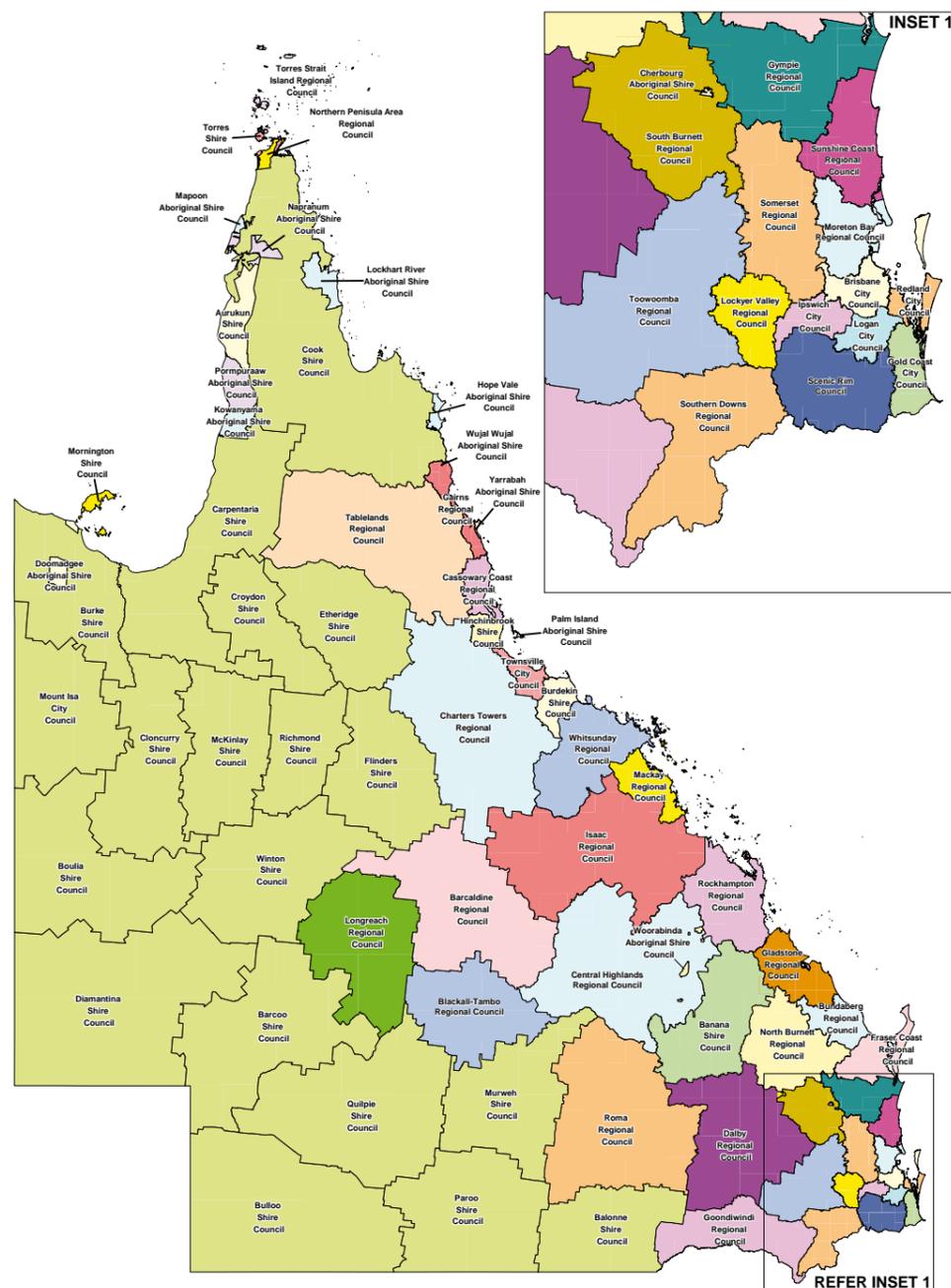


LOCAL GOVERNMENT AREAS IN QUEENSLAND

(From 15 March 2008)



LETTER OF TRANSMISSION

The Honourable Warren Pitt MP
Minister for Main Roads and Local Government
PO Box 15031
CITY EAST QLD 4002

4 December 2007

Dear Minister,

On 29 November 2007, the Local Government Remuneration Tribunal determined the categories of Local Government and the levels of remuneration that may be paid to Mayors, Deputy Mayors and Councillors as required by Division 3 of Part 3 of Chapter 4 of the Local Government Act 1993.

Our determinations on these matters are included in the enclosed report and we commend them for your further action. A summary of the Tribunal's determinations is contained in Section 12 of this report.

Yours sincerely,

Deputy President Adrian Bloomfield
Chairperson
Local Government Remuneration Tribunal

Helen Gluer
Member

Di McCauley
Member

Members of the Local Government Remuneration Tribunal



Mrs Di McCauley, Deputy President Adrian Bloomfield, Ms Helen Gluer



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SECTION 1 - ROLE OF THE TRIBUNAL

Establishment of the Tribunal

The Local Government Remuneration Tribunal ('The Tribunal') was established under section 250AA of the *Local Government Act 1993*. The Tribunal is required to make a determination by 1 December each year about the remuneration to be paid to councillors including mayors and deputy mayors, as provided for in section 250AK of the *Local Government Act 1993*, with the exception of Brisbane City Council councillors.

Her Excellency the Governor approved the appointment of Deputy President Adrian Bloomfield of the Queensland Industrial Relations Commission as Chairperson, Ms Helen Gluer, the Chief Executive Officer of Tarong Energy and Mrs Di McCauley, former Local Government Reform Commissioner, former State Member for Callide, former Minister for Local Government and former councillor of Banana Shire Council as Members of the Tribunal on 25 October 2007.

Deputy President Adrian Bloomfield was selected because of his extensive industrial relations and chartered accountancy experience. Ms Helen Gluer was selected because of her extensive local government, public administration and public finance experience. Mrs Di McCauley was selected because of her extensive knowledge of local government, public administration and community affairs and experience in working with rural communities.

The establishment of the Tribunal is a key component of the State Government's local government reform and will enable councillor remuneration to be determined by an independent entity for the first time.

Previously, each local government was able to determine how its councillors would be remunerated.

Functions of the Tribunal

The *Local Government Act 1993* provides that the Tribunal is to:

- Establish categories of local government (section 250AH);
- Categorise local government according to the established categories (section 250AJ);
- Determine annually the remuneration to be paid to local government councillors (section 250AK);

- Provide a report annually to the Minister about the categories and remuneration determined by the Tribunal (section 250AP);
- Review the categories of local government that it determines at least every four years (section 250AJ); and
- Undertake other matters that the Minister may direct the Tribunal to perform (section 250AB).

In carrying out its functions, the Tribunal endeavoured to consult with as many stakeholders as it could in the short time which it had available to make its first determination. The Tribunal consulted with the Local Government Association of Queensland as well as with councillors and senior executive staff of numerous Councils across the State including those from north Queensland, Gladstone and the surrounding region, Toowoomba, Longreach and the surrounding region, Ipswich, Southern Downs, Somerset, Beaudesert, Boonah and the new Moreton Bay Regional Council. The Tribunal has also consulted with entities representing Indigenous Councils. Further information about the consultation process undertaken by the Tribunal is provided for in Section 5 of this report.

During the consultation process, the local government categories to be established by the Tribunal as per section 250AJ of the *Local Government Act 1993* were discussed with stakeholders. They provided feedback about the criteria that the Tribunal is to consider, as provided for in section 250AI of the Act. The Tribunal also provided a submission template for interested parties to use should they wish to make a written or online submission. The template included questions relating to the categorisation of local governments. Further details about the categorisation of local governments are provided in Section 7 of this report. Further details about the section 250AI criteria are provided in Section 8 of this report.

In undertaking its functions, the Tribunal is mindful of the definition of remuneration as provided for in Schedule 2 of the *Local Government Act 1993*. Even though it forms part of the definition of remuneration, the Tribunal is precluded from considering the reimbursement of expenses or the provision of facilities to a councillor by a Council in its determination. An explanation of what aspects of remuneration the Tribunal can consider is provided in Section 10 of this report.

Tribunal's Terms of Reference

The Honourable Warren Pitt MP, Minister for Main Roads and Local Government, provided Terms of Reference to the Tribunal on 25 October 2007. The Terms of Reference as set out in Figure 1 detail the legislative requirements concerning the Tribunal's functions and set out certain matters for the Tribunal to consider when making its determination about councillor remuneration.

Figure 1

The terms of reference for the Local Government Remuneration Tribunal (the tribunal) comprise the following elements:

- 1 Purpose
- 2 Composition and terms of appointment
- 3 Functions
- 4 Required considerations
- 5 Recommended considerations
- 6 Administrative support

1 Purpose

The tribunal is established to determine the level of remuneration paid to local government councillors, mayors and deputy-mayors in Queensland.

2 Composition and terms of appointment

- The tribunal consists of 3 members appointed by Governor-in-Council.
- Members must have extensive knowledge of and experience in one or more of the following:
 - Local government
 - Public administration
 - Law
 - Public finance
 - Industrial relations
 - Community affairs
 - Other knowledge and experience considered appropriate by Governor-in-Council.
- A member may be a commissioner under the *Industrial Relations Act 1999*.

- Members are appointed for up to three years.
- Members are eligible for reappointment.
- Members are entitled to remuneration and allowances decided by Governor in Council.
- A member who is also a commissioner under the *Industrial Relations Act 1999* is entitled to expenses associated with performing the functions of a tribunal member, but is not entitled to receive remuneration as a member of the tribunal.

3 Functions

The tribunal will:

- Undertake research and consult with local governments, organisations, communities and individuals including through inviting and considering submissions.
- Decide categories of local governments.
- Assign each local government to a category.
- Prepare annually, by 1 December, a remuneration schedule as required by the *Local Government Act 1993*.
- Review local government categories at least every 4 years.
- Consider submissions seeking a variation to the remuneration a councillor, mayor or deputy-mayor may be paid and if satisfied that, having regard to the exceptional circumstances that apply, may approve payment of a different remuneration amount.
- Produce a report on its decisions for the Minister which will be tabled in Parliament and made available to all Councils.

4 Required considerations

In determining the appropriate remuneration to be paid the tribunal will have regard to:

- the provisions of the *Local Government Act 1993* about councillor entitlements and responsibilities
- community expectations about what is appropriate remuneration.

In deciding categories of local governments the tribunal will have regard to the following criteria:

- the populations of local government areas, including

the areas' demographics, the spread of populations serviced by the local governments and the extent of the services the local governments provide;

- the size of local governments and the workload associated with particular sizes, including whether councillors of the local governments hold office on a full-time or part-time basis;
- the diversity, including cultural diversity, of the local governments' communities;
- the extent of development of local government areas, including economic and community development, infrastructure and industry;
- the size, and geographical and environmental terrain, of local government areas;
- other matters the remuneration tribunal considers relevant to the effectiveness, efficiency and sustainability of local governments.

5 Recommended considerations

The tribunal, in making its determination, may have regard to:

- The capacity for Councils to pay the remuneration.
- The additional duties undertaken by councillors, for example chairperson or member of a standing or special committee.
- Departmental guidelines for expenses reimbursement policy.
- The legislative framework relevant to local governments.
- The impact of other legislation on remuneration, for example taxation legislation.
- State, national and international best practice in the provision of remuneration in comparable public sector organisations.
- The required levels of public sector accountability in making its determination.

6 Administrative support

The Department of Local Government, Sport and Recreation provides secretariat support for the tribunal as set out in a work performance arrangement agreed to by the Director-General and the tribunal.



SECTION 2 - PURPOSE OF LOCAL GOVERNMENT

How local government fits within Australia's overall government system

The Tribunal noted the separation of powers that exists between the three tiers of government in Australia – federal, state and local. It noted the devolution of responsibilities from federal and state government to local government, especially where policy decisions are concerned, which impact on the local community. It is a two-way system where local government in turn, as an ambassador for the local community, petitions state and, if need be, federal government about local issues.

The objectives of the *Local Government Act 1993* as set out in Figure 2 ensure that local government has the capacity to deal with local issues while remaining autonomous and, to a certain extent, unrestrained by state influence.

Figure 2

Objects of the *Local Government Act 1993* (pursuant to section 2)

The objects of this Act include—

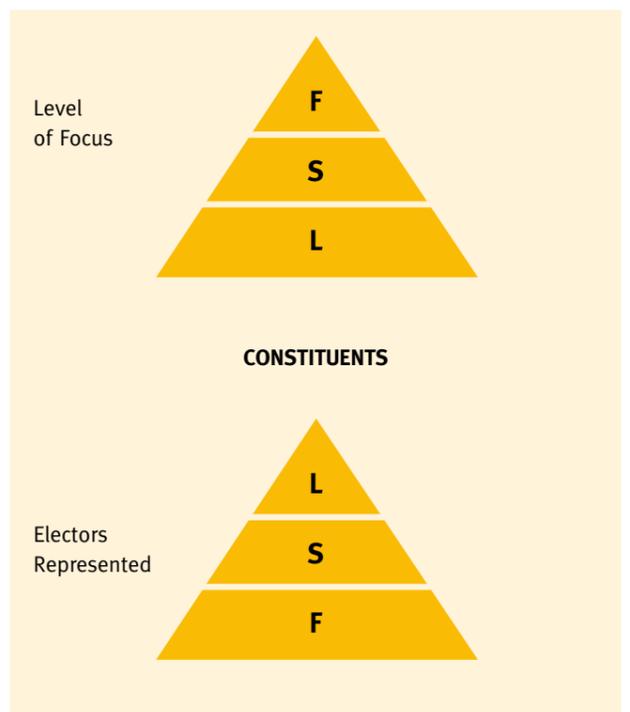
- providing a legal framework for an effective, efficient and accountable system of local government; and
- recognising a jurisdiction of local government sufficient to allow a local government to take autonomous responsibility for the good rule and government of its area with a minimum of intervention by the State; and
- providing for community participation in the local government system; and
- defining the role of participants in the local government system; and
- establishing an independent process for ongoing review of certain important local government issues.

The Tribunal when assessing the role of local government considered the hierarchy of federal, state and local government. Two pyramid diagrams in Figure 3 depict the hierarchy of representation between the three levels of government. The Tribunal noted that, with the first pyramid, the top of the hierarchy is more strategic and, because of its national status, more distant from the community than is local government. The diagram depicts the increased volume of demand for service as one moves from the Federal level to the State level to the local government level. At the bottom of the pyramid

is the local government level, which is focused more on grassroots issues of direct relevance to constituents. As such, this reinforces the expectation that local government should focus on local level issues.

The second pyramid shown in Figure 3 is an inverse of the first pyramid and depicts the number of constituents represented. Because of the number of constituents involved, the Tribunal noted that Federal and State members are generally fairly remote from their constituents. While the number of constituents represented by local government decreases, the Tribunal recognises that the demands on local government councillors remains high. This is because of a councillor's closeness to the community, and because local people expect more direct access to their local representatives than they do of their State or Federal representatives. The Tribunal questioned that if the community expects direct access to councillors, is the community then willing to pay the requisite level of remuneration to councillors for the high volume of work required to be undertaken to meet community expectations?

Figure 3



A new direction for local government

The Tribunal is tasked with determining remuneration for councillors in what will be a new local government structure post the quadrennial local government elections, scheduled for 15 March 2008. The Tribunal notes that the state government's reform of local government, which led to the new structure, was undertaken to build stronger councils in Queensland. In striving to build stronger councils to manage the high economic and population growth occurring in the state, local government is being encouraged to adopt a 'board of directors' structure within each Council. This concept will see councillors taking a more strategic approach to the way in which they represent their constituents and deal with local level matters.

The Local Government Reform Commission, in its final report issued on 27 July 2007, commented that 'the challenges confronting Queensland in the coming decades require governments of all levels to be high capacity organisations with the requisite knowledge, creativity and innovation to enable them to manage complex change. Local governments in particular must be capable of playing their part in managing the development of these regions in a way that achieves prudent use of mineral resources and sustainable use of natural resources as well as retaining the inherent social and cultural values of local communities'.¹

While local governments are being encouraged to take up a board of directors approach, which is executive in nature, the community expectation still remains that councillors be accessible to constituents. The Tribunal noted this dilemma and considered the balance that needs to be achieved between community expectations and the changing role of the councillor.



SECTION 3 - ROLE/ RESPONSIBILITIES OF COUNCILLORS

Legal responsibilities of a councillor

In accordance with section 250AK(4)(a) of the *Local Government Act 1993* the Tribunal is to have regard to the responsibilities of councillors as provided for in the Act. The role of a local government councillor is legislatively provided for in section 229 of the Act (refer Figure 4). The Tribunal notes that the role of councillor is to represent the local government area and determine an appropriate level of services and infrastructure for the area. The councillor is to also carry out strategic planning and decision-making activities concerning the local government area.

The Tribunal notes that section 229 of the Act provides that a councillor must represent the overall public interest of the local government area and, if the councillor is elected to a local government which has a divisional structure, the councillor is to also represent the public interests of the division assigned to the councillor. In this regard, councillors have indicated to the Tribunal that they anticipate having an increased local government area or division to represent due to the increased size of many merged local governments and the reduction in the number of councillors assigned to local governments across the State.

Because of this, councillors highlighted the issue that their responsibilities may increase significantly. The Tribunal noted this feedback and details of this issue are outlined in Section 6 of this report.

The Tribunal also noted that the Department of Local Government, Sport and Recreation is currently undertaking a review of the *Local Government Act 1993*. As part of this review, the role and responsibilities of councillors is being addressed. However, the Tribunal is aware that the review will not be completed until 2009, at which time legislative changes may occur. Pursuant to section 250AK(4)(a), the Tribunal is required to have regard to the provisions of the Act concerning a councillor's role and responsibilities and is therefore not in a position to consider legislative changes that may or may not occur. As such, the Tribunal did not consider the potential outcomes of the *Local Government Act 1993* review. Should the role and responsibilities of a councillor change when the review of the Act is completed in 2009, the Tribunal can then consider those changes when it makes its next annual review following any legislative amendments.

Figure 4

Section 229 (Councillors' role) of the *Local Government Act 1993*

- 1) A local government councillor—
 - a) represents the overall public interest of the local government's area and, if the councillor is a councillor for a division of the area, also represents the public interest of the division; and
 - b) takes part in deciding the facilities, services and enterprises that are appropriate for the area; and
 - c) takes part in formulating, adopting and reviewing—
 - (i) the local government's corporate plan and operational plans; and
 - (ii) the policies and goals of the local government; and
 - d) takes part in making decisions for achieving the goals and implementing the policies of the local government.
- (1) In performing the role, a councillor—
 - a) must serve the overall public interest of the area and, if the councillor is a councillor for a division, the public interest of the division; and
 - b) if conflict arises between the public interest and the private interest of the councillor or another person— must give preference to the public interest.
- (2) A councillor must ensure there is no conflict, or possible conflict, between the councillor's private interest and the honest performance of the councillor's role of serving the public interest

Accountability and transparency of a councillor's role

In considering the role of councillors the Tribunal also considered section 230 of the Act (refer Figure 5). This legislative provision outlines what a councillor cannot do. The Tribunal noted that there is a penalty attached to this provision and there is clear delineation between a councillor's role and that of local government staff. It is clear from the legislation that a councillor is not to be involved in the day-to-day operations and management decisions of a local government. The Tribunal recognises that in undertaking the role, a councillor has additional

¹Page 5 of the Report of the Local Government Reform Commission (Volume 1) dated 27 July 2007.

responsibilities to ensure accountability and transparency is achieved.

Figure 5

Section 230 (Limitations on councillors' roles) of the Local Government Act 1993

- (1) A councillor who is not the mayor must not assume any part of the mayor's role without the mayor's prior approval.
- (2) A councillor cannot direct, and must not attempt to direct, an employee of the local government about the way in which the employee's duties are to be performed.
- (3) Subsection (4) applies if a councillor directs, purports to direct or attempts to direct, an employee of the local government, or another person otherwise engaged to provide services to the local government, about the way the employee or other person is to perform a relevant duty.
- (4) The councillor commits an offence.
Maximum penalty—85 penalty units.
- (5) In this section—

relevant duty means the duty of giving the local government a recommendation or advice about—

- a) the grant of a licence, permit or approval, however named, under an Act or under a local law of the local government; or
- b) the grant of a concession, rebate or waiver in relation to an amount owed to the local government; or
- c) the local government entering into a contract under chapter 6, part 3; or
- d) disposing of land or a non-current asset; or
- e) allocating any of the local government's resources for carrying out local government programs or projects.

resources of the local government, means staff, funds, plant and equipment of the local government.

Role of a mayor

Consideration was also given by the Tribunal to section 231 of the Act, which provides for the additional role of mayors (refer Figure 6). The Tribunal noted that the mayor's role carries with it a greater responsibility for the way in which a local government conducts its

business and achieves its goals. The mayor's role also has a ceremonial responsibility, which, in the Tribunal's opinion, was found to be more prominent for mayors in some regions than others due to the history, customs and culture of various local government areas.

With the increased size of those local governments affected by the local government reform process, and with the reduction in the number of councillors allocated to each local government, councillors have indicated to the Tribunal that the role and responsibilities of a mayor may increase significantly. As such, it was suggested by some councillors that a mayor may delegate various functions and perhaps minor ceremonial functions to councillors. This matter is discussed in further detail in Section 6 of this report.

Figure 6

Section 231 (Additional roles of mayor) of the Local Government Act 1993

- (1) The mayor of a local government—
 - a) presides at, and is responsible for the orderly conduct of, meetings of the local government at which the mayor is present; and
 - b) ensures the carrying out of the local government's decisions; and
 - c) exercises the powers, and performs the duties, given to the mayor by the local government; and
 - d) ensures the appropriate representation of the local government at civic or ceremonial functions.
- (2) In performing the role mentioned in subsection (1)(b), the mayor may identify to the chief executive officer of the local government the officer's duty in carrying out policies and decisions of the local government.

Full-time versus part-time capacity of councillors

The Local Government Act 1993 is silent about the matter of whether a councillor is a full-time or part-time role. The Tribunal is of the opinion that it is a matter for each local government to determine. Meeting all of the legislative requirements that a councillor is required to observe may not necessarily make the councillor's role a full-time one. However, there is underlying work such as meeting preparation and research that may move the role into a full-time capacity for a number of councillors.



Through its consultation process the Tribunal posed the question to stakeholders about whether they saw the role of a councillor in their particular local government area being full-time or part-time. Some councillors saw themselves as part-time while the majority indicated their role required a full-time commitment.

