South Australian Local Government Grants Commission

The South Australian Local Government Grants Commission is an independent statutory authority established under the South Australian Local Government Grants Commission Act 1992. The three members are appointed on a part-time basis by the Governor.

Mary Patetsos, Chair
Joint nominee of the Local Government Association and Minister for State/Local Government Relations

Jane Gascoigne, Commissioner
Nominee of the Minister for State/Local Government Relations

John Ross, Commissioner
Nominee of the Local Government Association

The South Australian Local Government Grants Commission makes recommendations to the Minister for State/Local Government Relations for the distribution of Commonwealth financial assistance grants.

Grants for local governing authorities in South Australia are distributed in accordance with National Principles set by the Commonwealth Local Government (Financial Assistance) Act 1995.

All funds allocated by the Commonwealth are distributed to councils. All of the Commission’s costs are met by the State Government.
FINANCIAL ASSISTANCE GRANTS FOR 2011-12

For 2011-12, the Commonwealth Government will distribute a total of $2.15 billion to the States. South Australia will receive $145.8 million, which includes both a general purpose grant and local roads grant.

The general purpose funding for South Australia is $109.5 million. This funding is distributed to States on a per capita basis. South Australia’s share has been reducing as its population as a proportion of the national population declines.

The local roads funding for South Australia is $36.4 million, which includes special local road funding of $5.5 million. Local road funding is distributed to States based on those roads existing prior to the 1991-92 financial year. South Australia receives less than a per capita share of this funding.

In 2011-12, there were 68 councils, the Outback Communities Authority and five Aboriginal communities eligible for grants in South Australia.

<table>
<thead>
<tr>
<th>State</th>
<th>Entitlement</th>
<th>2011-2012 Total as %</th>
</tr>
</thead>
<tbody>
<tr>
<td>NSW</td>
<td>$674 million</td>
<td>31.4%</td>
</tr>
<tr>
<td>VIC</td>
<td>$507 million</td>
<td>23.5%</td>
</tr>
<tr>
<td>QLD</td>
<td>$425 million</td>
<td>19.8%</td>
</tr>
<tr>
<td>WA</td>
<td>$255 million</td>
<td>11.8%</td>
</tr>
<tr>
<td>SA</td>
<td>$146 million</td>
<td>6.8%</td>
</tr>
<tr>
<td>TAS</td>
<td>$69 million</td>
<td>3.2%</td>
</tr>
<tr>
<td>NT</td>
<td>$31 million</td>
<td>1.4%</td>
</tr>
<tr>
<td>ACT</td>
<td>$45 million</td>
<td>2.1%</td>
</tr>
</tbody>
</table>
SUPPLEMENTARY LOCAL ROAD FUNDING

The Supplementary Local Road Funding program is an additional allocation of road funding provided only to South Australia. This funding is provided to address (in part) the inequity that exists in the allocation of local roads funding to South Australia. South Australian councils maintain 11.5 per cent of the nation’s local road network and receive only 5.5 per cent of the national pool of grant funding.

As part of the Federal Budget in May 2011 the Deputy Prime Minister and Treasurer, the Hon Wayne Swan MP announced the continuation of the Supplementary Local Road Funding. The extension of this funding will provide local government with $50.9 million over three years from 2011-2012 to 2013-2014.

In 2011-2012, the Supplementary Local Road Funding program will provide $16.25 million, which will be distributed in the same manner as the identified local roads grants (i.e. 85 per cent proportionally allocated to formulae grants and 15 per cent to special local road grants).
GLOSSARY OF TERMS

**Horizontal Equalization**: refers to the distribution of grants in a way which assists each local governing body to provide services (by reasonable effort) at a standard not lower than the average of other local governing bodies in the State.

**Revenue Component**: refers to the calculation of a council’s capacity to raise revenue on a per capita basis, compared to the average council, taking into consideration capital values of properties within each council compared to the State average.

**Expenditure Component**: refers to the calculation of a council’s expenditure needs on a per capita basis, compared to the average council, taking into account the reported expenditures of all councils across a standard range of services provided.

