



## **Chartered Accountants Australia and New Zealand** **Victorian City Council Model Budget – 2017/2018**

A best practice guide for reporting local government budgets in Victoria  
15th Edition

**Final version released February 2017**

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All information is current as at February 2017.

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Chartered Accountants ANZ would also like to thank the following for their support for this project.



## Introduction to this guide

### Background

In April 2001, a specialist taskforce established by Chartered Accountants Australia and New Zealand (Chartered Accountants ANZ) reported on its survey of Victorian local government budgets. The report was critical of the quality and content of local government budget reporting and made many recommendations aimed at improving the quality of budget reports. The main failings of budget reports were seen to be:

- The focus on current year performance, with little consideration given to the longer term
- The need to develop budgets in the context of corporate and business plans
- The need for consistency with annual financial statements.

Following consultation with key representative bodies in the local government sector, Local Government Professionals, Local Government Finance Professionals and the Municipal Association of Victoria, Chartered Accountants ANZ convened a Working Party which included members of its Local Government Taskforce and key local government practitioners. The aim of the Working Party was to develop a Best Practice Guide (Guide) for use by local government practitioners in the preparation of annual budget reports. There was a consensus that the Guide should focus on improving reports which are released into the public domain to various stakeholders and that the findings and recommendations of the Chartered Accountants ANZ report would provide an excellent basis for the development of the Guide.

Edition 1 of this Guide was the result of those findings and represented a major achievement in terms of providing practical guidance regarding the information that annual budgets should provide to stakeholders.

### Revision of the Guide

The fifteenth edition of the Guide entitled Victorian City Council Model Budget - 2017/2018 builds on previous editions in improving the usefulness of the budget to financial users and continues to address practical matters affecting preparers which have been communicated through surveys and other feedback mechanisms.

The key changes included in this edition of the Guide include:

- Greater clarity on what information is required by legislation as compared to good practice

The Guide also addresses issued and/or amended Accounting Standards that are applicable to the forthcoming reporting period. For this edition there have been no significant new or amended Accounting Standards that have required changes.

### Structure of the guide

The Guide is structured in four layers including an overall summary of the budget outcomes, the key budget reports which contain all the mandatory information required in a local government budget (Sections 1 to 7), an analysis of the key issues embodied in the budget (Sections 8 to 13) and linkages to the long term strategies of council (Sections 14 to 16).

The Guide provides commentary at the end of each Section which has been designed to assist practitioners in deciding what information they should include in budgets and how it should be disclosed. The commentary does not form part of the Budget Report.

The structuring of the Guide into four layers is considered best practice as it recognises that there are different levels of interest in the budget and therefore different levels of detail stakeholders seek when reviewing a local government budget. It is recognised that the Guide is not mandated by legislative or other means but its use is recommended. The Local Government Investigations and Compliance Inspectorate has encouraged councils to refer to the Model Budget which will assist in ensuring all statutory requirements for council budgets are met. As with previous versions of this Guide, we have communicated with Local Government Victoria (LGV) throughout the development of this revision.

While the Working Party has a strong view that the type of information included in the Guide is relevant and should be disclosed it accepts that good disclosure can be achieved in a variety of ways. The

Working Party therefore does not seek to mandate the type of disclosures included in the Guide, other than those required directly by the Act and Regulations. However, it is worth noting that the earlier versions of this Guide have enjoyed overwhelming support from practitioners and the Working Party continues to receive positive feedback about the Guide.

### **Context of the budget within the strategic planning framework**

This Guide has been designed to demonstrate how a council's budget forms part of, and should be driven by, the strategic planning framework. Section 1 of the Guide shows how to link the annual budget with council's long term objectives as defined in the Council Plan, and with the Strategic Resource Plan. This is further explored in Section 2 which details the services, initiatives and major initiatives funded in the budget which will lead to the achievement of the Council Plan, along with service performance indicators and measures.

The focus of the annual budget becomes the resourcing of service delivery in the short term, but within the context of longer term financial sustainability. With this in mind, the key indicators within the budget are:

- The surplus or deficit for the year
- The adjusted underlying operating result which excludes the impact of non-recurrent capital grants, non-monetary asset contributions and other contributions to fund capital expenditure
- The adequacy of cash flows from operations, together with available cash and investments to fund capital works and borrowing commitments.

The Guide shows that within the context of a sustainable strategic resource plan, it is acceptable for a council to budget for an operating or cash flow deficit in one or more years, as long as it has adequate reserves of cash and investments. Stakeholders should be concerned if actual financial performance varies significantly from the projected performance as set out in the Strategic Resource Plan.

### **Consistency with annual reporting requirements**

One of the major criticisms of local government budget reports in the past (before the introduction of this Model Budget) has been the lack of consistency of accounting treatments and disclosures between annual reports and budget reports. The criticism was based on the fact that inconsistent reporting conceals important information and renders analysis of budgeted and actual results very difficult.

This Guide is based on the standards that apply to annual reports and recommends that well founded budgets have four key elements:

- Operations
- Financial position
- Cash position
- Capital works.

These key elements are critical in demonstrating an integrated and rational approach to financial management with linkages to the Council Plan and Strategic Resource Plan.

### **What is Victorian City Council?**

Victorian City Council (VCC) is the name of the fictional council upon which this Guide is based. VCC is a large council with a population of over 100,000 residents. It has a diverse mix of communities with differing ethnic backgrounds. While it has elements of older inner city development, it also has some areas of newer development akin to outer suburban Melbourne.

VCC provides a wide range of services to its residents ranging from most forms of community welfare and support to recreational and sporting activities. There is a strong industrial base which provides good employment opportunities and VCC recognises that this must be fostered if it is to remain a viable council capable of delivering services to its community. VCC has a strong urban planning function because of the many planning issues which arise constantly.

Because of the need for renewal of some ageing infrastructure and the demand for new services, VCC has the challenge of finding adequate funding for its large capital works needs, particularly in the short term. VCC has decided that it does not wish to use borrowings to a major extent for funding its needs and therefore wants to be largely self-reliant in terms of its finances. It is a council that is best described

as financially prudent and one which wants to make its strategic decisions on the basis of well researched information and within the context of what it can afford.

## **Use of the Guide**

This Guide is a serious effort aimed at providing local government practitioners with definitive guidance on the preparation of best practice budget reports. It is based on real examples and is particularly relevant to local government in Victoria.

The Guide also provides a framework for any budget reports prepared by councils for dissemination in the public domain. It therefore does not replace the detailed reports generated by management in the preparation and analysis of local government budgets. The Working Party believes that distribution to the public of information used by management to monitor and control council activities is inappropriate and likely to confuse many stakeholders.

Each council will need to adapt the Guide to meet its own individual objectives and address its own issues. Assumptions and content will therefore need to be varied from the wording used in the Guide to address the specific circumstances of each council.

Any feedback on the Guide will be enthusiastically welcomed and used to enhance future updates. Feedback or commentary should be directed to:

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## **Working party membership**

As with earlier editions of the Guide, each member of the Working Party has made a significant contribution to this edition's structure and content. Many conceptual and practical issues have been vigorously debated. The Guide represents the collective's preferred position on technical and other matters and the sector practitioners on the Working Party have had a significant influence on the content of the Guide, thereby ensuring that it remains relevant and retains its practical and best practice focus.

The Working Party is comprised of representatives from the accounting profession, local government practitioners and major local government sector peak bodies. Working Party members are listed below.