Some councillors indicated that even though they regarded themselves as part-time, they considered their role as requiring a full-time commitment. Regardless of whether the councillors saw themselves as full-time or part-time, the Tribunal reached the conclusion that although a councillor role may be seen as part-time, councillors were, nonetheless, committed full-time to undertaking their responsibilities. A number of councillors, from several local governments that are to be merged, indicated they were part-time currently but envisaged that their role as a councillor may change to a full-time capacity. This was because of the additional workload associated with what will be a larger Council area and a reduction in the number of councillors assigned to the Council. The Tribunal's consideration of this feedback is outlined in Section 8 of this report.

In the course of its consultations councillors informed the Tribunal that their role was more than attending council meetings and dealing with constituents. They explained that councillors have to undertake a lot of preparation for numerous meetings, including those of Council, committees, external bodies and that they are also expected to attend community events. The preparation included preparing, reading and researching papers pertaining to council matters. In addition, some councillors will have an increased local government area to be responsible for, which will require more time commitment. In such circumstances, the Tribunal recognises that councillors will have to be familiar with a whole range of potentially new or additional issues associated with what will be the new local government area post the quadrennial elections.

Why councillors undertake the role

In examining the role of councillors the Tribunal considered why people become councillors. The common response to this question was that people wanted to make a difference within their local community. In addition, some councillors advised that they have a professional background and technical expertise that they felt could benefit the local community, hence they nominated themselves for election. It was also conveyed

to the Tribunal that councillors come from a range of backgrounds - some have been judges, state government senior executives, farmers, business entrepreneurs and the like. These councillors wanted to use their skills gained from such positions to give something back to the community.

In a report to the Gold Coast City Council, consultants Cullen Egan Dell Limited (CED) highlighted the features of a councillor's role, which are often not considered on the surface. These features include the time commitment required, the extent of dislocation to normal life, and the pressure for councillors to be available to their constituents after hours. Of interest was the comment made by CED:

'Lack of security is also a feature of an elected representative's life as evidenced by the rate at which representatives secure second and third terms, (O)ften (sic) giving up other careers to enter local politics and finding that, on return to their former career, their time in politics is a disadvantage rather than an advantage. Nevertheless, private sector employees also do not enjoy tenure of appointment?.'

'Extra-curricula' activities

In its deliberations the Tribunal was made aware that some councillors are involved in 'extra-curricula' activities such as chairing boards of external bodies. These commitments required some councillors to spend many days travelling to attend the extra-curricula events. The external bodies, while they often recompensed the councillor for attendance by way of a meeting fee, did not reimburse the councillor for the actual days spent travelling. Hence, the costs associated with the days spent travelling were borne by the local government. The Tribunal questioned whether the community should be expected to pay for these extra-curricula activities. The Tribunal is of the opinion that unless a councillor's representation on the board of the external body achieves a significant benefit to the local government area, the community should not be expected to pay for the time involved in a councillor participating in such extra-curricula activity. The Tribunal is also of the opinion that councillors are aware upfront before nominating themselves for election what is required of a councillor, hence there should be no additional remuneration paid for extra-curricula activities such as serving on the boards of external bodies and community bodies which have no direct relevance to the affairs of a Council.

SECTION 4 - STRUCTURE OF LOCAL GOVERNMENTS

Legislated role of local government

Local government has certain roles that are legislatively provided for under section 20 of the *Local Government Act 1993* (refer Figure 7). The Tribunal recognises that the law-making and executive roles of local governments impact on councillors in that they are responsible for ensuring the structure and strategic direction of local government meets legislative obligations.

Figure 7

Section 20 (Roles of local government) of the *Local Government Act 1993*

In exercising its jurisdiction of local government, a local government has—

- (a) a law-making role for local laws; and
- (b) an executive role for—
 - (i) adoption and implementation of policy; and
 - (ii) administration of local government; and
 - (iii) enforcement of its local laws.

Pursuant to section 1127 of the Act, a local government must have a corporate structure appropriate for the conduct of its affairs. Councillors are responsible for determining the most appropriate structure, including staff resources, through Council resolution.

The Tribunal appreciates that although there is a link between a local government structure and the way it is resourced, there is a clear delineation between the executive and the administrative arms of a local government. For example, as outlined in Section 3 of this report, a councillor cannot direct local government staff. However, under section 1135 of the Act, a councillor may ask for help or advice from the Chief Executive Officer of the local government, in accordance with guidelines issued by the Chief Executive Officer. The provision further states that a mayor may ask for help or advice from any employee of a local government.

The Tribunal recognises that councillors are not responsible for managing the local government's business affairs, which is the role of the Chief Executive Officer. However, the Tribunal is aware that councillors have an overseeing role and are responsible for ensuring that the local government structure is developed and resourced

appropriately to meet legislative requirements contained in various Acts and regulations.

Councillors have a responsibility to ensure that the established structure and strategic direction of its local government, are regularly reviewed to meet the public interest of the local community. The Tribunal appreciates that while councillors are not involved in the day-to-day activities of a local government, they are involved in high-level activities such as financial management, risk profiling, strategic planning, policy development and managing a local government's natural resources. In addition to these high-level responsibilities, councillors are also required to develop and maintain relationships with the local community including small businesses and industry so that they can ensure they meet the overall public interests of the area.

Different approaches adopted

Balancing an appropriate local government structure and direction with the high-level responsibilities as outlined above is becoming increasingly difficult for councillors, particularly when the local community retains its expectation that councillors should be available 24 hours a day, 7 days a week to deal with constituents' issues. The Tribunal noted through information provided at its consultation meetings that while the councillor role varies from Council to Council, overall it seems to be evolving from what was once seen as a 'community service' type role to a more strategic one.

For example, one particular Council was noted for using a 'board of directors' approach to the way in which it undertake its role. This meant that Council staff dealt with the administrative and day-to-day activities of local government while the councillors focus on the more high-level responsibilities and strategic decision-making. This is in contrast to another Council which the Tribunal met, which uses a 'community service' model. Under this model, councillors, through electorate offices, take a more hands-on approach by being accessible to their constituents to deal with matters.

While both models have merit, the Tribunal examined whether local governments will have the capacity in the new local government structure to adopt a community service type model. The Tribunal is of the opinion that councillors will be required to move local government and community expectations away from the traditional role of councillors dealing with minor community issues such as potholes and barking dogs to a more strategic level, where councillors

operate like a board of directors. This is not to say that councillors should cut themselves off from having any contact with their constituents. Rather, they are, and will continue to be, expected to represent the public interest in their local government area and to do this they will need to facilitate communication between the local government and the community. In the majority of cases, because councillors will have more constituents to serve, the Tribunal recognises that councillors will need to leave the pothole or barking dog type issues for council staff to deal with.

Having said this, the Tribunal appreciates that councillors come from all types of backgrounds. As such, some councillors may need to expand their knowledge or expertise so that they have the ability to take on a more strategic level board of directors approach. Additionally, some councillors may need to increase their skills-base so that they can move traditional local government thinking and community expectations to the board of directors concept. As one person wrote in their submission to the Tribunal, '...a good part-time decision-maker is worth more than a full-time procrastinator'.

It is apparent to the Tribunal that some councillors have realised this and have embarked on their own professional development path by participating in courses such as the Australian Institute of Company Directors' course. The Tribunal recommends that councillors need to be trained and properly informed so that they can make the strategic level decisions required post reform implementation. By undertaking professional development, councillors will be equipped with the skills needed to undertake the strategic role that is likely to be expected of them.

The Tribunal may, in the future, consider determining a certain remuneration structure for councillors who attain a local government or company director qualification. However, due to the very limited time which the Tribunal has had available to make its first determination, this matter has not been included. The Tribunal invites feedback from stakeholders about this matter for its 2008 determination.

Committees

In the terms of reference provided by the Minister for Main Roads and Local Government, the Minister recommended the Tribunal consider, in making its determination, additional duties undertaken by councillors, for example as a chairperson or member of a standing or special committee.

Pursuant to section 452 of the Act, a local government can appoint from its councillors standing, special or advisory committees. A local government can also appoint

from its councillors a councillor to chair a committee. Councillors who are members or chairpersons of a committee are required to undertake responsibilities in this capacity in addition to their usual councillor role. Under amendments to the *Local Government Act 1993*, which received royal assent on 22 November 2007, the Tribunal has been empowered to decide whether it includes in the remuneration it determines, remuneration for the duties a councillor may be required to perform if the councillor is appointed to a committee, or as chairperson of a committee, under section 452 of the Act.

What became apparent in the Tribunal's deliberations was that while some local governments may have a committee structure at present, this might not be practical, post reform implementation, due to the size, structure and number of councillors. Some local governments outlined to the Tribunal that they use a 'portfolio' structure where each councillor is assigned a portfolio to be responsible for (i.e. planning and environment, community services, water). The councillor is responsible for dealing with all matters pertaining to the portfolio topic across the local government as a whole, not just for the division. The Tribunal is of the opinion that the portfolio structure may suit local governments who will have six or fewer councillors. The Tribunal's determination about whether additional remuneration should be paid for committee duties is outlined in Section 10 of this report.

Changes in Indigenous Councils

The Tribunal also noted other provisions contained within the *Local Government and Other Legislation (Indigenous Regional Councils) Amendment Act 2007*. The new Act provides for a definition to be inserted within section 250AB (Definitions) of the *Local Government Act 1993*, for special committees to include an Indigenous Regional Council, a community forum or a land panel of an Indigenous Regional Council. The definition is to accommodate the change to Indigenous local government structure post the local government reform process. The Tribunal notes that the provision which inserts this new definition into the *Local Government Act 1993* is not to commence until proclamation, which is understood to be at the time of the local government quadrennial elections. However, the Tribunal has exercised powers under section 17 of the *Acts Interpretation Act 1954*, and considered the new definition in making its determination. This matter has informed the Tribunal's decision-making processes in the determination of categories and the assignment of particular Councils, most relevantly Indigenous Councils, to those categories.





SECTION 5 - TRIBUNAL CONSULTATION PROCESS

There are currently 1250 councillors in Queensland spread across 157 Councils. Although this number will be reduced to 526 across 73 Councils post reform implementation, the Tribunal saw the need to consult with as many councillors as it possibly could in the short timeframe available.

As such the Tribunal undertook a comprehensive consultation process where it invited 100 Councils and several local government representative bodies to meet with it.

The Tribunal met with councillors and senior executive staff from 33 Councils, two local government representative bodies and two Regional Council Local Transition Committees. Where possible, the Tribunal

travelled to different parts of the State including Ingham, Gladstone and Longreach to meet with groups of local government councillors. The Tribunal also hosted meetings in Brisbane, mainly with local government councillors from south-east Queensland, as the majority of local governments in this area are affected by the local government reform process. Some stakeholders who were invited were unable to attend. Details of which stakeholders the Tribunal invited to a meeting and who attended or did not attend are shown in Figure 8. A list of councillors, senior local government staff and local government associations who met with the Tribunal is included in Appendix A to this report.

Figure 8

List of stakeholders invited to meet with the Tribunal.

Stakeholders who attended a meeting with the Tribunal.	Stakeholders invited to meet with the Tribunal.
2 November 2007 (Deputation held at Brisbane CBD)	
Local Government Association of Queensland	
7 November 2007 (Consultation meeting held at Civic Centre)	
Banana Shire Council	
8 November 2007 (Deputations held at Ingham – NQLGA Conference)	
Belyando Shire Council	Atherton Shire Council
Bowen Shire Council	Burdekin Shire Council
Carpentaria Shire Council	Cardwell Shire Council
Cook Shire Council	Charters Towers Shire Council
Douglas Shire Council	Croydon Shire Council
Etheridge Shire Council	Dalrymple Shire Council
Flinders Shire Council	Eacham Shire Council
Johnstone Shire Council	Hinchinbrook Shire Council
Nebo Shire Council	Mackay City Council
Richmond Shire Council	Mirani Shire Council
Thuringowa City Council	Mount Isa City Council
Whitsunday Shire Council	Townsville City Council
12 November 2007 (Deputations held at Brisbane CBD)	
Crows Nest Shire Council	Cambooya Shire Council

Stakeholders who attended a meeting with the Tribunal.	Stakeholders invited to meet with the Tribunal.
Esk Shire Council	Chinchilla Shire Council
Island Coordinating Council	Clifton Shire Council
Stanthorpe Shire Council	Dalby Town Council
Warwick Shire Council	Gatton Shire Council
	Goondiwindi Shire Council
	Inglewood Shire Council
	Jondaryan Shire Council
	Kilcoy Shire Council
	Kingaroy Shire Council
	Laidley Shire Council
	Millmerran Shire Council
	Murgon Shire Council
	Murilla Shire Council
	Nanango Shire Council
	Pittsworth Shire Council
	Tara Shire Council
	Taroom Shire Council
	Toowoomba City Council
	Waggamba Shire Council
	Wambo Shire Council
	Wondai Shire Council
13 November 2007 (Consultation meeting held at Gladstone)	
Bundaberg City Council	Banana Shire Council
Burnett Shire Council	Biggenden Shire Council
Calliope Shire Council	Eidsvold Shire Council
Gladstone City Council	Fitzroy Shire Council
Hervey Bay City Council	Gayndah Shire Council
Miriam Vale Shire Council	Isis Shire Council
	Kolan Shire Council
	Livingstone Shire Council
	Mackay City Council
	Maryborough City Council
	Monto Shire Council
	Mount Morgan Shire Council
	Mundubbera Shire Council
	Rockhampton City Council
	Sarina Shire Council
	Tiaro Shire Council
	Woocoo Shire Council

Stakeholders who attended a meeting with the Tribunal.	Stakeholders invited to meet with the Tribunal.
14 November 2007 (Deputations held at Brisbane CBD)	
Beaudesert Shire Council	Gold Coast City Council
Ipswich City Council	Logan City Council
	Noosa Shire Council
	Caloundra City Council
	Maroochy Shire Council
	Aboriginal Local Government Association of Queensland
	Northern Peninsula Area Regional Council
16 November 2007 (Deputations held at Brisbane CBD)	
Boonah Shire Council	Cooloola Shire Council
Caboolture Shire Council	Kilkivan Shire Council
Pine Rivers Shire Council	Tiaro Shire Council
20 November 2007 (Meeting held at Longreach Civic Centre)	
Aramac Shire Council (proxy)	Barcoo Shire Council
Barcaldine Shire Council (proxy)	Blackall Shire Council
Barcaldine Regional Council LTC	Ilfracombe Shire Council
Isisford Shire Council	Jericho Shire Council
Longreach Shire Council	Quilpie Shire Council
Longreach Regional Council LTC	Tambo Shire Council
Winton Shire Council	

Pursuant to section 250AN(2) of the Local Government Act 1993 the Tribunal may consult with persons it considers appropriate. As such, the Tribunal met with the Local Government Association of Queensland (LGAQ) on 2 November 2007 where LGAQ's submission made on 30 October 2007 was discussed. At this meeting, the LGAQ was requested to provide additional information to the Tribunal. The LGAQ agreed with this request and forwarded supplementary submissions to the Tribunal providing the additional information sought.

In accordance with section 250AN(3) of the Act the Tribunal must invite submissions on the matter from local governments, interested groups and persons and members of the public. As such, the Tribunal arranged for two public notices to be published in major newspapers state-wide on 20 October 2007³ and 7 November 2007. A copy of the public notice issued on each occasion is shown in Appendix B to this report.

The public notices advised how interested parties could make a submission to the Tribunal, either by completing an online form, faxing, emailing, telephoning or posting a submission. The closing date for submissions was close of business on Wednesday, 14 November 2007. However, the Tribunal extended the closing date to 4pm on Friday, 16 November 2007 to enable stakeholders additional time in which to make a submission. Persons with whom the Tribunal met late in the week ending 16 November 2007 were invited to submit any additional material they wished the Tribunal to consider by close of business on Tuesday 20 November 2007.

To further assist interested parties in making a submission to the Tribunal, a website was developed (<http://www.localgovernment.qld.gov.au/?id=6526>) that provides details about the Tribunal, its membership, role and functions and its consultation process.

³ The Honourable Premier of Queensland authorised the release of the public notice published in major newspapers across the state on 20 October 2007 in anticipation of the Tribunal's appointment by the Governor in Council on 25 October 2007, to ensure stakeholders were provided with sufficient time in which to make a submission.



SECTION 6 - FEEDBACK TO TRIBUNAL THROUGH CONSULTATIONS AND SUBMISSIONS

As noted in Section 5 of this report, the Tribunal engaged in an extensive consultation process designed to inform itself. The Tribunal received a total of 144 submissions. A list of those who made a submission is provided in Appendix C to this report. Figure 9 shows a breakdown of what means were used to send a submission to the Tribunal.

Figure 9

Breakdown of means used to send a submission to the Tribunal

Type	Type Total
Email	42
Fax	6
Mail	40
Online Survey	54
Telephone	2
Grand Total	144

The Tribunal's deliberations were informed by a significant number of submissions presented by individuals, existing councillors, deputy mayors and mayors (some of whom will be seeking re-election within their new council electorates in March 2008 and some of whom will not), Chief Executive Officers and other senior employees of existing Councils and Interim Regional Councils, as well as submissions from existing Councils and Local Transition Committees. Many of the submissions received supported the submission to the Tribunal lodged by the Local Government Association of Queensland (LGAQ) - see Section 7. A number of other submissions generally supported the LGAQ approach but urged the Tribunal to consider some minor, and in some cases major, adaptations to it. A number of other submissions urged the Tribunal to consider the particular circumstances of the individual Council to which the submission related and highlighted the special or unique features relevant to that Council with reference to the criteria set out in section 250AI of the Local Government Act 1993 (see section 4 of Figure 1).

The nature and extent of the consultations undertaken

- including the persons spoken to, their role and the organisation they represent are variously recorded in Figure 8 and Appendix C.

Of particular relevance is the fact that the submissions and face-to-face meetings meant that the Tribunal received input from virtually the whole gamut of local government in the State. Input was received from elected representatives who currently undertake their roles on a full-time basis as well as those who undertake their role on a strictly part-time basis. The submissions and consultations also enabled the Tribunal to be informed about the pressures facing particular Councils because of significant infrastructure development, rapidly increasing population levels, and the significant and additional pressures said to be placed on councillors required to consider and deal with such issues.

Also of importance were the Tribunal's meetings with representatives of Torres Strait Islander Councils, as well as the written submissions received from a number of Aboriginal Shire Councils. These highlighted the particular problems experienced by such communities - including the limited population base from which councillors could be elected and the potential for such persons to lose their employment with the Shire Council concerned (because of the effect of section 226 of the Local Government Act 1993) if they took on the position of mayor, deputy mayor or councillor of their local community.

Minister for Main Roads and Local Government's submission

The Minister in his submission supported the formation of the Tribunal and highlighted how having councillor remuneration determined by an independent body will ensure consistency in the application of remuneration levels and will recognise and accommodate the diversity of size and functions of local governments state-wide, as a result of the local government reform process. The Minister identified two areas to which he requested the Tribunal give consideration. Firstly, the Minister requested the Tribunal to consider benchmarking local government remuneration against remuneration for State and Commonwealth elected members which will help ensure consistency between remuneration for elected members

across all levels of government. Secondly, the Minister asked that special consideration be given to the needs of Indigenous Councils, highlighting the limited employment opportunities outside of Council employment.

Other submissions

Local governments and members of the community made written submissions in regard to councillor remuneration. Figure 10 details the response from the stakeholders who completed an online submission with regard to appropriate remuneration. It is interesting to note that the majority of responses supported councillor remuneration in the range of \$60,000 to \$100,000. Interestingly, a majority of responses also supported deputy mayor remuneration within the same remuneration range. Contrary to these two ranges, responses for the level of remuneration for mayors indicated that the majority supported a lower range of \$30,000 to \$45,000.

Figure 10

What stakeholders, who completed an online submission, have suggested as appropriate remuneration.

Role	Remuneration	Percentage of respondents
Councillor	\$0-\$15,000	18.05%
	\$15,000 - \$30,000	1.38%
	\$30,000 - \$45,000	2.77%
	\$45,000 - \$60,000	2.77%
	\$60,000 - \$100,000	30.55%
	\$100,000 - \$150,000	15.27%
	\$150,000 - \$200,000	9.72%
	\$200,000+	0
Deputy Mayor	Did not answer	19.44%
	\$0-\$15,000	22.2%
	\$15,000 - \$30,000	2.77%
	\$30,000 - \$45,000	4.16%
	\$45,000 - \$60,000	20.83%
	\$60,000 - \$100,000	22.22%
	\$100,000 - \$150,000	8.33%
	\$150,000 - \$200,000	0
\$200,000+	0	
Did not answer	19.44%	

Role	Remuneration	Percentage of respondents
Mayor	\$0-\$15,000	20.83%
	\$15,000 - \$30,000	6.94%
	\$30,000 - \$45,000	20.83%
	\$45,000 - \$60,000	12.5%
	\$60,000 - \$100,000	16.66%
	\$100,000 - \$150,000	2.77%
	\$150,000 - \$200,000	0
	\$200,000+	0
Did not answer	19.44%	

Diverse nature of Councils

While the Tribunal has attempted to consider in detail the nature of each of the 72 local governments (note: Brisbane City Council not included) in the State as required by section 250A1 of the Local Government Act 1993, it is acknowledged that unique circumstances exist for many local governments due to their location, size and structure. However, in examining the criteria as per section 250A1 of the Act, there emerges a pattern which the Tribunal has been able to use in making its determination. In using the pattern to categorise local government, the Tribunal has cross checked those categories that are capable of measurement, for example, population, expenditure, the size and terrain of the areas and other particular distinguishable features with qualitative information that has been provided through consultation meetings with, and submissions made to, the Tribunal.

The submissions and face-to-face meetings also highlighted the diverse range of remuneration arrangements currently in existence. These ranged from the situation where councillors (including the mayor) were only paid attendance fees if they attended Council meetings (together with a mileage allowance related to the distance involved in attending such meeting) to arrangements where there was a base fee paid supplemented by attendance fees at Council meetings, to circumstances - particularly in large councils - where councillors were full-time with their own electoral offices and having access to a Council-provided motor vehicle.

The nature of the submissions received on the issue of councillor remuneration levels is best exemplified in the following (unidentified) extracts from the written submissions:

- ‘Unless the remuneration is attractive to people with good skills it will be a case of paying peanuts and

getting monkeys. This will destroy Local Government. ... I care about my community and I can see it being damaged if the remuneration package offered to would-be councillors is a disincentive.’ - Retiring councillor with 11 years experience as such.

