

Road Preservation Model Methodology Review

Changing the underlying basis
of the RPM

Discussion Paper DP22-02

May 2022

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Executive Summary

The Australian Government provides all states with Identified Local Government Roads funding as part of its Financial Assistance Grant payments programs to local government in every state and territory of Australia. In Tasmania the State Grants Commission (the Commission) refers to these funds as the Local Government Financial Assistance Road Grant funding (road grant funding).

The Commission uses the Road Preservation Model (RPM) to determine how it should allocate the road grant funding that the Australian Government provides Tasmania each year. The Commission has been undertaking a Major Review of the RPM over the past months, having undertaken surveys and held virtual workshops with Tasmanian councils to gain council views and input early in this process. The Commission is extremely pleased with the high level of engagement from councils, with 90 per cent of councils having provided input in some way, shape or form to date.

This paper provides both an update on the decisions that the Commission has made to date and discusses in more detail some further aspects of the Commission's methodology as a result of considering the feedback received to date and subsequent data sourcing and analysis work that has occurred.

In undertaking reviews of its methodologies, the Commission actively seeks to increase the integrity of the data used within the Commission's assessments and ensure its methods are contemporary and equitable across councils.

The Commission also seeks to ensure that it achieves the fairest allocation of funding without imposing an excessive burden on councils to provide, or requiring councils to reengineer existing data to provide the necessary information for the Commission's processes. The Commission is seeking wherever possible, to simplify the model and its data requirements, not create unnecessary duplication, confusion or differences in approach to industry standards and if possible, create efficiencies in processes for all stakeholders.

The Commission has decided to continue to assess each council's relative asset preservation need based on a combination of:

- a functional road hierarchy category system;
- a standard profile for each road category;
- an assessment of lifecycle activities involved in the management of each road category and their respective life expectancy and frequency;

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- the costing of the respective activities; and
- a system of cost adjusters and, if deemed necessary, allowances, to recognise the relative advantages or disadvantages that each council faces in preserving their respective road network assets.

The Commission has now also decided it will adopt the Local Government Road Hierarchy (LGRH) as its functional road hierarchy category system, by a date to be determined in consultation with all stakeholders. The Commission will not adopt the LGRH in its RPM and assessment processes until all councils had adopted the LGRH in their asset management systems and were able to report on this basis. It is hoped that councils will cooperate to assist with the required changes.

Beyond the normal road lengths, the Commission had decided it will not be making provision in its new RPM to provide specific recognition for the nature of concrete roads and industrial roads. The Commission has also decided to not use the Australian Local Government Classification Categories in its RPM assessment process.

With the adoption of the LGRH of classifying roads and the increased granularity in recognising different road requirements for both urban and rural roads separately based on function and purpose criteria, the Commission is now proposing to cease its Urbanisation Allowance for CBD Roads. The Commission is also considering a number of options for assessing bridge and culvert assets in its new RPM, including not including these assets in the assessment process at all.

The Commission is also seeking council views on collar policies that may be applied in the new RPM, either as a temporary or permanent feature, as a means of facilitating a gradual transition in road grant allocations from their current basis to the LGRH informed outcomes. This is especially important given the RPM outcomes also feed into the Commission's Base Grant Model assessment process.

While the Commission is consulting with councils, it will not be making any methodology changes to its RPM.

The Commission is now seeking feedback from councils on the proposals proffered in this Discussion Paper.

Following consideration of submissions from councils, the Commission will issue a Preliminary Decision Paper advising councils of its intended solutions. The Project will then move into an implementation phase. This will require the Commission, councils, Local Government Association of Tasmania (LGAT) and the Local Government Division of the Department of Premier and Cabinet (LGD) all working together to enable all councils to be ready to change over to the LGRH system. Subject to the feedback of councils, this is expected to be by 2024-25.

Whilst encouraging written feedback from councils on the proposals and options floated in this Discussion Paper, for those seeking to provide feedback via virtual means, a limited number of time slots in the week 23-27 May 2022 are being made available for this purpose.

The closing date for final written submissions is Wednesday, 8 June 2022.

1. Review Context

The State Grants Commission (the Commission) is an independent statutory body established under the *State Grants Commission Act 1976* and is responsible for recommending the distribution of Australian Government and State Government funds to Tasmanian local government authorities. The Australian Government financial assistance is provided in two parts: a Base Grant (general purpose) component and a Road Grant component. The Australian Government determines each state's share of the Base Grant pool based on population share and the Road Grant pool based on historically agreed proportions. Despite their source names, FA Grants are provided to councils as untied, general revenue and can be spent as councils choose, and not according to their funding source names.

To ensure that the distribution of available funds is as equitable and contemporary as possible, the Commission continually monitors council practices and updates assessment methods and data where appropriate. Based on these reviews, the Commission implements changes as they are determined. Any methodology changes are implemented following a structured process after considering all relevant matters and following a consultation process with councils.

While the Commission is consulting with councils, it will not be making any methodology changes to its RPM. Consistent with the Commission's Strategic Framework and Operating Plan, the Commission will issue a Preliminary Decision Paper advising councils of its intended solution prior to implementing any changes.

How much Financial Assistance road grant funding does the Commission allocate based on the RPM?

The amount of Financial Assistance road grant funding changes each year because the funding pool is indexed by the Australian Government. The funding is split among Tasmanian councils based on asset preservation needs of road network assets (roads, bridges and major culverts) reported by councils each year. A summary of the 2021-22 road grant funding, and how the funding was split by road network assets reported by councils in the 2019-20 Consolidated Data Collection (CDC) Return is detailed below:

Table 1: Road Grant Funding by Road Network Asset Type - 2021-22

	\$	%
Road lengths (kms)	41 113 221	95.00
Bridge deck area (m2)	1 939 726	4.48
Major Culvert deck area (m2)	224 916	0.52
Total Road Grant Funding - 2021-22	43 277 863	100.00

Details of each council’s share of these is provided in Appendix 1.

National and State Principles

Each state’s local government grants commission is required to apply the National Principles issued under the *Local Government (Financial Assistance) Act 1995 (C’wlth)* when making its recommendations for the distribution of the Financial Assistance Grant funding. For the Road Grant component of the FA Grant funding, the National Principle for allocation of the funding is as follows (emphasis added)

National principle for the distribution of Road Grant funds Identified Road Component

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.

The Commission, in deciding how it operates and applies the National Principles to the allocation of the FA Grant funding, has developed its own set of principles to guide its decision making. These are referred to as the State Principles, and are detailed in full in Attachment 2 of the Commission’s methodology publication: [Financial Assistance Grant Distribution Methodology](#).

One of the general principles the Commission strives for is to continuously improve its data quality and sources. This principle is one of the key factors underpinning the Commission’s objectives from the RPM review.

- **Data quality and sources**

The Commission takes the accuracy and consistency of data very seriously and actively seeks to increase the integrity of the data used within its assessments. The Commission has a strong preference for independent measures and data sources to inform its modelling, while being able to exercise broad judgement in its deliberations in relation to sources of data.

The Commission actively seeks to increase the integrity of the data used within the Commission’s assessments and ensure its methods are contemporary and equitable across councils. The Commission may exercise its judgement and adopt alternative information sources where it considers such to be justified.

Using consistent treatment and guidance for the categorisation and allocation of data enables consistent reporting across all councils and should result in the fairest assessment of needs of all councils when allocating the pool of funds.

The Commission also seeks to ensure that it achieves the fairest allocation of funding without imposing an excessive burden on councils to provide, or requiring councils to reengineer existing data to provide, the necessary information for the Commission's processes. The Commission is seeking wherever possible, to simplify the model and its data requirements, not create unnecessary duplication, confusion or differences in approach to industry standards and if possible, create efficiencies in processes for all stakeholders.

Other State Principles relevant to this review, and the Road Grant funding allocation specifically, are:

- **Eligible roads**

The Commission applies an eligible road concept to road assets in order to determine if a road asset qualifies as a road for the purposes of the Road Preservation Model. To be eligible, a road must form part of the state's road network and be managed by the relevant local council.

Fire trails are excluded from the definition of eligible roads as they are limited access roads and are not subject to the same degree of maintenance or expenditure as roads that are required to be provided to the general public. Similarly, reserves set aside for future roads are also excluded as they do not form part of the current road work used by general public vehicles or result in any significant current capital or maintenance demands on councils.

- **Allowances**

The Commission exercises its judgement to adopt or modify any allowances where the Commission considers circumstances warrant special provisioning ought to be made and standardised expenditure does not adequately capture the cost of providing a service.

The RPM currently includes an urbanisation allowance based on certain roads considered to have exceptional asset preservation costs due to their urban usage. Further discussion on the current Urbanisation Allowance is in section 2 and proposed changes to the Urbanisation Allowance addressed in Section 5 of this Discussion Paper.