### **Local government practitioners**

James Scott, CA	Moreland City Council (Working Party Chairman)
Bradley Thomas, CA	Mount Alexander Shire Council
John Brockway, CPA	Surf Coast Shire

\*Also see Greg Hall under FINPro representatives

### **Accounting profession**

Mark Peters, CPA	HLB Mann Judd
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### **Local Government Finance Professionals (FINPro)**

Greg Hall, CPA	Boroondara City Council
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### **Municipal Association of Victoria (MAV)**

Allan Holmes, FAICD	Financial Consultant
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### **Department of Environment, Land, Water and Planning**

Daniel O'Shea	Local Government Victoria
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## Compliance checklist

This section lists the items that must be included in the budget in order for it to comply with the requirements of the *Local Government Act 1989* and the *Local Government (Planning and Reporting) Regulations 2014*. It is recommended that the compliance checklist be used at the conclusion of budget preparation to ensure compliance with legislative disclosure requirements.

	Requirement	Act & Regs	Model Budget	Yes/ No
1.	Financial statements (income statement, balance sheet, changes in equity, cash flows, capital works) in the form set out in the Local Government Model Financial Report	Section 127(2)(a) Regulation 9	Sect 3	
2.	Services and initiatives to be funded in the budget	Section 127(2)(b)	Sect 2	
3.	Statement as to how the services and initiatives will contribute to achieving the strategic objectives specified in the Council Plan	Section 127(2)(c)	Sect 2	
4.	Major initiatives, being initiatives identified by the Council as priorities, to be undertaken during the financial year	Section 127(2)(d)	Sect 2	
5.	For services to be funded in the budget, the prescribed indicators of service performance that are required to be reported against in the performance statement, and the prescribed measures relating to those indicators	Section 127(2)(da)-(db)	Sect 2	
6.	Details of the rates to be declared	Section 158(1)	Sect 7	
7.	Details of differential rates	Section 161(2)	Sect 7	
8.	A detailed list of capital works expenditure in relation to non-current assets classified in accordance with the model statement of capital works in the Local Government Model Financial Report, and set out according to asset expenditure type	Regulation 10(1)(a)	Sect 6	
9.	A summary of the funding sources in relation to the capital works expenditure, classified separately as to grants, contributions, Council cash and borrowings	Regulation 10(1)(b)	Sect 6	
10.	A statement of human resources	Regulation 10(1)(c)	Sect 3	
11.	A summary of human resources expenditure and the number of full time equivalent Council staff referred to in the statement of human resources, categorised according to the organisational structure of the Council and classified separately as to permanent full time or permanent part time	Regulation 10(1)(d-e)	Sect 3	
12.	A list of grants by type and source, classified as recurrent grants to be used to fund operating expenditure and capital expenditure, and non-recurrent grants to be used to fund operating and capital expenditure	Regulation 10(1)(f)	Sect 5	
13.	Total amount borrowed as at 30 June of the financial year compared with the previous financial year	Regulation 10(1)(g)	Sect 5	
14.	Total amount to be borrowed during the financial year compared with the previous financial year	Regulation 10(1)(h)(i)	Sect 5	

	Requirement	Act & Regs	Model Budget	Yes/ No
15.	Total amount projected to be redeemed during the financial year compared with the previous financial year	Regulation 10(1)(i)	Sect 5	
16.	Rate in the dollar for each type or class of land	Regulation 10(2)(a)	Sect 7	
17.	Percentage change in the rate in the dollar for each class or type of land compared with the previous financial year	Regulation 10(2)(b)	Sect 7	
18.	Estimated amount to be raised by general rates in relation to each type of class of land compared with the previous financial year	Regulation 10(2)(c)	Sect 7	
19.	Estimated total amount to be raised by general rates compared with the previous financial year	Regulation 10(2)(d)	Sect 7	
20.	Number of assessments for each class or type of land compared with the previous financial year	Regulation 10(2)(e)	Sect 7	
21.	Number of assessments compared with the previous financial year	Regulation 10(2)(f)	Sect 7	
22.	Basis of valuation to be used	Regulation 10(2)(g)	Sect 7	
23.	Estimated value of each type or class of land compared with the previous financial year	Regulation 10(2)(h)	Sect 7	
24.	Estimated total value of land rated compared with the previous financial year	Regulation 10(2)(i)	Sect 7	
25.	Municipal charge compared with the previous financial year	Regulation 10(2)(j)	Sect 7	
26.	Percentage change in the municipal charge compared with the previous financial year	Regulation 10(2)(k)	Sect 7	
27.	Estimated amount to be raised by municipal charges compared with the previous financial year	Regulation 10(2)(l)	Sect 7	
28.	Rate or unit amount to be levied for each type of service rate or charge compared with the previous financial year	Regulation 10(2)(m)	Sect 7	
29.	Percentage change for each type of service rate or charge compared with the previous financial year	Regulation 10(2)(n)	Sect 7	
30.	Estimated amount to be raised by each type of service rate or charge compared with the previous financial year	Regulation 10(2)(o)	Sect 7	
31.	Estimated total amount to be raised by service rates and charges compared with the previous financial year	Regulation 10(2)(p)	Sect 7	
32.	Estimated total amount to be raised by all rates and charges compared with the previous financial year	Regulation 10(2)(q)	Sect 7	
33.	Any significant changes that may affect the estimated amounts referred to in Regulation 10(2)	Regulation 10(2)(r)	Sect 7	
34.	Councils applying to the Essential Services Commission for a rates variation must meet disclosure requirements	Local Government Amendment (Fair Go Rates) Act 2015	Sect 15 Refer commentary (4)	

## **Victorian City Council Budget Report – 2017/2018**

This Budget Report has been prepared with reference to Chartered Accountants ANZ “Victorian City Council Model Budget 2017/2018” a best practice guide for reporting local government budgets in Victoria.



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## Mayor's Introduction<sup>1</sup>

The Councillors and I are pleased to release the proposed Budget 2017/18 to the Community for comment and public submissions. This budget builds on our Council Plan 2017-2021 vision which focuses on the following six key areas:

- Advocacy and leadership
- Community and economic development
- Community participation
- Resource management
- Quality service
- Urban development and environment

The Council Plan 2017-2021 (Year 1), sets out our strategic plan to deliver our vision over the full term of the Council. As this is the first year of the current Council term, the focus over the next year will be on planning and design activities to deliver current commitments.

The proposed budget details the resources required over the next year to fund the large range of services we provide to the community. It also includes details of proposed capital expenditure allocations to improve and renew our City's physical infrastructure, buildings and operational assets as well as funding proposals for a range of operating projects.

As Councillors, it is our job to listen to community sentiment and understand your priorities. During and following the Council elections in 2016 we have consistently heard that Council's services are valued by the community, and that Council also needs to be financially responsible and keep its rates as low as possible. In response, Council has continued an enterprise wide approach to identify savings that don't impact on its services, to provide increased value for money to ratepayers. Council will continue to focus on identifying sustainable cost savings that will enable it to deliver on our Council Plan to deliver high quality, responsive and accessible services to the community

The proposed budget proposes a rate increase of 2.0 per cent. This is in line with the Fair Go Rates System (FGRS) which has capped rates increases by Victorian Councils. Council has also identified a number of significant and unexpected cost and revenue impacts during the budget process which it has had to fund. These include;

- an anticipated increase of 2.0 per cent in the State Government landfill levy (\$200,000)
- increased costs relating to statutory requirements for power line clearances (250,000)
- higher than inflation labour cost increases of 3.7 per cent which are linked to the current Enterprise Agreement (\$420,000).

These items alone are equivalent to a 2.3 per cent rate increase, over and above the mandatory 2.0 per cent increase in our base costs for delivering core services and projects allowed by the FGRS.

To ease the impact on ratepayers and ensure users help pay for Council services, we are proposing to increase most fees and charges by 2.0 per cent, in line with projected inflation.