- ‘If the State Government is truly interested in the development of ‘Stronger Councils’, then it needs the most appropriately qualified and skilled people to nominate for election. Inadequate remuneration will act as a deterrent and will effectively disenfranchise some people from even considering becoming a councillor ... Inadequate remuneration also potentially creates an environment where corruption activities may be considered by financially stressed elected members.’ - Chief Executive Officer of a major regional Council on behalf of that Council.
- ‘... Local Government needs both professional management and councillors acting as a board of directors. To have a successful Council, it needs councillors coming from a range of backgrounds and experiences. This will only be achievable if remuneration levels do not actually seek to deprive a significant percentage of the community from standing for Council.’ – Acting Chief Executive Officer of a central Queensland Council which is to be amalgamated with several other adjoining Councils.
- ‘... the level of commitment required of a councillor to effectively discharge their roles and responsibilities under the Local Government Act and to adequately represent the community, and the consequence on their personal family life, must be considered. The expectations that are placed on councillors by their constituents denotes a 24 hour, 7 day commitment.’ - Senior Manager of a major regional Council on behalf of that Council.
- ‘...councillors in rural areas have generally been considered to be part-time councillors though the increase in areas of responsibility coupled with a decrease in the number of councillors will increase the time required of councillors to maintain the level of community representation previously provided. The extent to which councillors will be able to devote appropriate time to their duties as councillors will be determined by the level of remuneration available and the individual councillor’s level of commitment ...’ - Chief Executive Officer of a western Shire Council on behalf of the Council.
- ‘Although many small councillors currently regard their role as a contribution to the community and are not so concerned with the level of remuneration, it is important that a business of the size of the new regional council

attract appropriately skilled residents to serve as councillors. ... It would be wrong to restrict the interest of potential nominees as a result of remuneration levels that might be too low and candidates need to be confident that the cost of their public duty is not at a level where they suffer financial loss... The level of remuneration payable to councillors and particularly the mayor, who will effectively be a full-time councillor, needs to be at levels that are enough to attract quality candidates. ... The cost to (the) community of well compensated elected members will be insignificant in comparison to the financial and social damage that can quickly occur with poor stewardship and decision making entities and it is imperative that a good cross section of the community is able to give of their time to serve as a councillor.’ - Chief Executive Officer of an inland Council experiencing high levels of growth and significant infrastructure development.

- ‘It is imperative that the level of remuneration for councillors is sufficient to attract good quality nominees from a cross section of the community. To be able to effectively cover the geographic and business complexities of the new (Regional Council) it will be essential that there are good elected representatives that can work effectively with management employees. ... If poor levels of remuneration preclude talented and well qualified business and community leaders from nominating due to the financial costs associated with maintaining their other work/business interests, the quality of Local Government councillors will quickly deteriorate. ... Local Government professionals will be reluctant to work for an organisation where there is poor councillor representation and the potential for local governments to become much weaker could quickly result.’ - mayor of the same Council mentioned immediately above.
- ‘Individuals elected to Council carry a significant weight of responsibility particularly in relation to the future prosperity of a municipality/region and in maintaining good governance that is fair, impartial and equitable to all electors. Councillors are expected to drive the vision for the city and deal on a strategic level for all aspects of city and regional development. ... Further, councillors are expected to participate in providing direction and guidance for corporate planning which requires the practical application of high level business skills including social and environmental planning, financial analysis (budgetary, financial statements, etc.), and the preparation of the city/region’s broader economic development plan. Also, councillors are required to



manage the assets and resources of a municipality such as water, sewerage, roads, and airports while considering environmental implications and associated costs.' - Chief Executive Officer of a major rapidly expanding coastal city on behalf of the relevant City Council.

Divided versus undivided

The Tribunal was also informed of the expected changes to individual councillor workload that current elected representatives expected to occur post the next quadrennial election when the new Council structures will take shape. In a number of the new Councils, elections will be held on an undivided basis, whereas they are presently conducted across a larger range of Councils using divisions (i.e. Divided). Councillors in these areas anticipate their workload to increase considerably because they were expected to be more familiar with issues across the whole of the electorate than previously. This was because the elected representative of the particular division would take primary responsibility for matters arising within that particular division. The consensus was that where the method of election of councillors was to change to undivided there was a likelihood that councillors might have to move to a full-time role. The Tribunal was urged to take this factor into consideration in determining categories of Council but, more particularly, levels of remuneration of councillors in those Councils so affected.

The nature of the electoral arrangements in each Shire Council and Regional Council is recorded in Appendix D -1 where the tables show whether a particular Council is Divided (D) or Undivided.

Many of the written submissions highlighted the reduced numbers of elected representatives who will be expected to deal with the new and expanded workload associated with the activities of unamalgamated Councils as well as the new Councils. This point was also highlighted by the great majority of persons the Tribunal met during the face-to-face consultations. This led to a number of representatives indicating their belief that existing part-time roles would need to become full-time, or near to it, which was something that needed to be reflected in the remuneration payable to councillors, deputy mayors and mayors in those areas.

Another issue identified with regard to divided or undivided local governments was the situation where a local government that is divided is merging with a local government that is undivided. The Tribunal found that in several of the cases it examined, councillors of those

local governments that were undivided worked in a full-time capacity, compared to councillors of those local governments that were divided, whose capacity was more of a part-time role. However, this was dependant on the local government structure, the region, size of the local government area and spread of population within the local government area.

Impact on councillor workload as a result of reform

Councillors envisage there being a greater workload because of the reform implementation process. Those councillors from amalgamating areas requested the Tribunal give consideration to classifying such Councils at a higher level than those which were not amalgamating to reflect the additional responsibilities associated with their role. Alternatively, councillors suggested paying an additional remuneration amount to compensate councillors for this additional workload. This matter has been considered by the Tribunal and is further discussed in Section 10.

The affect of a major local government change on remuneration

Other submissions and representations raised concerns about how the Tribunal proposed to recognise, and deal with, the divergent circumstances of different local government areas in circumstances where some of them will be affected by the local government reform process whilst others will not, and where the impact of the reform process might differ from one council to another - even where they are reasonably similar in size, geography, population and the like. Other representations also asked the Tribunal to consider the impact on councillors' remuneration levels - as well as council budgets - if the Tribunal determined in future years to alter the category to which a particular Council might be assigned.

The Tribunal recognises that there is an issue with regard to categorising local governments in one particular category, only to have that category decreased in a future determination. For instance, a councillor may nominate themselves for election based on the remuneration that has been determined by the Tribunal on 1 December 2007. That councillor, if successful in being elected, will then expect to be paid the remuneration as determined by the Tribunal. However, the candidate is in office for four years. Over those four years, a change may occur with the local government that would decrease the category,

and perhaps decrease the remuneration to be paid to the councillor. This matter is addressed in the Tribunal's determination (see Section 10).

Tying remuneration to that of a Member of the Legislative Assembly (MLA)

A number of submissions also highlighted the nature of the role performed by councillors and mayors and attempted to compare that to the role of, in particular, Members of the Legislative Assembly (MLA). In doing so, they highlighted the community expectation that local government representatives would be readily accessible and virtually on call 24 hours a day, 7 days a week. Additionally, a number of persons with whom the Tribunal met highlighted that they were expected to 'put their hand in their pocket' to purchase raffle tickets, buy tickets to dinners, debutante balls and other events - none of which was reimbursable by the Council but which was, nonetheless, part of the role of being a local government councillor.

Tying councillor remuneration to a State MLA's remuneration raises an issue, however, in that a state MLA's remuneration is paid at a rate of \$500.00 less than the annual salary to which a Member of the House of Representatives of the Parliament of the Commonwealth is entitled⁴. The remuneration of a Commonwealth member is reviewed annually on 1 July 2007. On the surface, this conflicts with the Tribunal's determination which must be made by 1 December annually. This matter is also addressed in the Tribunal's determination of remuneration levels and operative date (see Section 10).

Is the remuneration determined by the Tribunal an interim or preliminary determination?

The majority of councillors with whom the Tribunal met were aware of the short timeframe in which the Tribunal had to make its determination to meet legislative requirements. Hence, many councillors enquired as to whether the Tribunal's first determination would be an interim or preliminary decision. The Tribunal assured councillors that its first determination would be the permanent determination for 2007. This is to ensure

that councillors and intending candidates are aware of the level of remuneration of a mayor, deputy mayor or councillor when nominating themselves for the local government quadrennial elections that are to take place on 15 March 2008.

Councillors' workload in properly representing constituents

One deputation that the Tribunal met with also highlighted that the land area of a Council did not, by itself, enable the Tribunal to draw any conclusions about the difficulty, or otherwise, of representing constituents in such area. This was particularly so in the hinterland areas of the Gold Coast and the southern border areas of the State where travel between population centres often necessitated considerable travel, in circumstances where one population centre was visible to another across a valley but the only way to travel to the other centre was somewhat circuitous. Other councillors also highlighted the nature of the road system in their electorate which necessitated owning a 4-wheel drive vehicle and which, even then, did not guarantee that they could move around the electorate during the wet season.

Consideration of submissions made

Section 250AN(4) of the Local Government Act 1993 requires the Tribunal to have regard to any submissions made to it within the stated period, before making the decisions it is required to make for the purpose of performing its functions under the Act. The Tribunal places on record that it has considered all submissions received up to the extended closing time for the receipt of submissions, plus supplementary submissions that were due by Tuesday, 20 November 2007, to reach its determinations in relation to the number of categories of council, the assignment of councils to a particular category and the levels of remuneration that councillors, deputy mayors and mayors may be paid.

The Tribunal also records that its decision-making process has been greatly informed and assisted by the submissions received and the consultations held and thanks those who took the time and effort to participate.



⁴ Certain Parliamentary and other office holders receive additional salary. The current annual salary rates payable to Members and other office holders are outlined in Schedule A of the State Members' Entitlement Handbook (<http://www.parliament.qld.gov.au/view/legislativeAssembly/documents/entitlements/Members%20Entitlements%20Handbook>).

SECTION 7 - DETERMINING CATEGORIES OF COUNCIL

Pursuant to section 250AH of the Local Government Act 1993 the Tribunal is obligated to establish categories of local government for the purpose of deciding the remuneration that may be paid to mayors, deputy mayors and other councillors of local governments in each category of local government determined by it.

Section 250AI criteria

For the purpose of establishing categories of local government, section 250AI of the Act requires the Tribunal to have regard to the following criteria:

Figure 11

Section 250AI (Criteria for establishing categories) of the Local Government Act 1993

For establishing categories of local governments, the remuneration tribunal must having (sic) regard to the following criteria—

- the size, and geographical and environmental terrain, of local government areas;
- the populations of local government areas, including the areas' demographics, the spread of populations serviced by the local governments and the extent of the services the local governments provide;
- the size of local governments and the workload associated with particular sizes, including whether councillors of the local governments hold office on a full-time or part-time basis;
- the diversity, including cultural diversity, of local governments' communities;
- the extent of development of local government areas, including economic and community development, infrastructure and industry;
- other matters the remuneration tribunal considers relevant to the effectiveness, efficiency and sustainability of local governments;
- other matters prescribed under a regulation.

To consider the section 250AI criteria, the Tribunal sourced data from the Planning and Information Forecasting Unit of the Department of Infrastructure and Planning, the Australian Bureau of Statistics, the Department of Local

Government, Sport and Recreation and local governments. A breakdown of the data sourced for each of the criteria is provided in Figure 12.

Figure 12

Breakdown of data sourced for each of the criteria included in section 250AI

Section 250AI Criteria	Data
(a)	<ul style="list-style-type: none"> Size of local government areas Length of roads in local government areas (sealed and unsealed) Local government areas drought declared
(b)	<ul style="list-style-type: none"> Total number of population in each local government area Projected population growth up until 2026, in 5 year increments Density of population per square kilometre of a local government Population in each local government area broken down into age groups Number of visitor population in each local government area
(c)	<ul style="list-style-type: none"> Cash assets, other current assets and total current assets of each local government Property, plant and equipment in dollar value of each local government Non-current assets, total non-current assets and total assets in dollar value of each local government Total operating revenue of each local government Number of staff employed by each local government Breakdown of local government staff broken down into outdoor and indoor workers Total laned roads in kilometres of each local government area – managed and not managed by a local government



Section 250AI Criteria	Data
(d)	<ul style="list-style-type: none"> Percentage of Indigenous population in a local government area Number of persons in a local government population that speak a language other than English at home Medium individual income of population in local government area Number of persons either in, or not in, the labour force in each local government area Number of couple families with no children in each local government area Number of couple families with children in each local government area Number of one parent families with children in each local government area Number of other types of families in each local government area Total number of families in each local government area
(e)	<ul style="list-style-type: none"> Number of dwelling applications processed by each local government Number of houses in each local government area Number of other residential dwellings in each local government area Dollar value of property, plant and equipment additions of each local government Total value of capital works in progress of each local government
(f)	<ul style="list-style-type: none"> Current remuneration, benefits and allowances paid to councillors, including mayors and deputy mayors Total amount spent by each local government for councillors to attend conferences Number of committees of each local government and how often they meet Whether a local government operates a landfill or refuse system Untied revenue of Indigenous local governments

This material was then further analysed to produce several workable tables, which are recorded in Appendix D of this report and which cover, inter alia:

- Size of the local government area.
- The population of the local government area, including the number of persons, and electors, represented by each councillor as well as population trends over a 5 year and a 20 year period.
- The demographics of the area, including age breakdown, median age and median income.
- The extent of services provided as reflected in revenue, capital expenditure and staffing levels.
- The diversity, including cultural diversity, of each Council.

So far as the statistical data allowed, Councils were ranked within each of the particular statistical areas considered, as recorded in Appendix D.

In addition to the quantitative data collected, the Tribunal also considered qualitative data by way of issuing a submission template and through its consultation meetings held with stakeholders. A submission form was made available on the Tribunal's website in online format. Stakeholders were able to access the form when the Tribunal's first public notice was published in major newspapers on 20 October 2007. Stakeholders were also able to download a Word or PDF version of the submission form so that they could complete and either email, fax or post a submission to the Tribunal.

The submission form posed questions to stakeholders about the section 250AI criteria. It asked stakeholders to rate the level of importance they thought should be given to each criterion by the Tribunal when determining local government categories. The form also asked for comments about why stakeholders rated the level of importance the way they did. The form further asked how many categories of local government a stakeholder thought was appropriate for the Tribunal to develop.

An outline of the responses made using the submission template provided by the Tribunal in relation to the section 250AI criteria is set out in Appendix E.

LGAQ submission

One of the first submissions received by the Tribunal in response to its call for submissions from interested parties (see Section 5 above) came from the Local Government Association of Queensland (LGAQ), on 30

October 2007. The submission was comprehensive and well-researched and included a methodology based on two factors – population size of each local government area and the operating expenditure of each local government. Based on the scores, seven categories were suggested. LGAQ devised a remuneration schedule based on the seven categories which was tied to a percentage of a State MLA's remuneration. The Tribunal was also supplied with supplementary submissions made by LGAQ, supporting their representations on 2 November 2007. The Tribunal acknowledges the thought process and work put into the development of the LGAQ submission. However, as required by section 250A1 of the *Local Government Act 1993*, the Tribunal is to consider criteria other than just population and revenue, as outlined in Sections 7 and 8 of this report.

In the course of its submission to the Tribunal, LGAQ noted that following implementation of the Council reform process there will remain a great diversity of situations. Populations of individual Councils will range from less than 500 persons to almost 1,000,000 in the case of Brisbane. In terms of area, a Council such as Diamantina serves an area of 95,000 sq. km but has only 300 residents whereas Redland has an area of 524 sq. km and a population in excess of 132,000 persons. LGAQ noted, however, that the budget size of a Council in terms of operating expenditure (or revenue) is not directly linked to the population served. A Council with a small population may have a relatively high operating expenditure if the road links within that Council are significant. In this regard, LGAQ referred to the situation in Diamantina and Croydon where the operating expenditure of Diamantina was more than twice that of Croydon despite having similar population levels.

As noted above, LGAQ suggested that a possible approach to the categorisation of Councils might be to use population and revenue to create bands of Council types. It suggested that the use of revenue, in particular, has merit as it defines the nature of the business undertaken by the respective Councils and is in some sense reflective of the area. Citing the process adopted in Victoria and Tasmania, LGAQ suggested that one possible approach which the Tribunal could consider would be to create a score for each Council based on the sum of the number of people represented per councillor (excluding the mayor) together with the expenditure levels (in thousands of dollars) per councillor. LGAQ suggested the creation of seven categories of Councils with bands based upon combined population and expenditure scores as shown by Figure 13 below.

Figure 13

LGAQ bands based on population and expenditure

Category	Pop/Exp Score	Number of Councils
1	<3,000	24 Councils
2	3,000 – 6,000	19 Councils
3	6,000 – 9,000	9 Councils
4	9,000 – 12,000	7 Councils
5	12,000 – 20,000	4 Councils
6	20,000 – 30,000	5 Councils
7	30,000 – 60,000	4 Councils
	>60,000	1 Council (BCC – but not considered by Tribunal)

Note: The population and expenditure figures generally referred to by LGAQ are contained in Appendix D.

A considerable number of existing Councils wrote to the Tribunal endorsing LGAQ's approach to the categorisation of Councils on the basis that it was a simple method, easily explained and understood and capable of being monitored on an annual basis.

However, a number of other Councils wrote to the Tribunal or made representations during the face-to-face consultations, expressing their general support for the LGAQ proposal but, at the same time, urging the Tribunal to also take into account one or more of the particular elements set out in section 250A1 of the *Local Government Act 1993*, above. Still other submissions urged consideration of the circumstances of each individual Council and to determine a category to which that Council might be assigned using the statutory criteria.

Other approaches to categorisation of councils

Various attempts have been made to categorise local governments on the basis that every local government is arguably different from every other because of the individual circumstances pertaining to each Council, including its size, population, geography, location, diversity, level of roads, infrastructure and the like. In this regard, several Councils referred the Tribunal to, but without adopting, the provisions of the *Local Government Officers' Award 1998* which has a formula for the classification of Chief Executive Officers and Executive Officers of Local Government Councils using 3 components as follows (Figure 14):



Figure 14

Provisions in Local Government Officers' Award which are used to categorise Councils

- Net expenditure which includes operating expenditure plus capital works less depreciation,
- Employee levels including each full-time employee and other employees pro-rated on a full-time basis, and
- Separate valued properties as per the Valuer General's Valuation Role for the Local Government Area.

A cumulative score from the three components is then arrived at which allows each Council to categorise its Senior Executives into 1 of 8 possible categories of Council.

The Tribunal notes that the process used in the *Local Government Officers' Award* is more concerned with recognising the value of the work of Executive Officers within Councils rather than the categorisation of Councils per se. Thus, whilst the approach is interesting and informs the Tribunal's overall deliberations, the process was not followed.

In the course of informing its decision making capabilities, the Tribunal also noted the process followed by the Queensland Local Government Grants Commission (QLGGC) to determine Commonwealth Financial Assistance Grants. There are two separately identified components to Financial Assistance Grants, being a fiscal equalisation component (general purpose component) and an identified road component. The general purpose component is allocated to local governing bodies on the principal of horizontal fiscal equalisation, that is, grants that the local government body receives should enable them to function by reasonable effort to an average standard. Differences in expenses for performance of functions and the capacity to raise revenue are taken into account to establish the average level of performance in revenue capacity and expenditure need. The grant is to be distributed according to relative need.

In the course of its determination of Financial Assistance Grants the QLGGC considers 12 separate indices and adjusts these to reflect factors outside a Council's control and/or the impact on its ability to provide services. The indices, and a brief explanation of QLGGC's consideration of them, is as follows (Figure 15):



Figure 15

QLGGC indices and their use in determining Financial Assistance Grants

- Climate – looks at the impact on maintenance for roads due to rainfall and other climate factors.
- Demography – represents a component compensating for the additional use of facilities due to the composition of the population according to age or Indigenous descent with additional loadings per resident under 19, over 65 and of Indigenous descent, respectively.
- Dispersion – reflects the additional costs on Councils that have a number of population centres in a sparse area to service, rather than one main centre, and is reflective of the number of townships and of population density.
- Growth – QLGGC provides an adjustment for Councils experiencing above average population growth, or negative growth, to recognise additional expenses the Council may face.
- Locality – this is only applied to roads expenditure and is used to capture the additional overhead costs associated with maintenance activity in sparsely populated areas.
- Location – represents the additional costs associated with the provision of services dependent upon where a particular Council is located within the State to account for accessibility/remoteness issues.
- Non-resident Service Expenditure – reflects the increase in costs faced by Councils in providing services and facilities regularly used by non-residents such as day visitors and overnight tourists.
- Scale – recognises that smaller organisations incur additional costs per unit of service compared to larger organisations.
- Sub-grade – recognises the additional costs in roads expenditure associated with reactive soils.
- Tourism – this is a new component, adopted for 2005-06, to recognise additional pressures and costs caused by overnight visitors or day trippers on a Council's facilities and services.
- Terrain – represents the additional costs to road maintenance due to the terrain of the area.
- Urban Density – designed to account for the additional costs borne by high-density residential areas to obtain the average level of amenity, as well as higher expenditure on infrastructure due to higher levels of use.

Although the QLGGC grants' process is not strictly relevant to the categorisation of Councils, or determining an appropriate number of categories, the Tribunal has found the approach adopted by QLGGC, as reflected in the above indices, to be of significant value and assistance in our determination of categories of Council. Of particular relevance is the way QLGGC treats the indices which relate to demography, dispersion, growth, non-resident service expenditure, tourism and urban density.

In particular, the types of things particular indices take into account, and which reflect on the nature of the matters considered by councillors, as well as their overall workload, has been extremely informative and helpful.

Whilst the approach adopted by LGAQ, supported by a number of individual councils, has certain attractions the Tribunal has concluded that the provisions of the *Local Government Act 1993*, especially section 250AI, compel the Tribunal to have regard to more than just the 2 factors proposed by LGAQ, even acknowledging that the revenue component either directly or indirectly reflects many of the matters the Tribunal is required to consider. The Tribunal has thus resolved to determine the number of categories of Council, and the category of Council to which a particular Council may be assigned, using a multi-factor approach by considering the elements contained within section 250AI on an overall basis by comparing each Council to every other Council.



SECTION 8 – ISSUES RAISED BY SECTION 250AI

Consideration of the statistical data referred to immediately above allowed the Tribunal to establish a broad 'hierarchy' of the 73 Councils which will operate in Queensland post the 15 March 2008 quadrennial local government elections. However, such hierarchy does not, by itself, necessarily reflect the issues the Tribunal is compelled to consider pursuant to section 250AI of the *Local Government Act 1993*.

Incomplete data

The absence of certain statistical data as it related to a number of Aboriginal Shire Councils made the establishment of a hierarchy across the entire 72 Councils considered by the Tribunal somewhat problematic. Indigenous Councils were created as separate local government areas in 2002, after the 2001 Census. To project populations reliably, the Planning, Information and Forecasting Unit of the Department of Infrastructure and Planning advised that it needed detailed historical information on population change such as migration, fertility and mortality. This information was not available for Indigenous communities between 1996 and 2001 to allow reliable population projections to be made for the period 2006 to 2026.

Taking this into consideration, including other reasons outlined below, the Tribunal decided to consider the 12 Aboriginal Shire Councils, Aurukun Shire Council, Mornington Shire Council, Torres Shire Council, Northern Peninsula Area Regional Council and Torres Strait Island Regional Shire Council, as a separate and distinct group from the remaining 55 Councils. For convenience the Tribunal has referred to such a group throughout this report as the 17 Indigenous Councils.