**SEIFA Index**: refers to the Socio-Economic Index’s For Areas (SEIFA). This index is published by the Australian Bureau of Statistics and is used by the Commission to make adjustments to its revenue component assessment based on residents’ capacity to pay rates.

**Cost Driver** or **Unit of Measure**: refers to the main factor that influences the cost of providing a particular service to a community and is used by the Commission in its expenditure component assessments. For example, the cost driver for the assessment of library services is the number of visitors to council libraries.

**Cost Relativity Index (CRI)**: refers to an adjustment made to expenditure component assessments to account for the differences in providing services that are outside councils’ control. For example, an adjustment is made to the assessment of waste management services (via a CRI) to account for the differences in how far councils have to travel to collect waste from residents.
LEGISLATIVE FRAMEWORK

The Commonwealth Local Government (Financial Assistance) Act 1995 governs the way in which grants are distributed and sets out the six national principles to be adhered to in the allocation process.

The Act provides for:

- a per capita distribution (to the States) for the general financial assistance funding;
- the continued separate identification of local road funding provided according to allocations set prior to 1991-1992;
- a national report on the operation of the Act, specifically the achievement of horizontal equalisation, the methods used by each State or Territory Commission, the performance of councils including their efficiency, and the provision of services to Aboriginal and Torres Strait Islander communities; and
- a set of national principles governing the distribution. The principles, which provide for a distribution based on horizontal fiscal equalisation (subject to the minimum grant entitlement), are discussed in detail below.

NATIONAL PRINCIPLES FOR GRANT DISTRIBUTION

HORIZONTAL EQUALISATION

The general financial assistance funding is distributed using a needs based approach, called horizontal fiscal equalisation. This approach aims to compensate councils with below average revenue raising capacity and above average costs of service provision.

EFFORT NEUTRALITY

In assessing grant amounts for individual councils, the Commission takes no account of the policies and practices of those councils. Thus individual policy on rate setting, service provision and standards, and levels of debt and reserves have no impact on the amount that the Commission recommends be provided to each council.

MINIMUM GRANT

The minimum grant entitlement is the amount that councils would be entitled to if 30 per cent of the general financial assistance funding was distributed between councils on a per capita basis.

OTHER GRANT SUPPORT

Other grant support provided to councils to meet expenditure needs is taken into account.

ABORIGINAL AND TORRES STRAIT ISLANDERS

Financial assistance is allocated to councils in a way which recognises the needs of Aboriginal and Torres Strait Island people within their boundaries.

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.

The facts of the matter

Grants distributed should compensate Councils for differences in the costs of providing services and in differences in their revenue raising capacity.

Equalisation refers to the financial capacity of the council; it does not mean that the level of service must be equal.

Councils may choose to have higher or lower levels of service according to their own priorities.

The Commission aims to equalise their financial capacity to provide a similar level of service to their communities.

The Grants are untied and may be spent according to community priorities.
THE COMMISSION’S METHODOLOGY

The methodology used to assess the amount of general purpose funding provided to each council in South Australia is intended to recommend allocations consistent with the national principles.

The over-riding principle is one of horizontal fiscal equalisation (explained on page 4), which is constrained by the requirement for each local governing body to receive a minimum entitlement per head of population.

The Commission has a direct assessment approach to the calculations. This means it calculates a separate estimation of a component revenue grant and a component expenditure grant for each council. These are combined to determine each council’s overall equalisation need. A standard formula is used as a basis for both the revenue and expenditure component grants.

Available funds are distributed in accordance with the relativities established through this process and adjustments are made as necessary to ensure the per capita minimum entitlement is met for each council.

For local governing bodies outside the incorporated areas, allocations are made on a per capita basis. The initial per capita allocation was determined by an independent consultancy. This methodology applies to the Outback Communities Authority and five Aboriginal communities.

