th>
<th>Share of State Total</th>
<th>2011-12 Distribution</th>
</tr>
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<td></td>
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<td>%</td>
<td>$</td>
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<td>68 642</td>
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<td>Brighton</td>
<td>333 336</td>
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<td>2 523</td>
</tr>
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<td>Burnie</td>
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<td>2.94</td>
<td>44 152</td>
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<td>13 182 464</td>
<td>6.65</td>
<td>99 768</td>
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<td>54 753</td>
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<td>173 555</td>
</tr>
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<td>Clarence</td>
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<td>1.42</td>
<td>21 350</td>
</tr>
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<td>2.36</td>
<td>35 333</td>
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<td>Devonport</td>
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<td>50 660</td>
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<td>-</td>
<td>0</td>
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<td>1.88</td>
<td>28 175</td>
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<td>4.88</td>
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<td>0.82</td>
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<td>26 416 247</td>
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<td>199 924</td>
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<td>77 539</td>
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<td>100 529</td>
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<td>19 532</td>
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<td>1.31</td>
<td>19 699</td>
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<td>0.31</td>
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</tr>
<tr>
<td>West Tamar</td>
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<td>2.09</td>
<td>31 390</td>
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<td><strong>Total</strong></td>
<td><strong>201 604 046</strong></td>
<td><strong>100.00</strong></td>
<td><strong>1 500 000</strong></td>
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</tbody>
</table>

(1) Source: Average of Tonne-Kilometres from the 2005-06 and 2008-09 Tasmanian Freight Surveys
10 – GENERAL OBSERVATIONS

Application of Grants

The 2011-12 financial assistance grants are provided by the Australian Government and are provided as general revenue, meaning they are of a general nature and may be used for recurrent or capital expenditure purposes or to support revenue requirements. They may be applied in whatever manner a council sees fit, subject only to the provisions of the Tasmanian Local Government Act 1993.

National Conference of Local Government Grants Commissions

The Victorian Grants Commission hosted the annual conference of Local Government Grants Commissions (LGCC) in Melbourne, from 12-14 October 2010. The conference included reports by each Commission on their activities during the year. More broadly, the conference had two main themes with speakers for each. These were:

- Theme: Increasing Population, Increasing Liveability
  - Dr Bob Birrell – Centre for Population and Urban Research “Population Growth and Movement”
  - Ms Ruth Spielman – National Growth Areas Alliance “Liveability – The Role of Councils”

- Theme: Environmental Challenges – The Role of Councils
  - Mr Glenn Patterson – Yarra Ranges Shire Council “Bushfire Response and Recovery – A Local Perspective”
  - Mr Ben Hubbard – Victorian Bushfire Reconstruction and Recovery Authority “Bushfire Response and Recovery – A Statewide Perspective”
  - Prof John McAneney – Risk Frontiers “Bushfire Response and Recovery – A Data Perspective”

The conference was opened by Hon Richard Wynne MP, the Victorian Minister for Local Government.
In accordance with Section 3(2) of the State Grants Commission Act 1976, the Commission proposed the payment of grants as indicated in the table below. The Commission’s recommendations of financial assistance for councils for 2011-12 were conveyed to the Treasurer on 28 July 2011, and acceptance thereof was advised to the Chairman by a letter dated 1 August 2011.

### Table 13: Recommended Financial Assistance Grants for 2011-12

<table>
<thead>
<tr>
<th>Base Grant</th>
<th>Road Grant</th>
<th>Total Grant</th>
</tr>
</thead>
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<tr>
<td></td>
<td>Per Capita</td>
<td>Relative Needs</td>
</tr>
<tr>
<td>$</td>
<td>$</td>
<td>$</td>
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<tr>
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<tr>
<td>Burnie</td>
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<td>810 680</td>
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<td>Central Coast</td>
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<td>Dorset</td>
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<td>1 340 982</td>
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<td>Flinders</td>
<td>17 966</td>
<td>635 485</td>
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<tr>
<td>George Town</td>
<td>137 580</td>
<td>800 200</td>
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<tr>
<td>Glamorgan Spring Bay</td>
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<tr>
<td>Glenorchy</td>
<td>892 632</td>
<td>0</td>
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<td>Hobart</td>
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<td>Tasman</td>
<td>48 169</td>
<td>442 115</td>
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<td>Waratah/Wynyard</td>
<td>281 388</td>
<td>1 628 869</td>
</tr>
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<td>West Coast</td>
<td>104 822</td>
<td>1 212 879</td>
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<tr>
<td>West Tamar</td>
<td>448 672</td>
<td>907 516</td>
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</table>