In this proposed budget we have allocated funding of \$21.5 million for asset renewals, upgrades and expansions. The proposed budget also funds \$9.2 million for new assets. Highlights of the capital program include;

- roads (\$7.13 million) – including reconstructions, roads to recovery projects, resheeting, footpaths and the Integrated Transport Plan
- drains (\$1.65 million) – including road drainage replacement works, stage 1 of the Victoria Park Lake redevelopment and implementation of the Stormwater Management Plan
- open space (\$3.29 million) – including playground equipment, irrigation systems, street trees and completion of Victoria Park
- buildings (\$8.43 million) – including pavilion upgrades, construction of the Victorian Community Facility, construction of a Velodrome and State Bowls Centre and completion of the Block Arcade redevelopment

- plant and equipment (\$4.84 million) – including information technology, library materials and scheduled replacement of Council's fleet.

We have also allocated funding to deliver tangible progress on other key priorities and initiatives including;

- expansion of the Community Grants program (\$0.44 million)
- implementation of the aged partnerships program (\$0.90 million)
- expansion of arboriculture services (\$0.15 million)
- introduction of Council provided street cleansing service (\$1.4 million)
- introduction of multicultural library and leisure services
- expansion of youth services (\$0.06 million)
- opening of the Homestead Centre for Decorative Arts (\$0.25 million)
- resourcing of the employment strategy (\$0.18 million)
- opening of a new customer service centre at Victorian Community Centre (\$0.11 million).

Our focus for the next year is to continue to deliver on the projects and services that make our City a great place to live in and respond to the challenges we are currently facing. These challenges include;

- implementation of the Zero Carbon Evolution Strategy which aims to reduce our carbon emissions by 22 per cent across the municipality by 2020
- the need to provide for significant projected growth of 25 per cent in the number of children accessing Council managed and run child care centres over the next five years
- finalising the implementation of Councils' Bicycle Strategy over the next six years
- increasing investment in the maintenance of our ageing community and infrastructure assets.

Community feedback was supportive about the use of borrowings to fund major long term community infrastructure rather than rates revenue. The community strongly supports the maintenance of existing service levels and for these to be funded through a mix of rates revenue and user charges. Council will continue to focus on the identification of sustainable cost reductions to protect existing service levels. We will also explore new approaches for providing services to our community in a tighter fiscal environment and ensure that we engage with you on any planned changes.

The proposed budget was developed through a rigorous process of consultation and review and Council endorses it as financially responsible. I encourage you to read the remainder of this document, in conjunction with our revised Council Plan 2017-2021 and I look forward to receiving your submission.

**Cr Jo Johnson**  
**Mayor**

## **Commentary – Mayor's Message**

### **Purpose of Mayor's Message**

1. The purpose of the Mayor's Message is to provide an accessible and consumable overview of the Budget which is integrated to Council's four year vision as articulated in the Council Plan. It also provides an avenue for the Mayor to demonstrate that the Council has, in setting the budget, taken community feedback and concerns into account and demonstrate ownership of the Budget by the Council. It also allows the Mayor to highlight key issues of interest to the community including major capital projects as well as emerging challenges and how it proposes addressing these.

With the advent of rate capping, it is important that the Mayor confirm whether Council has complied with the cap or intends to seek a variation. When it is a revaluation year it is important to highlight that actual rate increase experiences may be different.

Finally the Mayor's Message should encourage the reader to delve into the detail and be a participant in the budget submission process.

## Executive summary<sup>1</sup>

Council has prepared a Budget for 2017/18 which is aligned to the vision in the Council Plan 2017/2021. It seeks to maintain and improve services and infrastructure as well as deliver projects and services that are valued by our community, and do this within the rate increase mandated by the State Government.

This Budget projects a surplus of \$1.0m for 2017/18, however, it should be noted that the adjusted underlying result is a deficit of \$4.5m after adjusting for capital grants and contributions (refer Sections 5 and 10.1).

### 1. Key things we are funding

- 1) Ongoing delivery of services to the Victorian City community funded by a budget of \$77.5m. These services are summarised in Section 2.1.
- 2) Continued investment in Infrastructure assets (\$11.4m) primarily for renewal works. This includes roads (\$5.3m); bridges (\$0.1m); footpaths and bicycle paths (\$0.7m); drainage (\$1.9m); recreational, leisure and community facilities (\$0.6m); parks, open space and streetscapes (\$2.6m); and transport management (\$0.3m). The Statement of Capital Works can be found in Section 3 and further details on the capital works budget can be found in Sections 6 and 12.

#### **Strategic Objective 1: Advocacy and leadership<sup>2-10</sup>**

- 3) Additional funding to the Community Grants program, which is the first additional funding for some years for this significant community program (\$0.44 million net cost).

#### **Strategic Objective 2: Community and economic development<sup>2-10</sup>**

- 4) Council is the lead agency on aged partnerships project and although grants were received in 2016/17, the majority of programs will be implemented during the next financial year (\$0.90 million net cost).
- 5) Resourcing of the Employment Strategy will see the engagement of a part time employment co-coordinator to ensure that Council gains its fair share of employment programs and is able to respond to employment and training issues in the municipality. Resources also include provision for Council's participation in the State Government's Community Jobs Program and implementing recommendations arising from the Employment Strategy (\$0.18 million net cost).

#### **Strategic Objective 3: Community participation<sup>2-10</sup>**

- 6) A major step forward in the improvement of Council's Multilingual Communication Service to meet the needs of a non-English speaking background community including a major redevelopment of Council's multilingual website and other communication services (\$0.05 million net cost).

#### **Strategic Objective 4: Resource management<sup>2-10</sup>**

- 7) Significant advances will be made in the further development of the Geographic Information System (GIS). Additionally, public access to the GIS will become operational during this calendar year, as will the commissioning of the Community Portal and community email facilities. These initiatives will place Council firmly at the forefront of local governments in Victoria and Australia for electronic public access to service information and facilities (\$Nil net cost).

#### **Strategic Objective 5: Quality service<sup>2-10</sup>**

- 8) Customer service facilities will be provided at the new Victorian Community Centre following its completion (\$0.11 million net cost).

## **Strategic Objective 6: Urban development and environment<sup>2-10</sup>**

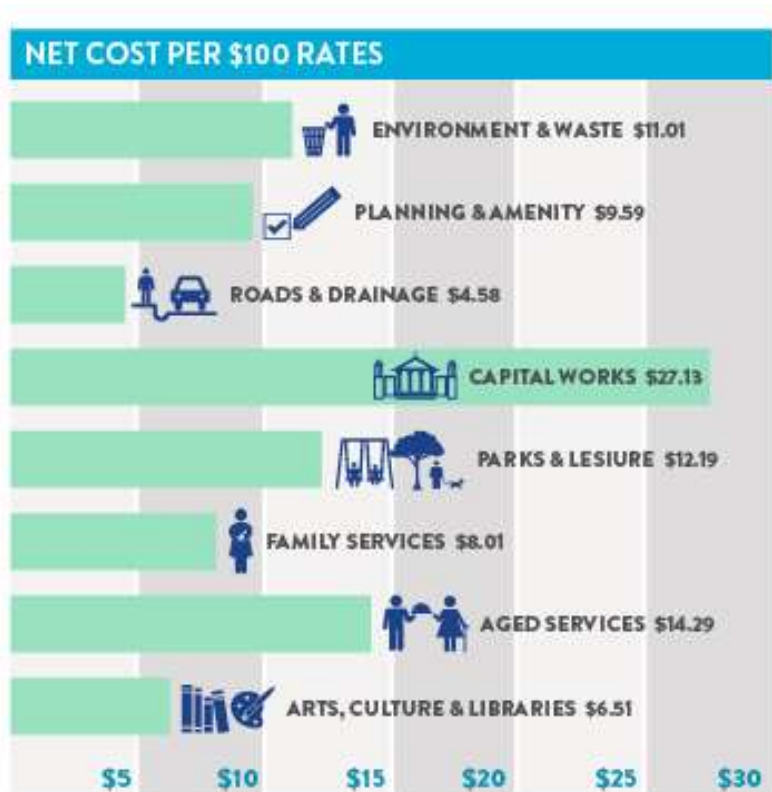
- 9) The major three year review of Council's Municipal Strategic Statement will commence in July 2017 with a completion date of December 2017. This will be the main focus of work being undertaken by the Strategic Planning Unit next year (\$Nil net cost).
- 10) In November 2016, Council resolved to deliver an in-house provided Street Cleansing service. This year's allocation includes the recent employment of an additional 14 staff, plant maintenance, materials and tipping fees, to deliver this new in house service (\$1.40 million net cost).