The RPM also currently includes a Bruny Island allowance to reflect the higher costs of preserving a distinct group of roads (those on Bruny Island) by applying a higher rate per kilometre for Bruny Island road lengths¹.

¹ Higher asset preservation needs relating to the road network on Flinders and King Island are recognised through the Remoteness Cost Adjustor as their challenges impact all their road networks. The structure of the Bruny Island Allowance, being based on length of road by the road categories in the RPM will reflect the same RPM road categories adopted in the revised RPM.

- **Collars**

The Commission understands that councils appreciate a degree of stability in their grant entitlements. While the Commission has no influence on the total amount that it is allocated by the Commonwealth for distribution, it is mindful of this desire for stability in its recommendations for distribution of the pool to Tasmanian councils.

The Commission currently applies collars to its Base Grant Model outcomes², but does not apply collars to the year on year change in Road Grant outcomes. Applying a 'cap' limits the year on year increase while applying a 'floor' restricts any reduction in base grant recommendation compared to the previous year's recommendation.

When there is a limited pool of funding, for any council to receive additional funding, all other councils must, by definition, be experiencing a funding reduction. Any change in methodology as part of this review may result in a redistribution of Road Grant funding.

As road network and cost data updates occur, these flow through immediately to the relative shares of asset preservation need, and hence the Road Grant funding allocations to councils. It should be noted that significant changes in the RPM outcomes currently also have a flow-on impact on the Base Grant Model outcomes. Reviewing the implications of changes in the RPM on the Base Grant Outcomes is out of scope of the RPM Review.

Depending on the magnitude of the changes in the RPM outcomes the Commission may decide to introduce a system of collars for the RPM to smooth the transition to the new grant allocations and reduce budget shock for councils.

² Currently the Commission manages volatility in its Base Grant Model outcomes through a process of comparing the current year's grant outcomes to the prior year's grant outcomes and then moderating the extremes of movement through a process of redistributing excessive movements amongst councils so as to limit the changes to within an acceptable margin... The Commission has generally limited the size of any increase in base grant movements for any council to no more than +15 per cent in any one year. The Commission generally regards a 10 per cent decline in any base grant movements as being the maximum reduction for a council to sustain in any one year.

2. The current methodology

The State Grants Commission (the Commission) uses the Road Preservation Model (RPM) to determine how to allocate the Local Government Financial Assistance Identified Local Road (Road Grant) Funding that the Australian Government provides Tasmania each year. The current RPM takes into account the asset preservation needs of council roads as well as bridges and major culverts.

In 2021-22, every Tasmanian council received a share of the \$43.3 million in Road Grant Funding provided by the Australian Government, based on the RPM outcomes. The 2021-22 Road Grant funding represents 23.6 per cent of the total asset preservation need of Tasmania's local government owned road network.

The Current methodology - Roads portion of the RPM

The RPM assesses the road preservation component for each council in three road classes:

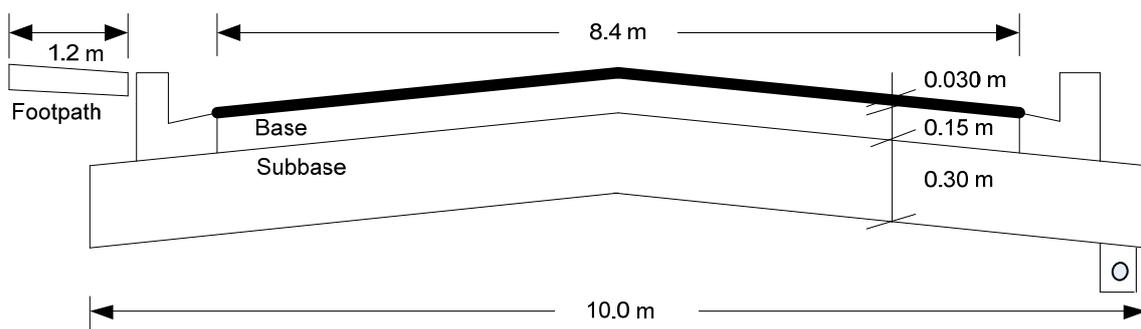
- urban sealed;
- rural sealed; and
- unsealed roads.

Councils report road lengths for each of the three road classes through the CDC.

The RPM applies a standard road profile for each road class. These profiles were agreed by an engineers' working group established in 2012 to review the RPM. The profiles, together with relevant definitions, are set out in Graphic 1. Eligible roads are council owned roads that form part of the public road network. As noted in the State Principles, fire trails and road easements for future roads are not eligible road lengths for the purposes of the RPM.

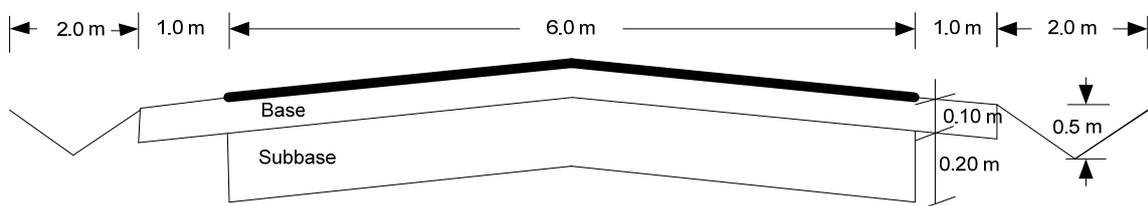
The profiles below indicate the dimensions, features and parameters of each of the urban sealed, rural sealed and unsealed road classifications currently in use in the RPM:

Urban Sealed Road cross section



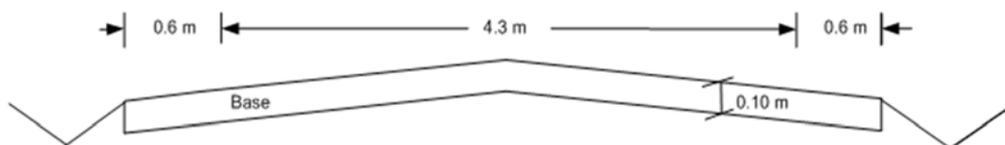
Urban Sealed – Rehabilitation (1)

Rural Sealed Road cross section



Rural Sealed Rehabilitation (1)

Unsealed Road cross section



Unsealed - Maintenance

The Commission uses a Road Costing Model to calculate the rate per kilometre for each road type of asset preservation need. Details of the current annualised costing of activities and lifespan of each component of each road is published annual in the Commission’s data tables³. The Road Costing Model’s maintenance, rehabilitation and resurfacing activities are generally based on retaining or returning the asset to its original, “as constructed” or design condition, rather than upgrading the asset’s condition to reflect updating standards. By applying estimated life cycle costs to each council’s reported road lengths, an unadjusted cost is calculated for each road type.

The RPM contains two additional allowances, namely:

- the Urbanisation Allowance which recognises that urban roads in the central business districts of councils are significantly more complex, engineered to a much higher

³ Refer to Table I3 of the [State Grants Commission 2021-22 Financial Assistance Grant Data Tables](#).

standard and have shorter life spans than the standard road profile, and the asset preservation costs are accordingly materially greater; and

- the Bruny Island Allowance, which uses a higher rate per kilometre for Bruny Island road lengths to reflect the higher costs of preserving roads on Bruny Island (a sub-set of Kingborough Council's roads).

The Commission then applies cost adjusters to the road portion of the model to take account of the relative advantages or disadvantages that each council faces in terms of remoteness from materials, rainfall, terrain and heavy vehicle traffic on council roads⁴.

The current methodology - Bridges and culvert portion of the RPM

For the purposes of determining asset preservation needs of councils, the Commission includes the deck area of bridges and major culverts of councils that are associated with their road networks. In doing so, the Commission defines the type and minimum measurements for these assets it includes in its assessment process and the dimensions that it uses for calculating the eligible deck area⁵.

Currently the Commission's RPM recognises four types of bridges (Concrete, Timber, Steel and Other) and two types of culvert (reinforced concrete pipe (RCP) and reinforced box culvert (RBC)).

Bridges are defined as a structure that spans a waterway, chasm, road, railway line or some other obstacle such that it provides for the passage of vehicles, pedestrians or stock as part of the council local road network. The deck is suspended between abutments and a bridge can be single or multi-spanned.

A culvert is a structure that channels water past an obstacle or to channel a subterranean waterway. Typically embedded so as to be surrounded by soil, a culvert (typically a tunnel or drain under a road or a railway that carries a stream or drainage from one side to the other) may be made from a pipe, reinforced concrete or other material.

Calculation of eligible deck area

For the deck area of a bridge to be included in the assessment process, bridges need to be longer than three (3) metres or greater in length. The deck area used for assessment purposes is the product of the width and length, and there is no maximum length or width restriction for bridges.