Having separated the Councils into two separate groups, the Tribunal was then able to consider the individual elements of s. 250AI in respect of each Council in light of the issues raised in the face-to-face consultations and/or the written submissions received. Such consideration allowed the Tribunal to further refine the general hierarchy of Councils as a precursor to the establishment of the categories of Council.

Particular matters considered by the Tribunal

While all of the elements at section 250AI were considered in respect of each Council during the course of our deliberations it is, nonetheless, worthwhile to record a number of examples of the types of matters discussed and considered by the Tribunal.

Example 1

The projected population data included in Appendix D-1 is looking at the future. The Tribunal appreciates that it is to only consider matters relevant to local government currently and in the immediate future. However, a rapidly growing population, for example, places great pressures on Councils in the form of the development of town plans, consideration of building applications, additional expenditure on infrastructure and facilities, and the like. Such issues are partially reflected in the statistics in Appendix D-1 in future population levels (D-1) and expected capital expenditure levels (D-2), on an annualised basis, between 2007-15.

Example 2

Councils which have a higher or lower median age level are called upon to provide facilities expected by persons at the relevant end of the age demographic. Where the median age is lower there are more children and younger people which necessitates the Council to plan for and provide play parks, playgrounds, sporting fields and things like skateboard facilities. An older demographic requires the Council to consider additional library and senior citizen facilities as well as accessibility and transport issues associated with allowing older persons to move around the community.

Example 3

Several Aboriginal communities highlighted that because of their remoteness and the absence of employment opportunities, the local Council was frequently the only local employer of labour. This meant that the provisions of section 226 of the *Local Government Act 1993* precluded any person elected to the role of councillor from continuing their employment with such Council. The submissions suggested that the loss of such permanent income was a disincentive to many people to run for elected office. This was a factor that had to be taken into consideration in setting remuneration levels in such communities.

Example 4

The representatives of Cook Shire Council highlighted the significant size of the Council (116,000 sq. km), the time taken to travel from the southern boundary to the northern boundary in optimal conditions (in excess of 14 hours) and the fact that the Shire bordered 15 local authorities, 12 of which were Indigenous Councils. The written submission from the Council's Acting Chief Executive Officer highlighted that the role of the mayor and councillors of the Shire was vastly different from other local authorities due to the large workload caused by the vast area covered, the extreme climatic conditions frequently experienced during the wet season and issues not faced by other Regional and Metropolitan Councils – such as a large number of Native Title claims and special legislation, including the *Cape York Peninsula Heritage Act 2007* and the *Wild Rivers Act 2005*.

The submission from the Cook Shire Council also highlighted the Council's participation in several Negotiation Tables programs and Local Indigenous Partnership Agreements that required long periods of travel and time to service. An example cited was the necessity to travel for one day to a remote Indigenous community, conduct a meeting or negotiation on the following day and return on the third day.

Example 5

The Tribunal recognised that some local governments are not Indigenous, however, they have a higher than normal Indigenous population. Also, some local governments are neighbours to Indigenous areas and act in a mentoring capacity to these Indigenous areas. Some councils, while not Indigenous, deal with Indigenous matters such as Native Title and Indigenous Land Use Agreements. As such, councillors from these local governments are required to have knowledge of Native Title issues and legislation such as the *Native Title Act 1993 (Cth)* and the *Native Title (Queensland) Act 1993*.

Example 6

The Tribunal found it difficult to measure how much local government councillors were currently receiving as remuneration. Even though this information is published in each local government's annual report, the reporting of the data is inconsistent. Local governments have in the past determined remuneration using different methods. For example, some pay remuneration on a meeting fees

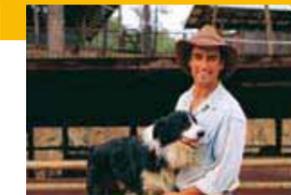
basis. Some pay remuneration based on a percentage of an MLA's remuneration. Some include payments made for reimbursable expenses in the reported level of remuneration paid. The latest annual reports available are 2005/06, hence the data that was obtained from local government annual reports was out-of-date. The Tribunal therefore requested local governments provide the current base remuneration paid to its councillors – 55% of local governments responded to this request.

Example 7

Several of the written submissions, as well as a number of persons with whom members of the Tribunal met in face-to-face delegations, highlighted the need for the Tribunal to take into consideration local average remuneration levels when determining appropriate levels of remuneration that may be paid to mayors, deputy mayors and councillors. They indicated that a 'balancing act' was required, in that the rate had to be sufficiently attractive to induce appropriately qualified people to offer themselves for elected office but not so attractive that persons aspired to take on such role purely because of the income it offered. The Tribunal was urged to carefully consider the rates it set in areas where there was significant capital expenditure occurring (in the form of infrastructure development or the development of commercial projects) because this activity reflected itself in higher average local wage levels.

Example 8

During the course of a series of face-to-face meetings with mayors, deputy mayors and councillors representing South East Queensland Councils the Tribunal attempted to inform itself as to the impact that the proposed redistribution of water assets will have on local government as per the Queensland Water Commission's proposal⁵. However, because the whole issue is still in the early stages of negotiation the Tribunal has not been able to take this matter into consideration as part of this determination. The Tribunal foreshadows that developments in this area will be closely monitored and will be taken into consideration in future reviews of the number of Councils and the assignment of particular Councils to those categories. The Tribunal envisages that it will hold discussions with affected Councils prior to any reconsideration of the category to which any particular Council might be assigned.



SECTION 9 – DETERMINATION OF CATEGORIES

Many of the written and online submissions received did not address the issue of the number of categories of Council to be determined by the Tribunal. Where the issue was addressed, including in face-to-face consultations, the number of suggested categories ranging from three upwards, with many stakeholders supporting the Local Government Association of Queensland's (LGAQ) proposal for seven local government categories.

It is trite to observe that each of the 72 Councils within the State considered by the Tribunal are different, as is readily apparent from examination of the size, location, and degree of remoteness or otherwise, of each individual Council as visually recorded in the map of Local Government Areas in Queensland (see inside cover of this report) and the simplest perusal of the statistical data recorded in Appendix D. However, for obvious reasons, it is impractical to have 72 separate categories of Council: some reasonable and workable number is required.

The Tribunal has carefully considered LGAQ's proposal for seven categories of local government but has decided, based upon its consideration of the criteria at section 250A1 of the *Local Government Act 1993* – in particular, the different workload expectations inherent in performing the roles of mayor, deputy mayor and councillor in medium, medium-large, large and very large Councils – that more than seven local government categories are required.

After close consideration of all matters, the Tribunal has determined that there will be 10 categories of Councils comprising one category covering Cook Shire Council and the 17 Indigenous Councils and 9 categories covering the remaining Councils.

Pursuant to section 250AJ of the *Local Government Act 1993* the Tribunal determines the category of local government to which each local government within the State of Queensland is to be assigned is to be in accordance with the schedule in Figure 16.

Because of the wide distribution of the LGAQ submission to media outlets, members of the public, existing local government representatives and executives within local government, and the expectation it might have produced about categories to which particular Councils might be assigned, the Tribunal has taken the opportunity to explain its reasoning in assigning Councils to a particular category where the category determined by it might differ from that proposed by LGAQ. Although an unusual practice to adopt in a report such as this, the Tribunal believes that it is in the public interest for its reasoning to be disclosed, not only to explain the difference but also to reduce the potential for applications to be made by particular councils using the exceptional circumstances justification that is provided by section 250AL of the *Local Government Act 1993* because of lack of understanding.

Figure 16

Category Allocations for Councils

Local Government Area after 15 March 2008	LGRT Category	LGAQ Category	Explanation for Difference
Gold Coast City Council	9	7	The sheer size and importance of this Council, together with the very different types of issues it is forced to deal with on a day to day basis, dictates it have its own category.
Moreton Bay Regional Council	8	7	These 2 Councils will experience significant growth pressures in the foreseeable future such that they will become increasingly larger than the next biggest Council. This dictates that they be assigned a separate category.
Sunshine Coast Regional Council	8	7	
Logan City Council	7	7	This Council falls mid-point between the next group down and the 2 Councils above it such that it cannot be appropriately classified with either group. This necessitates its own category.

⁵ Queensland Water Commission (QWC) report – 'our water: urban water supply arrangements in South East Queensland: Final report (May 07)' (http://www.qwc.qld.gov.au/myfiles/uploads/institutional%20arrangements/Urban_Water_Supply_Arrangements_in_SEQ.pdf)



Local Government Area after 15 March 2008	LGRT Category	LGAQ Category	Explanation for Difference
Cairns Regional Council	6	6	
Ipswich City Council	6	6	[Note: Because of its expected growth over the next 20 years, the LGRT gave serious consideration to classifying this Council at a higher level. However, based upon present relative size vis a vis other Councils in this category and likely growth in the next four years, classification at category 7 could not be justified at this time.]
Mackay Regional Council	6	5	This Council is borderline 5-6. Although currently smaller than Rockhampton it will be larger within 4 years. This denotes significant growth over that period which will impact on councillor workload.
Redland City Council	6	6	
Rockhampton Regional Council	6	6	
Toowoomba Regional Council	6	6	
Townsville Regional Council	6	6	
Bundaberg Regional Council	5	5	
Fraser Coast Regional Council	5	5	
Gladstone Regional Council	5	5	
Gympie Regional Council	5	4	Borderline 4-5 but experiencing pressure due to ageing population, lowish average income levels and impact from high growth levels in adjoining coastal Councils. Undivided.
Tablelands Regional Council	5	4	Borderline 4-5 but given sheer size and diversity of geographical area and issues involving ageing population and lowish average income levels deserves to be classified at category 5.
Cassowary Coast Regional Council	4	4	
Central Highlands Regional Council	4	3	Borderline 3-4 but sheer size of this Council, and issues associated with rapid industrial development within its borders, and low average age, dictates that it be classified at category 4.
Dalby Regional Council	4	4	
Isaac Regional Council	4	3	This Council is also borderline 3-4 but, like Mt Isa, has a lower than median average age and higher than medium income level. The size of Council, especially east-west footprint, dictates that it be category 4.
Lockyer Valley Regional Council	4	4	
Mount Isa City Council	4	3	Borderline 3-4 but issues associated with lower than average median age and large Indigenous population moves this Council into a higher category.
Scenic Rim Regional Council	4	4	
South Burnett Regional Council	4	4	
Southern Downs Regional Council	4	3	Borderline 3-4. Lifted into higher category because of issues associated with geography, highish median age and lowish average income levels.

Local Government Area after 15 March 2008	LGRT Category	LGAQ Category	Explanation for Difference
Whitsunday Regional Council	4	4	
Banana Shire Council	3	3	
Burdekin Shire Council	3	3	
Charters Towers Regional Council	3	2	Borderline 2-3 but issues associated with its size, extensive north-south footprint and higher than average income levels elevate it to a higher level. Undivided.
Goondiwindi Regional Council	3	2	Borderline 2-3 but councillors here will experience particular difficulties due to east-west Council footprint. Undivided.
Hinchinbrook Shire Council	3	2	Borderline 2-3 but has oldest median age of any Council.
North Burnett Regional Council	3	2	Borderline 2-3 but adjoins other Councils to its northern, eastern and southern borders which are all experiencing rapid growth and development.
Roma Regional Council	3	2	Borderline 2-3 but the size alone warrants reclassification. Undivided.
Somerset Regional Council	3	2	Borderline 2-3 but pressures through rapid expansion in adjoining Councils and additional workload issues associated with its pronounced north/south footprint lifts it into category 3. Also, has special responsibility for water catchment area. Undivided.
Balonne Shire Council	2	2	
Barcaldine Regional Council	2	2	
Carpentaria Shire Council	2	2	
Cloncurry Shire Council	2	2	
Longreach Regional Council	2	2	
Murweh Shire Council	2	2	
Barcoo Shire Council	1	1	
Blackall – Tambo Regional Council	1	1	
Boulia Shire Council	1	1	
Bulloo Shire Council	1	1	
Burke Shire Council	1	1	
Croydon Shire Council	1	1	
Diamantina Shire Council	1	1	
Etheridge Shire Council	1	1	
Flinders Shire Council	1	1	
McKinlay Shire Council	1	1	
Paroo Shire Council	1	1	
Quilpie Shire Council	1	1	
Richmond Shire Council	1	1	
Winton Shire Council	1	1	



Local Government Area after 15 March 2008	LGRT Category	LGAQ Category	Explanation for Difference
Aurukun Shire Council	Sp.	1	See explanation for Special Category – Indigenous Councils and Cook Shire Council on the following page.
Cherbourg Aboriginal Shire Council	Sp.	2	
Cook Shire Council	Sp.	1	
Doomadgee Aboriginal Shire Council	Sp.	1	
Hope Vale Aboriginal Shire Council	Sp.	2	
Kowanyama Aboriginal Shire Council	Sp.	2	
Lockhart River Aboriginal Shire Council	Sp.	1	
Mapoon Aboriginal Shire Council	Sp.	1	
Mornington Shire Council	Sp.	1	
Napranum Aboriginal Shire Council	Sp.	1	
Northern Peninsula Area Regional Council	Sp.	3	
Palm Island Aboriginal Shire Council	Sp.	2	
Pormpuraaw Aboriginal Shire Council	Sp.	1	
Torres Shire Council	Sp.	1	
Torres Strait Island Regional Council	Sp.	2	
Woorabinda Aboriginal Shire Council	Sp.	1	
Wujal Wujal Aboriginal Shire Council	Sp.	1	
Yarrabah Aboriginal Shire Council	Sp.	2	

Special Category – Indigenous Councils and Cook Shire Council

With two exceptions (see Appendix D-1) the population represented by each councillor in Indigenous Councils ranged between 150 and 1,000 persons. Further, with the same two exceptions, the number of electors represented per councillor ranged between 90 and slightly in excess of 400 persons. In the scheme of things, the differences between overall workload of councillors in Indigenous Councils was not significantly influenced by their particular size.

The different types of issues faced by councillors in Indigenous communities were highlighted by a number of submissions. One submission from a body representing local government managers commented ‘...Indigenous Councils’ size is not necessarily the measure (of responsibility) – Indigenous councillors may have different and more expansive roles than mainstream councillors depending on a range of community factors.’ Another submission stated that whilst Indigenous Councils do not have the population of large Councils, ‘...they do have far greater responsibility than small to medium mainstream Councils and are required to deliver many more services, including some they are not funded for. It must be noted that in Indigenous Councils, the councillors are the representatives of the people in all facets, including education, health, policing, childcare, aged care, sole housing provider, disability services, food store, service station, workshop, roads, sports and many others, and that government representatives from all spheres of government meet with Council and expect Council to act as agents on (the community’s) behalf.’

Given the commonality of issues faced by mayors, deputy mayors and councillors within Indigenous local government, which are significantly different to the nature and range of issues generally dealt with by non-Indigenous local governments, the Tribunal has decided to create a separate category for Indigenous Councils.

Such special category - associated with the different remuneration structure adopted (see Section 10 - below) will, the Tribunal believes, assist Indigenous Councils to recruit the requisite number of appropriately qualified individuals (or persons prepared to acquire the necessary skills and qualifications) to enable such local governments to address the many issues currently being faced by the majority of Indigenous Councils.

In this regard, the Tribunal notes the submissions of a number of Aboriginal Shire Councils to the effect that a decent remuneration structure will enable them to attract sufficiently qualified persons who are prepared to work hard to address matters such as those highlighted in the submission referred to above.

The Tribunal has also noted that the Cook Shire Council shares a common border with nine Indigenous Councils, with two other Councils, Torres Shire Council and Torres Strait Island Regional Council, located immediately to Cook’s north.

Given this situation, the close working relationship enjoyed by those 11 Councils, as well as the mentoring role which Cook Shire Council performs for a number of Indigenous Councils, the Tribunal has decided to include Cook in the ‘special’ category, together with all of the Indigenous Councils, for the purpose of arriving at a different remuneration structure for the remaining 54 Councils. Allocation of Cook Shire Council to the special category also recognises the individual circumstances associated with the performance of the duties of mayor, deputy mayor and councillor within that Council. This difference is reflected in the remuneration schedule which appears below (see Section 10).

SECTION 10 - REMUNERATION

In accordance with section 250AK of the Local Government Act 1993, the Tribunal is to decide the remuneration which may be paid to mayors, deputy mayors and councillors.

The Local Government Act 1993 provides a definition of remuneration within Schedule 2 as outlined in Figure 17.

Figure 17

Definition of remuneration as per Schedule 2 of the Local Government Act 1993

remuneration, of a councillor or member of a committee of a local government, includes—

- any fees or allowances paid to the councillor or member by the local government; and
- any reimbursement of expenses paid, or any facilities provided, to the councillor or member by the local government; and
- any benefit or entitlement provided to the councillor or member by the local government.

The definition (see (b) above) purports to allow the Tribunal to consider expenses and facilities provided. However, section 250AK(2) of the Act precludes the Tribunal from considering any such matter in its determination of the level of remuneration of councillors. As noted elsewhere in this report, this matter will be addressed by the Department of Local Government, Sport and Recreation through guidelines issued by its Chief Executive.

Determination of remuneration

The Tribunal has carefully considered the significant number of submissions made to it, including from the Minister for Main Roads and Local Government and the Local Government Association of Queensland (LGAQ), to the effect that the remuneration determined for mayors, deputy mayors and councillors should represent a percentage of the level of remuneration paid to a Member of the Queensland Legislative Assembly (MLA). The Tribunal believes there is considerable merit in this approach for several reasons, including common operative date of adjustments to remuneration levels of elected representatives of the community across all three tiers of Government.

The remuneration levels determined for mayors, deputy mayors and councillors (to be rounded to the nearest \$10) is shown in Figure 18.

Figure 18

Remuneration determined by the Tribunal - 1 December 2007

Category	Remuneration Range % of rate payable to a Member of the Queensland Legislative Assembly			Remuneration Range (rounded to nearest \$10) \$		
Special	Mayor	40	- 55	\$50,620	-	\$69,610
	Deputy Mayor	20	- 40	\$25,310	-	\$50,620
	Councillors	15	- 35	\$18,980	-	\$44,300
Category 1	Mayor	35	- 45	\$44,300	-	\$56,950
	Deputy Mayor	15	- 20	\$18,980	-	\$25,310
	Councillors	10	- 15	\$12,660	-	\$18,980



Category	Remuneration Range % of rate payable to a Member of the Queensland Legislative Assembly			Remuneration Range (rounded to nearest \$10) \$		
Category 2	Mayor	45	- 55	\$56,950	-	\$69,610
	Deputy Mayor	20	- 30	\$25,310	-	\$37,970
	Councillors	15	- 25	\$18,980	-	\$31,640
Category 3	Mayor	55	- 65	\$69,610	-	\$82,260
	Deputy Mayor	30	- 42.5	\$37,970	-	\$53,790
	Councillors	25	- 35	\$31,640	-	\$44,300
Category 4	Mayor	65	- 80	\$82,260	-	\$101,250
	Deputy Mayor	42.5	- 55	\$53,790	-	\$69,610
	Councillors	35	- 47.5	\$44,300	-	\$60,120
Category 5	Mayor	80	- 95	\$101,250	-	\$120,230
	Deputy Mayor	55	- 67.5	\$69,610	-	\$85,430
	Councillors	47.5	- 60	\$60,120	-	\$75,940
Category 6	Mayor	95	- 110	\$120,230	-	\$139,220
	Deputy Mayor	67.5	- 77.5	\$85,430	-	\$98,080
	Councillors	60	- 70	\$75,940	-	\$88,590
Category 7	Mayor	110	- 130	\$139,220	-	\$164,530
	Deputy Mayor	77.5	- 90	\$98,080	-	\$113,900
	Councillors	70	- 80	\$88,590	-	\$101,250
Category 8	Mayor	130	- 145	\$164,530	-	\$183,510
	Deputy Mayor	90	- 100	\$113,900	-	\$126,560
	Councillors	80	- 87.5	\$101,250	-	\$110,740
Category 9	Mayor	145	- 160	\$183,510	-	\$202,500
	Deputy Mayor	100	- 110	\$126,560	-	\$139,220
	Councillors	87.5	- 95	\$110,740	-	\$120,230

Note: Although specified as operative from 1 December 2007, the remuneration levels determined will, in reality, be operative post the next quadrennial local government elections scheduled to be held on 15 March 2008

In deciding on the above percentages the Tribunal recognises that an MLA's remuneration is usually varied with effect from 1 July each year following a determination by the Commonwealth Government Remuneration Tribunal and a flow on of such decision because of the effect of Parliament of Queensland Act 2001. It is the intention of the Tribunal that Councillor remuneration will increase at the same time as an MLA's remuneration is reviewed.

To ensure that the Tribunal's determinations are up to date in monetary terms, the Tribunal requests the Director-General of the Department of Local Government, Sport and Recreation to publish on its website the levels of remuneration determined by the Tribunal in both percentage terms and in monetary terms and to adjust the monetary table each time an MLA's remuneration is reviewed. The remuneration levels will also be available on the Tribunal's website. This will ensure ready public access to the levels of remuneration applicable to elected local government representatives and will also help overcome the potential for human error in calculating rates within the 72 Councils, the subject of the Tribunal's jurisdiction, which will be operative from 15 March 2008.

Applying the remuneration rate

The remuneration levels determined above have been designed to reflect the different expectations and demands placed upon councillors in the 10 categories of Councils determined, taking into account the known and expected normal workload of elected representatives post 15 March 2008. A range of remuneration levels for each category of local government representatives has also been deliberately selected to give individual Councils maximum flexibility in the determination of the actual rates paid to individual mayors, deputy mayors and councillors, as well as the way that that payment might be structured.

A range specifying maximum and minimum payments within each category will allow individual Councils to consider where they might sit in a particular category in relation to the other Councils classified in that same category. It will also allow those Councils who expressed concern about affordability to set remuneration levels at the lower end of the spectrum if they so choose.

The adoption of a range within each category will also allow those Councils who strongly expressed such a desire, to establish a base rate of remuneration complemented by additional payments reflecting an individual councillor's involvement in Council affairs including attendance at Council meetings, committee meetings, meetings concerning the local government and community matters, deputations, inspections, and training and educational seminars and conferences which further the councillor's knowledge of local government affairs and requirements.

Additional workload associated with amalgamation

During the course of numerous face-to-face meetings with interested stakeholders the Tribunal was informed of the anticipated extra workload, above and beyond the normal workload of elected representatives in local government, because of the amalgamation process. Some representatives suggested that these additional workload pressures would be apparent for one to two years, whilst others suggested that they would be evident during the whole four year term of councillors elected on 15 March 2008. In each instance, it was agreed that the additional workload associated with 'bedding down' the amalgamation process would be heavily weighted to the front end of councillor's terms.

