

**THE UNINTENDED IMPACT
OF
NATIONAL COMPETITION POLICY
ON
NON GOVERNMENT ORGANISATIONS**

**Preliminary Report
December 1997**

Department of Local Government

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EXECUTIVE SUMMARY

The NSW Social Justice Directions Statement *Fair Go, Fair Share, Fair Say*, issued in October 1996, requires the Minister for Local Government to:

assess the unintended impact of competition policy on the cost faced by non-government agencies, particularly the rents charged for child care facilities and community facilities generally. (p.15)

The Council of Australian Governments (COAG) reached agreement on the National Competition Policy in April 1995. The policy applies to local government and each State Government is responsible for applying the principles in their state. The NSW Government released its *Policy Statement on the Application of national Competition Policy to Local Government* in June 1996. The Policy states that competition policy principles apply only to local council business activities and not to non-business activities or non-profit activities. It must not place at risk people's access to basic services. Councils have from 1 July 1997 until 1 July 1998 to progressively implement specified provisions of the policy.

In order to fully assess any unintended impacts of competition reform some time will be required to allow for implementation and evaluation. Consequently, it was decided a longitudinal survey approach would provide the most relevant and beneficial means to assess the unintended impacts of National Competition Policy on non government organisations. For councils and the State Government to understand any unintended impacts it is essential that there be an accurate picture of the services delivered by councils prior to the commencement of the policy.

The longitudinal research project is one of a number of strategies being undertaken by the Department of Local Government in relation to social justice and competition policy. There are three stages to the project which will run over 2 years.

The first stage involves a survey of all councils to provide a "snapshot" of service provision at the time local government implementation of competition policy commenced. The survey will provide information on current council policy and practice in relation to community services and serve as a benchmark against which to measure any impacts of National Competition Policy. The second stage, to commence early in 1998, will involve a small number of councils in a more detailed case study, documenting issues as they emerge and responses developed by councils. The third stage will be a further survey using the initial survey as a benchmark from which to measure any change. Stage 3 is planned for mid 1998.

Councils completed the Stage 1 Survey between May and August 1997. The survey instrument was piloted before being sent in electronic form to all 177 local councils in New South Wales. Councils were requested to send their

returns electronically and to nominate the most appropriate contact person to co-ordinate the response to the Survey. There was extensive telephone contact between the Department and councils during and immediately following the survey return period.

172 councils returned completed survey forms. This is the highest response ever to a Departmental survey.

This preliminary report gives the results of selected key questions from the Stage 1 Survey.

The Survey concentrated on four main areas:

- long day child care centres
- community premises
- swimming pools
- community transport.

At the time of the survey (August 1997), 28 councils (16.3% of survey respondents) had made a policy decision regarding reforms in relation to the way council manages its services and programs as a result of National Competition Policy.

For 1997, 95 councils indicated there were a total of 577 long day child care centres operating in council owned premises. Compared to Commonwealth records of the total number of centres operating in these local government areas, this represents just over 1/3 of all child care centres.

167 of these child care centres (29%) were council-run by 49 councils. 42 of these 49 councils indicated fees had increased for reasons other than the Consumer Price Index (CPI) in the period since 1 March 1996. The majority of councils said the reason for the increase was the loss of Commonwealth operational subsidy. Only 6 councils gave competition policy as a reason.

On average, fees for council run long day child care centres are less than private for profit centres, but higher than community based centres. 31 councils indicated that they receive rent from long day child care centres. In the vast majority of cases councils subsidise these rents. In 1997, subsidised rents ranged from \$1 to \$25,000 per year.

For 1997, 142 councils indicated there were a total of 1687 community premises operated by a range of management types, including council managed, council committee, community based and private management. For these councils there was no significant change in the number of premises between 1993 and 1997. However, council responses indicated an anticipated significant decrease in the number of community based organizations for 1999. Further research is required in relation to this anticipated decrease in numbers.

While the average hourly rate of hire for community premises for all user groups has increased significantly in the period 1993 to 1997, in the vast majority of instances the actual dollar amounts remain relatively small (less than \$20). The most significant increases have been for dance/fitness classes, private for profit use, church groups and social clubs. 117 councils indicated that they provided in-kind assistance to their community premises including maintenance, office administration, insurance, organizational support and rates. 87 councils indicated that if they were to consider contracting out or competitively tendering community premises currently managed by council they would consider the public interest.

For 1997 152 councils indicated there were a total of 452 council pools of various types. While the percentage increase in admission fees between 1993 and 1997 has been high, the majority of admission fees remain below \$2 for individuals and \$6 for families.

73 councils indicated there were total of 227.5 community transport services in 1997, provided either directly by council or subsidised by council. The average number of vehicles per responding council increased in the period 1993 to 1997. There was a diverse range in the number of volunteer drivers per council reflecting the different service delivery modes between urban and rural areas. 65 councils indicated that they provided in-kind assistance to community transport services.

As was intended, this Stage 1 Survey has given a "snapshot" picture of the extent and nature of local government's involvement with community services and the non government sector just prior to the implementation of National Competition Policy. The Survey has highlighted some areas of concern which will be utilised in selecting and preparing the case studies for Stage 2 of the project. The results of the Stage 1 Survey will serve as a benchmark against which to compare the results of the Stage 3 Survey to be conducted in 1998.

1 BACKGROUND

1.1 NSW Social Justice Directions Statement

The NSW Social Justice Directions Statement *Fair Go, Fair Share, Fair Say* was issued in October 1996. This document defines social justice and articulates the principles of equity, access, participation and rights. The purpose of the Statement is to ensure that:

- there is fairness in the distribution of resources
- rights are recognised and promoted
- people have fairer access to the economic resources and services essential to meet their basic needs and improve the quality of their life
- people have better opportunities for genuine participation and consultation about decisions affecting their lives.

The Statement acknowledges that social and economic policies must reinforce each other. Social justice principles are essential to ensure the human resources, infrastructure and community cohesion necessary for economic development. Economic development is essential to produce resources and jobs necessary for social justice.

The Statement recognises National Competition Policy as a key element of economic development but emphasises that it must not place at risk people's access to basic services. Social Justice strategies to guard against this include:

- consumer protection principles
- community service obligations
- the public interest test.