For the deck area of a major culvert to be included in the assessment process, culverts must have a minimum horizontal clear opening facing a waterway of three (3) metres or more. The Commission caps the maximum major culvert length at six (6) metres, as this has previously been determined as adequate to account for the width of a normal two-lane road under which the culvert may be placed⁶. The deck area is calculated by multiplying the diameter or width of the culvert by its length, subject to the maximum length of six (6) metres.

⁴ A review of the RPM cost adjusters is not currently planned as the RPM review is currently considering the fundamental basis of the RPM. The cost adjusters are expected to continue to be applicable in the new RPM and reflect the hierarchy used by the RPM.

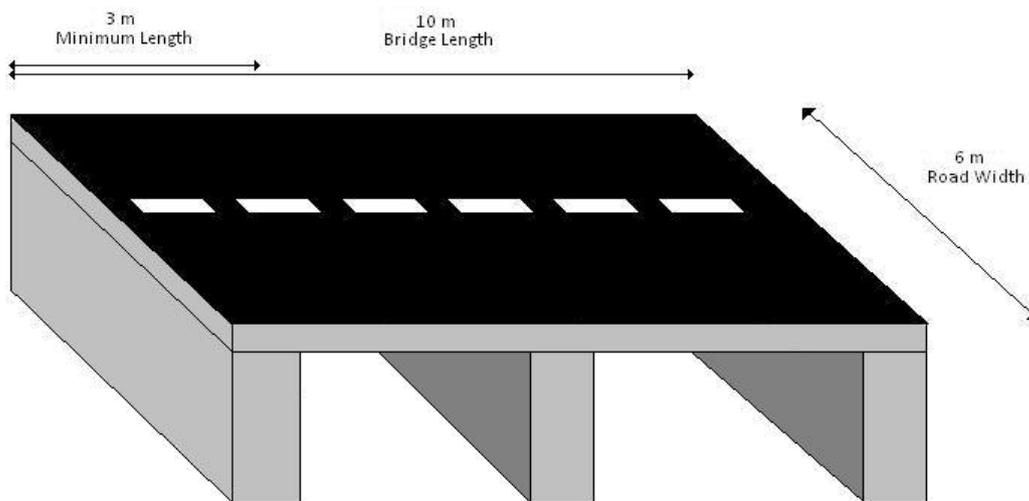
⁵ These dimensions have been used for the assessment of bridges and culverts since 2004.

⁶ Six metres aligns to the recognised road width for rural roads.

The three (3) metre minimum can be either a single culvert or a series of smaller culverts installed side-by-side. The deck area for culverts comprising of a series of smaller culverts installed side by side is calculated by multiplying the sum of the clear waterways by the length of the culvert.

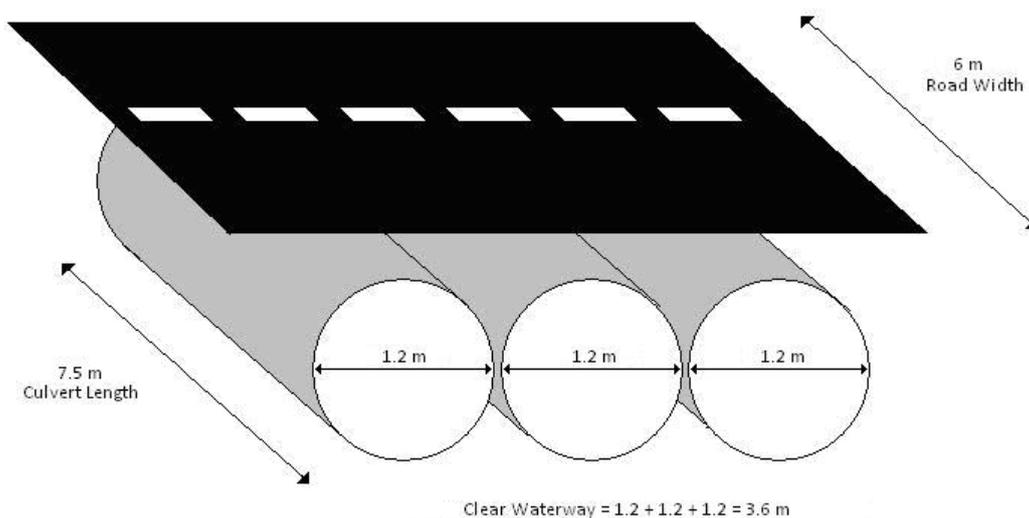
Demonstration of the calculation of deck area: Bridges

The Commission calculates the eligible dimensions for the deck area of a bridge for its calculation of asset preservation need, as follows:



Demonstration of the calculation of deck area: Major Culverts

The Commission calculates the eligible dimensions for a culvert area for its calculation of asset preservation need is demonstrated as follows:



The sum of the diameters of the pipes in the above diagram is 3.6 metres, indicating the width of the waterway. This exceeds the three (3) (linear) metres as measured down the centreline of the road. While the actual pipe length is 7.5 metres (measured across the road), in calculating the eligible deck area for this culvert, the Commission will cap the length at six (6) metres.

Determining the allocation of funds

Road Grant funding is allocated amongst councils based on their relative share of the sum of the asset preservation needs for both roads (after the application of allowances and cost adjustors) and the asset preservation needs of bridges and culverts, as demonstrated in Appendix I.

3. The Review Process

In 2021, the Greater Hobart Strategic Partnership (GHSP) Councils made a submission to the Commission that the RPM was not recognising the asset preservation need appropriately for regional arterial feeder roads. The GHSP councils proposed the Commission adopt a cost adjustor to recognise regional arterial feeder roads on the basis that the cost of preserving these roads was greater than the cost of preserving a basic urban sealed road. As an alternative, the GHSP councils argued that adopting the LGRH would resolve the issue as the LGRH includes a category of arterial roads that broadly covers the arterial feeder road concept. The GHSP contended that the LGRH was:

- a clear and consistent classification model that is used, or can be mapped to, by all councils;
- reflects the different types of urban and rural roads and uses a criteria based classification system; and
- uses criteria reflecting the purpose and function of roads, including consideration of traffic volumes.

As it had been more than 10 years since the last comprehensive review of its RPM, the Commission decided it would undertake a major review of its RPM to ensure that it continues to reflect contemporary road and bridge preservation practices and classification by councils. This review includes consideration of recent developments in road, bridge and culvert definitions and classifications.

What's happened to date?

The Commission undertook a survey of all councils in October-November 2021 on aspects of its current RPM. The Commission considered the results of the survey, issued a *Conversation Starter CS22-02 2021-22 Review of the Road Preservation Model - Opportunities for improvements - January 2022 (CS22-02)*. CS22-02 was launched to the Tasmanian Asset Management Group membership of council engineers, asset managers, etc and all other councils with the assistance of LGAT on 11 February 2022 with virtual workshops to discuss the Conversation Starter conducted over three sessions over the period 21-28 February 2022.

The Commission has had an excellent response rate to date from councils, with more than 90 per cent of councils engaging in the project in some way, either through the survey itself, the conversation starter workshops or written submissions.

The Commission has now considered the feedback councils provided at the Conversation Starter Workshops and where needed, sought further information from councils to assist it in its deliberations.

The Commission has prepared this more detailed Discussion Paper on the specific improvements, data and reporting changes, timeframes and any transitional arrangements from its current RPM processes to the new processes that the Commission is considering introducing.

The Commission now seeks council comment on the proposals in the Discussion Paper before the Commission makes its remaining decisions on the specific nature and form of improvements it will make to its RPM and the timeline for making these changes.

What do other States do?

The Commission has undertaken a review of the methodologies used by other jurisdictions' local government grants commission to distribute their respective road grant funds.

While each jurisdiction uses its own judgement on how to interpret the National Principle of asset preservation need, and each uses its own methodology which it has developed over time as appropriate to their respective circumstances, the Commission found the approaches to vary considerably.

One jurisdiction splits the road grant funding pool into two pools based on a pre-agreed percentage and allocates one pool based on share of total road length and allocates the other pool based on share of population. Bridges and culverts are not taken into account at all.

Another jurisdiction uses a fixed percentage to divide its funding into two pools, with one pool to be allocated among those councils within certain major urban areas and the other pool to be allocated among all other councils. Each funding pool is then split further based on fixed percentages, with one pool allocated based on share of road length and share of population and the other share allocated based on square metre of bridges. The percentage shares allocated to bridges, road length and population differ based on whether a council is classified as urban or rural (with urban being those councils inside the named major urban areas and every other council classified as rural).

At the other end of the spectrum are comprehensive asset preservation cost models which include different road categories and components depending on whether the road is in a built up area or outside a built up area, road lengths and lane-kilometre lengths, actual and minimum road standards, cost regions, equivalent Average Annual traffic factors on certain roads and recognition of widened sections on highways and main roads through country cities and towns. Most jurisdictions reference a broad road classification system and lifecycle costing process although the frequency of cost updates differ.