## **2. The Rate Rise**

- a. The average rate will rise by 2.0% in line with the order by the Minister for Local Government on 16 December 2016 under the Fair Go Rates System.
- b. Key drivers
  - i. To fund ongoing service delivery – business as usual (balanced with greater service demands from residents)
  - ii. To fund renewal of infrastructure and community assets
  - iii. To cope with growth in the population of Victorian residents (2.2% in the last year)
  - iv. To cope with cost shifting from the State Government.
- c. This is not a revaluation year. Valuations will be as per the General Revaluation dated 1 January 2016 (as amended by supplementary valuations).
- d. The waste service charge incorporating kerbside collection and recycling will increase by 4.2% per property.
- e. Note that for every \$100 in taxes paid by Victorian residents, rates make up approximately \$3.50. The other \$96.50 goes to the State and Federal Governments.<sup>4</sup>
- f. Refer Section 7 for further Rates and Charges details.

## **3. Key Statistics**

- Total Revenue: \$77.5M (2016/17 = \$72.5M)
- Total Expenditure: \$76.5M (2016/17 = \$74.5M)
- Accounting Result: \$1.0M Surplus (2016/17 = \$1.9M Deficit)  
(Refer Income Statement in Section 3)
- Underlying operating result: Deficit of \$4.5M (2016/17 = Deficit of \$4.7M)  
(Refer Analysis of operating Budget in Section 10.1)  
(Note: Underlying operating result is an important measure of financial sustainability as it excludes income which is to be used for capital, from being allocated to cover operating expenses)
- Cash result: \$11.3M Deficit (2016/17 = \$8.9M Deficit)  
(Refer Statement of Cash Flows in Section 3)  
This is the net funding result after considering the funding requirements to meet loan principal repayments and the reserve transfers.
- Total Capital Works Program of \$30.72M (2016/17 = \$29.87M)
  - \$8.87M from Council operations (rates funded)
  - \$0.0M from borrowings
  - \$1.68M from asset sales
  - \$6.28M from external grants
  - \$13.89M from cash and reserves



## 4. Budget Influences

### External Influences

The preparation of the budget is influenced by the following external factors:

- The Victorian State Government has introduced a cap on rate increases from 2016/17. The cap for 2017/18 has been set at 2.0% (2016/2017: 2.5%).
- CPI for Victoria is forecast to be 2.0% for the 2017/18 year (Victorian Department of Treasury & Finance, 2016-17 Budget Update).
- The Victorian Wage Price Index is projected to be 2.5% in 2017/18 (Victorian Department of Treasury & Finance, 2016-17 Budget Update).
- Council must renegotiate a new Collective Agreement during the 2017/18 year for commencement on 1 July 2018.
- Receipt of significant capital works funding of \$6.28 million for the construction of a Velodrome and State Bowls Centre at Victoria Park and the completion of Roads to Recovery projects
- Anticipated increases of 2.0% (or \$1.24 per tonne) in the levy payable to the State Government upon disposal of waste into landfill, resulting in additional waste tipping costs of \$0.20 million. The levy has increased from \$9 per tonne in 2008/2009 to a forecast \$63.27 per tonne in 2017/2018 (703% increase in 9 years) and has added \$1.84 million to Council's costs.
- Ongoing cost shifting. This occurs where Local Government provides a service to the community on behalf of the State and Federal Government. Over time the funds received by local governments do not increase in line with real cost increases.
- Councils across Australia raise approximately 3.5% of the total taxation collected by all levels of Government in Australia. In addition Councils are entrusted with the maintenance of more than 30% of the all Australian public assets including roads, bridges, parks, footpaths and public buildings. This means that a large proportion of Council's income must be allocated to the maintenance and replacement of these valuable public assets in order to ensure the quality of public infrastructure is maintained at satisfactory levels.
- The Fire Services Property Levy will continue to be collected by Council on behalf of the State Government with the introduction of the *Fire Services Property Levy Act 2012*.
- A write down of flood/fire affected assets which is estimated at \$1.00 million in 2017/18 and estimated repairs of \$1.20 million over two years. Compensation of \$0.40 million has been confirmed by Council's insurers, with the balance to be funded by the Natural Disaster Assistance Fund (NDAF). An advance payment of \$1.00 million from the NDAF was received in 2016/17. Council is also eligible to claim the first \$0.03 million from the Victoria Grants Commission.

### Internal Influences

As well as external influences, there are also a number of internal influences which are expected to have a significant impact on the preparation of the 2017/18 Budget. These matters have arisen from events occurring in the 2016/17 year resulting in variances between the forecast actual and budgeted results for that year and matters expected to arise in the 2017/18 year. These matters and their financial impact are set out below:

- Overrun of \$0.48 million in the maintenance of trees due to the removal of severely diseased street trees.
- Reduction in the budgeted draw down from discretionary reserves of \$0.30 million as a result of government funding being awarded for the Victoria Civic Centre redevelopment.
- Higher than expected wage increases of 5% per annum resulting in additional ongoing employee costs of \$0.46 million per annum.
- Ongoing savings of \$0.23 million as a result of meals production being contracted out at a rate more favourable than budget.

- Council's decision during the year to bring the street cleansing service in-house. This has resulted in start-up investment costs of \$0.80 million for plant and equipment to be funded from investment reserves and ongoing operational costs of \$1.40 million per annum.

## 5. State Budget wish list

Council will continue to advocate for:

- Bicycle safety improvement on Smith Street and the Railway bike path.
- Funding for the final section of the Railway bike path.
- Public Transport Improvements including:
  - Reinstatement of the Blue Orbital bus route
  - Reinstatement of the Hope Street bus
  - All bus services to be a minimum MOTC standard
  - Restore the frequency of the Route 542 bus
  - Lobby for more frequent services on all routes
- State government investment to address the gaps in family violence prevention identified by the Victorian Community Safety Leadership Group.
- State government investment to address the identified priority community infrastructure gaps in Victorian City.
- Advocate acquisition of land owned by other levels of government that abuts Council-owned land or in areas that have been identified as deficient in open space as noted in the Victorian City Council Open Space Strategy, or where an expansion of open space increases the benefit to the community or environment (i.e. creek corridors).

## 6. Cost Shifting

Cost shifting occurs when Commonwealth and State programs transfer responsibilities to local government with insufficient funding or grants which don't keep pace with delivery costs.

### Type 1: Cost Shifting for Specific Services

- Home and Community Care (HACC) - \$1.42m from 2011/12 to 2017/18
- Library Services - \$367k from 2011/12 to 2017/18
- Maternal and Child Health - \$193k from 2011/12 to 2017/18
- School Crossing Supervision - \$100k from 2011/12 to 2017/18. The State Government has recently announced it will start to honour the existing agreement to pay 50% of the costs for school crossing supervision. It acknowledges that payments to Councils in the past have not covered the agreed 50% of the cost. While this announcement is welcomed the details of the level of payments in future have not yet been provided.
- Administration of the state wide temporary Food registration system 'Stretrader'— additional annual cost of \$85k since 2013/14 due to the responsibility having been shifted from the State Government to Council.