One of the specific strategies identified in the Statement requires the Minister for Local Government to

assess the unintended impact of competition policy on the costs faced by non government agencies, particularly the rents charged for child care facilities and community facilities generally. (p.15)

1.2 The Minister for Local Government's Reform Task Force and Social Policy Sub-Committee

The Minister for Local Government established the Reform Task Force in December 1995. The primary role of the Task Force is to provide advice on strategies for the improvement of:

- the efficiency and effectiveness of local government
- the performance of individual councils
- the customer focus of services and facilities provided by councils

- policies and practices which are in keeping with and recognise National Competition Policy.

A Social Policy Sub-Committee has been established to further the social policy concerns of the Task Force. The Social Policy Sub-Committee will be consulted throughout the longitudinal research project. The Task Force will be kept informed of progress via the Social Policy Sub-Committee.

1.3 National Competition Policy

The Council of Australian Governments (COAG) reached agreement on the National Competition Policy in April 1995. The National Competition Policy aims to:

- increase consumer and business choice
- reduce production and transport costs
- lower prices for goods and services.

The Competition Principles Agreement is the key policy component. It:

- applies the Commonwealth Trade Practices Act 1974 to state and local government business activities
- outlines the policy framework
- provides a clear distinction between regulatory activities and commercial activities.

COAG agreed that the Principles would apply to local government and that each state would be responsible for applying the Principles in their state. Each state was to publish a statement of its position.

1.4 NSW Position

In accord with the COAG agreement, the New South Wales Government released its *Policy Statement on the Application of National Competition Policy to Local Government* in June 1996. The Policy Statement addresses issues including independent pricing oversight, competitive neutrality, structural reform and legislation review.

The NSW Government and the NSW Local Government and Shires Associations (LGSA) are working together to encourage councils to embrace the philosophy of competition in relation to their practices and policies, to the extent that it will produce an improvement in services to local communities.

Competitive neutrality principles need not be applied where the benefits of implementation are outweighed by the costs. The Policy states that competition policy principles apply **only** to local council business activities and **NOT** to non-business activities or non-profit activities. It must not place at risk people's access to basic services.

A business activity is defined as the supply of goods and services for a fee or charge. The test for a business activity is whether the activity is subject to competition from other providers. There are two categories of business activities for local government, based on annual turnover.

1.5 Local Government and National Competition Policy

Following the June 1996 release of the NSW Government Policy Statement, the Department of Local Government issued a publication *Competitive Tendering Guidelines* to all councils in January 1997. A further publication, *Pricing & Costing for Councils Businesses – A Guide to Competitive Neutrality* was issued in July 1997. In October 1997 new guidelines entitled *Guidelines on the Management of Competitive Neutrality Complaints* were distributed to councils. These guidelines supplement the Department's Practice Note No. 9 *Complaints Management in Councils*

Originally councils were to comply with the NSW Government Policy Statement by 1 July 1997. The timetable was revised in June 1997 (DLG Circular 97/36), giving councils until 1 July 1998 to progressively implement specified provisions.

This means that although some councils have been working towards implementing national competition policy for some time, others are still in the process of determining how the policy will affect them. In order to fully assess any unintended impacts of competition reform some time will be required to allow for implementation and evaluation.

2 THE LONGITUDINAL RESEARCH PROJECT

2.1 Longitudinal Survey

It was decided a longitudinal survey approach would provide the most relevant and beneficial means to assess the unintended impacts of National Competition Policy.

The NSW Government Policy clearly states that competitive tendering is not compulsory. However, the Department is aware that a number of councils are in the process of investigating whether this course of action will benefit their local community. For local councils and the State Government to understand any unintended impacts of National Competition Policy on the non government sector it is essential that there be an accurate picture of the services delivered by councils prior to the commencement of the Policy.

The Research Project is being managed by the Department of Local Government Policy and Research Branch. Assistance will be given by the Department's Information Services and Legal Services Branches.

There are three stages to the Project which will run over a 2 year period. Councils will be kept informed of progress at all stages of the project.

Stage 1

The first stage involves a survey of all councils to provide a "snapshot" of service provision at the time local government implementation of competition policy commenced. The survey will provide information on current council policy and practice in relation to community services and serve as a benchmark against which to measure any impacts of National Competition Policy.

Stage 2

The second stage will involve a small number of councils in a more detailed case study, documenting issues as they emerge and responses developed by councils.

Stage 3

Using the initial survey as a basis, a further survey will be conducted using Stage 1 as a benchmark from which to measure any change.

2.2 Other Strategies

The Longitudinal Research Project on the Unintended Consequences of National Competition Policy on Non Government Organisations is one of

several activities being undertaken by the Department of Local Government in relation to social justice and competition policy. These activities include:

- **Joint IMEA Workshops**
Presenting a module (and supporting resource material) on Social Justice and Competition Policy at a series of regional workshops on Managing Contracts and Competition run by the Institute of Municipal Engineers of Australia (IMEA). The workshops were attended by council engineers and other members of senior management.
- **Workshop at LGCSA Conference**
Presenting a workshop and information package on National Competition Policy as it relates to community services at the 1997 Annual Conference of the Local Government Community Services Association (LGCSA).
- **Monitoring and Responding to Specific Issues**
The Department of Local Government is working co-operatively with a range of organisations to gather further information and address specific issues as they are identified. Organisations include the Local Government and Shires Associations (LCSA), the Institute of Municipal Managers (IMM), the Institute of Municipal Engineers of Australia (IMEA), the Local Government Community Services Association (LGCSA) and relevant peak organisations from the non government sector.

Additional specific strategies will be identified as a result of the Stage 1 Survey and Stage 2 Case Studies.

2.3 Stage 1: Survey

An important part of the Project is to gain an understanding of the existing situation prior to the introduction of competition policy guidelines in 1997.

The Stage 1 Survey was developed in consultation with the Social Policy Sub-Committee of the Minister for Local Government's Reform Task Force. Its purpose is to establish an understanding of "the state of play" for councils prior to the introduction of competition policy guidelines.

2.3.1 Nominated Contact Person

All councils were requested in writing to nominate the most appropriate contact person to co-ordinate the response to the Survey. Telephone contact was also made with councils to ensure there was a nominated contact person for all councils.

2.3.2 Piloting the Survey Instrument

The survey instrument was piloted with six councils in May 1997. The pilot councils were:

Bankstown
Canterbury
Kiama
Penrith
Port Stephens
Sutherland.