In the course of the Tribunal's consultations, it was also highlighted that the workload within Councils which might be assigned to a particular category of Council could be

different depending upon whether one, or more, of those Councils was undergoing amalgamation and others were not. It was strongly submitted to the Tribunal that such differences in workload, and demands on time, needed to be reflected either in amalgamated Councils being assigned to a different category compared to similar sized unamalgamated Councils, or in the remuneration levels paid.

The Tribunal has concluded that it would be unwise to categorise Councils having regard to differences in workload levels solely because of a 'one-off' event - however major that single event might be. The Tribunal would inevitably be required to adjust the category to which such Councils might be assigned when the workload of councillors returned to normal levels. Therefore, the more obvious way to address the issue is through councillor remuneration levels.

In the circumstances, the Tribunal has decided to establish an 'Amalgamation Loading' designed to reflect the additional workload expected to be managed by councillors who might be elected to amalgamated Councils at the next quadrennial election. We have determined that mayors, deputy mayors and councillors in Councils which will be amalgamating are to be paid an additional (approximate) 10% loading calculated by reference to the mid-point of the salary ranges determined at each councillor level by the Tribunal. The loading is to be progressively phased out over the term of each elected representative (see Figure 19). The amounts payable (to be rounded to the nearest \$10) to mayors, deputy mayors and councillors in Councils which will be amalgamating, as an Amalgamation Loading, including the phase out of such allowance, is as set out in Figure 19 (below).

What happens if a Council's category is reduced or increased?

The tribunal has determined that the remuneration levels determined, including the Amalgamation Loading, will apply to councillors throughout their four year elected terms, commencing on 15 March 2008, according to the category applicable to their Council as at such date. This means that if the category to which a particular Council might be assigned is reduced by the Tribunal some time in the future, the councillors will still be entitled to the remuneration as if the category had remained unaltered. This recognises the reasonable expectations councillors might have had about entitlements during their term when they nominated for election. However, if the category increases councillors will be entitled to the remuneration levels of the new category.



Figure 19

Amalgamation Loading (rounded in every instance to nearest \$10)

Category	Councillor Level	15 March 2008 to 30 June 2009	1 July 2009 to 30 June 2010	1 July 2010 to 30 June 2011	1 July 2011 to March 2012
		10%	7.5%	5%	2.5%
Special	Mayor	\$6,010	\$4,510	\$3,010	\$1,500
	Deputy Mayor	\$3,800	\$2,850	\$1,900	\$950
	Councillor	\$3,160	\$2,370	\$1,580	\$790
1	Mayor	\$5,060	\$3,800	\$2,530	\$1,270
	Deputy Mayor	\$2,210	\$1,660	\$1,110	\$550
	Councillor	\$1,580	\$1,190	\$790	\$400
2	Mayor	\$6,330	\$4,750	\$3,170	\$1,580
	Deputy Mayor	\$3,160	\$2,370	\$1,580	\$790
	Councillor	\$2,530	\$1,900	\$1,270	\$630
3	Mayor	\$7,590	\$5,690	\$3,800	\$1,900
	Deputy Mayor	\$4,590	\$3,440	\$2,300	\$1,150
	Councillor	\$3,800	\$2,850	\$1,900	\$950
4	Mayor	\$9,180	\$6,890	\$4,590	\$2,300
	Deputy Mayor	\$6,170	\$4,630	\$3,090	\$1,540
	Councillor	\$5,220	\$3,920	\$2,610	\$1,310
5	Mayor	\$11,070	\$8,300	\$5,540	\$2,770
	Deputy Mayor	\$7,750	\$5,810	\$3,880	\$1,940
	Councillor	\$6,800	\$5,100	\$3,400	\$1,700
6	Mayor	\$12,970	\$9,730	\$6,490	\$3,240
	Deputy Mayor	\$9,180	\$6,890	\$4,590	\$2,300
	Councillor	\$8,230	\$6,170	\$4,120	\$2,060
7	Mayor	\$15,190	\$11,390	\$7,600	\$3,800
	Deputy Mayor	\$10,600	\$7,950	\$5,300	\$2,650
	Councillor	\$9,490	\$7,120	\$4,750	\$2,370
8	Mayor	\$17,400	\$13,050	\$8,700	\$4,350
	Deputy Mayor	\$12,020	\$9,020	\$6,010	\$3,010
	Councillor	\$10,600	\$7,950	\$5,300	\$2,650
9	Mayor	No amalgamation loading payable.			
	Deputy Mayor				
	Councillor				

Note: Those Councils where the Amalgamation Loading is to apply are identified with an 'A' in the second column of Appendix D-1 and are separately listed in the summary section of this report - Section 12. The amounts shown are fixed and will phase out over the four year period as indicated.

Members or chairpersons of committees

An amendment to the *Local Government Act 1993*, which took effect on 22 November 2007 (see section 250AK(5)), empowers the Tribunal to include, or separately provide for, additional remuneration to a councillor who might be appointed to a committee or as a chairperson of a committee.

The Tribunal has carefully considered this matter during the course of its deliberations but has decided it will not set any separate remuneration for such chairpersons or committee members at this time. This is for a number of reasons. Firstly, the local government reform process will have an impact upon all Councils across the State to a greater or lesser degree. Even those Councils unaffected by amalgamations will see a reduction in the number of elected representatives within their area of responsibility (see Appendix D-1). Further, many newly formed Councils, as a result of the amalgamation process, are still to decide whether they will adopt a committee-type structure, a portfolio-type structure or something quite different. The information currently available to the Tribunal, through the many face-to-face consultations which occurred as part of our deliberation process, leads the Tribunal to conclude that it is likely, but not assured, that many Councils will move to a portfolio structure rather than a committee system.

If this eventuates it is likely that Councils will determine an equitable distribution of portfolio responsibilities thereby, arguably, obviating the need for additional payments associated with past responsibilities associated with being a chairperson of a council committee. The Tribunal has factored in this possibility in its determination of remuneration levels. In any event, given that there is a deal of uncertainty about how Councils may operate in the future, the Tribunal has decided it would be premature to establish different, or special, remuneration levels for persons appointed to a committee or as chairperson of a committee at this time. The matter will be further considered as part of our 2008 deliberations.

Remuneration not to include expenses and provision of facilities

Although the definition of remuneration above includes reimbursement of expenses paid and facilities provided to councillors, section 250AK(2) of the *Local Government Act 1993* precludes the Tribunal from determining any amount for expenses to be paid or facilities to be provided to a councillor of a local government under a local government's expenses reimbursement policy. Section 250AR of the Act provides that a local government must adopt, by

resolution, an expenses and provision of facilities policy that complies with the requirements under the Act and any relevant guidelines issued by the Chief Executive of the Department of Local Government, Sport and Recreation.

In the course of its consultation process many Council representatives sought details of the proposed guidelines to be issued by the Chief Executive of the Department of Local Government, Sport and Recreation because many existing remuneration packages determined by Councils, especially in western and far western areas, where travel is a significant aspect of a councillors' duties, include both a travel time and a mileage component. Councillors wished to know whether the travel time component was to be determined by the Tribunal or whether it was to be included in the expenses reimbursement policy. Unfortunately, the expenses reimbursement policy guidelines to be issued by the Chief Executive of the Department of Local Government, Sport and Recreation were not complete at the time the Tribunal was required to make its determination. Nonetheless, the Tribunal has taken the view that travel time to attend meetings, deputations or to attend training courses, seminars and conferences is an inherent aspect of a councillor's duties and, as such, is included in the remuneration levels determined above. Accordingly, unless a particular Council has established a remuneration policy based upon a base fee and meeting attendance concept there should be no need to pay a mayor, deputy mayor or councillor any additional remuneration solely because that person has attended a particular meeting or travelled to, and attended, a conference or seminar. This is particularly the case where the mayor, deputy mayor or councillor role has been determined to be a full-time one because of the size of the Council concerned.

However, the Tribunal is also conscious of the submissions and representations made to it about the particular problems likely to be experienced in some Councils where an intending, or elected, councillor resides some distance from the normal Council meeting venue. Some submissions suggested that the Tribunal include in its determinations some component for travel time where a councillor was required to travel in excess of a nominated period of time, say 30 minutes, to attend Council meetings, deputations and so on. Other submissions - especially during the face-to-face meetings - urged us not to adopt such course of action because it had the potential to lead to different remuneration levels for Councillors serving on the one Council, which was undesirable. There is an obvious conflict in the two positions. The Tribunal believes that the best place to resolve such conflict is at the individual Council level itself where such matters can be discussed and considered by those councillors who assume office post the 15 March

2008 quadrennial elections. If the make-up of a particular Council discloses that one or more councillors are in an inequitable position vis a vis other councillors, such as where they represent a division that is at the other side of the electorate from the main centre at which meetings are likely to be held, there would be nothing wrong with a Council determining to pay some additional remuneration to the 'distant' councillor, so long as that councillor's total remuneration level did not exceed the maximum amount set for councillors in the category to which that particular Council has been assigned.

Expenses of office/electoral allowances

A number of submissions - including written submissions and submissions presented during the face-to-face consultations - highlighted that many existing Councils have established special 'expenses of office' or 'electoral allowance' type payments. Such payments are varied in both quantum and nature. Some of them were designed to simplify the cost of accounting for, and reimbursing of, small out-of-pocket expenses incurred by a councillor in the performance of his or her duties. Such payments were established upon past history of such claims and overcame the need for Council staff to have to process small 'petty cash' type claims prior to reimbursing the councillor concerned. Other payments were more expansive in nature, covering matters such as those mentioned immediately above, as well as private use of telephones, Internet, use of a home office, stationary, postage and the like.

Some Councils had adopted a process of paying an electoral allowance, similar in concept to that paid to MLA's, to cover general out of pocket expenses incurred by councillors in the performance of their roles. Such amounts were non-accountable but were designed to cover a whole gamut of expenses, including a number of those mentioned above, as well as to reimburse councillors for donations, payments and contributions they were expected to make at fetes, raffles, dinners, balls and so on.

Because of the effect of section 250AK(2) of the *Local Government Act 1993*, which precludes the Tribunal from including in its determinations any amounts for expenses to be paid or facilities to be provided to a Councillor under its expenses reimbursement policy, the Tribunal's hands are somewhat tied in its consideration of the above submissions. Further, as noted immediately above, the Chief Executive of the Department of Local Government, Sport and Recreation is still in the process of preparing guidelines, in accordance with section 250AR(1) of the Act.

Nonetheless, the definition of remuneration referred to above empowers the Tribunal to include in its determinations for remuneration 'any benefit or entitlement provided to the councillor or member by the local government', so long as it does not conflict with the reimbursement of expenses paid, or facilities provided, aspect mentioned at section 250AK(2) of the Act. In all of the circumstances currently confronting it, the Tribunal has determined to keep this issue under review and to consider it further as part of its 2008 deliberations, when the guidelines issued by the Chief Executive of the Department will have been issued and Councils will have made resolutions about such matters as required by section 250AR of the Act.

Meeting fees and extra-curricula activities

In the course of its deliberations the Tribunal was informed of a large range of meetings and other events attended by councillors which were suggested to be part and parcel of the expected role of being a Local Government representative. For the most part the Tribunal did not have any issues with the nature of the meetings suggested as being relevant to the role of a councillor. However, the Tribunal wishes to record that it disagrees with the view that any 'community-type' meeting that a councillor might attend is inherently part of the performance of the elected duties of a mayor, deputy mayor or councillor. On the information provided to the Tribunal, attendance at some meetings is because the councillor concerned has a personal interest in a particular subject and believes that it has some relevance to his or her role as a councillor and/or to the affairs of Council. In the Tribunal's view, unless the particular meeting or event is directly relevant to the affairs of the Council, or any matter it might be required to consider, then attendance at, or participation in, such community-type meetings or events should not attract a meeting fee payment. In the Tribunal's view, attendance at a number of meetings or events by some councillors has more to do with the councillor's desire to be re-elected than it has to do with the ordinary and normal business of a Council. For this reason, the Tribunal actively discourages Councils from establishing remuneration packages that simply reward attendance at meetings without due and proper consideration as to whether there are other, better, ways to make a councillor's remuneration package 'all-inclusive'.

However, the ultimate decision as to how remuneration is to be structured is a matter to be determined by formal resolutions of individual Councils, post 15 March 2005, so long as the amounts determined do not fall below, nor exceed, the amounts determined by this Tribunal for the particular category of Council concerned, above.



Superannuation not to be included in the remuneration determined

Pursuant to section 111 of the *Local Government and Other Legislation (Indigenous Regional Councils) Amendment Act 2007* which amended section 250AK of the *Local Government Act 1993* and which received royal assent on 22 November 2007, the Tribunal is also not to include in its determination any voluntary contribution a local government may make for councillor superannuation. Accordingly, the level of superannuation payments made to a mayor, deputy mayor or a councillor is a matter to be determined by each individual Council having regard to section 238 of the *Local Government Act 1993*, as is the issue of whether a particular member of Council may salary sacrifice such contributions (section 238A).

Considerations of the Tribunal when determining councillor remuneration

In determining an appropriate remuneration level for each local government category the Tribunal has considered a number of relevant factors. Included in the matters considered were the rate of remuneration for Commonwealth and State Government elected representatives (at all levels) and the rate paid to the mayor, deputy mayor and councillors of the Brisbane City Council as well as community expectations about what was an appropriate level of remuneration as disclosed in submissions received and in the online survey.

The Tribunal also considered the approach to the setting of remuneration by the New South Wales Local Government Remuneration Tribunal which has, traditionally, established remuneration levels on the basis that participation in local government affairs is voluntary in nature and, on that basis, is to be rewarded accordingly. The Tribunal notes that the approach to the setting of remuneration levels in NSW was first determined in 1994 when, arguably, the role of councillor, and the expectations placed upon such persons, was much different to that which the community expects today.

This matter was a particular focus of the Tribunal's discussions, early in the course of its deliberations, with representatives of the LGAQ. In response to the Tribunal's invitation to do so, the LGAQ forwarded a detailed submission to the Tribunal (including certain legal advice received by it) contrasting the role and duties of an elected local government representative in New South Wales versus those set out in Queensland under the provisions of the relevant Local Government Acts. Of particular significance was the fact that LGAQ highlighted the personal liability a Queensland based councillor

might face for decisions made by such Council. This is in complete contrast to the position in New South Wales.

The Tribunal also considered the current expectations of the community in general, as well as the Queensland Government, of local government representatives in this State in 2007. Included in this consideration was a number of recent reports and reviews into the role of Councils in this State and their impact upon councillors at all levels.

As a result of its consideration on this matter the Tribunal has decided not to follow the New South Wales approach. Rather, the Tribunal has determined to pay regard to the level of remuneration payable to other levels of elected office - including at a Federal, State and Brisbane City Council level.

Councillors of the Brisbane City Council are currently paid at a rate which is \$500 per annum less than the rate paid to an ordinary Member of the Queensland Legislative Assembly (\$126,560). The Mayor of Brisbane is paid at the same level as a State Government Cabinet Minister (\$204,884). The average number of electors represented by an MLA is approximately 29,000, with the number ranging between 23,905 to 37,348. The average number of electors represented by a councillor of the Brisbane City Council is 25,304, with the range being 20,914 to 30,767. The average number of electors represented by local government representatives in Queensland is set out in *Appendix D-1*. This ranges from 38 in the case of Diamantina, to 19,316 in the case of the Gold Coast City Council. The Mayor of the Brisbane City Council is elected by just under 660,000 electors, the Mayor of the Gold Coast is elected by just over 270,000 electors, the Mayor of Longreach by 2,634 electors, whilst the Mayor of Diamantina is elected by 152 electors. The Tribunal believes that this data is relevant to its determination of appropriate levels of remuneration for the different categories of Council determined (see Section 9).

In determining appropriate remuneration levels the Tribunal has attempted to achieve a fair balance between affordability and appropriate compensation to Councillors for the time and commitment required to properly, and competently, perform their role. The Tribunal also believes it is necessary to set rates which properly reflect the workloads and expectations associated with performing the duties of a mayor, deputy mayor or councillor in the 10 categories of Council determined elsewhere in this report. In other words, there needs to be some delineation of remuneration levels to recognise the differences in workload involved which reflects the degree of significance of matters discussed, the number and range of matters discussed and the number of electors who undoubtedly still expect to be able to discuss

relevant issues with their elected local government representative.

The Tribunal is also aware that councillors are called upon to provide strategic advice and, in some instances, are responsible for encouraging industry and development into the local government area. This is a role similar to that which many company directors might undertake. The Tribunal is of the opinion that if a councillor is required to undertake high-level responsibilities such as this then the councillor should receive appropriate remuneration for it. The Tribunal also notes that the frequency of a councillor's involvement in matters of significant importance generally, but not always, increases as a Council becomes larger. This is reflected in the remuneration structure determined.

Comment was also made by many stakeholders that remuneration determined for councillors needs to be appropriate to attract the right candidates for the job. The Tribunal has attempted to achieve this objective in determining the levels of remuneration established, especially in the medium, large and very large Councils.

The Tribunal has also been careful not to set the remuneration levels too high. This is because local governments need to have the capacity to be able to pay their councillors. The Minister for Main Roads and Local Government recognised this issue and recommended, in the terms of reference, that the Tribunal consider the capacity of Councils to pay their councillors in its determination of remuneration levels. However, parallel to this is that if the remuneration is set too low, the people with the most appropriate skills, knowledge and expertise who could successfully carry out a councillor role are not attracted to local government.

Consequently, the Tribunal has had to perform a balancing act by establishing remuneration levels which are sufficiently attractive to attract the right calibre of candidate without making the rates unaffordable to local communities. In so doing, the Tribunal has especially noted the written and online submissions from general members of the public about what they saw as a reasonable level of remuneration that should be paid to mayors, deputy mayors and councillors.

When are the new remuneration levels to take effect?

Pursuant to section 250AK(1) of the *Local Government Act 1993*, councillor remuneration, including that of mayors and deputy mayors, must be decided by the Tribunal by 1 December annually. The remuneration decided by the Tribunal may be paid in the following year to a councillor.

However, in practical terms the remuneration levels determined by the Tribunal will not commence to operate until after 15 March 2008, when the next quadrennial elections are scheduled across the new local government boundaries shown on the inside cover of this report.

How will councillors and the community know exactly what rate of remuneration might be paid?

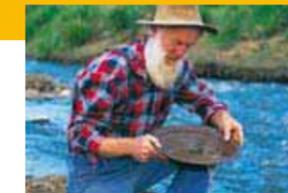
The remuneration levels determined by the Tribunal, as shown in *Figure 18* provides a range within each category. This will give local governments the flexibility to decide the most appropriate rate for each of their councillors, given the capacity of their role and the peculiarities of each electorate. Local governments will then have to make public the rate that they have selected within the range for each of their councillors.

There are several legislative provisions that provide full disclosure to the public about a councillor's remuneration. Under section 236A (Remuneration for councillors) of the *Local Government Act 1993*, a local government must pass by resolution what remuneration is to be paid to each of its councillors and the purpose for which the remuneration is to be paid. The local government may authorise the payment of remuneration to a councillor of the local government only if the remuneration is that which is stated in the remuneration schedule issued by this Tribunal for the category to which the local government belongs.

Pursuant to section 465 (Public notice of resolution authorising remuneration etc) of the Act, a local government must publish a public notice about a proposed council meeting where a resolution is being put forward authorising the payment of a councillor's remuneration. In accordance with section 468 (Inspection of records by the public) of the Act, a local government must make available a copy of the minutes of each of its meetings in its public office, within 10 days after each meeting, where the public can inspect these documents.

A local government is also to provide a copy of any resolution it may make during the year authorising the payment or provision of remuneration to councillors in its annual report, as per section 534 (Content of report about other issues of public interest) of the Act. In addition to the copy of the resolution, particulars of the total remuneration paid to each councillor are also to be outlined in the local government's annual report.





SECTION 11 - SECTION 250AL SUBMISSIONS AND THE TRIBUNAL'S PROCESSES IN 2008

Section 250AL submissions

Under section 250AL of the *Local Government Act 1993*, a local government may make a submission to the Tribunal to seek a variation to the remuneration that has been determined for a councillor of its local government. Section 250AL is not to be treated by councils as an appeal mechanism against the Tribunal's determinations and a submission made under this provision should only be made if a council feels exceptional circumstances exist. It should be noted that the variation sought could be either an increase or decrease of the remuneration that has been determined by the Tribunal.

The Tribunal may, but is not required to, consider the submission. If the Tribunal agrees to consider any section 250AL submission it has the power, having regard to the exceptional circumstances that apply, to authorise the council to approve payment of a different amount of remuneration for the councillor. If the Tribunal approves any section 250AL submission it must, under section 250AP(1)(d) of the *Local Government Act 1993*, report on the approval in its next annual report to be provided to the Minister of Main Roads and Local Government as required under section 250AP(3).

The Tribunal recognises that its first determination is based on the new local government structure post the quadrennial local government elections scheduled for 15 March 2008 (see map on inside front cover of this report and details to changes to electoral structure and number of constituents as recorded in *Appendix D-1*). It has been a complex task for the Tribunal to make a determination on a structure that does not currently exist. The Tribunal accepts that in such circumstances there may be some local governments which believe that their council has exceptional circumstances that warrant one or more of their councillors receiving a different rate of remuneration. The Tribunal therefore invites those local governments which find that extenuating circumstances exist, to seek a variation to a councillor's remuneration rate, under section 250AL of the *Local Government Act 1993*.

Disputes

It should be noted that the Tribunal cannot deal with disputes concerning councillor remuneration. Any application to vary a councillor's remuneration level can only be raised by a local government, not a councillor. The application can only be considered if it is made under the exceptional circumstances provisions of section 250AL. This means that the local government must provide details of the exceptional circumstances that it believes exist to warrant a variation of the amount of remuneration to be paid to a councillor.

The provisions within section 250AL of the Act do not enable the Tribunal to consider any disputes or concerns about the categories of local government that it has determined or the way in which the categories have been applied. Any such concerns will have to await the Tribunal's next determination, which must be reached by 1 December 2008.

The Tribunal's intentions in 2008

The Tribunal in making its first determination has informed itself of the changes that are likely to occur within local government post the local government reform implementation process. Through meeting with, and receiving submissions from, stakeholders, as well as from its own research and enquiries, the Tribunal has been made aware of the responsibilities of local government councillors and also how the councillor role may evolve post the quadrennial local government elections in March 2008. While the information supplied to the Tribunal was extensive, the Tribunal acknowledges that some factors are unknown at this stage. The Tribunal therefore intends to make further inquiries when making its second determination in 2008. Specifically, the Tribunal will be looking at certain matters including:

- The appropriateness of the categories assigned to local government as part of this determination.
- The role of local government in 2008.
- The role of councillors in 2008.
- The additional responsibilities local government may have assumed since the Tribunal's first determination and what issues may be facing local government in the future.