As demonstrated above, there are a variety of techniques and different viewpoints on how best to implement the policy intent of the National Principles.

Decisions made so far

Having considered the different approaches used in other jurisdictions, the Commission has determined that its fundamental approach of an asset preservation model based on standard road profiles and standard costs continues to be robust. Since the Conversation Starter Workshops, the Commission has confirmed earlier decisions it made and made some additional decision on the expected direction and fundamentals of its new RPM. The decisions the Commission has made to date are as follows:

Specifically, each council's relative need for road grant funding will continue to be assessed using a combination of:

- a functional road hierarchy category system;
- a standard profile for each road category;
- an assessment of lifecycle activities involved in the management of each road category and their respective life expectancy and frequency;
- the costing of the respective activities; and
- a system of cost adjustors and, if deemed necessary, allowances, to recognise the relative advantages or disadvantages that each council faces in preserving their respective road network assets.

Due to the relatively small number of concrete roads as a proportion of the total road network, the Commission will not provide any specific recognition or provision for concrete road lengths in its new RPM assessment process.

Due to the relatively small road length of industrial roads as a proportion of the total road network, the Commission will not provide any specific recognition or provision for industrial road lengths in its new RPM assessment process.

The Commission has decided to adopt the LGRH as its road hierarchy basis for classifying roads and calculating the asset preservation needs of councils. The timetable for its implementation is to be negotiated with councils and subject to the timing of available assistance to aid councils in the transition process.

The Commission has decided to not use the Australian Local Government Classification Categories in its RPM assessment process.

4. A New Road Hierarchy

The Local Government Road Hierarchy (LGRH)

Every hierarchy is a system for arranging items based on their level of importance or priority.

The LGRH is a system for identifying and ranking council roads according to certain status, attributes and level of importance based on the road’s function and purpose. The LGRH states that while the functional criteria for the different levels in the LGRH are somewhat independent of locality, whether a road is located in an urban or rural setting has implications for the minimum design specifications for the road.

For example, a local access road within an urban area is likely to be sealed with a minimum of a 10 or 7 mm spray seal, whereas a local access road in a rural area may be a formed gravel road that is maintained with regular re-sheeting. Consequently, the LGRH recognises that urban and rural roads have different useful lives, depreciation, replacement costs and maintenance schedules.

The definitions for urban and rural roads the LGRH uses are the same as those used by the Commission. These are reflected in Table 2. Note, Table 2 reflects the Commission’s current three road categories, namely Urban Sealed, Rural Sealed and Unsealed.⁷

Table 2: Definition of urban and rural roads. (LGRH - June 2015)

Road classification	Description
Urban sealed road	<p>A road usually but not necessarily within town boundaries, that has predominant frontage development of either business or residential, often with kerb and guttering and/or footpath that has a running surface of bitumen in any form (e.g. flush seal or asphalt) or concrete.</p> <p><i>Note: All streets/roads within town boundaries are not necessarily urban; frontage development is the controlling factor.⁸</i></p>

⁷ These may need review for the Commission’s adoption of the LGRH.

⁸ At the Conversation Starter Workshops there was some indication of different practices and interpretation of this definition is being applied across councils. Other issues raised included challenges in identifying town boundaries.

Rural sealed roads	A road that has a running surface of bitumen in any form (e.g. flush seal or asphalt) or concrete without predominant frontage development either within or outside town boundaries.
Unsealed road (urban and rural)	Any other road, usually with a running surface of gravel, but may include roads on natural surface, whether formed or cleared only (provided always that these latter roads are maintained by the council).

The LGRH paper, published by the Local Government Division of DPAC (LGD), states that its guidance metrics are designed to assist councils in assigning roads to a particular level **in the event that the road cannot be classified based solely on the functional criteria**⁹. The metrics in the LGRH are provided for guidance only and the LGRH states that roads do not have to meet all of the guidance metrics to be assigned to a particular classification within the hierarchy. The LGRH acknowledges that the classification will ultimately be at the discretion of the council based on the road's role and function. The guidance metrics used in the LGRH are essentially potential performance criteria or acceptable standards that apply to each level within the LGRH, and are replicated below in Table 3. The actual metrics are detailed in Appendices 2 and 3.

Table 3: Guidance metrics included in the LGRH

Metric	Description
Annual Average Daily Traffic (AADT)	Estimated, or measured, count of total vehicle movements on a given road or section of road. Higher order roads will carry more traffic than lower order roads based purely on their function.
Heavy vehicle route	Qualitative measure of road function with respect to the permitted use of a given road to support heavy freight vehicles. High order roads will support and facilitate heavy vehicle and freight routes. Low order roads will allow access only to heavy vehicles.
Annual Average Daily Truck Traffic (AADTT)	Estimated, or measured, count of heavy vehicle movements. Generally, the higher order the road in the LGRH the higher the permitted heavy vehicle or truck traffic.
Public transport route	Qualitative measure of the likelihood of a given road type to form part of a public transport route.
Carriageway form	A measure of the number of lanes on a given class of road.
Running surface	A measure of the road surface. Typically higher level roads have higher quality seals than lower order roads, which in some cases will be unsealed.

National Road Hierarchy Reforms

Discussions with LGAT and the Institute of Public Works Engineering Australasia (IPWEA) have referred to reforms that are occurring at a National level and being progressed by the Road Market Reform section of the Department of Infrastructure, Transport, Regional Development and Communications. The Road Market Reform is framed around the use of a National Service Level Standard (NSLS) to classify all roads, irrespective of the tier of government owning the road, and anticipated reforms to funding arrangements for roads. While the

⁹ Emphasis added.

adoption of the NSLS is voluntary, the use of a service level standard or hierarchy for assessing roads demonstrates the benefits of having a consistent road hierarchy in use across the State to inform road funding requirements and road investment decisions based on the function, purpose and connectivity of each road. Hence there are other benefits in having a consistent hierarchy in use across the State for several other processes and cross-jurisdictional comparison purposes.

Councils and the use of the LGRH

While initial responses to the Commission's RPM survey indicated that the take up rate of the LGRH across councils was approximately 72 per cent, the feedback the Commission received through the Conversation Starter Workshop sessions indicated that its actual level of use was not as high as originally reported. Notwithstanding this, there is still in excess of 55 per cent of councils now using the LGRH to classify their road network assets in their asset management systems, and hence the LGRH reflects on face value, the approach used by the majority of councils.

At the Conversation Starter Workshops, most councils supported adopting the LGRH, with the strongest support coming from urban councils. These councils argued that the urban sealed classification was too broad and did not sufficiently recognise the higher costs of arterial roads, which were similar to, but not located in the CBD districts of councils. Some other councils not currently using the LGRH also supported using the LGRH. Southern Midlands Council, which is ranked as having the third highest road length in Tasmania but ranked 21st in terms of both population and population density, strongly opposed the move and supported keeping the methodology simple and retaining the current three category system.

One of the overarching principles of the Commission's deliberations is to simplify the data capture processes for councils and reflect the average policy of councils. A way of achieving this is to mirror in the Commission's assessment process the same road hierarchy that is in use across the majority of councils. Adopting the LGRH for the Commission's assessment of asset preservation needs of councils will result in councils not having to reengineer data to report to the Commission, and hence risk the introduction of errors in the assessment process. Furthermore, having all councils using the same hierarchy system simplifies general asset management and broader discussions across councils as it creates a common language and understanding for classifying roads. These are expected to also compliment the National Road hierarchy reforms that are also occurring in the sector.

Appendix 4 details each council's road length by road type. The council average road length is 491kms, being urban sealed 108 kms, rural sealed 159km and unsealed road lengths 225 kms respectively. However, the standard deviation in road lengths is 218 kms with a margin of error of 41kms. This confirms there are significant differences in road lengths and mixes of road types across councils, as illustrated graphically in Appendix 5.

To better understand the impact of adopting the LGRH, the Commission sought additional information from the city councils to understand how their road lengths would be split based on the LGRH classification system and evaluate how that differs to the current urban sealed, rural sealed and unsealed classifications. The change in overall urban versus rural split is relatively unchanged, as demonstrated in Table 4. However, the exercise also indicated that a significant proportion of these councils' road lengths consist of the higher standard road lengths,

which are expected to be more expensive per kilometre than the current Urban Sealed category, as indicated in Appendix 6.

Table 4: Urban versus Rural Road lengths - City Councils & Kingborough

	LGRH classifications		Difference LGRH v 3 road category (urban sealed, rural sealed, unsealed) system	
	Urban	Rural	change in Urban	change in Rural
Burnie	37.20%	62.80%	0.06%	-0.06%
Clarence	57.07%	42.93%	0.05%	-0.05%
Devonport	65.65%	34.35%	0.50%	-0.50%
Glenorchy	82.53%	17.47%	0.34%	-0.34%
Hobart	89.72%	10.28%	-3.35%	3.35%
Kingborough	30.11%	69.89%	0.78%	-0.78%
Launceston	53.19%	46.81%	3.11%	-3.11%
Sum of returns	55.67%	44.33%	0.67%	-0.67%

Note: The above table represents road lengths as at the date of data collection in April 2022. This was done as a direct request to these councils for the purposes of the RPM Review and is outside of the normal annual data collection return process. Please note that the above table reflects the best available road length and classification information as at the date of issue of the Discussion Paper. In the event that information subsequently becomes available that would result in major changes to the tables and appendices, the Commission will reissue the affected tables and appendices to councils as soon as possible.