Councils participating in the pilot were contacted by phone as well as in person regarding the pilot instrument. Councils were requested to send responses back within a week.

It was made clear to the pilot councils that competition policy does not require that individual businesses compete on an equal footing. Councils and other government agencies will have advantages through size, buying power, specialist expertise, assets, etc in the same way that the private sector will have its own characteristics. It was also stressed that the principle of competitive neutrality applies only to the business activities of councils and not to their non-business, non-profit activities.

The survey instrument was modified in response to feedback from the pilot councils.

2.3.3 Electronic Distribution and Returns

Following the pilot, the survey titled "Competition Policy Survey – Stage 1" was distributed to all 177 NSW local councils on 28 May 1997. The survey was distributed in electronic form via the Department's email council circular system. Councils were requested to send their returns electronically by 20 June 1997.

The Survey concentrated on 4 main areas:

- long day care child care centres
- community premises
- swimming pools
- community transport.

2.3.4 Departmental Follow-Up

There was extensive telephone contact with councils during the survey return period. This contact included answering council's questions in relation to the survey as well as repeated contact to ensure a high return rate to the Survey.

A Departmental Circular was sent to all councils on 24 June to remind them that returns were due on 30 June.

2.3.5 Extension for Returns

To ensure a high return rate the closing date for returns was extended.

The Director General wrote to all councils advising that the closing date for returns was extended to the 15 August. The final closing date was further extended to 29 August.

The final result was a return by 172 of the 177 local councils in NSW. This is a response rate of 97% - the highest response ever to a Departmental survey.

2.3.6 Analysis of Survey Returns

Analysis of returns commenced in September 1997.

In order to provide relevant and accurate information to councils to assist them in their own planning and benchmarking activities, the analysis included a break down of councils into geographical divisions using the Australian Classification of Local Governments.

During the first part of the analysis period extensive data validity checking took place. This involved further extensive telephone contact with specific councils to clarify and verify answers to the survey questions.

Analysis of returns is currently being finalized. It is expected that the final report on Stage 1 of the Project will be completed early in 1998.

2.4 Stage 2: Case Studies

The second stage will consist of detailed case studies to gain a fuller understanding of the impacts of National Competition Policy on non government organisations.

A small number of councils will be studied over a 12 month period. Councils will be selected to ensure a range of size and type in accordance with the Australian Classification of Local Governments, as well as a geographic spread across the state. There will also be a small number of issue based case studies comparing impacts between urban and rural councils.

Detailed planning of the case study methodology is currently being finalised. Councils for the case studies will be determined once analysis of the initial survey responses is completed.

It is expected that the case studies will commence early in 1998.

2.5 Stage 3: Follow Up Survey

The third stage will involve a follow up survey based on the initial questionnaire and issues identified during the case studies. Changes in councils' policy and support of community services as a result of competition policy will be tracked against the results of the Stage 1 Survey. Stage 3 is planned for mid 1998.

3 STAGE 1 SURVEY PRELIMINARY RESULTS

3.1 Council Policy Decision

At the time of the survey (August 1997) 28 councils (16.3% of survey respondents) had made a policy decision regarding reforms in relation to the way council manages its services and programs as a result of National Competition Policy.

Grouped according to the Australian Classification of Local Governments, Urban councils are more likely than Rural councils to have made a policy decision (see Table 1).

No Rural Growth councils or Rural Remote councils had made a policy decision at the time of the Survey. Urban developed and very large councils were most likely to have made a policy decision (see Tables 2 and 3).

Table 1 Number of Urban and Rural Councils which have made a policy decision

Classification	Number of Councils	% of Councils with Policy	% of survey respondents
Urban	18	64.3	22.2
Rural	10	10.9	37.5

Table 2: Councils who have made a policy decision by regional classification

Classification	% of survey respondents
Urban developed	28.1
Urban fringe	18.2
Urban regional	16.2
Rural Agricultural	11.9

Table 3: Councils who have made a policy decision by size

Classification	% of survey respondents
Very large	27.3
Medium	17.1
Large	13.9

Of the 28 councils who indicated that they had made a policy decision, 1 council is currently in the process of developing its policy. Of the remaining

27 councils, almost half made their decision in 1997 (13 councils or 46.4% of councils which have made a policy decision). A further 11 councils (39.3%) made their decision in 1996. 3 councils made their decision in 1995 (10.7%).

30 councils provided reasons for their policy decision regarding reforms in relation to the way they managed services and programs as a result of National Competition Policy, although only 28 councils said they had made a policy decision (see Table 4).

3 councils indicated they had a relevant existing policy prior to National Competition Policy. 1 council indicated they were in the process of developing a policy.

Table 4: Reasons for Councils' policy decision

Reason	No. of Councils
improve efficiency/effectiveness/quality service	7
improve customer service/quality service	5
enable competitive tendering/outsourcing	5
response to National Competition Policy	3
funder/provider split	2
security of employment/workplace reform	2
enable market testing of services & programs	1
competitive tendering only for contestable services	1
pre-existing policy	3
Currently developing policy	1
TOTAL	30

3.2 Long Day Child Care Centres

3.2.1 Overview

For 1997, 95 councils indicated there were a total of 577 long day child care centres operating in council owned premises. 167 of these centres (29%) were council-run by 49 councils. The break-down by various management types is shown in Table 5.

Commonwealth records indicate that there were a total of 1574 centres operating in these 95 local government areas for 1997. This indicates that just over 1/3 (35.39%) of all child care centres operated in council owned premises in 1997.

Table 5: Management Type of long day child care centres operating in council owned premises in 1997

Management Type	No. of Centres	No. of Councils	Average per Council in council owned premises
Council in-house	164	47	3.42
Council out-sourced	3	3	0.60
Community based	203	66	3.08
Private for Profit	207	31	6.68

3.2.2 Fee Increases

42 of the 49 councils (85.7%) who indicated they operated child care centres had increased fees for long day child care, other than Consumer Price Index (CPI) increases, in the period since 1 March 1996.

Some councils gave more than one reason for the fee increases. 29 councils (66%) said the reason was the loss of Commonwealth operational subsidy. Only 6 councils (14%) gave the impact of National Competition Policy as a reason. 9 councils (20%) increased the fees as a result of increases in operational and salary costs.

3.2.3 Average Fees

78 councils provided information relating to average fees per child per day.