- The structure of Councils, including whether they have moved to a committee system or a portfolio system, and the impact that the system(s) adopted might have had on individual councillor responsibilities, especially members of committees and chairpersons of committees.
- The impact upon Councils in South East Queensland as a result of the redistribution of water assets which is in progress at the time of preparation of this report.
- Other benefits or entitlements including electoral allowances, which do not conflict with reimbursement of the expenses, or provision of facilities, guidelines issued by the Chief Executive of the Department of Local Government, Sport and Recreation.
- Including in remuneration levels a component to recognise councillors who undertake professional development courses, such as a company director's course.

The Tribunal intends to use a more timely approach to conducting its inquiries in 2008. It is anticipated the Tribunal will, subject to the Local Government Association of Queensland's consent, be available at the 2008 LGAQ annual conference to hold deputations with local governments. It also expects to call for submissions some time in August 2008 to give stakeholders ample opportunity to express their views, and to also give the Tribunal sufficient time to examine in greater detail the feedback it may receive before making its next series of determinations by 1 December 2008.

The Tribunal has not, when making its first determination, been able to hold public forums due to time constraints. As the Tribunal is required under section 250AK(4)(b) to consider community expectations, it plans to widen its consultation process by holding several public forums in 2008 to allow the community to express their views.

While the Tribunal invited 100 councils to meet with it, only 30 were able to attend a meeting. It is appreciated that many councils are heavily involved in reform matters at present and may not have been able to attend the particular consultation to which they were invited. The Tribunal also recognises that, in some circumstances, insufficient notice was provided to Councils. However, this was out of the Tribunal's control. As such, the Tribunal intends to plan its consultations for 2008 so that they cover a wider area and provide sufficient

notice to stakeholders so that more local governments can attend meetings with the Tribunal. The Tribunal also acknowledges the invitations that have been extended by some local governments to visit particular local government areas and the Tribunal will consider these when planning its 2008 consultation program.

The Tribunal recommends interested parties regularly check the Tribunal's website (www.localgovernment.qld.gov.au/remunerationtribunal) for details about the Tribunal's planned activities and about how to make a section 250AL submission.

SECTION 12 - SUMMARY

General comments

The Tribunal was pleasantly surprised that there was near universal praise that the Queensland Government had taken the step of establishing an independent Tribunal to determine levels of remuneration for mayors, deputy mayors and councillors of local government across the State. With one exception (where a Council expressed its strong desire to be allowed to set its own remuneration levels, but, nonetheless, recognised the role and jurisdiction of the Tribunal), virtually every submission supported the concept of an independent Tribunal setting such rates.

Support for the establishment of the Tribunal was nowhere more evident than in the series of face-to-face consultations that the Tribunal conducted across the State. Unprompted by the Tribunal Members, several meetings, at which more than a single Council was represented, moved motions supporting the establishment of the Tribunal and recognising its independence.

The Tribunal wishes to express its sincere appreciation to all of those who participated in the consultation process. The Tribunal's deliberations have been greatly assisted by material contained within the written submissions and by the comments of persons with whom the Tribunal met in the meetings referred to in Section 5. The opportunity to question experienced councillors and Chief Executives of Councils during the face-to-face consultations was particularly invaluable.

The Members of the Tribunal also wish to express their appreciation and thanks to Ms Esther Blest and Ms Nicola Hyatt-Rice, of the Department of Local Government, Sport and Recreation, who acted as the Secretariat to the Tribunal and whose commitment and dedication to the role, particularly given the short time frames involved, was readily apparent. The Tribunal especially thanks Ms Blest for her organisation and co-ordinating role and the way she has managed the whole process. The Tribunal also thanks other staff of the Department who assisted in the preparation of statistical and other data provided to it.

Deputy President Bloomfield also wishes to express his sincere appreciation to his Associate, Ms Jessica Halpin for her considerable assistance in the preparation of this report - especially the transfer of material made available

to Tribunal Members into what has now become Appendix D of this Report. Her time dedication and continuing cheerful outlook is especially recognised.

Summary of categories determined and assigned

The Tribunal has established 10 categories of Local Government in the State, as required by sections 250AB(1) and 250AH(1) of the Local Government Act 1993. Nine of those categories relate to 54 of the 55 'mainstream' Councils with a special category having been determined to cover Indigenous Councils, as well as the Cook Shire Council.

The Tribunal has assigned the 72 Local Governments within its jurisdiction to a particular category, as required by sections 250AB(2) and 250AJ of the Act, as recorded in the following table (Figure 20):



Figure 20

Category Allocations for Councils

Local Government Area after 15 March 2008	LGRT Category
Gold Coast City Council	9
Moreton Bay Regional Council	8
Sunshine Coast Regional Council	8
Logan City Council	7
Cairns Regional Council	6
Ipswich City Council	6
Mackay Regional Council	6
Redland City Council	6
Rockhampton Regional Council	6
Toowoomba Regional Council	6
Townsville Regional Council	6
Bundaberg Regional Council	5
Fraser Coast Regional Council	5
Gladstone Regional Council	5
Gympie Regional Council	5
Tablelands Regional Council	5
Cassowary Coast Regional Council	4
Central Highlands Regional Council	4
Dalby Regional Council	4
Isaac Regional Council	4
Lockyer Valley Regional Council	4
Mount Isa City Council	4
Scenic Rim Regional Council	4
South Burnett Regional Council	4
Southern Downs Regional Council	4
Whitsunday Regional Council	4
Banana Shire Council	3
Burdekin Shire Council	3
Charters Towers Regional Council	3
Goondiwindi Regional Council	3
Hinchinbrook Shire Council	3
North Burnett Regional Council	3
Roma Regional Council	3
Somerset Regional Council	3
Balonne Shire Council	2

Local Government Area after 15 March 2008	LGRT Category
Barcaldine Regional Council	2
Carpentaria Shire Council	2
Cloncurry Shire Council	2
Longreach Regional Council	2
Murweh Shire Council	2
Barcoo Shire Council	1
Blackall – Tambo Regional Council	1
Boulia Shire Council	1
Bulloo Shire Council	1
Burke Shire Council	1
Croydon Shire Council	1
Diamantina Shire Council	1
Etheridge Shire Council	1
Flinders Shire Council	1
McKinlay Shire Council	1
Paroo Shire Council	1
Quilpie Shire Council	1
Richmond Shire Council	1
Winton Shire Council	1
Aurukun Shire Council	Sp.
Cherbourg Aboriginal Shire Council	Sp.
Cook Shire Council	Sp.
Doomadgee Aboriginal Shire Council	Sp.
Hope Vale Aboriginal Shire Council	Sp.
Kowanyama Aboriginal Shire Council	Sp.
Lockhart River Aboriginal Shire Council	Sp.
Mapoon Aboriginal Shire Council	Sp.
Mornington Shire Council	Sp.
Napranum Aboriginal Shire Council	Sp.
Northern Peninsula Area Regional Council	Sp.
Palm Island Aboriginal Shire Council	Sp.
Pormpuraaw Aboriginal Shire Council	Sp.
Torres Shire Council	Sp.
Torres Strait Island Regional Council	Sp.
Woorabinda Aboriginal Shire Council	Sp.
Wujal Wujal Aboriginal Shire Council	Sp.
Yarrabah Aboriginal Shire Council	Sp.

Summary of remuneration determined

As required by sections 250AB(c) and 250AK of the Local Government Act 1993 the Tribunal has decided levels of remuneration for mayors, deputy mayors and councillors based upon percentages of the remuneration payable, from time to time, to Members of the Queensland Legislative Assembly. The levels of remuneration determined, including the dollar figures so resulting, is as shown below (Figure 21):

Figure 21

Remuneration determined by the Tribunal - 1 December 2007

Category	Remuneration Range % of rate payable to a Member of the Queensland Legislative Assembly	Remuneration Range (rounded to nearest \$10) \$
Special	Mayor	40 - 55 \$50,620 - \$69,610
	Deputy Mayor	20 - 40 \$25,310 - \$50,620
	Councillors	15 - 35 \$18,980 - \$44,300
Category 1	Mayor	35 - 45 \$44,300 - \$56,950
	Deputy Mayor	15 - 20 \$18,980 - \$25,310
	Councillors	10 - 15 \$12,660 - \$18,980
Category 2	Mayor	45 - 55 \$56,950 - \$69,610
	Deputy Mayor	20 - 30 \$25,310 - \$37,970
	Councillors	15 - 25 \$18,980 - \$31,640
Category 3	Mayor	55 - 65 \$69,610 - \$82,260
	Deputy Mayor	30 - 42.5 \$37,970 - \$53,790
	Councillors	25 - 35 \$31,640 - \$44,300
Category 4	Mayor	65 - 80 \$82,260 - \$101,250
	Deputy Mayor	42.5 - 55 \$53,790 - \$69,610
	Councillors	35 - 47.5 \$44,300 - \$60,120
Category 5	Mayor	80 - 95 \$101,250 - \$120,230
	Deputy Mayor	55 - 67.5 \$69,610 - \$85,430
	Councillors	47.5 - 60 \$60,120 - \$75,940
Category 6	Mayor	95 - 110 \$120,230 - \$139,220
	Deputy Mayor	67.5 - 77.5 \$85,430 - \$98,080
	Councillors	60 - 70 \$75,940 - \$88,590
Category 7	Mayor	110 - 130 \$139,220 - \$164,530
	Deputy Mayor	77.5 - 90 \$98,080 - \$113,900
	Councillors	70 - 80 \$88,590 - \$101,250
Category 8	Mayor	130 - 145 \$164,530 - \$183,510
	Deputy Mayor	90 - 100 \$113,900 - \$126,560
	Councillors	80 - 87.5 \$101,250 - \$110,740
Category 9	Mayor	145 - 160 \$183,510 - \$202,500
	Deputy Mayor	100 - 110 \$126,560 - \$139,220
	Councillors	87.5 - 95 \$110,740 - \$120,230



Amalgamation Loading

As part of the remuneration levels determined by the Tribunal to be paid to councillors, deputy mayors and mayors, as required by sections 250AB(c) and 250AK of the Act, the Tribunal has also determined that an additional payment, entitled Amalgamation Loading is to be paid to councillors, deputy mayors and mayors, where one or more Councils, or parts of Councils, are being amalgamated with others to form a new, expanded local government boundary. The quantum of the Amalgamation Loading so determined, which is a fixed amount phasing out over a four year period, is set out as follows (Figure 22):

Figure 22

Amalgamation Loading

Category	Councillor Level	15 March 2008 to 30 June 2009	1 July 2009 to 30 June 2010	1 July 2010 to 30 June 2011	1 July 2011 to March 2012
		10%	7.5%	5%	2.5%
Special	Mayor	\$6,010	\$4,510	\$3,010	\$1,500
	Deputy Mayor	\$3,800	\$2,850	\$1,900	\$950
	Councillor	\$3,160	\$2,370	\$1,580	\$790
1	Mayor	\$5,060	\$3,800	\$2,530	\$1,270
	Deputy Mayor	\$2,210	\$1,660	\$1,110	\$550
	Councillor	\$1,580	\$1,190	\$790	\$400
2	Mayor	\$6,330	\$4,750	\$3,170	\$1,580
	Deputy Mayor	\$3,160	\$2,370	\$1,580	\$790
	Councillor	\$2,530	\$1,900	\$1,270	\$630
3	Mayor	\$7,590	\$5,690	\$3,800	\$1,900
	Deputy Mayor	\$4,590	\$3,440	\$2,300	\$1,150
	Councillor	\$3,800	\$2,850	\$1,900	\$950
4	Mayor	\$9,180	\$6,890	\$4,590	\$2,300
	Deputy Mayor	\$6,170	\$4,630	\$3,090	\$1,540
	Councillor	\$5,220	\$3,920	\$2,610	\$1,310
5	Mayor	\$11,070	\$8,300	\$5,540	\$2,770
	Deputy Mayor	\$7,750	\$5,810	\$3,880	\$1,940
	Councillor	\$6,800	\$5,100	\$3,400	\$1,700
6	Mayor	\$12,970	\$9,730	\$6,490	\$3,240
	Deputy Mayor	\$9,180	\$6,890	\$4,590	\$2,300
	Councillor	\$8,230	\$6,170	\$4,120	\$2,060
7	Mayor	\$15,190	\$11,390	\$7,600	\$3,800
	Deputy Mayor	\$10,600	\$7,950	\$5,300	\$2,650
	Councillor	\$9,490	\$7,120	\$4,750	\$2,370
8	Mayor	\$17,400	\$13,050	\$8,700	\$4,350
	Deputy Mayor	\$12,020	\$9,020	\$6,010	\$3,010
	Councillor	\$10,600	\$7,950	\$5,300	\$2,650
9	Mayor Deputy Mayor Councillor	No amalgamation loading payable.			

To make clear the entitlement, or otherwise, of a particular councillor, deputy mayor or mayor to the Amalgamation Loading the Tribunal sets out in Figure 23 the list of Councils affected by amalgamation and to whose councillors, deputy mayors and mayors the allowance will be payable.

Figure 23

Councils affected by amalgamation, to which the Amalgamation Loading applies

Local Government Area
Banana Shire Council
Barcaldine Regional Council
Blackall-Tambo Regional Council
Bundaberg Regional Council
Cairns Regional Council
Cassowary Coast Regional Council
Central Highlands Regional Council
Charters Towers Regional Council
Dalby Regional Council
Fraser Coast Regional Council
Gladstone Regional Council
Goondiwindi Regional Council
Gympie Regional Council
Isaac Regional Council
Lockyer Valley Regional Council
Logan City Council
Longreach Regional Council
Mackay Regional Council
Moreton Bay Regional Council
North Burnett Regional Council
Northern Peninsula Area Regional Council
Rockhampton Regional Council
Roma Regional Council
Scenic Rim Regional Council
Somerset Regional Council
South Burnett Regional Council
Southern Downs Regional Council
Sunshine Coast Regional Council
Tablelands Regional Council
Toowoomba Regional Council
Torres Strait Island Regional Council
Townsville Regional Council
Whitsunday Regional Council

Tabling and publication of this report

It should be noted that the Minister for Main Roads and Local Government is responsible for tabling this report in the Queensland Legislative Assembly as soon as practicable, pursuant to section 250AQ(b) of the Local Government Act 1993.

The Minister is to also publish the categories of local government established by the Tribunal, the list of categories which have been assigned to local governments and the remuneration schedule as determined by the Tribunal in the Queensland Government Gazette, pursuant to section 250AQ(a) of the Local Government Act 1993.

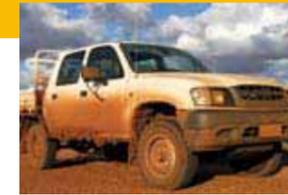


List of figures used in this report

Figure	Title
1.	Terms of Reference
2.	Section 2 (Objects) of the Local Government Act 1993
3.	Pyramid diagram depicting position of local government in national government structure of Australia
4.	Section 229 (Councillors' role) of the Local Government Act 1993
5.	Section 230 (Limitation on role of councillor) of the Local Government Act 1993
6.	Section 231 (Role of mayor) of the Local Government Act 1993
7.	Section 20 (Role of local government) of the Local Government Act 1993
8.	List of stakeholders invited to meet with the Tribunal
9.	Breakdown of means used to send a submission to the Tribunal
10.	What stakeholders, who have completed an online submission, have suggested as appropriate remuneration
11.	Section 250AI (Criteria for establishing categories) of the Local Government Act 1993
12.	Breakdown of data sourced for each of the section 250AI criteria
13.	LGAQ bands based on population and expenditure in their submission sent to the Tribunal on 30 October 2007
14.	Provisions in Local Government Officers Award used to categorise Councils
15.	QLGGC Indices and their use in determining Financial Assistance Grants
16.	Category allocations for local governments
17.	Definition of remuneration as per Schedule 2 of the Local Government Act 1993
18.	Remuneration determined by the Tribunal – 1 December 2007
19.	Amalgamation Loading Table
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List of Appendices used in this report

Appendix	Title
A	List of stakeholders who met with the Tribunal
B	Public notices published state-wide in regional newspapers
C	List of who made a submission to the Tribunal
D	Data analysed in accordance with section 250AI of the Local Government Act 1993
E	Outline of responses made using the template issued by the Tribunal



Appendix A – List of stakeholders who met with the Tribunal

Date	Stakeholder
2 November 2007	Local Government Association of Queensland Councillor Paul Bell, President Mr Greg Hallam, Executive Director Mr Alan Morton, Consultant
7 November 2007	Banana Shire Council Councillor Allan Van Itallie Councillor Cath Jordison Councillor David Snell Councillor Keith Shoecraft Councillor Marion Meissner Councillor Maureen Clancy Councillor Nev Ferrier Councillor Paul Bienek Councillor Ron Bock Councillor Rosemary Munroe Councillor Trevor Shaw Councillor Warren Middleton

Date	Stakeholder
8 November 2007	Belyando Shire Council Councillor Roger Ferguson Bowen Shire Council Councillor Kevin Perrett Councillor Alf Pearce Carpentaria Shire Council Mayor Councillor Ashley Gallagher Other Councillors from Carpentaria Shire Council Cook Shire Council Councillor Keith Eales Councillor Alan Wilson Councillor Peter Scott Councillor Collin Burns Douglas Shire Council Councillor David Egan (also President of the North Queensland Local Government Association) Etheridge Shire Council Deputy Mayor Neil Butler Other Councillors from Etheridge Shire Council Flinders Shire Council Mayor Councillor Brendan McNamara Deputy Mayor Councillor Sean O'Neill Johnstone Shire Council Mr Graham Webb Nebo Shire Council Councillor Trevor Shelley Richmond Shire Council Councillor Joan Harris Ms Michelle Chalk, Chief Executive Officer Thuringowa City Council Mayor Councillor Les Tyrell Councillor Brian Hewett Councillor Brian Bensley Whitsunday Shire Council Councillor Jack Lumby

Appendix A – List of stakeholders who met with the Tribunal (Continued)

Date	Stakeholder
12 November 2007	Crows Nest Shire Council Councillor Julie Michael Esk Shire Council Mayor Councillor Graeme Lehmann Deputy Mayor Councillor Joan Burke Councillor Bruce Pearce Councillor Lyn Robertson Councillor Bob Whalley Island Coordinating Council Councillor Fred Gela, Chairperson, Hammond Island Mr John Scarce, Interim Chief Executive Officer, Local Transition Committee Mr David Abednego, Secretary Stanthorpe Shire Council Cr Glen Rogers Warwick Shire Council Mayor Councillor Ron Bellingham
13 November 2007	Bundaberg City Council Deputy Mayor Councillor Mal Forman Burnett Shire Council Councillor Greg Barhes Hervey Bay City Council Deputy Mayor Mick Kruger Calliope Shire Council Mayor Councillor George Creed Mr Mark Larney, Chief Executive Officer Deputy Mayor Councillor Craig Butler Councillor Maxine Brushe Councillor Clyde Cameron Councillor Todd Comrie Councillor Warren Dinte Councillor Carolyn Vickery Gladstone City Council Mayor Councillor Peter Coronas Deputy Mayor Councillor Gail Sellers Councillor Col Chapman Councillor Len Smith Councillor Rick Hansen Ms Julie Reitano, Chief Executive Officer Miriam Vale Shire Council Mayor Councillor Tom Jeffery Deputy Mayor Councillor Joe Stirrat Councillor Pam Mackie

Date	Stakeholder
14 November 2007	Beaudesert Shire Council Mayor Councillor Joy Drescher Councillor Virginia West Ipswich City Council Mayor Councillor Paul Pisasale Mr Carl Wulff, Chief Executive Officer Mr John Goddard, Bendigo Bank Chief Operating Officer Queensland Councillor Paul Tully Councillor Trevor Nardi Councillor Victor Attwood
16 November 2007	Boonah Shire Council Mayor Councillor John Brent Deputy Mayor Councillor Robert Smith Councillor Kathy Bensted Councillor Don Webster Caboolture Shire Council Councillor Peter Flannery Pine Rivers Shire Council Councillor Brian Battersby Councillor Bob Millar Mr Russell Garske, Executive Assistant, Chief Executive Office Ms Loretta Libke, Divisional Coordinator, Chief Executive Office
20 November 2007	Aramac Shire Council Represented by proxy Barcaldine Shire Council Barcaldine Regional Council LTC Mr Ian Bradham, Interim Chief Executive Officer Isisford Shire Council Mayor Councillor Joe Owens Longreach Regional Council LTC Mr Fred de Waard, Interim Chief Executive Officer Longreach Shire Council Mayor Councillor Pat Tanks Councillor Ray Clarke Councillor Rae Bowden Winton Shire Council Mayor Councillor Ed Warren Councillor Butch Lenton Councillor Lyn Fraser

Appendix B – Public notices published state-wide in major regional newspapers

20 October 2007



Local Government Remuneration Tribunal Queensland Government

Have your say about councillors remuneration

Earlier this year, the Queensland Government appointed an independent Commission to recommend new local government boundaries. Now, an independent Local Government Remuneration Tribunal has been established to determine the remuneration to be paid to councillors (including mayors and deputy mayors) and will make its determinations by 1 December each year.

The Tribunal invites written submissions from local governments, interested parties, and the public to assist in making its determination.

For more information on how to make a submission, please refer to www.localgovernment.qld.gov.au/RemunerationTribunal

Submissions can be made online via the above website, by calling 1800 030 114 or can be made in writing and sent to:

Local Government Remuneration Tribunal
PO Box 15031
CITY EAST QLD 4002

Submissions close 5pm Wednesday 14 November 2007.

Submissions lodged in response to the invitation by the Local Government Remuneration Tribunal made pursuant to section 250AN (3) of the *Local Government Act 1993* will be subject to the *Freedom of Information Act 1992*. Any personal information supplied as part of your submission will be retained by the Local Government Remuneration Tribunal for the purpose of assessing your submission. Personal information may be disclosed to Cabinet, as required by law or otherwise in accordance with Information Standard 42 (Privacy).

TMP D064396

7 November 2007



Local Government Remuneration Tribunal Queensland Government

It's not too late to have your say about councillor remuneration

The Local Government Remuneration Tribunal is seeking written submissions from local governments, interested parties, and the public to assist in making its determination on remuneration for mayors, deputy mayors and councillors.

In addition to remuneration, the Tribunal is responsible for deciding categories of local governments and assigning local governments to these categories.

For more information on how to make a submission, please refer to www.localgovernment.qld.gov.au/RemunerationTribunal

Submissions can be made online via the above website, by calling 1800 030 114 or can be made in writing and sent to:

Local Government Remuneration Tribunal
PO Box 15031
CITY EAST QLD 4002

Submissions close 5pm Wednesday 14 November 2007.