REVENUE COMPONENT

The revenue component estimates a grant amount, which depends on whether the revenue raising capacity of the council per capita is greater or less than the state per capita. Revenue grants can be positive or negative. For example, councils, with the capacity to raise revenue greater than that of a standard council, will receive a negative grant assessment. In contrast, councils with lesser capacity to raise revenue would receive a positive grant assessment.

The Commission estimates each council’s component revenue grant by applying the State average rate in the dollar to the difference between the council’s improved capital values per capita (weighted by the council’s SEIFA Index of Economic Resources) and those for the State as a whole, and multiplying this back by the council’s population.

The State average rate in the dollar is the ratio of total rate revenue to total improved capital values of rateable property. The State average SEIFA Index (Economic Resources) is one.

The result shows how much less (or more) rate revenue a council would be able to raise than the average for the State as a whole if it applied the State average rate in the dollar to the capital values of its rateable properties. This calculation is repeated for each of five land use categories, namely residential, commercial, industrial, rural and other.

The SEIFA Index of Economic Resources is applied to the capital valuations for residential and rural property only.

To overcome fluctuations in the base data, valuations, rate revenue and population are averaged over three years. Subsidies that most councils receive and are not dependent upon their own special effort, i.e. they are effort neutral, are treated by the “inclusion approach”. That is, subsidies such as those for library services and the local road grants are included as a revenue function.

EXPENDITURE COMPONENT

The calculation for the expenditure component is based on the assessment of specific expenditure functions typically undertaken by councils. It estimates a grant component, which depends on whether the standardised expenditure of the council per capita is greater or less than the state average per capita and takes account of relative cost advantages and disadvantages between councils.

Expenditure components can also be positive or negative. Councils whose standardised expenditure per capita is more than the state average per capita, in the cost of providing services or performing functions, will receive a positive assessment and vice versa.

The Commission assesses expenditure needs and a component expenditure grant for each of a range of functions and these are combined to give a total component expenditure grant for each council. The methodology compares each council per capita against the State per capita for each function.

Each function is identified by a main cost driver or unit of measure. This is divided into the total expenditure on the function for the State as a whole to determine the average or standard cost for the particular function.
COST RELATIVITY INDEX

CRIs (Cost Relativity Indices) are a measure of a council’s relative advantage or disadvantage as compared to other councils providing similar services or functions. They measure the degree to which a council’s costs for each function might be expected to exceed (or be less) than the average or standard cost because of factors outside the council’s control. The average council = 1.0 and consequently they are centred around 1.0. In the case of roads, CRIs measure relative costs of factors such as material haulage, soil type, rainfall and drainage.

CRIs are used as a multiplier in the expenditure calculation. To overcome fluctuations in the base data, inputs into the expenditure assessments (with the exception of the newly revised road lengths) are averaged over three years.

Expenditure Grant Functions

The following list of services are currently assessed under the expenditure component:

- Aged Care Services, Bridges,
- Community Support, Health Inspection, Jetties & Wharves,
- Planning & Building Control, Public Order & Safety, Roads, Services to Families and Children, Sport and Recreation, Stormwater Drainage – Maintenance, Waste Management, Non Resident Use of Council Facilities, Number of Urban Centres or Localities, Proportion of Indigenous Population, Percentage of Unemployed People, Environment, Coastal Protection and Cultural and Tourist Facilities

AGGREGATED REVENUE AND EXPENDITURE GRANTS

Component grants for all revenue categories and expenditure functions, calculated for each council using the method outlined above, are aggregated to give each council’s total raw grant figure. Where the raw grant calculation per head of population is less than the per capita minimum entitlement as set out in the Act, ($19.97 for 2011-12), the grant is adjusted to bring it up to the per capita minimum entitlement. The balance of the allocated amount, less allocation to other local governing bodies outside the incorporated areas, is then apportioned to the remaining councils based on their calculated proportion of the raw grant.

Commission determined limits may then be applied to minimise the impact on council’s budgetary processes. In the calculation of the 2011-12 grants, changes in grants for all councils range from minus five per cent to an increase of twelve per cent.