The average fee has consistently increased in the period 1993 to 1997 as indicated in Table 6.

On average, fees for council run centres are less than private for profit centres, but higher than community based centres. For 1997, of the 78 councils responding to this question, the highest daily fee for a council-run centre was \$42. The lowest fee was \$22.

Table 6: Average fees per child per day 1993-1999

Management Type	1993	1995	1997	1999
Council run	25	28	32	36
Community Based	24	26	31	32
Private for Profit	26	29	35	35

3.2.4 Rents Paid to Councils

31 councils indicated that they receive rent from long day child care centres.

No council operated or private for profit centres paid market rent to councils. The number of councils collecting market rents from community based centres increased from 1 in 1993 to 4 in 1997. In 1997, the rents charged ranged from \$14,686 to \$349,668.

30 councils indicated that they subsidised rents. For 1997, subsidised rents ranged from \$1 to \$25,000 as shown in Table 7.

Table 7: 1997 Council subsidised rents for long day child care centres

Management Type	Maximum Rent	Minimum Rent	Average Rent	Number of Councils	Total Rent
Council in-house	24000	1	8000	3	24002
Council outsourced	6000	6000	6000	1	6000
Community based	20040	1	2800	21	58824
Private for profit	25000	25000	25000	1	25000

3.3 Community Premises

3.3.1 Number of Community Premises

For 1997, 142 councils indicated there were a total of 1687 community premises. Management type for these premises is shown in Table 8.

Table 8: Management Type for community premises

Management Type	No. of councils	% of responses	No. of Premises	Change since 1993
council managed	97	56	501	no significant change
council committee	82	48	682	no significant change
community based	72	42	456	decrease
private	17	10	40	slight increase
other	5	3	8	no significant change
TOTAL	142		1687	

3.3.2 Decline in the number of premises managed by community based organisations

72 councils (42% of all responding councils) indicated there were a total of 456 premises managed by community based organisations in 1997

Not all 72 councils indicated a number of centres for each year asked. However, of the councils responding there was no significant change in the number of premises between 1993 and 1997 as shown in Table 9. However, councils indicated an anticipated significant decrease in the number of community based organisations for 1999 (a 41% decrease over the 1993 figure).

Further research is required to determine whether the reported decrease reflects councils' knowledge of community based organisations rather than an actual decrease in numbers - many councils with large numbers of community based organizations did not give projections for 1999. If the decrease in the number of community based organizations is accurate, this may be a result of changes by funding bodies or other external factors, rather than any specific council policy. It is interesting to note that one Sydney metropolitan council is planning a move from council committee to community based management for its community premises.

Table 9: Number of premises managed by community based organisations

Year	No. of Councils Responding	No. of Centres	Av. Per councils responding
1993	59	411	7
1995	65	427	6.6
1997	72	456	6.3
1999	59	243	4.1

3.3.3 Average Hourly Rate of Hire

Table 10 shows that the majority of hourly fees charged to playgroups, church groups and out of school hours care (OSHC) remain below the \$10 mark. The majority of fees for dance/fitness classes, social clubs and service organisations remain below \$20. The majority of fees for private for profit use remain below \$50.

On average, the most significant increases have been for dance/fitness classes, private for profit, church groups and social clubs.

Table 10: Average fees for community premises 1993 - 1999

Organisation Group	1993	1995	1997	1999
OSHC	9.34	8.67	9.50	10.48
Playgroups	9.26	8.88	9.79	10.39
Church Groups	11.26	11.56	12.62	15.51
Service Organisations	14.82	14.53	14.81	14.72
Dance/Fitness Classes	13.87	14.13	15.53	20.64
Social Clubs	15.12	15.38	16.63	18.60
Private for Profit	26.63	28.99	32.55	31.94

There was no pattern of differing fees for urban and rural councils, or in relation to the size of a council.

With the exception of out of school hours services, around 25% of responding councils indicated an average fee increase of 50% or more (up to 100%) in the 1993-1997 period. In the vast majority of instances, the actual dollar amounts remain relatively small (eg from \$10 to \$20 dollars). Only 3 councils reported fee increases of this scale for out of school hours services.

Only 3 councils indicated fees would double between 1997 and 1993 - in 2 instances from \$5 to \$10 and in the third from \$10 to \$20.

3.3.4 Playgroups

68 councils responded to this question. Not all councils gave a fee for each of the years requested as shown in Table 11.

45 councils responded for the 1999 year with a “?” indicating the fee at this stage is unknown.

While the majority of hourly fees remain below the \$10 mark, there is a consistent trend for fees to increase from 1993 to the current year (1997) and projected into 1999. 17 Councils (25% of those responding to this question) indicated an average fee increase of 50% or more (up to 100%) in the 1993 – 1999 period.

12 councils indicated fees would increase between 1997 and 1999. 3 councils indicated fees will double between 1997 and 1999. However, in all instances the increase was \$10 or less.

While the actual dollar amounts are relatively small (eg \$10 to \$20) such changes can have significant impacts on small unfunded groups.

For 1997 the highest hourly fee was \$50, with 8 councils charging between \$23 - 50. The lowest hourly fee was \$1, with 8 councils charging fees of between \$1 - 2.50.

Table 11: Fees for playgroups

Year	No. of Councils Responding	Average Fee	Minimum Fee	Maximum Fee	Median Fee
1993	52	\$9.26	0.00	50.00	5.00
1995	66	\$8.88	0.00	50.00	5.00
1997	68	\$9.79	0.00	50.00	5.00
1999	42	\$10.39	0.00	60.00	6.00

3.3.5 Church Groups

71 councils responded to this question. Not all councils gave a fee for each of the years requested as shown in Table 12.

45 councils responded for the 1999 year with a “?” indicating the fee at this stage is unknown.

While the majority of hourly fees remain below the \$10 mark, there is a consistent trend for fees to increase from 1993 to the current year (1997) and

projected into 1999. 17 Councils (25% of those responding to this question) indicated an average fee increase of 50% or more (up to 100%) in the 1993 – 1999 period.

25 councils indicated fees would increase between 1997 and 1999. 2 councils indicated fees will double between 1997 and 1999. However, in all instances the increase was \$10 or less.

While the actual dollar amounts are relatively small (eg \$10 to \$20) such changes can be significant for small unfunded groups.