Submissions lodged in response to the invitation by the Local Government Remuneration Tribunal made pursuant to section 250AN (3) of the *Local Government Act 1993* will be subject to the *Freedom of Information Act 1992*. Any personal information supplied as part of your submission will be retained by the Local Government Remuneration Tribunal for the purpose of assessing your submission. Personal information may be disclosed to Cabinet, as required by law or otherwise in accordance with Information Standard 42 (Privacy).

TMP D066650



Appendix C – List of who made a submission to the Tribunal

Role	Organisation	Total
A/CEO	Boonah Shire Council	1
	Bungil Shire Council	1
	Calliope Shire Council	1
	Cooloola Shire Council	2
	Gatton Shire Council	1
	Kingaroy Shire Council	1
	Mackay City Council	1
	Pine Rivers Shire Council	1
	Stanthorpe Shire Council	1
A/CEO Total		10
CEO	Atherton Shire Council	1
	Beaudesert Shire Council	1
	Boonah Shire Council	1
	Bowen Shire Council	1
	Burnett Inland Economic Development Organisation	1
	Cambooya Shire Council	1
	Carpentaria Shire Council	2
	Charter Towers Regional Local Transition Committee	1
	Charters Towers City Council	2
	Chinchilla Shire Council	1
	Cook Shire Council	2
	Duarina Shire Council	1
	Esk Shire Council	1
	Etheridge Shire Council	1
	Gladstone City Council	1
	Gold Coast City Council	1
	Goondiwindi Town Council	1
	Herberton Shire Council	1
	Hervey Bay Shire Council	1
	Hope Vale Aboriginal Shire Council	1
	Ipswich City Council	1
	Isisford Shire Council	1
	Kilkivan Shire Council	1
	Longreach Shire Council	1
	Maryborough City Council	1
	Mirani Shire Council	1

Appendix C – List of who made a submission to the Tribunal (continued)

Role	Organisation	Total
	Mount Morgan Shire Council	1
	Mundubbera Shire Council	1
	Murweh Shire Council	1
	Nanango Shire Council	1
	Nebo Shire Council	1
	Peak Downs Shire Council	1
	Pine Rivers Shire Council	1
	Redland Shire Council	1
	Richmond Shire Council	1
	Rosalie Shire Council	1
	Tiaro Shire Council	1
	Torres Strait Island Regional Council Local Transition Committee	1
	Townsville Regional Council	1
	Wambo Shire Council	1
	Warwick Shire Council	1
	Whitsunday Regional Council	1
	Winton Shire Council	1
	Wondai Shire Council	1
	Woorabinda Aboriginal Shire Council	1
	Wujal Wujal Aboriginal Shire Council	1
	Yarrabah Aboriginal Shire Council	1
CEO Total		50
Chamber of Commerce	Kingaroy Chamber of Commerce & Industry	1
Chamber of Commerce Total		1
Councillor	Beaudesert Shire Council	1
	Belyando Shire Council	3
	Bowen Shire Council	1
	Bundaberg Shire Council	1
	Calliope Shire Council	1
	Dalby Regional Council	1
	Douglas Shire Council	1
	Esk Shire Council	1
	Gold Coast City Council	1
	Hervey Bay City Council	1
	Ipswich City Council	1
	Miriam Vale Shire Council	1
	Mount Morgan Shire Council	2
	Rockhampton Regional Council Local Transition Committee	1
	Torres Strait Island Local Transition Committee	1
Councillor Total		17



Appendix C – List of who made a submission to the Tribunal (continued)

Role	Organisation	Total
Deputy CEO	Livingstone Shire Council	1
	Logan City Council	1
Deputy CEO Total		2
Deputy Mayor	Banana Shire Council	1
	Fitzroy Shire Council	1
	Gladstone City Council	2
Deputy Mayor Total		4
Director	Organisation Bean Growers Australia Limited	1
	Rebel Marine Pty Limited	1
Director Total		2
Executive Director	Local Government Association of Qld Inc.	5
Executive Director Total		5
Executive Member	Caloundra City Ratepayer & Residents Association Inc.	1
Executive Member Total		1
Interim CEO	Fraser Coast	2
	Northern Peninsula Regional Council	2
	Toowoomba Regional Council Local Transition Committee	1
Interim CEO Total		5
Mayor	Balonne Shire Council	1
	Belyando Shire Council	1
	Bundaberg City Council	1
	Cherbourg Aboriginal Shire Council	1
	Emerald Shire Council	1
	Gold Coast City Council	1
	Hinchinbrook Shire Council	1
	Kilkivan Shire Council	1
	Maroochy Shire Council	1
	Mirani Shire Council	1
	Peak Downs Shire Council	1
	Torres Shire Council	1
	Warwick Shire Council & Stanthorpe Shire Council	1
Mayor Total		13
Member of Parliament	Minister for Main Roads and Local Government	1
Member of Parliament Total		1
Member of the Public	(blank)	32
Member of the Public Total		32
President	Local Government Managers Australia Queensland Inc.	1
President Total		1
Grand Total		144

Appendix C – List of who made a submission to the Tribunal (continued)

Role	Grand Total	%
A/CEO	10	7
CEO	50	35
Chamber of Commerce	1	1
Councillor	17	12
Deputy CEO	2	1
Deputy Mayor	4	3
Director	2	1
Executive Director	5	3
Executive Member	1	1
Interim CEO	5	3
Mayor	13	9
Member of Parliament	1	1
Member of the Public	32	22
President	1	1
Grand Total	144	100



Appendix D-1 – Population Data

Amalgamated local government area	Current No. of Councillors (excl. Mayor)	Proposed No. of Councillors (excl. Mayor)	Pop'n. 2006	Rank High to Low	Pop'n. per Councillor (excl. Mayor)	Rank High to Low	Electors per Councillor (excl. Mayor)	Rank High to Low	Pop'n. 2011	Rank High to Low	Pop'n. 2026	Rank High to Low	Medium Individual Income (\$/week)	Rank High to Low
Balonne Shire Council	9	4	5,627	35	1,407	35	753	36	5,692	35	6,176	35	\$495	18
Banana Shire Council	16	6	15,773	29	2,629	28	1,586	28	15,814	29	15,989	29	\$517	13
Barcaldine Regional Council	21	6	3,503	40	584	40	370	40	3,515	40	3,589	40	\$435	35
Barcoo Shire Council	6	4	450	53	113	53	57	52	449	53	461	51	\$526	12
Blackall-Tambo Regional Council	15	4	2,236	42	559	42	398	39	2,118	43	1,983	43	\$402	41
Boulia Shire Council	7	4	547	50	137	50	70	50	539	50	531	50	\$569	8
Bulloo Shire Council	4	4	457	52	114	52	61	51	455	52	449	52	\$562	9
Bundaberg Regional Council	28	10	86,364	13	8,636	13	5,741	13	93,291	13	116,710	13	\$355	51
Burdekin Shire Council	10	6	18,824	28	3,437	27	2,002	25	18,868	28	18,096	28	\$438	33
Burke Shire Council	6	4	481	51	120	51	55	53	473	51	442	53	\$660	3
Cairns Regional Council	18	10	142,723	8	14,272	7	8,186	9	156,272	8	202,120	7	\$528	11
Carpentaria Shire Council	8	4	2,290	41	573	41	303	43	2,333	41	2,431	41	\$457	30
Cassowary Coast Regional Council	17	6	30,843	20	5,141	19	2,931	20	31,870	21	35,300	22	\$422	38
Central Highlands Regional Council	34	8	26,824	24	3,353	25	1,888	26	31,179	22	37,574	19	\$635	4
Charters Towers Regional Council	14	6	12,280	31	2,047	30	1,191	31	12,198	31	11,545	33	\$392	42
Cloncurry Shire Council	9	4	3,834	39	959	37	415	38	3,883	39	4,028	39	\$610	5
Cook Shire Council	7	6	4,092	38	682	39	337	41	4,362	38	4,992	37	\$388	44
Croydon Shire Council	4	4	319	54	80	54	43	54	333	54	386	54	\$444	32
Dalby Regional Council	44	8	30,018	22	3,752	23	2,385	23	30,564	24	31,598	24	\$403	40

Appendix D-1 – Population Data (Continued)

Amalgamated local government area	Current No. of Councillors (excl. Mayor)	Proposed No. of Councillors (excl. Mayor)	Pop'n. 2006	Rank High to Low	Pop'n. per Councillor (excl. Mayor)	Rank High to Low	Electors per Councillor (excl. Mayor)	Rank High to Low	Pop'n. 2011	Rank High to Low	Pop'n. 2026	Rank High to Low	Medium Individual Income (\$/week)	Rank High to Low
Diamantina Shire Council	6	4	304	55	76	55	38	55	310	55	311	55	\$588	7
Etheridge Shire Council	6	4	1,023	48	256	48	135	49	1,002	48	992	47	\$384	45
Flinders Shire Council	8	4	1,974	44	494	44	299	44	1,888	44	1,658	44	\$461	28
Fraser Coast Regional Council	26	10	86,747	12	8,675	12	5,934	12	94,815	12	122,139	12	\$343	55
Gladstone Regional Council	21	8	51,350	14	6,419	14	4,096	14	57,233	14	90,014	14	\$499	16
Gold Coast City Council	14	14	495,569	1	35,398	1	19,316	1	563,786	1	762,523	1	\$480	22
Goondiwindi Regional Council	22	6	10,720	33	1,787	32	1,153	33	11,142	33	12,340	31	\$459	29
Gympie Regional Council	21	8	42,820	15	5,353	16	3,569	16	46,147	15	55,290	15	\$348	53
Hinchinbrook Shire Council	8	6	12,260	32	2,043	31	1,371	30	12,181	32	11,881	32	\$390	43
Ipswich City Council	10	10	146,525	7	14,653	6	8,694	6	181,871	6	347,453	4	\$469	e25
Isaac Regional Council	28	8	20,443	26	2,555	29	1,378	29	26,686	25	28,677	25	\$722	1
Lockyer Valley Regional Council	16	6	31,138	19	5,190	18	3,247	19	33,865	19	47,036	17	\$376	46
Logan City Council	10	12	253,864	4	21,155	4	15,279	4	261,743	4	288,473	4	\$475	23
Longreach Regional Council	21	6	4,664	37	777	38	439	37	4,691	37	5,059	36	\$509	15
Mackay Regional Council	23	10	100,260	11	10,026	11	6,459	11	111,402	10	152,383	10	\$511	14
McKinlay Shire Council	8	4	1,013	49	253	49	138	48	979	49	866	49	\$607	6
Moreton Bay Regional Council	23	12	337,846	2	28,154	2	17,842	2	383,860	2	488,604	2	\$466	27
Mount Isa City Council	8	6	21,341	25	3,557	24	1,736	27	21,619	26	22,043	27	\$685	2
Murweh Shire Council	9	4	5,026	36	1,257	36	767	35	5,015	36	4,959	38	\$469	e25
North Burnett Regional Council	35	6	10,668	34	1,778	33	1,179	32	10,681	34	10,656	34	\$374	47
Paroo Shire Council	7	4	2,144	43	536	43	324	42	2,129	42	2,061	42	\$344	54
Quilpie Shire Council	8	4	1,049	47	262	47	167	46	1,016	47	991	48	\$452	31

Note: Where 'A' appears this indicates whether a Council is affected by the amalgamation process. 'M' indicates the Council concerned has had a minor negative increase in size/population. 'D' indicates that the Council operates under a Divided (i.e. Divisional) Voting System.

Appendix D-1 – Population Data (Continued)

Amalgamated local government area	Current No. of Councillors (excl. Mayor)	Proposed No. of Councillors (excl. Mayor)	Pop'n. 2006	Rank High to Low	Pop'n. per Councillor (excl. Mayor)	Rank High to Low	Electors per Councillor (excl. Mayor)	Rank High to Low	Pop'n. 2011	Rank High to Low	Pop'n. 2026	Rank High to Low	Medium Individual Income (\$/week)	Rank High to Low
Redland City Council	10	10	132,971	9	13,297	9	8,551	7	145,780	9	182,678	9	\$491	20
Richmond Shire Council	6	4	1,148	46	287	46	142	47	1,144	46	1,121	46	\$489	21
Rockhampton Regional Council	32	10	103,297	10	10,330	10	6,730	10	109,814	11	137,102	11	\$433	36
Roma Regional Council	39	8	12,648	30	1,581	34	1,034	34	12,723	30	13,071	30	\$497	17
Scenic Rim Regional Council	6	6	34,659	17	5,777	15	3,746	15	34,927	17	35,959	20	\$408	39
Somerset Regional Council	18	6	19,291	27	3,215	26	2,107	24	20,460	27	24,271	26	\$359	50
South Burnett Regional Council	33	6	29,734	23	4,956	21	3,295	18	30,747	23	33,008	23	\$349	52
Southern Downs Regional Council	20	8	32,611	18	4,076	22	2,789	22	33,652	20	35,697	21	\$367	49
Sunshine Coast Regional Council	31	12	290,026	3	24,169	3	15,642	3	332,521	3	473,727	3	\$428	37
Tablelands Regional Council	28	8	42,145	16	5,268	17	3,320	17	43,599	16	48,266	16	\$373	48
Toowoomba Regional Council	61	10	151,286	6	15,129	5	9,572	5	163,173	7	193,718	8	\$436	34
Townsville Regional Council	20	12	164,008	5	13,667	8	8,299	8	181,951	5	220,136	6	\$530	10
Whitsunday Regional Council	15	6	30,719	21	5,120	20	2,886	21	33,914	18	45,982	18	\$493	19
Winton Shire Council	9	4	1,544	45	386	45	239	45	1,530	45	1,487	45	\$472	24

Note: Where 'A' appears this indicates whether a Council is affected by the amalgamation process. 'M' indicates the Council concerned has had a minor negative increase in size/population. 'D' indicates that the Council operates under a Divided (i.e. Divisional) Voting System.



Appendix D-1 – Population Data (Indigenous Local Government)

Amalgamated local government area	Current No. of Councillors (excl. Mayor)	Proposed No. of Councillors (excl. Mayor)	Population no. 2006	Pop'n per Councillor (excl. Mayor)	No. of Electors 2007	Electors per Councillor (excl. Mayor)	Pop'n. 2011	Pop'n. 2026	Net Assets of Council \$M 2006
Aurukun Shire Council	8	4	1,178	295	685	171	1,261	1,417	\$42
Cherbourg Aboriginal Shire Council	6	4	1,250	313	476	119	1,304	1,473	\$51
Doomadgee Aboriginal Shire Council	6	4	1,236	309	579	145	1,343	1,414	\$27
Hope Vale Aboriginal Shire Council	7	4	914	229	489	122	N/A	N/A	\$39
Kowanyama Aboriginal Shire Council	7	4	1,054	264	639	160	N/A	N/A	\$38
Lockhart River Aboriginal Shire Council	6	4	642	161	368	92	N/A	N/A	\$28
Mapoon Aboriginal Shire Council	5	4	214	54	148	37	N/A	N/A	\$20
Mornington Shire Council	8	4	1,044	261	606	152	1,046	1,032	\$67
Napranum Aboriginal Shire Council	7	4	813	203	510	128	N/A	N/A	\$41
Northern Peninsula Area Regional Council	A	D	2,175	435	1149	230	N/A	N/A	\$97
Palm Island Aboriginal Shire Council	6	4	2,378	595	1029	257	2,603	3,179	\$60
Porpuraaw Aboriginal Shire Council	7	4	631	158	424	106	N/A	N/A	\$28
Torres Shire Council	7	4	3,827	957	1631	408	4,060	5,283	\$68
Torres Strait Island Regional Council	A	D	4,434	296	2821	188	N/A	N/A	\$242
Woorabinda Aboriginal Shire Council	4	4	1,035	259	383	96	1,053	1,136	\$35
Wujal Wujal Aboriginal Shire Council	5	4	379	95	219	55	N/A	N/A	\$20
Yarrabah Aboriginal Shire Council	7	4	2,322	581	1053	263	N/A	N/A	\$26

Note: Where 'A' appears this indicates whether a Council is affected by the amalgamation process. 'M+' indicates the Council concerned has had a minor positive increase in size/population. 'D' indicates that the Council operates under a Divided (i.e. Divisional) Voting System.

Appendix D-2 – Economic Data

Amalgamated local government area	Community Equity \$ 2006	Rank High to Low	Operating Revenue \$M 2006	Rank High to Low	Operating Revenue per Councillor \$M 2006	Rank High to Low	Annual capex. \$M 2007-15	Rank High to Low	Total Staff	Rank High to Low	Capital Works in Progress \$M 2006	Rank High to Low	Area sq.km	Rank High to Low	Total kms of roads (Sealed/Unsealed)	Rank High to Low
Balonne Shire Council	\$122	38	\$11	46	\$2.8	45	\$6	45	78	42	\$0.8	48	31,136	25	4,742	14
Banana Shire Council	\$247	29	\$33	26	\$5.5	26	\$16	23	187	29	\$4	25	28,628	28	5,532	9
Barcaldine Regional Council	\$108	40	\$22	35	\$3.6	34	\$6	39	108	37	\$1.8	34	53,705	14	1,298	51
Barcoo Shire Council	\$48	54	\$9	51	\$2.2	51	\$4	46	51	50	\$0.5	53	62,002	8	2,438	40
Blackall-Tambo Regional Council	\$72	45	\$13	42	\$3.2	40	\$6	40	96	39	\$1.2	42	30,476	26	3,934	24
Boulia Shire Council	\$61	48	\$9	49	\$2.3	49	\$2	52	45	52	\$0.9	47	61,139	9	2,646	37
Bulloo Shire Council	\$68	46	\$12	44	\$3.0	42	\$3	48	63	46	\$1.2	43	73,859	3	4,844	12
Bundaberg Regional Council	\$956	13	\$89	13	\$8.9	16	\$36	13	688	13	\$4	23	6,458	41	4,332	17
Burdekin Shire Council	\$225	30	\$28	29	\$4.7	29	\$7	33	198	28	\$0.7	50	5,049	43	2,389	42
Burke Shire Council	\$44	55	\$6	54	\$1.5	54	\$9	31	34	54	\$1.7	37	40,245	22	922	53
Cairns Regional Council	\$2,131	5	\$213	6	\$21.3	4	\$122	5	1,233	7	\$23	12	4,115	46	3,048	32
Carpentaria Shire Council	\$133	37	\$14	38	\$3.5	35	\$7	35	82	40	\$1.3	41	64,403	7	3,213	29
Cassowary Coast Regional Council	\$284	27	\$64	17	\$10.7	13	N/A	N/A	392	17	\$8	18	4,678	44	2,260	43
Central Highlands Regional Council	\$461	17	\$66	16	\$8.3	17	\$27	17	346	18	\$9	17	59,960	10	3,817	25
Charters Towers Regional Council	\$261	28	\$28	30	\$4.6	30	\$10	28	209	27	\$3	26	68,345	4	6,777	4
Cloncurry Shire Council	\$153	35	\$13	40	\$3.3	38	\$6	38	80	41	\$1.3	40	48,161	15	N/A	N/A
Cook Shire Council	\$117	39	\$15	37	\$2.5	47	\$6	37	104	38	\$1.4	39	106,387	1	4,915	11
Croydon Shire Council	\$61	49	\$4	55	\$1.0	55	\$2	53	50	51	\$0.6	51	29,575	27	843	54
Dalby Regional Council	\$559	15	\$74	15	\$9.3	15	\$28	16	501	15	\$9	16	37,981	24	8,575	2
Diamantina Shire Council	\$58	51	\$13	41	\$3.2	39	\$4	47	64	45	\$1.2	44	94,853	2	1,736	49
Etheridge Shire Council	\$80	43	\$6	53	\$1.5	53	\$2	51	42	53	\$0.8	49	39,352	23	2,904	34



Appendix D-2 – Economic Data (Continued)

Amalgamated local government area	Community Equity \$ 2006	Rank High to Low	Operating Revenue \$M 2006	Rank High to Low	Operating Revenue per Councillor \$M 2006	Rank High to Low	Annual capex. \$M 2007-15	Rank High to Low	Total Staff	Rank High to Low	Capital Works in Progress \$M 2006	Rank High to Low	Area sq.km	Rank High to Low	Total kms of roads (Sealed/Unsealed)	Rank High to Low
Flinders Shire Council	\$58	50	\$14	39	\$3.5	36	\$5	44	71	44	\$0.3	54	41,501	18	3,475	28
Fraser Coast Regional Council	\$1,049	11	\$110	12	\$11.0	12	\$72	9	720	12	\$24	10	7,166	38	3,087	31
Gladstone Regional Council	\$801	14	\$84	14	\$10.5	14	\$31	15	599	14	\$24	11	10,874	35	4,097	20
Gold Coast City Council	\$7,430	1	\$539	1	\$38.5	1	\$511	1	2,844	1	\$362	1	1,312	52	7,598	3
Goondiwindi Regional Council	\$210	31	\$26	31	\$4.4	31	\$9	30	168	32	\$1.1	45	19,314	32	3,990	22
Gympie Regional Council	\$457	18	\$50	19	\$6.3	21	\$24	18	305	22	\$12	14	6,900	40	2,401	41
Hinchinbrook Shire Council	\$154	34	\$20	36	\$3.3	37	\$7	34	151	33	\$3	27	2,809	49	1,435	50
Ipswich City Council	\$1,197	10	\$169	7	\$16.9	7	\$187	2	1,244	6	\$51	5	1,089	53	2,998	33
Isaac Regional Council	\$321	23	\$46	21	\$5.8	23	\$21	20	253	25	\$7	21	59,904	11	3,983	23
Lockyer Valley Regional Council	\$188	32	\$35	24	\$5.8	22	\$13	25	271	24	\$1.6	38	2,273	50	2,166	45
Logan City Council	\$2,640	4	\$239	4	\$19.9	5	\$111	6	828	10	\$31	8	959	54	4,449	15
Longreach Regional Council	\$142	36	\$22	34	\$3.7	33	\$14	24	138	34	\$10	15	40,608	21	4,328	18
Mackay Regional Council	\$993	12	\$118	11	\$11.8	11	\$68	10	791	11	\$49	6	7,613	37	3,740	26
McKinlay Shire Council	\$82	42	\$11	47	\$2.8	46	\$6	42	51	49	\$0.1	55	40,883	19	1,861	48
Moreton Bay Regional Council	\$3,052	2	\$297	3	\$24.8	3	\$135	4	1,930	3	\$42	7	2,032	51	6,334	5
Mount Isa City Council	\$299	25	\$28	28	\$4.7	28	\$23	19	179	30	\$4	24	43,312	17	4,053	21
Murweh Shire Council	\$65	47	\$13	43	\$3.1	41	\$5	43	129	35	\$7	22	40,760	20	2,856	35
North Burnett Regional Council	\$423	19	\$32	27	\$5.3	27	\$8	32	223	26	\$2	30	19,708	31	6,181	6
Paroo Shire Council	\$48	53	\$10	48	\$2.4	48	\$2	49	N/A	N/A	\$3	28	47,719	16	2,210	44
Quilpie Shire Council	\$73	44	\$9	50	\$2.3	50	\$2	50	52	48	\$0.5	52	67,568	5	2,048	46
Redland City Council	\$1,456	8	\$133	9	\$13.3	9	\$43	12	997	9	\$20	13	524	55	1,962	47