**Total:** 10 133 697 23 645 292 33 778 989 66.54 | 33 299 430 1 752 602 35 052 032 68 831 021
12 – CONCLUSION

Appendices are attached to this Report to convey some of the information used to calculate the grant assessments and interpret the outcomes. Also appended are details of the hearings conducted by the Commission during 2011 and statistical tables relating to local government activities in Tasmania that are presented for the benefit of interested persons reading this Report.

Many individuals and organisations have assisted the Commission in its work during 2010-11. The Commission wishes to express its appreciation to all those who contributed to its work including all council officers and elected officials for their cooperation and assistance.

The Commission is also appreciative of the support given by the Secretary of the Department of Treasury and Finance, Mr M J Wallace, his predecessor Mr D W Challen, and the staff of the Economic and Financial Policy Division.

R C Close
CHAIRMAN

P R Williams
MEMBER

B A Southorn
MEMBER

G H K Denny
MEMBER

Rod Malcomson
SECRETARY
October 2011
APPENDIX 1
TOTAL GRANTS PROVIDED IN 2010-11

<table>
<thead>
<tr>
<th>Council</th>
<th>Per Capita (30%)</th>
<th>Base Grant</th>
<th>Road Grant</th>
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<tbody>
<tr>
<td></td>
<td>Relative Needs (70%)</td>
<td>Total Base Grant</td>
<td>Roads (95%)</td>
</tr>
<tr>
<td></td>
<td>$</td>
<td>$</td>
<td>$</td>
</tr>
<tr>
<td>Break O’Day</td>
<td>123 967</td>
<td>865 276</td>
<td>989 243</td>
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<tr>
<td>Brighton</td>
<td>305 702</td>
<td>823 395</td>
<td>1 129 097</td>
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<tr>
<td>Burnie</td>
<td>384 414</td>
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<td>1 050 234</td>
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<td>1 556 711</td>
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<td>Flinders</td>
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<td>594 049</td>
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<td>Hobart</td>
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<td>1 506 875</td>
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Total 9 733 484 22 711 462 32 444 945 + 166 919 31 831 377 1 675 336 33 506 713 + 108 220 66 226 797

The final grant entitlement for 2010-11 was $66 226 797 based on an accrual calculation using actual inflation and population figures for the year, whereas the entitlement was estimated to be $65 951 658. Consequently, the amounts shown in the adjustment columns are added to 2010-11 estimates to provide 'actual' final grant entitlements. The total underpayment of $275 139 is to be added to the regular quarterly instalments over the 2011-12 financial year as specified in the Commonwealth Local Government (Financial Assistance) Act 1995.
**APPENDIX 2**  
**BASE GRANT, ROAD GRANT AND TOTAL POOL SHARES**

<table>
<thead>
<tr>
<th>Council</th>
<th>Shares of Base Grant</th>
<th>Shares of Road Grant</th>
<th>Shares of Total FAGs</th>
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<td>11-12</td>
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<td>3.5</td>
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<tr>
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<td>3.0</td>
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<td>2.5</td>
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<td>3.9</td>
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<td>4.9</td>
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<td>1.5</td>
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<td>Waratah-Wynyard</td>
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<td>5.6</td>
<td>5.7</td>
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<td>3.8</td>
<td>4.1</td>
<td>3.9</td>
</tr>
<tr>
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## APPENDIX 3