LOCAL ROAD FUNDING AND SUPPLEMENTARY LOCAL ROAD FUNDING

The formula component is divided between metropolitan and non-metropolitan councils on the basis of an equal weighting of road length and population.

In the metropolitan area, allocations to individual councils are determined again by an equal weighting of population and road length. In the non-metropolitan area, allocations are made on an equal weighting of population, road length and area of council.

SPECIAL LOCAL ROADS PROGRAM

Distribution of the special local road grants is based on recommendations from the Local Government Transport Advisory Panel, who are responsible for assessing submissions from regional associations on local road projects of regional significance.

Funding is sourced at the rate of 15 per cent from the Local Road Component of the Financial Assistance Grants, Supplementary Local Road Funding and Roads to Recovery Funding (see below).

Summary of Grants for 2011 - 12: Based on Final Estimates - July 2011

<table>
<thead>
<tr>
<th>Category</th>
<th>Amount</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>General Purpose Grants</td>
<td>$30.9 million</td>
<td>95%</td>
</tr>
<tr>
<td>SLRP</td>
<td>$4.26 million</td>
<td>15%</td>
</tr>
<tr>
<td>Formula Grants</td>
<td>$30.9 million</td>
<td>95%</td>
</tr>
<tr>
<td>Supplementary Local Road Grants</td>
<td>$2.44 million</td>
<td>15%</td>
</tr>
<tr>
<td>Roads to Recovery</td>
<td>$4.26 million</td>
<td>95%</td>
</tr>
<tr>
<td>Identified Local Road Grants</td>
<td>$36.4 million</td>
<td>5.5%</td>
</tr>
<tr>
<td>Direct to Councils</td>
<td>$24.1 million</td>
<td>70%</td>
</tr>
<tr>
<td>SLRP</td>
<td>$4.26 million</td>
<td>15%</td>
</tr>
<tr>
<td>Formula Grants</td>
<td>$30.9 million</td>
<td>95%</td>
</tr>
</tbody>
</table>
METHODOLOGY REVIEW

The Commission is committed to regularly reviewing the methodology used to assess councils’ capacity to provide an average level of service to their communities.

Reviewing the methodology ensures that, in making recommendations to the State and Commonwealth Ministers for distribution of grants, the Commission takes into account factors which affect councils’ capacity to provide an average level of service, as they develop.

Previous work on the methodology has included:

- reviewing all of expenditure assessments and making changes to reflect recurrent expenditure in local government;
- the replacement of expenditure on capital items in the calculations with annual depreciation;
- a review of the stormwater expenditure function; and
- investigations into the effects of decreasing/increasing valuations within Local Government.

More recently, investigations have been undertaken into the impacts of growth within Local Government and whether the Commission adequately accounts for growth in its methodology.

The consultant’s final report highlighted several issues for the Commission to consider with its methodology. The current methodology takes account of recurrent expenditure on staffing costs, additional maintenance costs and recognises increased capacity to raise revenue from new developments (residential growth). The methodology does not take account of increased capital costs of providing infrastructure to support new developments and the consultant therefore recommended a more fundamental review of the Commission’s methodology to resolve relevant issues before including a growth factor into the methodology.

Other review work undertaken for the 2011-12 grants include a change to the cost driver for the sport and recreation expenditure function calculation – taking into account the proportion of councils’ population aged between 5 and 64 years, instead of the previous 5 – 49 years.

Investigations into the reliability of libraries data has also resulted in changes to the libraries expenditure function for 2011-12. This function has been removed (from both the expenditure and revenue sides of the calculations) from the methodology for 2011-12, pending a review of the data used in the calculations.

As a major project for 2011-12, the Commission plans to undertake a major review of the methodology.