Appendix D-2 – Economic Data (Continued)

Amalgamated local government area	Community Equity \$ 2006	Rank High to Low	Operating Revenue \$M 2006	Rank High to Low	Operating Revenue per Councillor \$M 2006	Rank High to Low	Annual capex. \$M 2007-15	Rank High to Low	Total Staff	Rank High to Low	Capital Works in Progress \$M 2006	Rank High to Low	Area sq.km	Rank High to Low	Total kms of roads (Sealed/Unsealed)	Rank High to Low
Richmond Shire Council	\$50	52	\$7	52	\$1.8	52	\$5	45	61	47	\$1.0	46	26,614	29	2,773	36
Rockhampton Regional Council	\$1,269	9	\$132	10	\$13.2	10	\$64	11	1,047	8	\$24	9	18,949	33	4,317	19
Roma Regional Council	\$309	24	\$44	22	\$5.5	24	\$18	21	303	23	\$1.7	36	58,823	12	5,917	7
Scenic Rim Regional Council	\$289	26	\$33	25	\$5.5	25	N/A	N/A	126	36	\$1.7	35	4,256	45	1,066	52
Somerset Regional Council	\$185	33	\$24	32	\$4.0	32	\$11	27	172	31	\$2	29	5,382	42	2,551	39
South Burnett Regional Council	\$373	22	\$42	23	\$7.0	20	\$13	26	328	20	\$1.8	33	8,399	36	4,770	13
Southern Downs Regional Council	\$404	21	\$23	33	\$2.9	44	\$16	22	340	19	\$1.8	32	7,122	39	4,422	16
Sunshine Coast Regional Council	\$2,970	3	\$356	2	\$29.7	2	\$137	3	2,319	2	\$77	2	3,136	48	5,119	10
Tablelands Regional Council	\$558	16	\$62	18	\$7.8	19	\$10	29	416	16	\$7	19	65,001	6	5,767	8
Toowoomba Regional Council	\$1,728	7	\$162	8	\$16.2	8	\$73	8	1,349	5	\$52	4	12,972	34	11,195	1
Townsville Regional Council	\$1,738	6	\$228	5	\$19.0	6	\$97	7	1,441	4	\$70	3	3,738	47	3,183	30
Whitsunday Regional Council	\$408	20	\$49	20	\$8.1	18	\$35	14	327	21	\$7	20	23,905	30	3,563	27
Winton Shire Council	\$95	41	\$12	45	\$3.0	43	\$6	41	77	43	\$2	31	53,964	13	2,557	38



Appendix D-3 –
Demographic Data

Amalgamated local government area	Population Density (Persons sq.km)	Rank High to Low	Age (years) 0-14 %	Age (years) 15-29 %	Age (years) 30-44 %	Age (years) 45-59 %	Age (years) 60-74 %	Age (years) 75+ %	Median Age (Years)	Rank (Youngest to Oldest)	Std Dev away from mean	Rank (var. from mean)	Indig Pop %	Rank High to Low
Balonne Shire Council	0.18	35	26.08	18.36	23.99	18.93	10.41	2.22	33.8	10	0.02	54	13.96	10
Banana Shire Council	0.55	28	24.36	19.32	22.82	19.99	10.90	2.61	34.8	18	0.13	47	2.95	38
Barcaldine Regional Council	0.07	39	22.92	16.95	23.36	19.25	14.50	3.02	37.1	30	0.52	28	5.62	23
Barcoo Shire Council	0.01	53	18.66	17.83	28.13	21.73	11.70	1.95	37.8	36	0.64	22	6.53	21
Blackall-Tambo Regional Council	0.07	40	20.02	17.34	20.59	23.12	15.17	3.77	40.6	46	1.10	10	2.75	40
Boulia Shire Council	0.01	50	22.78	22.54	23.26	21.34	9.35	0.72	33.1	9	0.13	46	22.89	6
Bulloo Shire Council	0.01	52	17.93	25.54	21.20	23.10	10.05	2.17	34.7	17	0.12	48	9.11	12
Bundaberg Regional Council	13.37	10	21.39	16.38	19.17	21.93	16.91	4.22	41.1	e49	1.18	6	2.6	43
Burdekin Shire Council	3.73	21	22.43	15.84	20.29	22.23	14.81	4.41	39.9	e41	0.99	15	4.72	28
Burke Shire Council	0.01	51	14.69	27.77	28.37	19.72	9.46	0.00	34.2	14	0.04	52	23.55	5
Cairns Regional Council	34.69	8	22.19	20.06	24.92	21.04	9.53	2.26	34.9	19	0.16	44	7.28	19
Carpentaria Shire Council	0.04	43	23.48	19.86	22.33	20.23	12.89	1.21	34.2	13	0.04	51	35.17	1
Cassowary Coast Regional Council	6.59	15	21.99	16.08	20.88	23.26	14.33	3.45	39.9	e41	0.98	14	7.8	16
Central Highlands Regional Council	0.45	31	21.99	16.08	20.88	23.26	14.33	3.45	31.1	4	0.46	30	3.17	37
Charters Towers Regional Council	0.18	34	24.21	18.69	20.06	20.09	13.39	3.56	36.1	24	0.36	37	7.69	17
Cloncurry Shire Council	0.08	38	25.57	24.22	22.13	18.75	7.37	1.96	30	2	0.65	21	20.94	7
Cook Shire Council	0.04	42	20.49	14.11	23.52	27.25	12.93	1.70	40	43	0.99	13	15.18	9
Croydon Shire Council	0.01	54	24.90	21.74	26.88	20.55	5.93	0.00	31	3	0.49	29	27.31	2
Dalby Regional Council	0.79	25	23.92	17.21	20.95	20.79	13.43	3.71	37.2	31	0.54	27	3.93	30
Diamantina Shire Council	0	55	16.36	25.09	30.55	21.45	5.45	1.09	34	11	0.01	55	25.41	4
Etheridge Shire Council	0.03	47	19.90	17.88	23.60	19.67	17.28	1.67	38.6	38	0.77	18	1.34	53
Flinders Shire Council	0.05	41	24.50	15.99	22.89	21.62	13.34	1.67	36.5	29	0.42	34	7.66	18

Appendix D-3 – Demographic Data (Continued)

Amalgamated local government area	Population Density (Persons sq.km)	Rank High to Low	Age (years) 0-14 %	Age (years) 15-29 %	Age (years) 30-44 %	Age (years) 45-59 %	Age (years) 60-74 %	Age (years) 75+ %	Median Age (Years)	Rank (Youngest to Oldest)	Std Dev away from mean	Rank (var. from mean)	Indig Pop %	Rank High to Low
Fraser Coast Regional Council	12.11	12	20.19	15.29	18.46	22.53	18.81	4.72	43.1	54	1.51	2	2.61	42
Gladstone Regional Council	4.72	18	24.35	19.08	23.70	21.35	9.80	1.71	34.6	16	0.11	49	2.91	39
Gold Coast City Council	377.76	1	18.90	20.80	22.40	20.79	13.11	4.00	37.6	34	0.60	24	0.98	55
Goondiwindi Regional Council	0.56	27	24.02	16.62	22.42	20.57	13.23	3.14	36.5	28	0.43	33	3.52	34
Gympie Regional Council	6.21	16	22.11	15.38	19.44	23.20	16.43	3.43	41	48	1.16	8	2.07	48
Hinchinbrook Shire Council	4.37	20	21.18	14.08	19.13	22.42	18.02	5.18	43.2	55	1.53	1	6.01	22
Ipswich City Council	134.54	5	24.46	21.71	22.64	18.95	9.72	2.51	33	8	0.16	45	3.31	35
Isaac Regional Council	0.34	32	25.95	21.59	26.74	19.56	5.46	0.70	31.3	5	0.43	31	1.98	49
Lockyer Valley Regional Council	13.7	9	23.30	17.60	20.97	21.69	13.78	2.67	37.7	35	0.63	23	2.23	46
Logan City Council	264.76	2	24.42	21.99	22.41	20.30	9.17	1.70	32.9	7	0.17	43	2.36	45
Longreach Regional Council	0.11	37	23.80	21.93	21.65	19.26	10.09	3.27	34.1	12	0.03	53	3.77	31
Mackay Regional Council	13.17	11	22.61	19.75	23.09	21.18	10.78	2.58	35.7	22	0.29	39	3.66	32
McKinlay Shire Council	0.02	49	19.98	21.35	24.32	23.40	9.59	1.37	35	20	0.18	42	4.34	29
Moreton Bay Regional Council	166.24	4	23.06	18.67	22.39	20.80	12.03	3.06	36.3	26	0.39	35	1.79	51
Mount Isa City Council	0.49	30	26.71	23.79	24.32	17.18	7.01	0.99	29.8	1	0.68	20	15.51	8
Murweh Shire Council	0.12	36	24.11	17.43	23.57	19.75	11.32	3.82	36.2	25	0.38	36	9.82	11
North Burnett Regional Council	0.54	29	21.26	14.90	19.21	22.72	17.41	4.50	42	53	1.32	3	5.1	26
Paroo Shire Council	0.04	44	23.34	16.57	19.29	24.13	14.70	1.97	39	39	0.83	17	25.94	3
Quilpie Shire Council	0.02	48	22.43	15.58	25.44	19.73	15.16	1.66	37.5	e32	0.59	26	8.83	14
Redland City Council	253.74	3	21.49	18.86	21.00	22.76	12.15	3.74	38.1	37	0.69	19	1.47	52
Richmond Shire Council	0.04	45	23.84	19.98	22.81	19.52	11.46	2.38	34.5	15	0.09	50	5.2	24
Rockhampton Regional Council	5.45	17	22.19	20.27	20.56	20.78	12.67	3.54	36.5	27	0.43	32	4.91	27
Roma Regional Council	0.22	33	24.16	18.75	22.48	20.06	11.84	2.71	35.2	21	0.21	40	6.96	20
Scenic Rim Regional Council	8.14	14	21.81	15.06	20.90	22.94	15.62	3.67	41.3	52	1.22	4	1.85	50



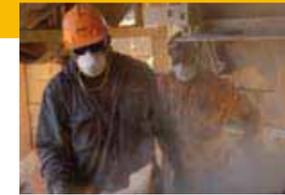
Appendix D-3 – Demographic Data (Continued)

Amalgamated local government area	Population Density (Persons sq.km)	Rank High to Low	Age (years) 0-14 %	Age (years) 15-29 %	Age (years) 30-44 %	Age (years) 45-59 %	Age (years) 60-74 %	Age (years) 75+ %	Median Age (Years)	Rank (Youngest to Oldest)	Std Dev away from mean	Rank (var. from mean)	Indig Pop %	Rank High to Low
Somerset Regional Council	3.58	22	21.79	14.56	20.30	24.31	16.03	3.01	41.2	51	1.20	5	2.22	47
South Burnett Regional Council	3.54	23	22.69	15.76	18.84	22.59	16.33	3.80	40.4	45	1.06	11	3.31	36
Southern Downs Regional Council	4.58	19	22.28	16.58	18.72	22.03	15.90	4.48	40.3	44	1.05	12	2.43	44
Sunshine Coast Regional Council	92.48	6	20.20	16.79	20.80	22.36	15.45	4.40	40.7	47	1.12	9	1.14	54
Tablelands Regional Council	0.65	26	21.74	14.97	20.21	23.39	16.15	3.54	41.1	e49	1.19	7	8.34	15
Toowoomba Regional Council	11.66	13	22.60	20.76	20.21	19.95	12.55	3.93	35.8	23	0.31	38	2.72	41
Townsville Regional Council	43.87	7	22.08	24.12	22.83	19.34	9.30	2.33	32.7	6	0.20	41	5.17	25
Whitsunday Regional Council	1.29	24	18.76	20.57	23.17	23.08	11.92	2.49	37.5	e32	0.58	25	3.6	33
Winton Shire Council	0.03	46	20.18	17.94	19.81	21.90	17.19	2.99	39.4	40	0.90	16	9	13

Appendix D-3 – Demographic Data (Indigenous Local Government)

Amalgamated local government area	Population Density (persons sq.km)	Rank High to Low	Age (years) 0-14 %	Age (years) 15-29 %	Age (years) 30-44 %	Age (years) 45-59 %	Age (years) 60-74 %	Age (years) 75+ %	Median Age (years)	Rank Youngest to Oldest	Std Dev away from mean	Rank (var. from mean)	Indig Pop'n. %	Rank High to Low	Medium Individual Income (\$/week)
Aurukun Shire Council	0.16	16	32.72	24.23	25.68	12.55	4.15	0.68	25.7	9	1.37	9	83.92	12	\$218
Cherbourg Aboriginal Shire Council	39.51	1	41.54	24.98	17.01	11.78	4.43	0.27	20.1	1	2.29	1	87.99	2	\$226
Doomadgee Aboriginal Shire Council	0.66	9	38.22	27.46	19.57	10.67	3.43	0.65	21.4	e4	2.07	5	84.93	7	\$229
Hope Vale Aboriginal Shire Council	0.82	7	28.26	26.71	22.45	15.87	6.19	0.52	26.5	12	1.22	12	84.93	8	\$226
Kowanyama Aboriginal Shire Council	0.41	12	28.33	24.38	25.57	15.30	5.13	1.28	28.2	16	0.96	16	84.98	6	\$245
Lockhart River Aboriginal Shire Council	0.18	15	31.88	24.77	22.40	16.58	4.37	0.00	25.8	10	1.34	10	80.66	16	\$226
Mapoon Aboriginal Shire Council	0.4	14	24.79	24.36	20.09	23.08	5.56	2.14	27.6	14	1.05	14	83.59	13	\$236
Morrington Shire Council	0.81	8	32.26	24.14	22.48	14.17	6.35	0.59	27.0	13	1.14	13	83.99	11	\$210
Napranum Aboriginal Shire Council	0.41	13	33.37	25.27	21.33	14.42	5.01	0.60	24.5	8	1.56	8	84.69	9	\$226
Northern Peninsula Area Regional Council	0.53	11	37.69	25.86	19.31	12.77	3.95	0.42	21.4	e4	2.07	4	80.82	15	\$274
Palm Island Aboriginal Shire Council	33.26	3	35.65	25.01	23.40	12.61	3.08	0.25	23.0	6	1.81	6	85.68	5	\$220
Porpuraaw Aboriginal Shire Council	0.14	17	27.35	19.13	26.51	18.96	7.05	1.01	31.1	17	0.46	17	82.24	14	\$243
Torres Shire Council	5.54	5	32.41	24.45	20.47	16.02	5.64	1.00	26.3	11	1.26	10	64.22	17	\$434
Torres Strait Island Regional Council	0.64	10	37.33	24.56	18.29	14.21	4.90	0.71	23.2	7	1.77	7	84.39	10	\$243
Woorabinda Aboriginal Shire Council	2.62	6	38.71	25.76	21.41	10.59	2.35	1.18	20.7	2	2.18	2	86.64	3	\$197
Wujal Wujal Aboriginal Shire Council	34.45	2	29.63	23.46	24.69	17.59	2.78	1.85	27.9	15	1.00	15	85.87	4	\$231
Yarrabah Aboriginal Shire Council	14.7	4	37.67	26.13	21.14	11.16	3.38	0.51	21.3	3	2.09	3	88.34	1	\$224





Appendix E – Outline of online responses made using the template issued by the Tribunal

Local Government Remuneration Tribunal 2007 Determination

Total number of users who attempted the survey:	86
Total users who completed the survey:	31
Total users who did NOT complete the survey:	55
Total responses registered:	72
Total users with responses on behalf of councils:	60
Total users with responses on behalf All Queensland councils:	8
Total number of users with personal responses:	18

Question #	Question	Options	Responses	Percentage
Q1	Please rate the importance of the following criteria in determining local government categories:			
	(a) the size, and geographical and environmental terrain, of local government areas;	Essential	30	41.6%
		Moderately important	14	19.44%
		Neither important or unimportant	8	11.11%
		Slightly unimportant	1	1.38%
		Not important at all	1	1.38%
		Did not answer	18	25.00%
	(b) the populations of local government areas, including the areas' demographics, the spread of populations serviced by the local governments and the extent of the services the local governments provide;	Essential	31	43.05%
		Moderately important	15	20.83%
		Neither important or unimportant	7	9.72%
		Slightly unimportant	0	0%
		Not important at all	1	1.38%
		Did not answer	18	25.00%
	(c) the size of local governments and the workload associated with particular sizes, including whether councillors of the local governments hold office on a full-time or part-time basis;	Essential	38	52.77%
		Moderately important	10	13.88%
		Neither important or unimportant	4	5.55%
		Slightly unimportant	0	0%
		Not important at all	1	1.38%
		Did not answer	18	25.00%

Appendix E – Outline of online responses made using the template issued by the Tribunal (continued)

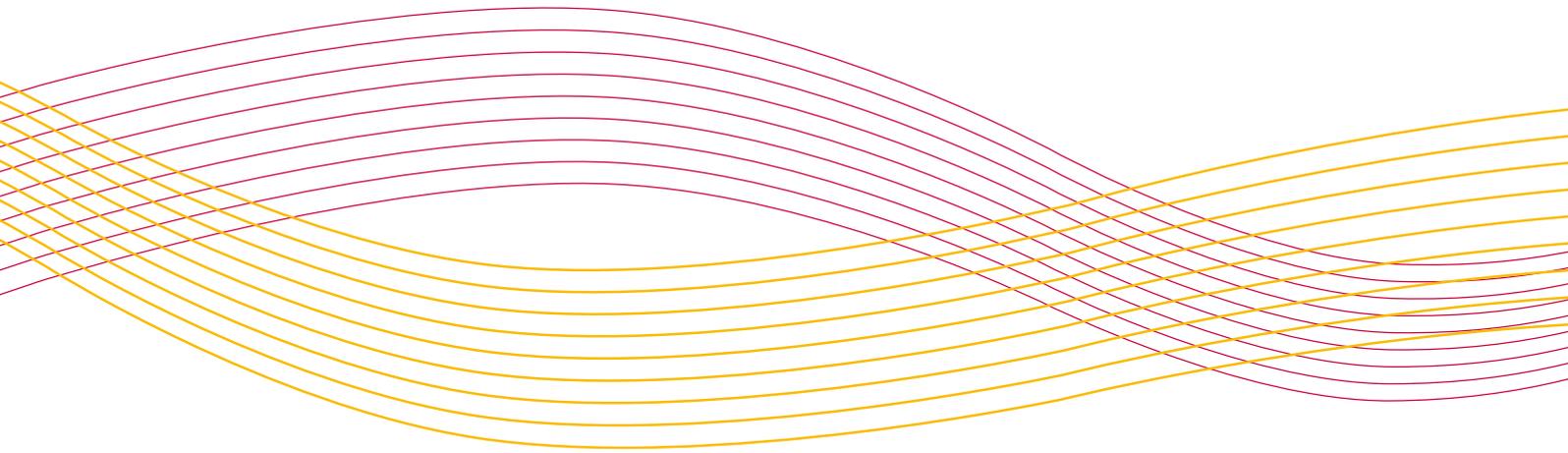
Question #	Question	Options	Responses	Percentage
	(d) the diversity, including cultural diversity, of local governments' communities;	Essential	17	23.61%
		Moderately important	17	23.61%
		Neither important or unimportant	12	16.66%
		Slightly unimportant	2	2.77%
		Not important at all	3	4.16%
		Did not answer	21	29.16%
	(e) the extent of development of local government areas, including economic and community development, infrastructure and industry;	Essential	31	43.05%
		Moderately important	15	20.83%
		Neither important or unimportant	5	6.94%
		Slightly unimportant	1	1.38%
		Not important at all	1	1.38%
		Did not answer	19	26.38%
	(f) other matters relevant to the effectiveness, efficiency and sustainability of local governments;	Essential	19	26.38%
		Moderately important	12	16.66%
		Neither important or unimportant	10	13.88%
		Slightly unimportant	1	1.38%
		Not important at all	2	2.77%
		Did not answer	28	38.88%
Q2	How many categories of Councils should be established? Please provide reasons for your answer.	Responses	43	59.72%
		Did not answer	29	40.27%
Q3	The Tribunal is to consider the provisions of the <i>Local Government Act 1993</i> about entitlements and responsibilities of councillors as well as community expectations when determining remuneration. What aspects of a councillor / mayor's role or responsibility are important to consider when setting remuneration levels?	Responses	44	61.11%
		Did not answer	28	38.88%
Q4	What do you consider is an appropriate remuneration for the MAYOR in your local government?	\$0 – 15,000	13	18.05%
		\$15,000 – 30,000	1	1.38%
		\$30,000 - 45,000	2	2.77%
		\$45,000 - 60,000	2	2.77%
		\$60,000 - 100,000	22	30.55%
		\$100,000- 150,000	11	15.27%
		\$150,000 - 200,000	7	9.72%
		\$200,000+	0	0%
		Did not answer	14	19.44%



Appendix E – Outline of online responses made using the template issued by the Tribunal (continued)

Question #	Question	Options	Responses	Percentage
Q5	What do you consider is an appropriate remuneration for the DEPUTY MAYOR in your local government?	\$0 – 15,000	16	22.22%
		\$15,000 – 30,000	2	2.77%
		\$30,000 - 45,000	3	4.16%
		\$45,000 - 60,000	15	20.83%
		\$60,000 - 100,000	16	22.22%
		\$100,000- 150,000	6	8.33%
		\$150,000 - 200,000	0	0%
		\$200,000+	0	0%
		Did not answer	14	19.44%
Q6	What do you consider is an appropriate remuneration for a COUNCILLOR in your local government?	\$0 – 15,000	15	20.83%
		\$15,000 – 30,000	5	6.94%
		\$30,000 - 45,000	15	20.83%
		\$45,000 - 60,000	9	12.50%
		\$60,000 - 100,000	12	16.66%
		\$100,000- 150,000	2	2.77%
		\$150,000 - 200,000	0	0.00%
		\$200,000+	0	0.00%
		Did not answer	14	19.44%
Q7	Do you think it is appropriate to provide additional remuneration to councillors who undertake other duties such as serving as a chairperson or member of a standing or special committee of local government?	Yes	29	40.27%
		No	13	18.05%
		Did not answer	30	41.66%
Q8	In your opinion, are there any exceptional circumstances in relation to your local government that you believe the tribunal should consider when determining councillor remuneration?	Responses	37	51.38%
		Did not answer	35	48.61%
Q9	Are there any other matters you think the Tribunal should consider?	Responses	34	47.22%
		Did not answer	38	52.77%





**Local Government
Remuneration Tribunal**
Queensland Government