### POPULATION OF LOCAL GOVERNMENT AREAS

<table>
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<tr>
<th>Council</th>
<th>2007</th>
<th>2008</th>
<th>2009</th>
<th>2010</th>
</tr>
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<td>Break O’Day</td>
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<td>6,316</td>
<td>6,410</td>
<td>6,514</td>
</tr>
<tr>
<td>Brighton</td>
<td>14,822</td>
<td>15,210</td>
<td>15,807</td>
<td>16,358</td>
</tr>
<tr>
<td>Burnie</td>
<td>19,649</td>
<td>19,698</td>
<td>19,877</td>
<td>19,892</td>
</tr>
<tr>
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<td>21,588</td>
<td>21,732</td>
<td>21,747</td>
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<tr>
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<td>2,316</td>
<td>2,341</td>
<td>2,324</td>
<td>2,322</td>
</tr>
<tr>
<td>Circular Head</td>
<td>8,246</td>
<td>8,218</td>
<td>8,300</td>
<td>8,263</td>
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<tr>
<td>Clarence</td>
<td>51,143</td>
<td>51,546</td>
<td>52,140</td>
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<td>10,036</td>
<td>10,118</td>
</tr>
<tr>
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<td>25,228</td>
<td>25,518</td>
<td>25,551</td>
</tr>
<tr>
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<td>7,204</td>
<td>7,300</td>
<td>7,377</td>
<td>7,355</td>
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<td>888</td>
<td>906</td>
<td>897</td>
<td>900</td>
</tr>
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<td>6,728</td>
<td>6,830</td>
<td>6,892</td>
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<td>4,468</td>
<td>4,500</td>
<td>4,507</td>
</tr>
<tr>
<td>Glenorchy</td>
<td>44,294</td>
<td>44,468</td>
<td>44,628</td>
<td>44,716</td>
</tr>
<tr>
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<td>49,577</td>
<td>49,650</td>
<td>49,887</td>
<td>50,078</td>
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<td>14,870</td>
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<td>6,281</td>
<td>6,286</td>
</tr>
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<td>1,717</td>
<td>1,700</td>
<td>1,683</td>
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<tr>
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<td>32,813</td>
<td>33,464</td>
<td>34,171</td>
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<td>9,337</td>
<td>9,616</td>
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<td>65,273</td>
<td>65,548</td>
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<td>19,694</td>
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<td>12,602</td>
<td>12,654</td>
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<td>2,299</td>
<td>2,319</td>
<td>2,374</td>
<td>2,413</td>
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<tr>
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<td>14,033</td>
<td>14,117</td>
<td>14,096</td>
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<td>5,226</td>
<td>5,242</td>
<td>5,251</td>
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<td>22,476</td>
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<td><strong>497,922</strong></td>
<td><strong>503,292</strong></td>
<td><strong>507,643</strong></td>
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Source: Australian Bureau of Statistics (ABS) Regional Population Growth, Cat. No. 3218.0.
## APPENDIX 4
### LENGTH OF LOCAL GOVERNMENT ROADS AS AT 1 JANUARY 2011

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<tr>
<th>Council</th>
<th>Urban Sealed</th>
<th>Urban Unsealed</th>
<th>Rural Sealed</th>
<th>Rural Unsealed</th>
<th>Total Roads</th>
<th>Bridge Deck Areas</th>
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<td>km</td>
<td>km</td>
<td>km</td>
<td>km</td>
<td>m²</td>
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<td>302</td>
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<td>7 469</td>
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<td>75</td>
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<td>171</td>
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<td>0</td>
<td>168</td>
<td>46</td>
<td>346</td>
<td>2 114</td>
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<td>406</td>
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<td>67</td>
<td>309</td>
<td>385</td>
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<td>38</td>
<td>16</td>
<td>310</td>
<td>2 458</td>
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<td>0</td>
<td>0</td>
<td>325</td>
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<td>512</td>
<td>706</td>
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<td>6</td>
<td>36</td>
<td>383</td>
<td>436</td>
<td>993</td>
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<td>8 817</td>
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<td>390</td>
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<td>9 886</td>
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<td>1 577</td>
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<td>5 233</td>
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<tr>
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<td>16</td>
<td>23</td>
<td>80</td>
<td>195</td>
<td>2 567</td>
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<td>456</td>
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<td><strong>Total</strong></td>
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<td><strong>185</strong></td>
<td><strong>4 393</strong></td>
<td><strong>6 775</strong></td>
<td><strong>14 323</strong></td>
<td><strong>125 477</strong></td>
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</table>