At the workshop sessions, the Commission discussed options for a transition to the LGRH. There was very strong support for the Commission not introducing any transitional classification of roads. There was strong support for delaying implementation of the LGRH until all councils had adopted the LGRH in their asset management systems and were able to report on this basis. Those councils that are not currently using the LGRH advised the Commission that it would be easier to implement the LGRH in their systems when they next undertake their road revaluations process, as the requirement to classify roads using the LGRH could be included in the revaluation contract scope.

At the workshop sessions, councils advised the Commission of the implications for other council systems. While not all councils are impacted significantly, others would require considerable support to amend all their internal processes to reflect the LGRH across all impacted areas of their council. Some councils advised that they would be unable to make the change without assistance being provided. Assistance required was noted as both physical resources and funding for consultancies.

Since the workshop sessions, the Commission has surveyed councils not currently using the LGRH on their respective road revaluation cycle and when their next road revaluation is due. Generally the cycle for revaluations ranges between every three to four years, with the longest cycle being every six years. Several councils have just completed a revaluation process (for the 2021-2022 financial year), and therefore are not due to undertake their next road revaluation until 2024-25. The 2024-25 CDC data returns will inform the 2026-27 FA Grant allocations. Unless a decision is made to bring this date forward, councils will have four years to implement the LGRH into their systems.

The Commission seeks council views on whether there should be a collar policy applied to the Road Grant outcomes either as an interim or as a permanent feature of the RPM.

Next Steps

The Commission recognises that there is considerable preparatory work required by all stakeholders to achieve the implementation of the LGRH across all councils and for it to be used as the basis for assessing road network asset preservation need by the Commission. While some councils have indicated they are able to implement the change within their existing resources, several councils have raised the need to garner additional assistance to implement the change. The level of support required will also be impacted by the timeframe in which councils are required to have implemented the change.

Subject to feedback from councils, the Commission expects the process of moving to using the LGRH to include the following steps:

For councils:

- Need to determine assistance requirements (if any) to make the transition;
- Submit a bid for assistance to LGAT;
- Expand the scope of the next road revaluation process to include the classification of each road based on the LGRH; and
- Progress the adoption by the date to be determined.

For the Commission:

- Review the Commission's definitions of Urban and Rural;
- Establish a panel of engineers and asset managers to agree profiles of each road category, so that the aspects can be costed and a rate per km struck;
- Expand the Road Costing Model to support each road category recognised in the LGRH and determine costings for each of the road categories;
- Identify data requirements and amend the CDC template managed by LGD to facilitate the collection of the necessary data;
- Organise for cost adjustor data sources to be reconfigured by external data preparers to align with the LGRH categories;
- bridge & culvert profile designs agreed and costed (if they continue to be part of the RPM methodology);
- expand and implement Excel model changes to support the LGRH categories, including changes to associated analytical and reporting tools; and
- flow-on implications for all the Commission documentation and processes.

For the LGD:

- Facilitate changes to the CDC template being built into future CDC templates for issuing by LGD to councils for the financial year agreed as the implementation deadline.

Questions:

Do you support the Commission requiring the adoption of the LGRH by 2024-25?

Does this timeframe provide your council sufficient time to implement the necessary changes to your systems?

If there is to be a collar policy introduced in the RPM, at what level should the cap (maximum increase) be set and at what level should a floor (maximum decrease) be set?

Should a collar policy be a temporary or permanent feature of the RPM?

Any other comments or suggestions?

5. The Urbanisation Allowance

The current process

An Urbanisation Allowance is currently used in the Commission's RPM as recognition that urban roads in the central business districts of councils are significantly more complex, engineered to a much higher standard and have shorter life spans than the standard road profile, and the asset preservation costs are accordingly materially greater.

The Commission applies the allowance by multiplying the eligible road length by a pre-determined uplift factor, thereby recognising an increased road length for calculating the asset preservation needs of councils for maintaining their road networks. The Commission currently applies a factor of "three times" for such eligible roads, which results in every kilometre of eligible road length being counted as 3 kilometres of urban road length. The Commission's current policy is to recognise one CBD/commercial zone per council.

The Commission uses an [Urbanisation Allowance Checklist](#), which details both essential characteristics¹⁰, which requires a 100 per cent satisfaction mark, and other characteristics, for which a 75 per cent satisfaction mark needs to be achieved, in order for a section of road to qualify as eligible for the Urbanisation Allowance. The Checklist can be used by councils to assess and review sections of roads for eligibility, and they can advise the Commission of any changes to their recognised road lengths as and when required (e.g. if GIS data improvements indicate an adjustment is required).

The total road lengths recognised as qualifying for the Urbanisation Allowance, and the recipient councils that the Commission used for making its 2021-22 Road Grant distributions, were as detailed in Table 5:

¹⁰ The essential characteristic includes the requirement for the council to be a city. The current cities are listing in Schedule 3B of the *Local Government Act 1993*.

Table 5: Council Recognised Urban Road Length

Council	CBD Road Length
Burnie	4.291 km
Clarence	1.322 km
Devonport	6.300 km
Glenorchy	2.896 km
Hobart	5.899 km
Launceston	8.077 km

With the 3 times factor, the CBD allowance increased the urban sealed road length for these councils by a total of 58.9 kms for the 2021-22 FA Grant allocations. In the 2021-22 RPM, the urbanisation allowance resulted in an additional \$1.3 million in road asset preservation need being recognised across the six councils receiving the allowance¹¹, being 0.71 per cent of the total asset preservation need for the State of \$183.7 million. With the \$43.3 million of Road Grant funding only covering approximately 23.6 per cent of the state's entire road asset preservation need, this results in the urbanisation allowance redistributing approximately \$307,000 in Road Grant funding to these councils.

The workshop feedback

The ongoing need for the urbanisation allowance in the Commission's methodology if the LGRH was to be adopted and other options for its calculation were discussed at the Conversation Starter workshops. Councils did not generally support the use of lane count for the CBD allowance however there was some support among city councils for retaining an urbanisation allowance even if adopting the LGRH because significant lengths of (higher cost) arterial and connector roads are primarily located in more residential and commercial/industrial areas which are outside CBD/business areas and there would be very little overlap, if any.

Arterial and collector roads, which can still be single lane roads but are typically wider than normal urban roads, have wider footpaths, parking lanes on both sides, 1.5m bicycle lanes and 3.5m turning lanes, are generally not in the CBD areas of councils. One council undertook a preliminary review of its asset management system which indicated that arterial roads, with the exception of the number of lanes, have similar profiles to CBD roads although the construction costs are not quite as high.

Some councils thought the urbanisation allowance may not be required if moving to the LGRH whereas some councils did support the retention of the CBD allowance, albeit perhaps not at the 3x factor level. Those supporting the retention cited the additional operational activities associated with CBD roads include higher maintenance works, street cleaning, presentation, wider footpaths, different pavement frequencies and the like. There was, however, a general view that if the Urbanisation Allowance is retained as a feature in the new RPM, its multiplication times factor may not need to be at the current "3 times" level.

¹¹ Launceston, having the longest eligible road length, was the greatest recipient, and was recognised as having \$412 000 in additional asset preservation need, which equates to approximately \$97 000 in additional road grant funding allocation than would have otherwise been allocated.

Following the workshops, the city councils have provided details of their current road lengths according to the LGRH categories, including the breakdown of their CBD road lengths. The results are provided in Table 6.

Table 6: CBD Road length by LGRH category

	Arterial	Collector	Link	Local Access	Minor Access	Unformed	Total
Burnie	0.00	3.50	1.00	0.00	0.00	0.00	4.50
Clarence	0.00	1.32	0.00	0.00	0.00	0.00	1.32
Devonport	2.20	2.30	0.70	1.10	0.00	0.00	6.30
Glenorchy	2.07	0.53	0.62	0.00	0.00	0.00	3.22
Hobart	2.30	2.00	1.20	0.50	0.70	0.00	6.70
Kingborough	3.00	0.00	0.00	0.00	0.00	0.00	3.00
Launceston	3.57	2.33	1.68	0.31	0.00	0.00	7.89
Sum of returns	13.14	11.98	5.20	1.91	0.70	0.00	32.93

Note: The above table represents road lengths as at the date of data collection in April 2022. This was done as a direct request to these councils for the purposes of the RPM Review and is outside of the normal annual data collection return process. Please note that the above table reflects the best available road length and classification information as at the date of issue of the Discussion Paper. In the event that information subsequently becomes available that would result in major changes to the tables and appendices, the Commission will reissue the affected tables and appendices to councils as soon as possible. Kingborough Council is not recognised as having CBD road length under the Commission’s current methodology as it is not a city listed in Schedule 3B of the Local Government Act 1993.