Notwithstanding the above, changes to the distribution of grants between councils have occurred from changes to the underlying factors that are used in the current methodology, such as valuation data, population and increased or decreased expenditure on the standard range of services assessed by the Commission.
COUNCIL VISITS

The Commission has a triennial visiting program in place and visits councils, remote outback communities and Aboriginal communities. The purpose of the visits is to provide information and an opportunity to discuss the grant allocation process. The Commission has four main objectives in visiting councils, and they are:

- to explain how the Commission operates and why it exists;
- to enable the Commission to raise queries with councils about annual financial statements, general information returns and submissions;
- to provide a forum to discuss how grants are calculated and any problems which might not be adequately covered within current procedures, and
- if necessary, to inspect physical features or structures which may be relevant to the distribution of funds.

The Commission values the opportunity to meet with councils given the important feedback it enables members to collect, equipping the Commission to improve the grant process.

Commission visit to the Yalata Community

Front Row from left to right: Commissioner, Jane Gascoigne; Commission Chair, Mary Patetsos; Hon Russell Wortley MLC, Minister for State/Local Government Relations; Keith Peters; Nathan Williams; Lindsay Berge.

Back Row from left to right: Shannon Peel; Jeremy Edwards; Tim Murragilli.
FREQUENTLY ASKED QUESTIONS

How does the rate, which council applies, affect our grant?

Council’s capacity to raise revenue is assessed using property valuations, which are its taxation base for setting rates. The Commission uses capital valuations regardless of whether the council uses site, annual assessed or capital valuations. The Commission compares each council’s valuation per capita against the State average valuation per capita in the category areas of residential, commercial, industrial, rural and other. The Commission then assumes council makes the average rating effort in each category and applies the average rate in the dollar. The rate that council sets is not considered, consistent with the effort neutrality principle that all calculations are independent of council policy and practices.

The Commission undertook research in 2003-04 into the way it assessed councils’ capacity to raise revenue. It was decided to incorporate the SEIFA Index of Economic Resources into the revenue assessment by modifying the valuation assessment by the index, weighted by the State weighted average.

What is the SEIFA Index and how does it work?

The SEIFA Index of economic resources reflects data relating to the income and expenditure of families, such as income and rent and home ownership; and is said to provide the best reflection of the disposable income of families. As a result the Commission believes that this is the best index to incorporate into the revenue assessments to reflect the capacity of the community to pay rates.

The Commission compares each council’s valuation per capita against the State average valuation per capita multiplied by the State average SEIFA index, in the category areas of residential and rural. The calculation then continues as above.

Does council’s level of expenditure on a particular function affect our grant?

Only in its ability to influence the standard. The use of council’s expenditure in the calculations is limited to determining a state average, or standard cost for each selected function. The standard costs for these functions are then applied to all councils in calculating their grants. What an individual council may actually spend on a function has very little bearing on the standard cost or its grant.

How can council influence the grant outcome?

The grants are independent of the policy or practices of council, and as a result council has no direct influence on the grant outcome. Councils can however, ensure that the Commission is kept informed of the circumstances of your council to ensure that the methodology meets the needs of both broader Local Government and the individual needs of councils.

We’re an efficient council: Are we disadvantaged because of that?

No. In fact, there is a sense in which the ratepayers of efficient councils benefit from the Commission’s approach. Because a council’s grant is assessed independent of policy decisions by council, a council that provides a cost effective service still receives grant funding which it can allocate to other areas according to local priorities.

How does the number of non-rateable properties affect the calculations?

Non rateable properties are excluded from the Commission’s calculations. The calculations deal with relativities between councils, based on the theoretical revenue raising capacity of council’s rateable properties.
How does the Commission recognise the non-resident use of our facilities?

The Commission has a special function it calls Function 50, which includes a range of Commission determined assessments, where it recognises that councils have additional burdens placed on them through use of its services by non-residents. Those services might include waste management, libraries, recreation facilities and roads. The Commissioners assess whether the use is high, medium, low or no impact and factor this into the calculations.

B-doubles are significantly contributing to the wear and tear on our roads. How does the Commission take into account traffic volume?

The Commission applies a cost relativity index to the road length calculations to determine council’s individual road need. Currently the Commission takes into account soil, terrain, rainfall and material haulage. Since 2003, the Commission has attempted to gather data from councils to reflect traffic volume; however councils have not been able to provide sufficient evidence to include this in the calculations.