Source: Local road lengths were updated by the State Grants Commission in 2011 to reflect additions, deletions and changes in road status. These figures reflect the road and bridge definitions introduced for the 2000-01 assessments. The definition of a bridge for the purposes of estimating bridge deck areas changed for the 2006-07 assessments, and includes pipe and box culverts over 3.0 metres diameter (up to a maximum 6 metres in length).
### APPENDIX 5
**MUNICIPAL PROPERTY VALUATIONS**

**DATA AVERAGED FOR 1 JULY 2009 AND 1 JULY 2010**

<table>
<thead>
<tr>
<th>Council</th>
<th>Adjusted Rateable AAV *</th>
<th>Year of last revaluation (as at 1 July 2010)</th>
</tr>
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<td>65 086 851</td>
<td>2007</td>
</tr>
<tr>
<td>Brighton</td>
<td>72 970 998</td>
<td>2007</td>
</tr>
<tr>
<td>Burnie</td>
<td>116 820 007</td>
<td>2007</td>
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<tr>
<td>Central Coast</td>
<td>117 852 912</td>
<td>2007</td>
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<tr>
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<td>40 423 503</td>
<td>2009</td>
</tr>
<tr>
<td>Circular Head</td>
<td>78 425 182</td>
<td>2007</td>
</tr>
<tr>
<td>Clarence</td>
<td>361 868 339</td>
<td>2007</td>
</tr>
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<td>49 022 062</td>
<td>2006</td>
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<td>2009</td>
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<td>Dorset</td>
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</tr>
<tr>
<td>Flinders</td>
<td>10 741 370</td>
<td>2006</td>
</tr>
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<td>262 593 792</td>
<td>2005</td>
</tr>
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<td>Hobart</td>
<td>654 328 997</td>
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</tr>
<tr>
<td>Huon Valley</td>
<td>104 324 595</td>
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<tr>
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<td>253 043 241</td>
<td>2009</td>
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<tr>
<td>Latrobe</td>
<td>72 382 719</td>
<td>2009</td>
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<tr>
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<td>2005</td>
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<td>2007</td>
</tr>
<tr>
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<td>2006</td>
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<td>77 184 424</td>
<td>2005</td>
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<tr>
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<td>33 293 389</td>
<td>2009</td>
</tr>
<tr>
<td>West Tamar</td>
<td>125 105 273</td>
<td>2007</td>
</tr>
</tbody>
</table>

**Total**                  | **3 656 938 361**        |                                             |

Source: The Office of the Valuer-General. As from 1 July 2008, the Valuer-General will provide a total AAV figure for each council already incorporating any required adjustments.

* Adjusted Rateable AAV is the average AAV from two years adjusted to include partially rateable properties as fully rateable. As from the 2009-10 distribution, the AAV used within the Commission assessments will comply with the Valuation of Land Act 2001, and will therefore exclude any tax elements associated with goods and services tax (GST) and land tax.
APPENDIX 6
TOTAL ASSESSED REVENUES 2009-10

Used as part of the 2011-12 Assessments*

<table>
<thead>
<tr>
<th>Council</th>
<th>General Rates and Special Rates</th>
<th>Garbage Charges</th>
<th>User Fees (net of parking)</th>
<th>Other Revenue **</th>
<th>Total Assessed Revenue</th>
</tr>
</thead>
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<tr>
<td>$</td>
<td>$</td>
<td>$</td>
<td>$</td>
<td>$</td>
<td>$</td>
</tr>
<tr>
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<td>981 105</td>
<td>791 391</td>
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<td>6 386 802</td>
</tr>
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<td>2 160 996</td>
<td>602 480</td>
<td>8 216 556</td>
</tr>
<tr>
<td>Burnie</td>
<td>14 198 000</td>
<td>1 676 000</td>
<td>6 530 000</td>
<td>52 000</td>
<td>22 456 000</td>
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<td>395 742</td>
<td>751 558</td>
<td>3 519 484</td>
</tr>
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<td>670 266</td>
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<td>3 830 189</td>
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<td>5 743 521</td>
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<td>2 752 712</td>
<td>2 474 161</td>
<td>- 574 383</td>
<td>20 777 135</td>
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Total 277 224 599  32 755 413  84 853 588 26 238 053 421 071 652

Source: Tasmanian Local Government Division – Consolidated Data Collection 2009-10

* These are values for the 2009-10 year only. The Commission uses this data to calculate standardised revenues for each of the three base years (i.e. 2007-08, 2008-09, 2009-10), the average of which is then used within the grant calculation.