Based on the above table, 92 per cent of CBD roads would be classified as Arterial, Collector or Link roads under the LGRH methodology.

Given the level of judgement associated with the Urbanisation Allowance, for example in the road length eligibility and the underlying criteria requirements (i.e. must be a city, limit of one CBD are per council and the subjectivity of the uplift factor, etc), excluding the CBD Allowance from the RPM presents an opportunity to simplify the RPM and remove an element of complexity and judgement from the Commission’s processes.

Questions:

In light of the split of roads by LGRH for the city councils being similar to the shares currently in use in the RPM, and the amount of funding that is redistributed, do councils support the abolition of the urbanisation allowance from the RPM?

Any other comments or suggestions?

6. State owned Roads

Where a section of State owned road, which has a footpath on one side or both, goes through a city, town or village, Section 11 of the *Roads and Jetties Act 1935* defines the sections of carriageways that are the responsibility of the State Government, and those sections and other responsibilities that fall to the local authority¹². For example, for undivided carriageways (i.e. where the road is not separated by a median strip), Section 11 limits the State Government's responsibility to a carriageway maximum width of 7.4 metres. Section 11 also makes it clear that the remainder of the State highway or subsidiary road, including the drainage and shoulders of roads, is the responsibility of the local authority. This responsibility also applies to any footpaths, bus stops and other amenities that councils provide along the length of these roads.

At recent Commission's hearings and visits, councils have been raising the issue of the State owned road and responsibility for maintaining and preserving the sections of these roads outside the 7.4 metre carriageway, while not actually owning the road length itself. As councils do not own the road length, these road lengths are not counted in the reported road length for the RPM purposes. Therefore, these assets are currently excluded from the RPM.

During the Conversation Starter workshops, several councils raised these roads as needing recognition, as it was argued these road "can be busier and maintained to an equal or higher standard than some CBD roads". Councils referred to having to provide a higher standard of parking, kerb and guttering, footpaths, street trees¹³ etc on one or both sides of these roads but these State owned road assets are excluded from the road lengths reported in the CDC returns as they are not council owned roads.

¹² These road lengths are sometimes referred to as dual responsibility roads, shared roads or State-owned roads.

¹³ Note some elements of the expenditure referenced, for example street trees and street furniture, would not normally form part of a road preservation needs assessment process.

Questions:

What quantity of State owned Roads does your council have?

How material is the expenditure incurred on these State owned roads?

Do you support the Commission including some recognition of assets on dual responsibility roads in the new RPM?

Any other comments or suggestions?

7. Bridges and Culverts

Bridges and culverts in the current RPM

For the 2021-22 FA Grant allocations, bridges and culverts collectively represented 5 per cent of the total assessed asset preservation needs as assessed by the RPM.

Table 7: Road Grant Funding by road network asset type - 2021-22

Asset Category	Asset Preservation Need	\$	%
Road lengths (kms)	174 533 190	41 113 221	95.00
Bridge deck area (m ²)	8 234 486	1 939 726	4.48
Major Culvert deck area (m ²)	954 810	224 916	0.52
Total Road Grant Funding - 2021-22	183 722 486	43 277 863	100.00

Australian Local Government Association (ALGA): Bridges and Major culvert definition

The ALGA definition for Bridges and Major Culverts was updated in the Tasmanian Local Government CDC return for the financial year ending 30 June 2020 to align with the bridge and major culvert definition used predominately by road authorities in most other State and Territory jurisdictions. This definition was adopted so that it captures those assets that are large enough to walk through or under (therefore providing ease of inspection) and which would result in significant expenditure for councils (comparatively to the smaller structures) should they fail or require replacement. The ALGA definition also accounts for flood ways, causeways and similar assets¹⁴. Structures below the ALGA definition thresholds are typically expensed and/or included in another asset category such as stormwater or ancillary assets.

The ALGA definition of Bridges and Major Culverts includes structures that:

1. span a waterway cross-sectional area in excess of three (3) **square** metres; and/or
2. exceed 1.8 metres in height, width or diameter; **and**
3. are located on a declared road or public road reserve.

IPWEA, as technical advisor to ALGA, has confirmed that the ALGA definition does not require all three criteria to be met, or that the dimensions of the waterway itself be known, as

¹⁴ Flood ways, causeways and similar assets are not included in the RPM's assessment of road preservation needs.

represented by the “and/or” condition¹⁵. The measurements ultimately relevant for determining if the structure is significant are the dimensions of the physical asset and that the asset needs to be located on a declared road or public road reserve.

Using the ALGA definition, each of the following examples qualify as a major culvert:

- a culvert with a pipe diameter ≥ 1950 mm¹⁶ \varnothing (as the area is >3 square metres);
- multiple smaller pipes/culverts with a combined cross-sectional area greater than three (3) square metres.
- any box culvert with a cross-sectional area \geq three (3) square metres.

The ALGA definitions do not specify any road length or width criteria as the ALGA definition’s purpose is to identify what are significant assets for councils. The Commission’s purpose however is different, as the Commission is defining the area of such assets that it will take into account in determining asset preservation needs of councils. Notwithstanding this, it is recognised that having different definitions for the same assets for different organisations can create confusion for councils and risks errors in reporting assets in annual returns. This issue was raised by some councils in the 2021 RPM Survey.

Applying the ALGA definition of bridges and major culverts will result in the reporting of assets smaller than those currently reported for the Commission’s asset preservation purposes.

Bridges & Major Culverts: Assessment Issues, feedback and opportunities for improvement

The Commission’s current process for sourcing bridge and culvert data from councils results in the only comprehensive central database of bridge and culvert assets held by Tasmanian councils, especially given the CDC template now asks councils to report all bridge and culvert assets, and the RPM evaluates whether an asset’s dimensions are such that they should be included in the assessment process or not. Having a central database has in the past assisted other agencies to answer questions in Parliament, for example the number of timber bridges in Tasmania.

However, the inclusion of bridges and culverts in the Commission’s assessment of asset preservation need presents a range of issues for both the Commission and councils. While councils have made efforts to improve the reporting of bridge and culvert assets in their annual CDC returns, the sheer volume of records results in a lot of work checking and correcting the information provided. As the deck area calculation for bridges differs to that for major culverts, if assets are reported in the wrong section of the return, the assessment can result in different outcomes¹⁷. These changes may be material in the context of the bridge and culvert assets, the volume of bridges and culverts only account for five per cent of the State’s total road network preservation need assessment.

¹⁵ An “and” condition means that both test A and Test B etc must be satisfied to achieve a pass. An “or” condition means that either Test A or Test B needs to be satisfied to achieve a pass.

¹⁶ The area of a 1.950 mm Diameter pipe will equal 3 metre²...

¹⁷ The template for reporting culverts could also need improvement to enable the collection of box culvert data and pipe culvert data separately. This will enable the parameters for each asset type to be clearly defined and reduce confusion regarding whether diameter or height or width tests apply for the asset being reported.

Feedback received to date

The council responses received in the 2021 RPM Survey raised some concerns regarding the difference in the Commission's parameters for defining and classifying bridges and major culverts compared to industry norms. In the Conversation Starter Workshop sessions however, councils were divided on whether the Commission should maintain its current bridge and culvert assessment process (primarily due to the relatively small share that bridges and culverts currently play in determining the allocation of the Road Grant funds and the process was well established) or adopt the ALGA definition.

Irrespective of the measurement criteria adopted, councils were generally supportive of the Road Grant funds being allocated based on the relative share of each council's asset preservation need for their respective bridges, culverts and road assets together. Most councils did not support allocating a fixed share of the Road Grant funds to be assigned for allocation amongst councils based on their respective share of bridge and culvert assets.

Treatment of Bridges and culverts in other jurisdictions

In reviewing the methodologies used by other jurisdictions' local government grants commission to distribute their respective road grant funds, the Commission has found a broad range of approaches are used in terms of the recognition of bridges and culverts. One jurisdiction only takes into account the length of bridges another takes into account the area of Concrete/Other bridges and Timber bridges based on square metres, another takes into account the area of concrete and timber bridges and also Longitudinal drainage, whereas another recognises the number of bridges, but in the context of their Base Grant Model only. The remaining jurisdictions do not include bridges and culverts in their assessment process at all.