Is the formulae used for the grants calculations ever reviewed?

The Commission has an ongoing program of reviewing the methodology used in the assessment of councils’ capacity to provide an average level of service to their communities.

Previous reviews have included:

- reviewing all expenditure assessments and making changes to reflect recurrent expenditure in local government;
- the replacement of capital expenditure in the calculations with annual depreciation;
- a review of the stormwater expenditure function;
- investigations into the effects of decreasing/increasing valuations within Local Government;
- investigations into the cost driver for the sport and recreation expenditure function calculation; and
- investigations into the reliability of libraries data.

In 2010-11 the Commission completed an investigation into the impacts of growth within Local Government and its impact on councils’ capacity to provide an average level of service. Given the complexity of the issue of growth, it was decided not to include any changes for the 2011-12 round of grants until a more fundamental review of the Commission’s methodology has been undertaken.

The Commission plans to undertake a complete review of the methodology during 2011-12 and 2012-13 for the 2013-14 grant allocations.

How should we keep the Commission informed of issues relevant to our council?

Each year the Commission requires councils to supply information in three formats so it can be used for the grant calculations process. These are known as the General Information Return, General Information Return (Roads) and Financial Supplementary Return. This is not only a method of collecting data about councils, but it also provides the opportunity for your council to highlight any issues it wishes to bring to the attention of the Commission. The Returns are due annually by November 30. Under legislation, councils are also required to provide a copy of their Annual Report by December 31. The Commission is also happy to discuss any queries or issues you may have at any time.

2011-12 grants brought forward to 2010-11: How does this work?

Approximately one quarter of the 2011-12 grants were brought forward and paid in 2010-11 based on the initial grant estimates in May 2011 (minus the supplementary local road funding). The payments include the general purpose grant and the local roads grant.

The remainder of the 2011-12 financial assistance grants will be distributed as per the usual process of four quarterly instalments. Instalments will be paid in August and November 2011 and in February and May 2012.
<table>
<thead>
<tr>
<th>Date</th>
<th>Event Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>15 Aug 2011</td>
<td>First quarterly instalment of 2011-12 grants paid</td>
</tr>
<tr>
<td>22-23 Aug 2011</td>
<td>Visit to Mt Remarkable, Flinders Ranges, Pt Augusta, Orroroo Carrieton and Peterborough Councils. The Minister for State/Local Government Relations joined the Commission for part of this visit.</td>
</tr>
<tr>
<td>5-7 Oct 2011</td>
<td>National Conference of Local Government Grants Commissions (Barossa Valley, South Australia)</td>
</tr>
<tr>
<td>1-3 Nov 2011</td>
<td>Visit to the Outback Communities Authority (Iron Knob), Whyalla and Ceduna Councils and the Yalata Community with the Minister for State/Local Government Relations</td>
</tr>
<tr>
<td>15 Nov 2011</td>
<td>Second quarterly instalment of 2011-12 grants paid</td>
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<tr>
<td>30 Nov 2011</td>
<td>General Information Returns, Supplementary Return and Audited Financial Statements due</td>
</tr>
<tr>
<td>31 Dec 2011</td>
<td>Annual Report due</td>
</tr>
<tr>
<td>15 Feb 2012</td>
<td>Third quarterly instalment of 2011-12 grants paid</td>
</tr>
<tr>
<td>15 May 2012</td>
<td>Fourth quarterly instalment of 2011-12 grants paid</td>
</tr>
<tr>
<td>10-11 Oct 2012</td>
<td>National Conference of Local Government Grants Commissions (Geraldton, Western Australia)</td>
</tr>
</tbody>
</table>

South Australian Local Government Grants Commission

The Grants Commission’s office is located on:

7th Floor, Roma Mitchell House  
136 North Terrace, Adelaide SA 5000

Postal address:  
GPO Box 1815, ADELAIDE SA 5001

Phone (08) 8204 8719  
Fax (08) 8204 8735  
Email grants.commission@sa.gov.au