** Other Revenue is: Interest Received, Fines, Profit from Sale of Assets, and Current Revenue NEC.
APPENDIX 7
STANDARDISED REVENUE AND OTHER FINANCIAL SUPPORT 2009-10
Used as part of the 2011-12 Assessments*

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<th>Other Financial Support ** Treated by Inclusion</th>
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Total 421 071 652 66 904 957

* These are values for the 2009-10 year only. The Commission calculates a three year average of both standardised revenue and Other Financial Support (i.e. 2007-08, 2008-09, 2009-10), which is then used within the grant calculation.

** This amount includes funds allocated to the Roads to Recovery (R2R) program for 2009-10 and reflects the Commission’s decision to assume that councils receive R2R funds in equal annual instalments over the life of the program. This amount does not include the Per Capita Minimum Grant for 2009-10, which is also classed as Other Financial Support and treated by inclusion. From 2009-10, Other Financial Support also includes all financial distributions from the regional water and sewerage corporations.
## APPENDIX 8

### STANDARD EXPENDITURE 2009-10

Used as part of the 2011-12 Assessments*

<table>
<thead>
<tr>
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<th>General Administration</th>
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<th>Health Housing and Welfare</th>
<th>Law Order and Public Safety</th>
<th>Planning and Community Amenities</th>
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Continued on page 47
### STANDARD EXPENDITURE 2009-10 (CONTINUED)

Used as part of the 2011-12 Assessments*

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<td>38 219 447</td>
<td>376 822 226</td>
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<td>542 890 210</td>
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</table>

* These are values for the 2009-10 year only. The Commission uses standard expenditure data to calculate standardised expenditure for each council for the three base years (i.e. 2007-08, 2008-09, 2009-10), which is then averaged and used within the grant calculation.

** “Standard” Expenditure for Roads is not calculated in the Equalisation Model. These figures are the RPM outcomes modified by removal of cost adjustors and normalised to the total for all actual roads expenditure. This measure is included here to enable a complete comparison of standard expenditure outcomes.
## APPENDIX 9
### STANDARDISED EXPENDITURE 2009-10

Used as part of the 2011-12 Assessments*

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<th>Law Order and Public Safety</th>
<th>Planning and Community Amenities</th>
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*Continued on page 49*
## STANDARIDISED EXPENDITURE 2009-10 (CONTINUED)

Used as part of the 2011-12 Assessments*

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<td><strong>166 067 984</strong></td>
<td><strong>542 890 210</strong></td>
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</table>

* These are the values for 2009-10 only. The grant calculations use an average of the most recent three years’ values (i.e. 2007-08, 2008-09, 2009-10).
APPENDIX 10
COST OF SERVICE PROVISION RATIOS*

Taken from the 2011-12 Assessments**

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<th>General Administration</th>
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<th>Recreation and Culture</th>
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TOTAL
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| 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 |

* The Cost Of Service Provision Ratios are calculated by dividing standardised per capita expenditure in each category by the State average expenditure per capita. The ratio indicates the per capita cost of providing services at State average standards, relative to the State average per capita cost.

** The Commission uses data for each council for three base years (i.e. 2007-08, 2008-09, 2009-10), which is then averaged and used within the grant calculation. Cost of Service Provision Ratios are not used within the grant assessment process but are produced to aid analysis of the assessments.

Continued on page 51
## COST OF SERVICE PROVISION RATIOS* (CONTINUED)

Taken from the 2011-12 Assessments**

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**All Other expenditure includes the following expenditure categories: Education, Health, Housing & Welfare; Law, Order & Public Safety; Planning & Community Amenities; and Other. These categories have been aggregated as they comprise a relatively small proportion of council expenditure, and often fluctuate significantly from year-to-year.
### APPENDIX 11

**LEVEL OF SERVICE PROVISION RATIOS***

Taken from the 2011-12 Assessments**

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* The Level Of Service Provision Ratios are calculated by dividing actual per capita expense (less Other Financial Support treated by deduction) in each expenditure category by the standardised expenditure per capita. The ratio indicates how council policies on the level of service provided, and the relative efficiency with which services are delivered, vary from the State average.