Bridges by Type

Based on the 2019-20 CDC data, the current proportion of assessable bridge deck area by bridge type was as follows:

Table 8: Bridge Deck Area by Bridge Type - 2019-20 CDC

Bridge Type ¹⁸	Deck Area (Square Metres)	Proportion (%)
Concrete	99 301	81.15
Timber	11 526	9.42
Steel	3 022	2.47
Other	8 521	6.96
Total	122 370	100.0

Based on the current measurement of culverts, approximately 57 per cent of culverts are Reinforced Box Culverts and 43 per cent Reinforced Concrete Pipes. The current asset preservation rates used for assessing the asset preservation need for each bridge type and culvert type are detailed in Table 14 of the Commission's [State Grants Commission 2021-22 Financial Assistance Grant Data Tables](#).

¹⁸ The Commission provides guidance on the appropriate category in cases where the construction materials of a bridge do not fit into any of the above categories, e.g. Stone or Aluminium.

The Commission has undertaken considerable analysis of road lengths, bridges, culverts including taking into account road types by road gradient, to identify any correlation of road length, bridge & culvert numbers. This body of work has not found any strong correlation on which to base the simplification of its asset preservation of bridges and culvert methodology.

Opportunity for improvement

The RPM Review provides the Commission with an opportunity to also evaluate the approach the Commission uses for the assessment of bridges and culverts.

As there is no typical or common approach used in this area in other jurisdictions that can be adopted, the Commission is considering a range of options which may help simplify council processes and reporting requirement.

Questions:

The Commission seeks council feedback on the following options for providing appropriate recognition of bridges and culverts in the new RPM while also making the process as simple as possible for everyone involved in collating and assessing the data. Your support or otherwise for each option is also sought.

1. Retain the existing approach of reporting bridges and culverts by type and using the existing criteria of 3 metres;
2. Adopt the ALGA definition of major structures, including 1.8 metres height, width or diameter, using the existing bridge and culvert types;
3. Adopt the ALGA definition of major structures, including 1.8 metres height, width or diameter and only report actual deck area, classified according to either Concrete/Other and Timber bridges;
4. Include bridges only and only report actual deck area, classified according to either Concrete/Other and Timber bridges, or
5. Not include bridges and culverts in the assessment process at all.

Any other comments or suggestions?

Consultation Process and Submissions

Due date

Having already undertaken surveys and workshops with councils as a part of the Conversation Starter, councils have already been involved and provided input into this review, and the Commission has been open to hearing a broad range of concerns, issues and topics to date.

As such, a four week consultation process is planned for this phase of the Review.

The closing date for written submissions on matters raised in this Discussion Paper is **Wednesday, 8 June 2022**.

Written submissions should be sent to sgc@treasury.tas.gov.au

Should you wish to provide feedback virtually, a limited number of time slots in the week 23-27 May 2022 are available for this purpose. These will be allocated on a first come, first served basis. To organise a virtual session, please contact the project officer on 6145 5884 as soon as possible.

Following consideration of the feedback from councils, the Commission expects to publish its decisions on the new methodology to be implemented and timeframe for implementation by Mid-August 2022.

Appendices

I. 2021-22 Road Grant Funding Allocations

Current Year RPM Outcome - 2021-22	Road Preservation Requirement (\$)	Bridge Preservation Requirement (\$)	Total Expenditure Requirement (\$)	% Share of Exp Req	Total Road Grant
Break O'Day	6,602,502	623,910	7,226,412	3.93	1,702,261
Brighton	2,661,434	135,381	2,796,815	1.52	658,821
Burnie	5,384,301	141,627	5,525,928	3.01	1,301,693
Central Coast	8,510,297	457,557	8,967,854	4.88	2,112,477
Central Highlands	6,403,344	254,515	6,657,860	3.62	1,568,332
Circular Head	8,714,415	413,124	9,127,539	4.97	2,150,093
Clarence	7,606,524	114,877	7,721,402	4.20	1,818,863
Derwent Valley	3,676,764	265,382	3,942,146	2.15	928,616
Devonport	5,281,656	86,807	5,368,463	2.92	1,264,601
Dorset	7,933,639	566,449	8,500,089	4.63	2,002,290
Flinders	3,324,980	99,433	3,424,413	1.86	806,658
George Town	3,671,459	195,604	3,867,063	2.10	910,929
Glamorgan-Spring Bay	4,356,149	254,850	4,611,000	2.51	1,086,172
Glenorchy	6,290,971	217,585	6,508,556	3.54	1,533,162
Hobart	6,687,565	424,100	7,111,665	3.87	1,675,231
Huon Valley	6,942,807	540,457	7,483,264	4.07	1,762,766
Kentish	5,092,840	298,885	5,391,724	2.93	1,270,080
King Island	4,889,872	86,241	4,976,113	2.71	1,172,178
Kingborough	6,702,898	253,975	6,956,873	3.79	1,638,768
Latrobe	3,377,183	170,964	3,548,146	1.93	835,805
Launceston	12,499,028	509,992	13,009,020	7.08	3,064,418
Meander Valley	9,170,776	656,067	9,826,843	5.35	2,314,822
Northern Midlands	10,172,459	682,835	10,855,294	5.91	2,557,085
Sorell	4,198,494	242,437	4,440,931	2.42	1,046,110
Southern Midlands	7,010,931	477,603	7,488,534	4.08	1,764,007
Tasman	2,354,765	151,837	2,506,602	1.36	590,458
Waratah-Wynyard	6,119,418	391,987	6,511,405	3.54	1,533,834
West Coast	3,139,903	245,343	3,385,246	1.84	797,432
West Tamar	5,755,814	229,473	5,985,287	3.26	1,409,901
Total	174,533,190	9,189,296	183,722,486	100.00	43,277,863

2. The Tasmanian Local Government Road Hierarchy – Urban roads

Classification	1. Arterial	2. Collector	3. Link	4. Local access	5. Minor access	6. Unformed
Functional Criteria						
Function/ predominant purpose	Provide the principal links between urban centres, or between urban centres and rural regions.	Connect arterial roads to local areas and supplement arterial roads in providing for traffic movements between urban areas, or in some cases rural population centres.	Provide a link between the arterial or collector roads and local access roads.	Provide access to residential properties and in some cases commercial properties, at a local level.	Provide access to residential properties and irregular access to community facilities such as parks and reserves.	Roads not maintained by the council or non-constructed/maintained road reserves or roads that have a very low level of service.
Connectivity description	High connectivity - connecting precincts, localities, suburbs, and rural population centres.	High connectivity – supplements arterial roads in connecting suburbs, business districts and localised facilities.	Medium connectivity – connects traffic at a neighbourhood level with collector and arterial roads.	Low – connects individual properties within a neighbourhood to link roads.	Low – provides access to properties.	Future roads or roads that have a very low level of service.
Guidance Metrics						
Average Annual Daily Traffic (AADT)	>10 000 vehicles per day (vpd)	3 000 - 10 000 vpd	1 000 - 3 000 vpd	50 - 1 000 vpd	<50 vpd	N/A
Heavy vehicles permitted	Yes - thoroughfare	Yes - thoroughfare	Yes - some through traffic	No thoroughfare, local access only	No thoroughfare, local access only	N/A
Average Annual Daily Truck Traffic or Equivalent Heavy Vehicles (AADTT / EHV)	>1 000 AADTT or >10% EHV	250 - 1 000 AADTT or >10% EHV	<250 AADTT or >10% EHV	N/A	N/A	N/A
Public transport route	Yes	Yes	Yes	No	No	N/A
Carriageway form	2 or 4 lanes	2 lanes	2 lanes	1 or 2 lanes	Typically 1 lane	N/A
Running surface	Sealed	Sealed	Sealed	Sealed/unsealed	Sealed/unsealed	Unformed