For 1997 the highest fee was \$50, with 8 councils charging between \$23 - 50. The lowest fee was \$1, with 8 councils charging between \$1 - 2.50.

Table 12: Fees for church groups

Year	No. of Councils Responding	Average Fee	Minimum Fee	Maximum Fee	Median Fee
1993	52	11.26	0.00	50.00	8.00
1995	69	11.56	0.00	50.00	9.00
1997	71	12.62	0.00	50.00	9.00
1999	39	15.51	0.00	60.00	10.00

3.3.6 Before/After School & Vacation Care

47 councils responded to this question. Not all councils gave a fee for each of the years requested as shown in Table 13.

44 councils responded for the 1999 year with a “?” indicating the fee at this stage is unknown.

The majority of hourly fees remain below the \$10 mark. 3 Councils (6% of those responding to this question) indicated an average fee increase of 50% or more (up to 100%) in the 1993 – 1999 period. 2 councils indicated fees will double between 1997 and 1999.

18 councils indicated fees would increase between 1997 and 1999. 2 councils indicated fees will double between 1997 and 1999. However, in all instances the increase was \$10 or less.

For 1997 the highest fee was \$50, with 4 councils charging between \$30 - 50. The lowest fee was \$1, with 5 councils charging between \$1 - 3.30.

Table 13: Fees for before/after school & vacation care

<u>Year</u>	<u>No. of Councils Responding</u>	<u>Average Fee</u>	<u>Minimum Fee</u>	<u>Maximum Fee</u>	<u>Median Fee</u>
1993	33	9.34	0.00	50.00	6.00
1995	43	8.67	0.00	50.00	6.00
1997	47	9.50	0.00	50.00	6.50
1999	24	10.48	0.00	36.00	7.50

3.3.7 Dance/Fitness Classes

78 councils responded to this question. Not all councils gave a fee for each of the years requested as shown in Table 14.

51 councils responded for the 1999 year with a “?” indicating the fee at this stage is unknown.

The majority of hourly fees remain below the \$15 mark. 14 Councils (19% of those responding to this question) indicated an average fee increase of 50% or more (up to 100%) in the 1993 – 1999 period.

34 councils indicated fees would increase between 1997 and 1999. 2 councils indicated fees will double between 1997 and 1999. However, in all instances the increase was \$10 or less.

For 1997 the highest fee was \$87.50, with 6 councils charging between \$40 - 87.50. The lowest fee was \$1, with 7 councils charging between \$1 - 5.

Table 14: Fees for dance/fitness classes

<u>Year</u>	<u>No. of Councils Responding</u>	<u>Average Fee</u>	<u>Minimum Fee</u>	<u>Maximum Fee</u>	<u>Median Fee</u>
1993	57	13.87	0.00	87.50	10
1995	72	14.13	0.00	87.50	10
1997	72	15.53	0.00	87.50	11
1999	45	20.64	0.00	161.00	13

3.3.8 Social Clubs

79 councils responded to this question. Not all councils gave a fee for each of the years requested as shown in Table 15.

50 councils responded for the 1999 year with a “?” indicating the fee at this stage is unknown.

The majority of hourly fees remain below the \$20 mark. 16 Councils (20% of those responding to this question) indicated an average fee increase of 50% or more (up to 100%) in the 1993 – 1999 period. 2 councils indicated fees will double between 1997 and 1999.

36 councils indicated fees would increase between 1997 and 1999. 2 councils indicated fees will double between 1997 and 1999. However, in all instances the increase was \$10 or less.

For 1997 the highest fee was \$200, with 3 councils charging between \$100 - 200. The lowest fee was \$2, with 3 councils charging between \$2 - 4.

Table 15: Fees for social clubs

Year	No. of Councils Responding	Average Fee	Minimum Fee	Maximum Fee	Median Fee
1993	59	15.12	1.00	110.00	10.00
1995	74	15.38	2.00	110.00	9.75
1997	79	16.63	2.00	120.00	10.00
1999	48	18.60	0.00	120.00	11.00

3.3.9 Private for Profit

88 councils responded to this question. Not all councils gave a fee for each of the years requested as shown in Table16.

49 councils responded for the 1999 year with a “?” indicating the fee at this stage is unknown

The majority of hourly fees remain below the \$50 mark. 20 Councils (22.8% of those responding to this question) indicated an average fee increase of 50% or more (in some cases more than 100%) in the 1993 – 1999 period. 1 council indicated fees will double between 1997 and 1999.

37 councils indicated fees would increase between 1997 and 1999. 1 council indicated fees will double between 1997 and 1999. However, in all but one instance the increase was \$10 or less.

For 1997 the highest fee was \$300, with 6 councils charging between \$100 - 300. The lowest fee was \$5, with 7 councils charging between \$5 – 9.

Table 16: Fees for private for profit groups

<u>Year</u>	<u>No. of Councils Responding</u>	<u>Average Fee</u>	<u>Minimum Fee</u>	<u>Maximum Fee</u>	<u>Median Fee</u>
1993	66	26.63	4.00	138.00	18.00
1995	85	28.99	4.50	300.00	17.00
1997	88	32.55	5.00	300.00	20.00
1999	55	31.94	0.00	150.00	20.00

3.3.10 Service Organisations

81 councils responded to this question. Not all councils gave a fee for each of the years requested as shown in Table 17.

54 councils responded for the 1999 year with a “?” indicating the fee at this stage is unknown.

The majority of hourly fees remain below the \$20 mark. 17 Councils (21% of those responding to this question) indicated an average fee increase of 50% or more (in some cases more than 100%) in the 1993 – 1999 period.

30 councils indicated fees would increase between 1997 and 1999. 2 councils indicated fees will double between 1997 and 1999. However, in all but one instance the increase was \$10 or less.

For 1997 the highest fee was \$125, with 2 councils charging between \$120 - 125. The lowest fee was \$0.80, with 4 councils charging between \$0.80 - 1.00.

Table 17: Fees for service organisations

<u>Year</u>	<u>No. of Councils Responding</u>	<u>Average Fee</u>	<u>Minimum Fee</u>	<u>Maximum Fee</u>	<u>Median Fee</u>
1993	60	14.82	0.00	110.00	7.75
1995	76	14.53	0.00	139.00	8.00
1997	81	14.81	0.00	125.00	9.00
1999	48	14.72	0.00	120.00	10.00

3.3.11 In-Kind Assistance

3.3.11.1 Council Managed Premises

117 councils indicated that they provided in-kind assistance to their community premises. Assistance provided by individual councils ranged from

1 to 32 types of assistance, with 64 (55% of responding councils) providing assistance in 15 or more ways.