** The Commission uses data for each council for three base years (i.e. 2007-08, 2008-09, 2009-10), which is then averaged and used within the grant calculation. Level of Service Provision Ratios are not used within the grant assessment process but are produced to aid analysis of the assessments.

Continued on page 53
LEVEL OF SERVICE PROVISION RATIOS* (CONTINUED)

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*** All Other expenditure includes the following expenditure categories: Education, Health, Housing & Welfare; Law, Order & Public Safety; Planning & Community Amenities; and Other. These categories have been aggregated as they comprise a relatively small proportion of council expenditure, and often fluctuate significantly from year-to-year.

Note: Caution should be exercised when considering the above data due to known reporting inconsistencies in actual data provided by some councils.
### APPENDIX 12

**BASE GRANT MODEL COST ADJUSTORS 2009-10**

Used as part of the 2011-12 Assessments*

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## BASE GRANT MODEL COST ADJUSTORS 2009-10 (CONTINUED)

Used as part of the 2011-12 Assessments*

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* These are the cost adjustors applied to 2009-10 standard expenditure only. Cost adjustors are calculated for each data year and applied to “standard” expenditures to calculate “standardised” expenditure.
## APPENDIX 13
ROADS PRESERVATION MODEL COST ADJUSTORS 2009-10*

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*Continued on page 57*
## Roads Preservation Model Cost Adjustors 2009-10* (Continued)

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*The Roads Preservation Model uses the latest year’s data only (i.e. 2009-10). The cost adjustors are applied to the unadjusted cost of maintenance for each road type.
APPENDIX 14
2011-12 BASE AND ROAD GRANTS (PER CAPITA)

State population weighted average Base Grant is $66.54; Road Grant is $69.05

APPENDIX 15
STANDARDISED EXPENDITURE (PER CAPITA) 2011-12 ASSESSMENTS

State population weighted average is $1007
APPENDIX 16
STANDARDISED REVENUE (PER CAPITA) 2011-12 ASSESSMENTS

State population weighted average is $822

APPENDIX 17
OTHER FINANCIAL SUPPORT (PER CAPITA) 2011-12 ASSESSMENTS

State population weighted average is $98
APPENDIX 18
SHARE OF BASE GRANT BY POPULATION

APPENDIX 19
SHARE OF ROAD GRANT BY POPULATION
APPENDIX 20
SHARE OF TOTAL GRANT BY POPULATION

Council Population at 30 June 2010

- 0-9,999 (12 councils)
- 10,000-19,999 (9 councils)
- 20,000-29,999 (3 councils)
- 30,000+ (5 councils)

- Share of Total Grant 1994-95
- Share of Total Grant 2004-05
- Share of Total Grant 2011-12
### APPENDIX 21

**REPRESENTATION AT COMMISSION SEMINARS AND VISITS IN 2011**

#### Round 1 – Southern Region Councils

**Monday 7 March 2011**

**Huon Valley Council (Hearing)**
- In attendance: Mr Glenn Doyle (General Manager)
  - Mr Mike Norman (Corporate Services Manager)

**Central Highlands Council (Hearing)**
- In attendance: Cr Deirdre Flint (Mayor)
  - Ms Lyn Eyles (General Manager)

**Sorell Council (Hearing)**
- In attendance: Mr Bill Costin (General Manager)
  - Ms Sue Charles (Finance Manager)

**Tuesday 8 March 2011**

**Derwent Valley Council (Visit)**
- In attendance: Cr Martin Evans (Mayor)
  - Cr James Graham
  - Cr Judy Bromfield
  - Cr Barry Lathey
  - Mr Stephen Mackey (General Manager)
  - Mr Rob McCrossin (Assistant General Manager)
  - Mr John Bradley (Accountant)
  - Ms Allison Wilton (Senior Finance Officer)
  - Mr Martin McCance (Planning Officer)
  - Mr Matthew Hill (Youth Officer)