### Type 2: Loss of funding in General

- A freeze on indexation of the federal financial assistance grants. The Commonwealth announced in its 2014/15 Budget that it would pause indexation of the total national pool of financial assistance grants to local government for three years (2014/15, 2015/16, 2016/17). The cumulative impact on Victorian City Council for the three years totals \$1.75m and although the freeze has now been removed this is a permanent loss of revenue.
- Discontinuance of the Community Support Program (CSP) Fund for Family Day Care program from 1 July 2015 - \$140k per annum

### **Type 3: Statutory fee that prohibits full cost recovery**

8. After freezing planning fees since 2009 the State Government in October 2016 increased the allowable fee that Council may charge for these services. While this belated action is welcomed the new fees still do not cover the full cost of providing the service hence rate payers are still forced to subsidise the activities of developers across the city.

### **Type 4: Levies**

9. State Government landfill levy - The levy has increased from \$9 per tonne in 2008/2009 to a forecast \$63.27 per tonne in 2017/2018. The increase from 2016/2017 to 2017/2018 is approximately 2%.
10. Animal registration levy - \$190k from 2011/12 to 2017/18
11. Congestion levy (off street car parks) - \$146k per annum from 2016/17

### **Type 4: Statutory requirements lead to increased costs**

Line clearance (cutting back tree branches around power lines) – approximately \$1m from 2011/12 to 2017/18

12. New national policy of 15 hours kinder for four-year olds - \$ 5.635m of capital works over the past 4 years.

## **7. Population Growth**

Council's population is forecast to grow from 154,245 in 2011 to 188,813 by 2020 and to 214,320 by 2036.

## **Commentary – Executive summary**

### **Purpose of Executive Summary**

1. The purpose of the Executive Summary section is to provide the reader with a high level “snapshot” of the budget. Changes from prior year Model Budget format are intended to focus on making the summary readable by citizens without a financial background. Ideally, if citizens only read the Budget summary, they will understand the key elements of the budget. More details and analysis are provided later in the Budget. The summary should give consideration to the following areas:
  - (a) Key projects or initiatives that are being funded by the Budget
  - (b) The rate increase and other charges
  - (c) Key statistics. Use of infographics is encouraged to make this user friendly for non-financial readers
  - (d) Budget influences
  - (e) Other sections as applicable to each Council
2. This section is not mandatory and so the contents are not prescribed. This provides an opportunity for each Council to include a summary addressing budget issues that may come up (or that the Council wants to convey to citizens).
3. Other topics to consider for inclusion here are:
  - (a) The impact of rate capping
  - (b) Cost shifting
  - (c) Population growth
4. Refer <http://www.abs.gov.au/ausstats/abs@.nsf/mf/5506.0>

## Budget Reports

The following reports include all statutory disclosures of information and are supported by the analysis contained in sections 8 to 16 of this report.

This section includes the following reports and statements in accordance with the Local Government Act 1989 and the Local Government Model Financial Report.

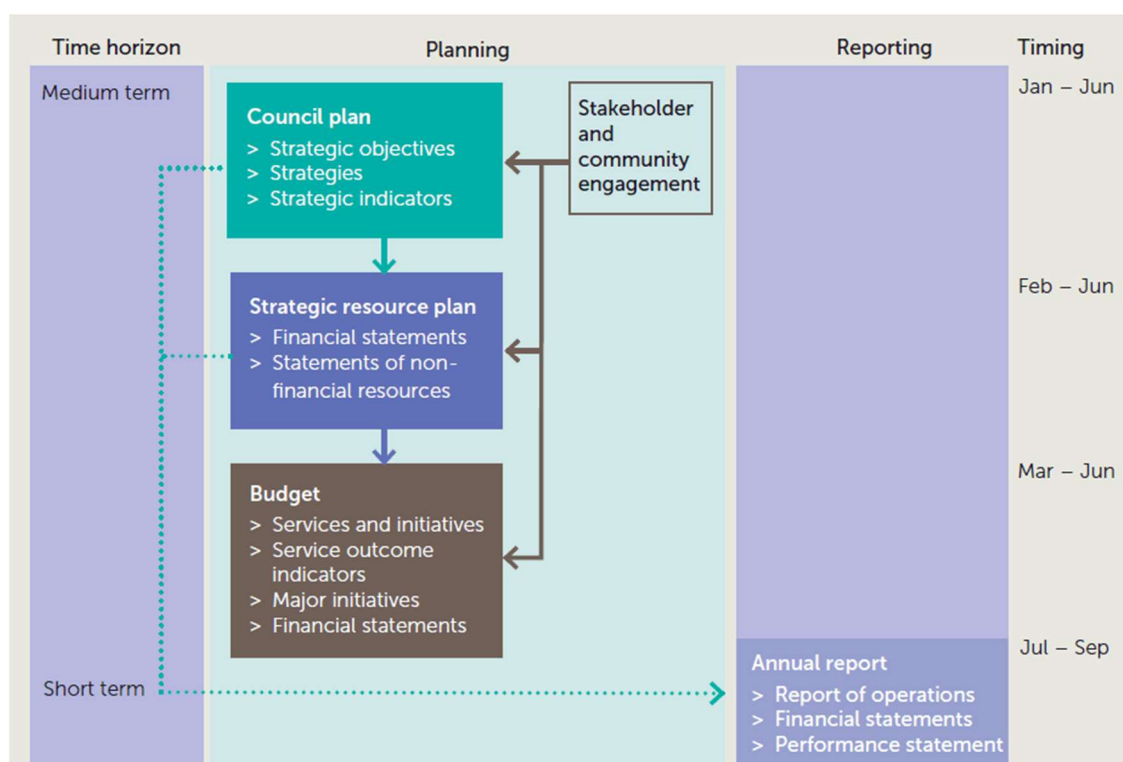
- 1 Links to Council Plan
- 2 Services and service indicators
- 3 Financial statements
- 4 Financial performance indicators
- 5 Grants and borrowings
- 6 Detailed list of capital works
- 7 Rates and charges

## 1. Link to the Council Plan<sup>1</sup>

This section describes how the Annual Budget links to the achievement of the Council Plan within an overall planning and reporting framework. This framework guides the Council in identifying community needs and aspirations over the long term (Vision 2030), medium term (Council Plan) and short term (Annual Budget) and then holding itself accountable (Annual Report).

### 1.1 Planning and accountability framework<sup>2</sup>

The Strategic Resource Plan, part of and prepared in conjunction with the Council Plan, is a rolling four year plan that outlines the financial and non-financial resources that Council requires to achieve the strategic objectives described in the Council Plan. The Annual Budget is framed within the Strategic Resource Plan, taking into account the services and initiatives which contribute to achieving the strategic objectives specified in the Council Plan. The diagram below depicts the planning and accountability framework that applies to local government in Victoria.



Source: Department of Environment, Land, Water and Planning

In addition to the above, Council has a long term plan (Vision 2030) which articulates a community vision, mission and values. The Council Plan is prepared with reference to Council's long term Community Plan.

The timing of each component of the planning framework is critical to the successful achievement of the planned outcomes. The Council Plan, including the Strategic Resource Plan, is required to be completed by 30 June following a general election and is reviewed each year in advance of the commencement of the Annual Budget process.

## 1.2 Our purpose<sup>3</sup>

### Our vision "one community – proudly diverse"

Victorian City Council seeks to create an environmentally sustainable and liveable city, where people can shop, work and socialise locally; a city where a car and high income are not necessary for a rich and rewarding quality of life; and a city that will continue to provide a range of opportunities and choices for a diverse and prosperous community.

### Our mission

Victorian City Council will engage in partnership with the Victorian community to lead and develop:

- a city with sustainable growth
- a city that cares for and respects all of its citizens
- a city that welcomes people from across the globe
- a city that celebrates its social, cultural and ethnic heritage
- a city that promotes wellbeing.

As an innovative and accountable organisation, Victorian City Council will promote vibrant democracy and provide high-quality services.