By category, maintenance was the most common assistance given as shown in Table 18. The most common specific types of assistance are shown in Table 19.

Table 18: Type of assistance to council managed premises by category

Type Of Assistance	Total Count
maintenance	603
office administration	346
insurance	345
organisational support	333
rates	265

Table 19: The most common specific types of assistance to council managed premises

Category	Type Of Assistance	Total Count
insurance	council public liability	105
insurance	building	104
rates	council	99
maintenance	structural works	94
maintenance	minor repairs	93
rates	water	91
maintenance	painting	90

3.3.11.2 Community Based Premises

96 councils indicated that they provided in-kind assistance for their community premises. Assistance provided by individual councils ranged from 1 to 27 types of assistance, with 12 (12.5% of responding councils) providing assistance in 15 or more ways.

By category, maintenance was the most common type of assistance given as shown in Table 20. The most common specific types of assistance are shown in Table 21.

Table 20: Type of assistance to community based premises by category

Type Of Assistance	Total Count
maintenance	332
insurance	191
rates	170
office administration	84
organisational support	80

Table 21: Most common specific types of assistance to community based premises

Category	Type Of Assistance	Total Count
rates	council	80
insurance	council public liability	76
insurance	org. public liability	66
rates	water	66
maintenance	lawns	61
maintenance	gardens	58
maintenance	painting	54

3.3.12 The Public Interest Test

87 councils indicated that if they were to consider contracting out or competitively tendering community premises currently managed by council that they would consider public interest.

The public interest considerations which councils consider most significant are shown in Table 22.

Table 22: Most significant public interest considerations for community premises

Consideration	No. Of Councils	% Of Responding Councils
social welfare and equity considerations	66	90.4
government legislation and policies relating to matters such as occupational health and safety, industrial relations, access and equity	58	85.3
the interest of consumers generally or a class of consumers	57	82.6
the efficient allocation of resources	47	78.3

The public interest considerations which councils would not consider or consider not relevant are shown in Table 23.

Table 23: Least significant public interest considerations for community premises

Consideration	No. Of Councils	% Of Responding Councils
government legislation and policies relating to ecologically sustainable development	33	44.0
economic and regional development including employment and investment growth	27	46.6
the competitiveness of Australian business	25	43.1

3.4 Swimming Pools

3.4.1 Number of Council Pools

For 1997, 152 councils indicated there were a total of 452 council pools as shown in Table 24.

Table 24: Number of council pools in 1997

Pool Type	No. Of Councils	% Of Responses	No. Of Pools	Changes Since 1993
Outdoor	143	83.14	287	no significant change
leisure centre	33	19.19	60	slight increase
ocean/tidal	25	14.53	110	slight increase
Total	152	100.00		

3.4.2 Average Admission Fees

While the percentage increase in fees between 1993 and 1997 has been high (in excess of 50% for all fee categories), the majority of admission fees charged to individuals remain below \$2 and below \$6 for families as shown in Table 25. Only 3 councils have introduced fees for some categories where admission was free in 1993.

Table 25: Average pool admission fees by category

Fee Category	1993	1995	1997	1999
Family	3.84	4.84	5.65	5.93
Full fee	1.42	1.65	1.91	2.12
Health Card	1.14	1.30	1.48	1.69
Seniors card	1.08	1.20	1.39	1.63
Student	0.96	1.16	1.33	1.43
pensioners	0.94	1.06	1.25	1.52
Children	0.88	1.02	1.18	1.32

3.4.3 Full Fee

148 councils provided information on daily admission fees for council swimming pools. Not all councils gave a fee for each of the years requested as shown in Table 26.

57 councils responded for the 1999 year with a “?” indicating the fee at this stage is unknown.

While the average admission fee remains around the \$2 mark, there is a consistent trend for fees to increase from 1993 to the current year (1997) and projected into 1999. 66 councils indicated fees would increase between 1997 and 1999. In no instance was the projected increase more than \$1.

For 1997 the highest admission fee was \$4 and the lowest fee was 0.70 cents.

Table 26: Full pool admission fees

Year	No. of Councils	Average	Minimum	Maximum
1993	127	1.42	0.00	3.00
1995	143	1.65	0.70	4.00
1997	148	1.91	0.70	4.00
1999	93	2.12	0.80	5.00

3.4.4 Pensioners/Beneficiaries

116 councils provided information on daily admission fees for council swimming pools. Not all councils gave a fee for each of the years requested as shown in Table 27.

52 councils responded for the 1999 year with a “?” indicating the fee at this stage is unknown.

While the average admission fee remains around \$1.25, there is a consistent trend for fees to increase from 1993 to the current year (1997) and projected into 1999. 51 councils indicated fees would increase between 1997 and 1999. In no instance was the projected increase more than \$1.

For 1997 the highest admission fee was \$3.50 and the lowest fee was free.

Table 27: Pensioner/beneficiary pool admission fees

Year	No. of Councils	Average	Minimum	Maximum
1993	93	0.94	0.00	2.50
1995	108	1.06	0.00	2.50
1997	116	1.25	0.00	3.50
1999	71	1.52	0.00	3.50

3.4.5 Seniors Card Holders

110 councils provided information on daily admission fees for council swimming pools. Not all councils gave a fee for each of the years as shown in Table 28.

46 councils responded for the 1999 year with a “?” indicating the fee at this stage is unknown.

While the average admission fee remains less than \$2, there is a consistent trend for fees to increase from 1993 to the current year (1997) and projected into 1999. 51 councils indicated fees would increase between 1997 and 1999. In no instance was the projected increase more than \$1.

For 1997 the highest admission fee was \$3.50 and the lowest fee was free.

Table 28: Seniors card pool admission fees

Year	No. of Councils	Average	Minimum	Maximum
1993	87	1.08	0.00	2.60
1995	100	1.20	0.00	2.70
1997	110	1.39	0.00	3.50
1999	69	1.63	0.00	3.50

3.4.6 Health Care Beneficiaries

101 councils provided information on daily admission fees for council swimming pools. Not all councils gave a fee for each of the years requested as shown in Table 29.