**Clarence City Council (Visit)**
- In attendance: Mr Andrew Paul (General Manager)
  - Mr Frank Barta (Corporate Accountant)

**Round 2 – North-West Region Councils**

**Tuesday 22 March 2011**

**Latrobe Council (Visit)**
- In attendance: Cr Mike Gaffney (Mayor)
  - Mr Gerald Monson (General Manager)
  - Ms Jan Febey (Corporate Services Manager)
  - Mr Ron Viney (Manager, Development Services)

**Wednesday 23 March 2011**

**Burnie City Council (Hearing)**
- In attendance: Mr Paul Arnold (General Manager)
  - Mr Andrew Wardlaw (Corporate Services Manager)
  - Mr Gary Neil (Infrastructure Manager)
  - Ms Samantha Davis (Finance and Information Manager)

**Kentish Council (Hearing)**
- In attendance: Cr Don Thwaites (Mayor)
  - Mr Gerald Monson (General Manager)
  - Mr James Rendell (Corporate Services Manager)

**Central Coast Council (Hearing)**
- In attendance: Cr Jan Bond (Mayor)
  - Ms Sandra Aytoun (General Manager)
  - Mr Bevin Eberhardt (Director, Engineering Services)

**Devonport City Council (Visit)**
- In attendance: Cr Lynn Laycock (Mayor)
  - Ald Annette Rockliff
  - Ald Steve Martin
  - Mr Ian McCallum (General Manager)
  - Ms Evonne Ewins (Assistant General Manager)
  - Mr Ben Smith (Finance Manager)
Thursday 24 March 2011

King Island Council (Visit)
In attendance:  Cr Charles Arnold (Mayor)
               Cr Peter Youd
               Cr Joris Weitjens
               Mr Mark Goode (General Manager)
               Mr Kim Miller (Corporate Services Manager)
               Mr Michael Brown
               (Works & Engineering Manager)

Round 3 – Northern Region Councils

Tuesday 29 March 2011

Break O’Day Council (Visit)
In attendance:  Cr Robert Legge (Mayor)
               Mr Leigh Stevens (Acting General Manager)
               Ms Chris Hughes (Community Services Manager)

Wednesday 30 March 2011

Dorset Council (Visit)
In attendance:  Cr Barry Jarvis (Mayor)
               Cr Leoni Stein
               Cr Yvonne Thorne
               Cr Sheryl Martin
               Cr Tom Ransom
               Mr John Martin (General Manager)
               Mr Guy Jetson
               (Corporate Services Manager)
               Mr David Jolly
               (Works & Infrastructure Manager)
               Ms Leeanne Wheeler (Corporate Services
               Supervisor)
               Mr Malcolm Reid
               (Communications Officer)

West Tamar Council (Visit)
In attendance:  Cr Barry Easther (Mayor)
               Cr John Watson
               Mr Ian Pearce (General Manager)
               Mr Rolf Voss
               (Development Services Manager)
               Mr Ian Howard (Infrastructure Manager)

Thursday 31 March 2011

Northern Midlands Council (Hearing)
In attendance:  Mr Adam Wilson (General Manager)
               Ms Maree Bricknell
               (Corporate Services Manager)

Meander Valley Council (Hearing)
In attendance:  Mr Malcolm Salter
               (Director, Corporate Services)
               Mr Ted Ross
               (Director, Infrastructure Services)
               Mr John Harmey (Accountant)

Flinders Council (Hearing)
In attendance:  Mr Raoul Harper (General Manager)
Thursday 28 April 2011

Launceston City Council (Hearing)

In attendance: Ald Albert Van Zetten (Mayor)
Mr Robert Dobrzynski (General Manager)
Mr Michael Tidey (Corporate Services Manager)

The following Councils did not attend a hearing in 2011:
Brighton Council
Circular Head Council
George Town Council
Glamorgan-Spring Bay Council
Glenorchy City Council
Hobart City Council
Kingborough Council
Southern Midlands
Tasman Council
Waratah-Wynyard Council
West Coast Council
State Grants Commission
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