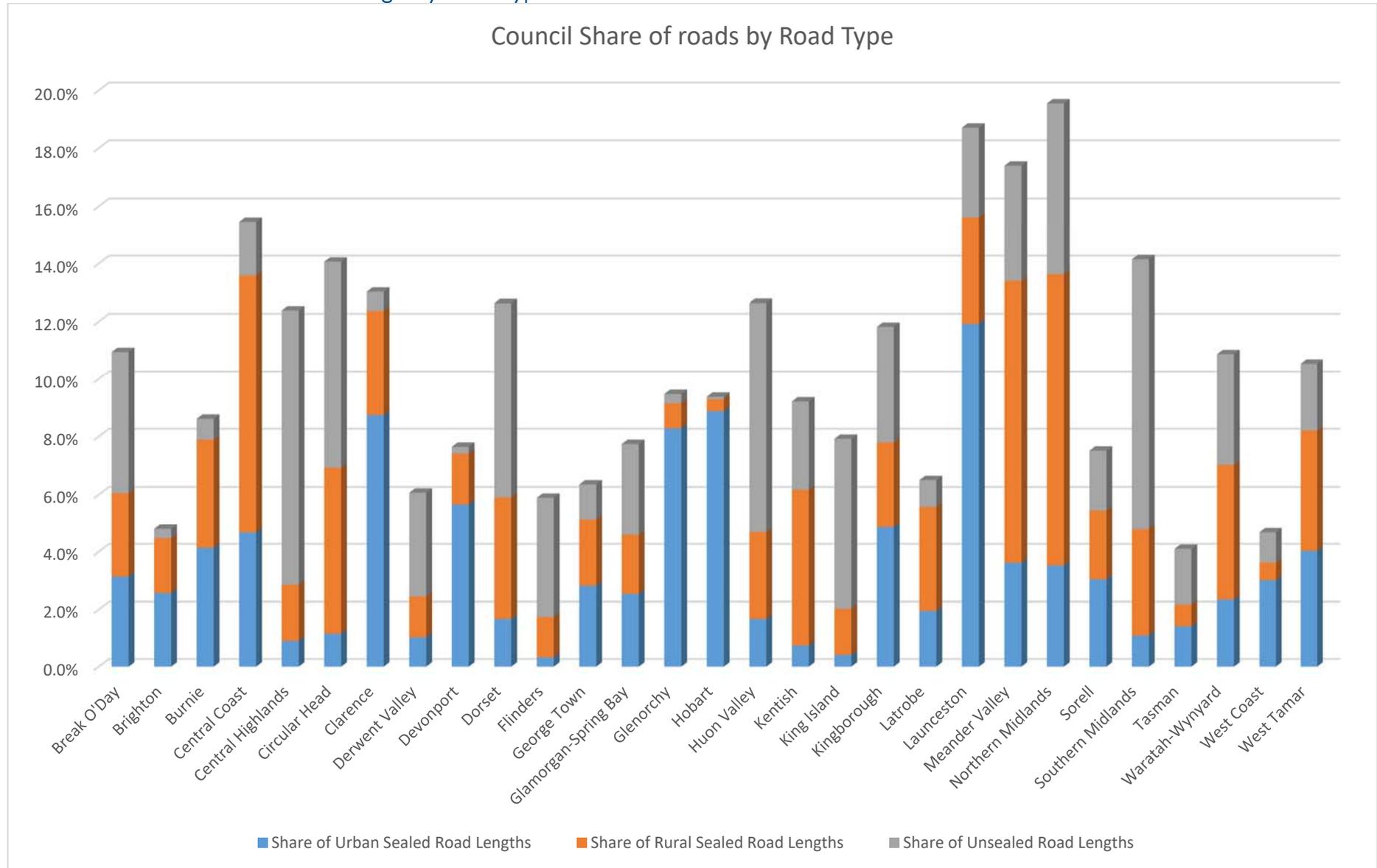
3. The Tasmanian Local Government Road Hierarchy – Rural roads

Classification	Arterial	Collector	Link	Local access	Minor access	Unformed
Functional Criteria						
Function/ predominant purpose	Provide the principal links between rural population centres and regions.	Connect arterial roads to local areas and supplement arterial roads in providing for traffic movements between rural population centres.	Provide a link between the arterial or collector roads and local access roads.	Provide access to residential properties and in some cases commercial properties, at a local level.	Provide secondary access to residential properties and irregular access to community facilities such as parks and reserves.	Roads not maintained by the council or non-constructed/maintained road reserves or roads that have a very low level of service.
Connectivity description	High connectivity - connecting rural population centres.	High connectivity – supplements arterial roads in connecting towns, rural centres and localised facilities.	Medium connectivity – connects traffic at a neighbourhood level with collector and arterial roads.	Low – connects individual properties within a neighbourhood to link roads.	Low – provides access to properties.	Future roads or roads that have a very low level of service.
Guidance Metrics						
Average Annual Daily Traffic (AADT)	>2000 vehicles per day (vpd)	300 - 2000 vpd	100 - 300 vpd	30 - 100 vpd	<30 vpd	N/A
Heavy vehicles permitted	Yes - thoroughfare	Yes - thoroughfare	Yes - some through traffic	No thoroughfare, local access only	No thoroughfare, local access only	N/A
Average Annual Daily Truck Traffic or Equivalent Heavy Vehicles (AADTT / EHV)	>300 AADTT or >20% EHV	60 - 300 AADTT or >10% EHV	<60 AADTT or >10% EHV	N/A	N/A	N/A
Public transport route	Yes	Yes	Yes	No	No	N/A
Carriageway form	2 or 4 lanes	2 lanes	2 lanes	1 or 2 lanes	Typically 1 lane	N/A
Running surface	Sealed	Sealed	Sealed/unsealed	Sealed/unsealed	Sealed/unsealed	Unformed

4. 2019-20 Road lengths and deck area

Council	Road Lengths Reported (km)				Bridge Deck Area (m ²)						
	Urban Sealed	Rural Sealed	Unsealed	Total	Concrete	Steel	Timber	Other	RCP	RBC	Total
Break O'Day	98	134	319	551	5 535	258	1 330	186	494	358	8 160
Brighton	80	88	21	189	535	0	609	0	99	94	1 337
Burnie	129	173	47	349	1 511	0	102	54	115	310	2 092
Central Coast	146	410	122	678	4 926	36	365	833	151	170	6 481
Central Highlands	28	90	621	739	2 905	36	241	164	167	195	3 709
Circular Head	36	266	464	766	4 000	14	813	271	259	86	5 443
Clarence	274	167	43	483	1 298	52	0	60	201	129	1 740
Derwent Valley	32	65	236	333	3 009	0	0	711	61	119	3 901
Devonport	177	81	14	272	757	207	195	0	18	26	1 203
Dorset	52	195	438	685	4 988	221	1 684	0	103	158	7 152
Flinders	10	65	271	346	1 179	0	0	0	288	0	1 467
George Town	88	107	79	274	1 906	0	129	505	40	124	2 704
Glamorgan-Spring Bay	79	95	205	379	1 860	106	869	0	109	63	3 007
Glenorchy	259	40	21	320	2 220	51	189	79	406	100	3 044
Hobart	278	19	6	302	2 635	1 464	77	1 626	0	168	5 971
Huon Valley	52	139	518	709	7 124	0	360	10	450	345	8 289
Kentish	23	250	198	471	4 046	0	223	134	62	138	4 604
King Island	13	74	384	471	436	80	76	420	0	22	1 034
Kingborough	152	135	262	549	2 865	0	231	99	108	468	3 770
Latrobe	61	167	60	288	721	304	584	0	133	225	1 967
Launceston	373	170	202	744	7 197	0	48	128	239	642	8 254
Meander Valley	113	450	261	824	7 509	0	494	1 058	74	398	9 532
Northern Midlands	110	465	385	960	10 138	88	0	239	311	397	11 173
Sorell	95	111	134	340	3 107	0	32	0	239	458	3 836
Southern Midlands	34	170	610	814	6 178	0	442	130	53	494	7 298
Tasman	44	35	125	205	979	0	0	206	502	297	1 984
Waratah-Wynyard	73	216	250	539	4 516	15	30	1 096	20	79	5 755
West Coast	94	28	69	191	1 330	36	665	505	59	162	2 758
West Tamar	126	192	152	470	3 257	55	0	0	131	328	3 772
Total	3 128	4 597	6 517	14 242	98 669	3 022	9 788	8 514	4 891	6 553	131 436

5. Profile of Council Share of Road Length by Road Type- 2019-20 CDC



6. Current Road lengths based on LGRH categories

Road lengths based on LGRH categories - Burnie, Clarence, Devonport, Glenorchy, Hobart, Kingborough, Launceston						
Road lengths (kms)	Column 1		Column 2		Column 3	
	Urban	% of urban road length	<i>CBD (a subset of road lengths reported in Column 1 Urban)</i>	<i>% of urban road lengths</i>	Rural	<i>% of overall rural length</i>
Arterial	169.97	10.0	13.14	7.7	28.68	2.1
Collector	233.94	13.8	11.98	5.1	297.02	22.0
Link	399.24	23.5	5.20	1.3	255.49	18.9
Local Access	795.49	46.9	1.91	5.8	457.14	33.8
Minor Access	98.00	5.8	0.70	2.1	312.64	23.1
Unformed ¹⁹	0.00	0.0	0.00	0.0	0.00	0.0
Total Road Length	1696.64	100.0	32.93	22.1	1350.97	100.0

Note: The above table represents road lengths as at the date of data collection in April 2022. This was done as a direct request to these councils for the purposes of the RPM Review and is outside of the normal annual data collection return process. Please note that the above table reflects the best available road length and classification information as at the date of issue of the Discussion Paper. In the event that information subsequently becomes available that would result in major changes to the tables and appendices, the Commission will reissue the affected tables and appendices to councils as soon as possible.

Kingborough Council is not recognised as having CBD road length under the Commission’s current methodology as it is not a city listed in Schedule 3B of the Local Government Act 1993

¹⁹ Unformed road lengths are not included in the Commission’s assessment of road asset preservation need.



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