47 councils responded for the 1999 year with a “?” indicating the fee at this stage is unknown.

While the average admission fee remains less than \$2, there is a consistent trend for fees to increase from 1993 to the current year (1997). 43 councils

indicated fees would increase between 1997 and 1999. In no instance was the projected increase more than \$1.

For 1997 the highest admission fee was \$3.50 and the lowest fee was free.

Table 29: Health care beneficiary pool admission fees

Year	No. of Councils	Average	Minimum	Maximum
1993	81	1.14	0.00	2.60
1995	94	1.30	0.00	2.70
1997	101	1.48	0.00	3.50
1999	60	1.69	0.00	3.00

3.4.7 Students

124 councils provided information on daily admission fees for council swimming pools. Not all councils gave a fee for each of the years requested as shown in Table 30.

50 councils responded for the 1999 year with a “?” indicating the fee at this stage is unknown.

While the average admission fee remains around \$1.50, there is a consistent trend for fees to increase from 1993 to the current year (1997) and into 1999. 44 councils indicated fees would increase between 1997 and 1999. In no instance was the projected increase more than \$1.

For 1997 the highest admission fee was \$2.70 and the lowest fee was free.

Table 30: Student pool admission fees

Year	No. of Councils	Average	Minimum	Maximum
1993	107	0.96	0.00	2.50
1995	118	1.16	0.00	2.60
1997	124	1.33	0.00	2.70
1999	79	1.43	0.00	3.00

3.4.8 Children

135 councils provided information on daily admission fees for council swimming pools. Not all councils gave a fee for each of the years requested as shown in Table 31.

54 councils responded for the 1999 year with a “?” indicating the fee at this stage is unknown.

While the average admission fee remains less than \$1.50, there is a consistent trend for fees to increase from 1993 to the current year (1997) and into 1999. 49 councils indicated fees would increase between 1997 and 1999. In no instance was the projected increase more than \$1. For 1997 the highest admission fee was \$3.00 and the lowest fee was free.

Table 31: Child pool admission fees

Year	No. of Councils	Average	Minimum	Maximum
1993	114	0.88	0.00	2.00
1995	129	1.02	0.00	3.00
1997	135	1.18	0.00	3.00
1999	87	1.32	0.00	3.00

3.4.9 Family

36 councils provided information on daily admission fees for council swimming pools. Not all councils gave a fee for each of the years requested as shown in Table32.

34 councils responded for the 1999 year with a “?” indicating the fee at this stage is unknown.

While the average admission fee remains less than \$6, there is a consistent trend for fees to increase from 1993 to the current year (1997) and into 1999. 17 councils indicated fees would increase between 1997 and 1999. In no instance was the projected increase more than \$1.

For 1997 the highest admission fee was \$10.00 and the lowest fee was \$0.80.

Table 32: Family pool admission fees

Year	No. of Councils	Average	Minimum	Maximum
1993	28	3.84	0.00	8.00
1995	32	4.84	0.50	8.00
1997	36	5.65	0.80	10.00
1999	23	5.93	0.80	11.75

3.4.10 Other Fee Categories

72 councils provided information on “other” admission fees for council swimming pools. The range of “other” fees is shown in Table 33.

Table 33: Other types of pool admission fees

Fee Category	Number of Councils
Season ticket	69
Books of tickets	20
Schools	14
Babies	11
Other	10
Spectators	7
Swimming classes	6
Training	1
TOTAL	138

3.5 Community Transport

3.5.1 Overview

73 councils indicated there were a total of 227.5 community transport services in 1997. The method of provision for services is shown in Table 34. It should be noted that some councils reported more than one provision method.

The increase in the average number of vehicles per responding council from 2.27 in 1993 to 3.20 in 1997 may reflect funding programmes rather than specific council policies.

There was a diverse range in the number of volunteer drivers per council area - from 1 to 145. This reflects the different service delivery modes between urban and rural areas with many rural areas using privately owned (volunteers') vehicles and brokerage services.

Table 34: Provision method for community transport services in 1997

Provision Method	No. Of Councils	% Of All Councils	No. Of Vehicles	Average No. Of Vehicles
council	37	22	92	2.49
subsidy	26	15	39.5	1.59
other	21	12	96	4.57
TOTALS	73	41	227.5	3.20

3.5.2 Direct Provision By Council

37 councils (22% of all responding councils) indicated they had a total of 92 community transport vehicles in 1997 as shown in Table 35.

Not all 37 councils indicated a number of vehicles for each year asked. However, of the councils responding there was no significant change in the number of community transport vehicles over time.

8 councils (22%) giving a response for 1997 did not give a response for 1999. Of the 30 councils which did give 1999 figures:
 27 councils (72.9%) indicated **no change** over the 1997 number of vehicles.
 3 councils (5.4%) indicated an **increase** over the 1997 number of vehicles.
 0 councils (0%) indicated a **decrease** over the 1997 number of vehicles.

For 1997, 27 councils (73%) had volunteer drivers.

Table 35: Community transport services provided by councils

Year	No. of Councils Responding	No. of Vehicles	Av. Per councils responding
1993	37	75	2.03
1995	35	77	2.20
1997	37	92	2.49
1999	30	65	2.17

3.5.3 Council-Subsidised Provision

26 councils (15% of all responding councils) indicated they had a total of 39.5 subsidised community transport vehicles in 1997 as shown in Table 36.

Not all 26 councils indicated a number of vehicles for each year asked. However, of the councils responding there was no significant change in the number of community transport vehicles subsidised over time.

6 councils (23%) giving a response for 1997 did not give a response for 1999. Of the 21 councils which did give 1999 figures:

19 councils (73%) indicated **no change** over the 1997 number of vehicles.

2 councils (8%) indicated an **increase** over the 1997 number of vehicles.

0 councils (0%) indicated a **decrease** over the 1997 number of vehicles.

For 1997, 23 council areas had volunteer drivers (88%).

Table 36: Community transport services subsidised by councils

Year	No. of Councils Responding	No. of Vehicles	Av. Per councils responding
1993	23	27.5	1.20
1995	26	39.5	1.52
1997	26	39.5	1.52
1999	21	31.5	1.50

3.5.4 Other Provision Methods

21 councils (12% of all responding councils) indicated they had a total of 96 "other" community transport vehicles in 1997 as shown in Table 37.