### Our values

Victorian City Council has a clear strength in the bond and affinity between its Councillors, the community and staff. Staff support the community leadership and governance role of Councillors, and work together to achieve the commitments of the Council Plan. Having all Victorian City Council staff practise the following organisational values enhances the quality of this partnership:

- **Service** - Our citizens, community and service users are the focus of all our actions
- **Accountability** - We are responsible for our actions, which are open to review
- **Innovation** - We encourage and seek new ideas in finding solutions
- **Teamwork** - We share our skills, knowledge and experience as part of a team and work together towards achieving Council's goals
- **Recognition** - We promote the achievements and efforts of others
- **Safety** - We look after our environment and the welfare of others
- **Integrity** - We are open and honest and work to the best of our ability
- **Respect** - We acknowledge the opinions of others and their rights and differences.

## 1.3 Strategic objectives<sup>4</sup>

Council delivers services and initiatives under 34 major service categories. Each contributes to the achievement of one of the six Strategic Objectives as set out in the Council Plan for the 2017-2021 years. The following table lists the six Strategic Objectives as described in the Council Plan.

Strategic Objective	Description
1. Advocacy and leadership	Maintain an understanding of issues of local importance and will provide leadership in tackling them. Where appropriate, we will advocate on behalf of our community and ensure that our community is represented in debates which affect us.
2. Community and economic development	Work to improve the quality of life for the local community. Ensure that social and cultural services are tailored to meet specific local needs and work to stimulate the city's economic activity.
3. Community participation	Communicate clearly with the community and consult in a meaningful and appropriate way. We will increasingly encourage residents and other stakeholders to participate in Council decision making.
4. Resource management	Take seriously its responsibility as the custodian of community resources. We commit to achieving maximum benefit for the community from all our resources while taking care of our natural environment.
5. Quality service	Deliver high quality value for money services in areas that are important to the community and involve the community in determining and evaluating their performance on an ongoing basis.

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6. Urban development and environment	Work to improve the quality of our natural and urban environment, and will stimulate development activity within a framework that protects and enhances the natural environment, heritage assets and residential amenity.
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## **Commentary – Linkage to the Council Plan**

### **Purpose of linkage to the Council Plan**

1. The purpose of linkage to the Council Plan is to show how the budget contributes to the achievement of the Council Plan. This section should include as a minimum, the following:
  - (a) Planning and accountability framework
  - (b) Our purpose
  - (c) Strategic objectives.

### **Planning and accountability framework**

2. This section gives the reader a wider picture of how the budget fits into the strategic planning and reporting framework. As a significant number of readers may not be trained in financial management and corporate planning techniques, the planning and reporting framework is best illustrated diagrammatically with a brief explanation. The diagram should highlight how Council's overall longer term objectives feed into the Council Plan, link to the Annual Budget and show how they are expressed numerically in the Financial Statements included in the Strategic Resource Plan and Budget. The Council Plan, Strategic Resource Plan, Annual Budget and Annual Report (containing Audited Statements) are statutory requirements. The preparation of a longer term planning / vision document is not required by legislation but is common within council planning frameworks in Victoria.

### **Our purpose**

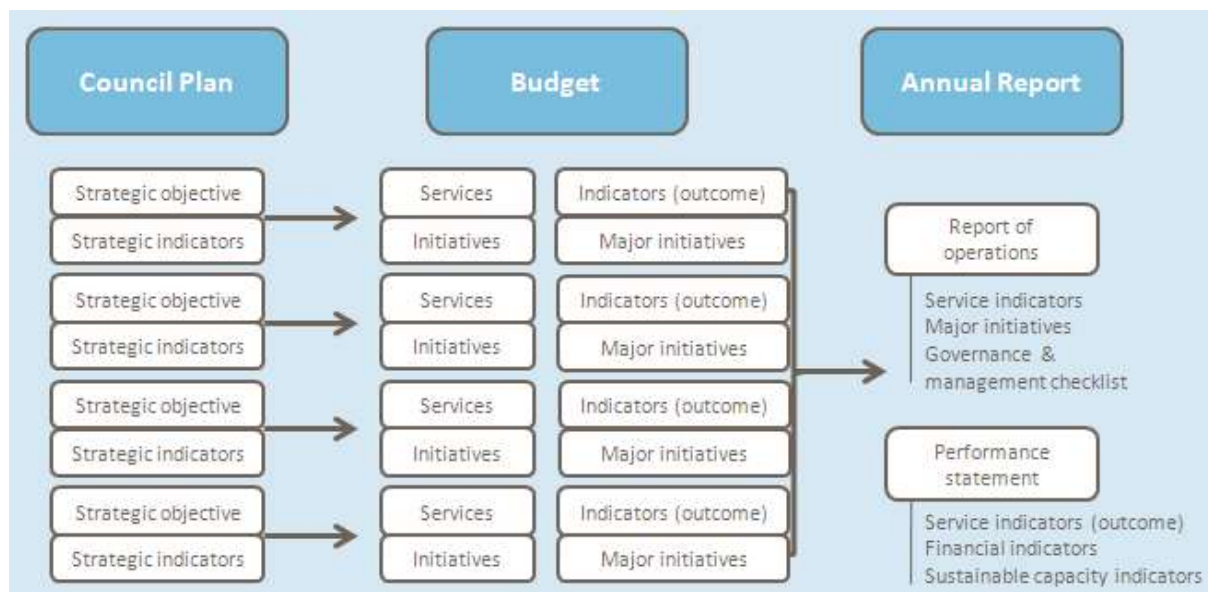
3. This section describes the vision, mission and values of the Council as set out in its Council Plan.

### **Strategic objectives**

4. This section provides an overview of the strategic objectives, which when achieved, will deliver the outcome described in the vision and mission. A description is provided to allow the reader to understand each objective.

## 2. Services and service performance indicators<sup>1</sup>

This section provides a description of the services and initiatives to be funded in the Budget for the 2017/18 year and how these will contribute to achieving the strategic objectives outlined in the Council Plan. It also describes a number of major initiatives, initiatives and service performance outcome indicators for key areas of Council's operations. Council is required by legislation to identify major initiatives, initiatives and service performance outcome indicators in the Budget and report against them in their Annual Report to support transparency and accountability. The relationship between these accountability requirements in the Council Plan, the Budget and the Annual Report is shown below.



Source: Department of Environment, Land, Water and Planning

Services for which there are prescribed performance indicators to be reported on in accordance with the Regulations are shown in **bold** and underlined in the following sections.

## 2.1 Strategic Objective 1: Advocacy and leadership<sup>2-10</sup>

To achieve our objective of Advocacy and Leadership, we will continue to plan, deliver and improve high quality, cost effective, accessible and responsive services. The services, initiatives, major initiatives and service performance indicators for each business area are described below.

### Services

Service area	Description of services provided	Expenditure (Revenue) Net Cost \$'000
Councillors, Chief Executive and Executive Team	This area of <b>governance</b> includes the Mayor, Councillors, Chief Executive Officer and Executive Management Team and associated support which cannot be easily attributed to the direct service provision areas.	2,006 (0) <b>2,006</b>
Social policy <sup>1)-3)</sup>	This service has the responsibility to frame and respond to the challenges of social inclusion that present to Council. It is the responsibility of this service to ensure that issues that arise and situations and trends that develop of a social policy nature are responded to appropriately by Council.	1,546 (250) <b>1,296</b>

### Major Initiatives

- 1) Additional funding to the Community Grants program, which is the first additional funding for some years for this significant community program (\$0.44 million net cost).

### Initiatives

- 2) The recommendations from the Poverty Inquiry will be implemented with a responsible gambling charter to be developed with gambling agencies in Council to ensure the promotion of responsible gambling among Council residents. Also, further dialogue will occur with the State Government to address adverse impacts of gambling in the municipality (\$Nil net cost).
- 3) Council's Friendship City Relationship with East Timor will be realised through the commencement of several projects to assist the rebuilding of community and basic infrastructure in East Timor (\$Nil net cost).