Not all 21 councils indicated a number of vehicles for each year asked. There was a significant increase in the number of "other" community transport vehicles.

3 councils (14%) giving a response for 1997 did not give a response for 1999. Of the 18 councils which did give 1999 figures:
 14 councils (67%) indicated **no change** over the 1997 number of vehicles.
 3 councils (14%) indicated an **increase** over the 1997 number of vehicles.
 1 council (5%) indicated a **decrease** over the 1997 number of vehicles.

For 1997, 21 council areas had volunteer drivers (100%).

Table 37: Number of “other” community transport vehicles

Year	No. of Councils Responding	No. of Vehicles	Av. Per councils responding
1993	16	45	2.81
1995	17	67	3.94
1997	21	96	4.57
1999	18	77	4.28

The “other” provision methods are shown in Table38.

Table 38: Other provision methods for community transport services

Provision Method	No.
state funded	17
community based	13
volunteer owned	6
leased/hired	3
brokerage	2
local taxi service	1
sponsored service	1

3.5.5 In-Kind Contributions

65 councils indicated that they provided in-kind assistance to community transport services as shown in Table 39. Individual councils provided between 1 to 21 specific types of assistance, with 20 (% of responding councils) providing assistance in 10 or more ways.

By category, the most common type of assistance was office administration, as shown in Table 39. The most common specific types of assistance are shown in Table 40.

Table39: Category of in-kind assistance to community transport services

Type Of Assistance	Total Count
office administration	139
organizational support	134
insurance	84
vehicle	72
rates	265

Table 40: Most common specific types of in-kind assistance to community transport services

Category	Type Of Assistance	Total Count
insurance	council public liability	37
vehicle	maintenance	33
vehicle	provide	28
office administration	book keeping	32
organisational support	security	28
insurance	vehicle	27

APPENDIX 1: LIST OF RESPONDING COUNCILS

Albury City Council	Coonamble Shire Council
Armidale City Council	Cootamundra Shire Council
The Council of the Municipality of Ashfield	Copmanhurst Shire Council
Auburn Council	Corowa Shire Council
Ballina Shire Council	Cowra Shire Council
Balranald Shire Council	Crookwell Shire Council
Bankstown City Council	Culcairn Shire Council
Barraba Shire Council	Deniliquin Council
Bathurst City Council	Drummoyne Council
The Council of the Shire of Baulkham Hills	Dubbo City Council
Bega Valley Shire Council	Dumaresq Shire Council
Bellingen Shire Council	Dungog Shire Council
Berrigan Shire Council	Eurobodalla Shire Council
Bingara Shire Council	Evans Shire Council
Blacktown City Council	Fairfield City Council
Bland Shire Council	Forbes Shire Council
Blayney Shire Council	Gilgandra Shire Council
Blue Mountains City Council	Glen Innes Municipal Council
Bogan Shire Council	Gloucester Shire Council
Bombala Council	Gosford City Council
Boorowa Council	Goulburn City Council
The Council of the City of Botany Bay	Grafton City Council
Bourke Shire Council	Great Lakes Council
Broken Hill City Council	Greater Lithgow City Council
Burwood Council	Greater Taree City Council
Byron Shire Council	Griffith City Council
Cabonne Council	Gundagai Shire Council
Camden Council	Gunnedah Shire Council
Campbelltown City Council	Guyra Shire Council
Canterbury City Council	Harden Shire Council
Carrathool Shire Council	Hastings Council
Casino Council	Hawkesbury City Council
Central Darling Shire Council	Hay Shire Council
Cobar Shire Council	Holbrook Shire Council
Coffs Harbour City Council	Holroyd City Council
Conargo Shire Council	The Council of the Shire of Hornsby
Coolah Shire Council	Hume Shire Council
Coolamon Shire Council	The Council of the Municipality of Hunters Hill
Cooma-Monaro Shire Council	Hurstville City Council
Coonabarabran Shire Council	Inverell Shire Council

Jerilderie Shire Council	Randwick City Council
Kempsey Shire Council	Richmond River Shire Council
The Council of the Municipality of Kiama	Rockdale City Council
Kogarah Municipal Council	Ryde City Council
Ku-ring-gai Municipal Council	Rylstone Shire Council
Kyogle Council	Scone Shire Council
Lachlan Shire Council	Severn Shire Council
Lake Macquarie City Council	Shellharbour City Council
Lane Cove Council	Shoalhaven City Council
Leeton Shire Council	Singleton Shire Council
Leichhardt Municipal Council	Snowy River Shire Council
Lismore City Council	South Sydney City Council
Liverpool City Council	Strathfield Municipal Council
Lockhart Shire Council	Sutherland Shire Council
Macleay Shire Council	Sydney City Council
Maitland City Council	Tallaganda Shire Council
Manilla Shire Council	Tamworth City Council
Manly Council	Temora Shire Council
Marrickville Council	Tenterfield Shire Council
Merriwa Shire Council	Tumbarumba Shire Council
Moree Plains Shire Council	Tumut Shire Council
Mosman Municipal Council	Tweed Shire Council
Mudgee Shire Council	Ulmarra Shire Council
Mulwaree Shire Council	Uralla Shire Council
Murray Shire Council	Urana Shire Council
Murrumbidgee Shire Council	Wagga Wagga City Council
Murrurundi Shire Council	The Council of the Shire of Wakool
Muswellbrook Shire Council	Walcha Council
Nambucca Shire Council	Walgett Shire Council
Narrabri Shire Council	Warren Shire Council
Narrandera Shire Council	Warringah Council
Narromine Shire Council	Waverley Council
Newcastle City Council	Weddin Shire Council
North Sydney Council	Wellington Council
Nundle Shire Council	Wentworth Shire Council
Nymboida Shire Council	Willoughby City Council
Oberon Council	Windouran Shire Council
Orange City Council	Wingecarribee Shire Council
Parkes Shire Council	Wollondilly Shire Council
Parramatta City Council	Wollongong City Council
Parry Shire Council	Woollahra Municipal Council
Penrith City Council	Wyong Shire Council
Pittwater Council	Yallaroi Shire Council
Port Stephens Council	Yarrowlumla Shire Council
Queanbeyan City Council	Yass Shire Council
Quirindi Shire Council	Young Shire Council

APPENDIX 2: THE SURVEY FORM