### Service Performance Outcome Indicators

Service	Indicator	Performance Measure	Computation
Governance	Satisfaction	Satisfaction with Council decisions (Community satisfaction rating out of 100 with how Council has performed in making decisions in the interests of the community)	Community satisfaction rating out of 100 with how Council has performed in making decisions in the interests of the community

## 2.2 Strategic Objective 2: Community and economic development<sup>2-10</sup>

To achieve our objective of Community and Economic Development, we will continue to plan, deliver and improve high quality, cost effective, accessible and responsive services. The services, initiatives, major initiatives and service performance indicators for each business area are described below.

### Services

Service area	Description of services provided	Expenditure (Revenue) Net Cost \$'000
Aged and Disability Services <sup>4)</sup>	This service provides a range of <b>home and community care</b> services for the aged and disabled including home delivered meals, personal care, transport, dementia care, home maintenance, housing support and senior citizen clubs.	10,041 (6,174) <b>3,867</b>
Family Services <sup>6),7)</sup>	This service provides family oriented support services including pre-schools, a toy library, <b>maternal and child health</b> , pre-school dental, counselling and support, youth services, immunisation, family day care, holiday programs and health and safety.	5,632 (2,476) <b>3,156</b>
Library Services <sup>8)</sup>	This service provides public <b>library</b> services at three locations and provides a customer focused service that caters for the cultural, educational and recreational needs of residents and provides a focal point for the community where they can meet, relax and enjoy the facilities and services offered.	3,083 (759) <b>2,324</b>
Victorian Park	This service provides public open space, an 18 hole public golf course, pristine environmental areas, a visitor's centre and café and an accredited Tourist Information Centre. Victorian Park is also home to a Settlement, a community tourist attraction providing a host of activities including an Urban Farm, Heritage Village and the Wildlife Reserve.	1,758 (1,026) <b>732</b>
Leisure Outsourcing	This service includes a 9 hole public golf course which offers a range of golfing programs and events including tournaments. It provides a range of recreational facilities including indoor and outdoor swimming <b>pool facilities</b> , a fully equipped Gymnasium, aqua aerobics, aerobics, pump, circuit, yoga and gymnastics classes, public tennis courts and childcare facilities. It also provides 4 indoor and 3 outdoor multipurpose courts and provides an extensive range of recreational programs and opportunities accessible to individuals of all ages, sexes and abilities.	212 (394) <b>(182)</b>
Arts and Entertainment Centre	This service provides theatre services including technical staging advice and performance operations, facilities for presentations including events for children, families and older people and exhibitions of works by local artists, function and catering services including seminars, meetings, conferences and expos and a kiosk. This service is also responsible for management of the public facilities at the Council Town Hall and the delivery of the annual Festival.	791 (347) <b>444</b>
Victorian Leisure Centre <sup>8)</sup>	This service combines a wide range of programs and services, which provide the opportunity for the community to participate in a variety of cultural, health, education, and leisure activities, which contribute to the general well-being of the community.	1,363 (979) <b>384</b>

Service area	Description of services provided	Expenditure (Revenue) Net Cost \$'000
Arts and Cultural Planning	This service provides a varied ongoing program of arts and cultural events and activities, plans and develops arts and cultural facilities and infrastructure and develops policies and strategies to facilitate art practice.	404 (55) <b>349</b>
Leisure Services	This service is responsible for the management and use of sporting grounds and pavilions and community centres with meeting, function and activity space. The service provides advice to Council on local leisure needs and assists community groups with funding applications, event management and promotion and issues relating to license agreements with Council.	712 (256) <b>456</b>
Victorian Homestead <sup>9)</sup>	This service provides the community with a flexible recreational and cultural space at Victorian Homestead. The service includes exhibition spaces which host a year round exhibition program that includes both historic and contemporary art and craft.	298 (50) <b>248</b>
Economic Development <sup>5)</sup>	The <b>economic development</b> service assists the organisation to facilitate an environment that is conducive to a sustainable and growing local business sector and provides opportunities for local residents to improve their skill levels and access employment.	785 (106) <b>679</b>

### Major Initiatives

- 4) Council is the lead agency on aged partnerships project and although grants were received in 2016/17, the majority of programs will be implemented during the next financial year (\$0.90 million net cost).
- 5) Resourcing of the Employment Strategy will see the engagement of a part time employment co-ordinator to ensure that Council gains its fair share of employment programs and is able to respond to employment and training issues in the municipality. Resources also include provision for Council's participation in the State Government's Community Jobs Program and also implementing recommendations arising from the Employment Strategy (\$0.18 million net cost).

### Initiatives

- 6) Increase in service provision from Youth Resource Centre at Victorian Civic Centre. Support for youth consortium work, and for a young mother's group run jointly with maternal and child health nurse and youth worker. Council's music centre to offer employment opportunities to eight young people in music related disciplines (\$0.06 million net cost).
- 7) Increase in hours of pre-school field officer who currently is funded for 28 hours per week, but provides service to over 100 families and 30 pre-schools in Council (\$0.02 million net cost).
- 8) New programs will be developed to reflect the cultural diversity of Council including a community languages program through the Library Services, a volunteers' support network for leisure organisation volunteers and opportunities for new residents to participate in culturally relevant activities (\$Nil net cost).
- 9) The Victorian Homestead Centre for Decorative Arts on Mt Victorian Estate will open during the year to host major and decorative art exhibits (\$0.25 million net cost).

## Service Performance Outcome Indicators

The following indicators outlines how we intend to measure achievement of service objectives.

Service	Indicator	Performance Measure	Computation
Home and Community Care	Participation	Participation in HACC service (Percentage of the municipal target population who receive a HACC service)	[Number of people that received a HACC service / Municipal target population for HACC services] x100
		Participation in HACC service by CALD people (Percentage of the municipal target population in relation to CALD people who receive a HACC service)	[Number of CALD people who receive a HACC service / Municipal target population in relation to CALD people for HACC services] x100
Maternal and Child Health	Participation	Participation in the MCH service (Percentage of children enrolled who participate in the MCH service)	[Number of children who attend the MCH service at least once (in the year) / Number of children enrolled in the MCH service] x100
		Participation in MCH service by Aboriginal children (Percentage of Aboriginal children enrolled who participate in the MCH service)	[Number of Aboriginal children who attend the MCH service at least once (in the year) / Number of Aboriginal children enrolled in the MCH service] x100
Libraries	Participation	Active library members (Percentage of the municipal population that are active library members)	[Number of active library members / municipal population] x100
Aquatic Facilities	Utilisation	Utilisation of aquatic facilities (Number of visits to aquatic facilities per head of municipal population)	Number of visits to aquatic facilities / Municipal population
Economic Development	Economic activity	Change in number of businesses (Percentage change in the number of businesses with an ABN in the municipality)	[Number of businesses with an ABN in the municipality at the end of the financial year less the number of businesses at the start of the financial year / Number of businesses with an ABN in the municipality at the start of the financial year] x100

## 2.3 Strategic Objective 3: Community participation<sup>2-10</sup>

To achieve our objective of Community Participation, we will continue to plan, deliver and improve high quality, cost effective, accessible and responsive services. The services, initiatives, major initiatives and service performance indicators for each business area are described below.

### Services

Service area	Description of services provided	Expenditure (Revenue) Net Cost \$'000
Communications <sup>10)11)</sup>	This service is responsible for the management and provision of advice on external communication, in consultation with relevant stakeholders, on behalf of Council.	537 (0) <b>537</b>

### Major Initiatives

- 10) A major step forward in the improvement of Council's Multilingual Communication Service to meet the needs of a non-English speaking background community including a major redevelopment of Council's multilingual website and other communication services (\$0.05 million net cost).

### Initiatives

- 11) Improve the use of social media in Council's communications with the community (\$0.02 million net cost).

## 2.4 Strategic Objective 4: Resource management<sup>2-10</sup>

To achieve our objective of Resource Management, we will continue to plan, deliver and improve high quality, cost effective, accessible and responsive services. The services, initiatives, major initiatives and service performance indicators for each business area are described below.

### Services

Service areas	Description of services provided	Expenditure (Revenue) Net Cost \$'000
Financial Services <sup>13)</sup>	This service predominantly provides financial based services to both internal and external customers including the management of Council's finances, payment of salaries and wages to Council employees, procurement and contracting of services, raising and collection of rates and charges and valuation of properties throughout the municipality.	2,003 (345) <b>1,658</b>
Information Services <sup>12)</sup>	This service provides, supports and maintains reliable and cost effective communications and computing systems, facilities and infrastructure to Council staff enabling them to deliver services in a smart, productive and efficient way.	1,729 (0) <b>1,729</b>

Service areas	Description of services provided	Expenditure (Revenue) Net Cost \$'000
Organisation Development	This service provides Council with strategic and operational organisation development support. The service develops and implements strategies, policies and procedures through the provision of human resources and industrial relations services. The service also assists managers to determine and progress toward future structures, capability and cultures in their service units.	806 (0) <b>806</b>
Fleet Services	This service purchases and maintains Council vehicles, plant and equipment to meet functionality and safety needs and to maximise the performance and minimise operational cost of the fleet. In addition, the service provides baby capsule hire to residents.	2,350 (3,621) <b>(1,271)</b>
Infrastructure Planning	This service conducts capital works planning for Council's main civil infrastructure assets in an integrated and prioritised manner in order to optimise their strategic value and service potential. These include roads, laneways, car parks, foot/bike paths, drains and bridges.	268 (0) <b>268</b>
Facilities Maintenance	This service prepares long term maintenance management programs for Council's property assets in an integrated and prioritised manner in order to optimise their strategic value and service potential. These include municipal buildings, pavilions and other community buildings.	2,233 (280) <b>1,953</b>
Engineering Design and Management	This service undertakes design, tendering, contract management and supervision of various works within Council's capital works program. The service also approves and supervises private development activities such as subdivisions and infrastructure associated with unit developments.	513 (0) <b>513</b>

## Major Initiatives

- 12) Significant advances will be made in the further development of the Geographic Information System (GIS). Additionally, public access to the GIS will become operational during this calendar year, as will the commissioning of the Community (Internet) Portal and community email facilities. These initiatives will place Council firmly at the forefront of local governments in Victoria and Australia for electronic public access to service information and facilities (\$Nil net cost).

## Initiatives

- 13) Alternative payment options will be phased in during the year which will allow the following accounts to be paid at Australia Post via internet, phone and over-the-counter using cash, cheque, credit card and debit card – rates, homecare, family day care, meals, home maintenance, holiday program, animal registrations, parking fines and sundry debtors (\$Nil net cost).

## 2.5 Strategic Objective 5: Quality service<sup>2-10</sup>

To achieve our objective of Quality Service, we will continue to plan, deliver and improve high quality, cost effective, accessible and responsive services. The services, initiatives, major initiatives and service performance indicators for each business area are described below.

### Services

Service areas	Description of services provided	Expenditure (Revenue) Net Cost \$'000
Customer and Civic Services <sup>14)</sup>	This service provides a range of governance, statutory and corporate support services and acts as the main customer interface with the community. Services include the coordination of council and committee meetings, records and information management and office support services at the Civic Centre. Two municipal halls are available for hire and the customer support service is delivered from four located customer service centres.	2,369 (0) <b>2,369</b>
Performance Support <sup>15)</sup>	This service provides organisational policy, systems and support in the areas of continuous improvement, corporate planning, performance measurement and reporting.	351 (0) <b>351</b>

### Major Initiatives

- 14) Customer service facilities will be provided at the new Victorian Community Centre following its completion (\$0.11 million net cost).

### Initiatives

- 15) Fifteen of Council services will be going through a review under Council's Continuous Improvement Program, which will include consultation with stakeholders and the development of service standards and commitments for these services (\$Nil net cost).

## 2.6 Strategic Objective 6: Urban development and environment<sup>2-10</sup>

To achieve our objective of Urban Development and Environment, we will continue to plan, deliver and improve high quality, cost effective, accessible and responsive services. The services, initiatives, major initiatives and service performance indicators for each business area are described below.

### Services

Service areas	Description of services provided	Expenditure (Revenue) Net Cost \$'000
Open Space Planning	This service prepares policies and strategies relating to open space and urban design issues and prepares and implements an annual capital works program. The service also provides landscape and urban design advice and is actively involved in setting service standards for parks maintenance activities.	554 (0) <b>554</b>

Service areas	Description of services provided	Expenditure (Revenue) Net Cost \$'000
Urban Development <sup>16),18)</sup>	This <b>statutory planning</b> service processes all planning applications, provides advice and makes decisions about development proposals which require a planning permit, as well as representing Council at the Victorian Civil and Administrative Tribunal where necessary. It monitors the Council's Planning Scheme as well as preparing major policy documents shaping the future of the City. It also prepares and processes amendments to the Council Planning Scheme and carries out research on demographic, urban development, economic and social issues affecting Council.	2,358 (697) <b>1,661</b>
Parks and Gardens <sup>19)</sup>	This service is divided into four main operational units. Arboriculture provides tree pruning, planting, removal, planning and street tree strategies. Bushland provides the management of conservation and parkland areas, creeks and other areas of environmental significance. Parks Management provides management and implementation of open space strategies and maintenance programs. Infrastructure Maintenance provides management of all parks and gardens and infrastructure maintenance.	3,964 (0) <b>3,964</b>
Traffic and Transportation Services	This service provides strategic planning, policy development and day to day management of traffic and transport related issues in Council. The unit also implements a Green Travel Plan for Council staff, the TravelSMART "Better Ways to Work" program, Local Area Traffic Management schemes and assists with implementation of the Road Safety Strategy.	511 (0) <b>511</b>
Property Management	This service facilitates the smooth flow of traffic and parking throughout the municipality through the provision of safe, orderly and equitable parking enforcement and education. In addition the service is responsible for the maintenance, management and strategic planning for Council's building, land and property leases and licenses.	985 (0) <b>985</b>
Environmental Services <sup>17)</sup>	This service provides <b>waste collection</b> including kerbside rubbish collections of garbage, hard waste and green waste from all households and some commercial properties in Council. It also provides street cleaning, leaf collection, weed removal, drainage pit cleaning and street litter bins throughout Council.	6,596 (212) <b>6,384</b>
Roads and Resource Recovery <sup>20)</sup>	This service provides public tipping to the Council and wider community and conducts ongoing maintenance of the Council's 600km of <b>roads</b> , 2,000km of drains and 1.6 million square metres of footpath.	3,406 (1,380) <b>2,026</b>
Environmental Planning <sup>21)</sup>	This service develops environmental policy, coordinates and implements environmental projects and works with other services to improve Council's environmental performance. Reducing greenhouse gas emissions within Council operations and the community are a key priority through Council's ongoing involvement in the Cities for Climate Protection Plus program.	396 (36) <b>360</b>

Service areas	Description of services provided	Expenditure (Revenue) Net Cost \$'000
Amenity <sup>22)</sup>	This service provides staff at school crossings throughout the municipality to ensure that all pedestrians, but mainly school aged children, are able to cross the road safely. It maintains and improves the health and safety of people, animals and the environment in Council by providing <b>animal management</b> services including a cat trapping program, a dog and cat collection service, a lost and found notification service, a pound service, a registration and administration service, an afterhours service and an emergency service. It also provides education, regulation and enforcement of the General Local Law and relevant State legislation.	1,425 (652) <b>773</b>
Building Services <sup>23)</sup>	This service provides statutory building services to the Council community including processing of building permits, emergency management responsibilities, fire safety inspections, audits of swimming pool barriers and investigations of complaints and illegal works.	624 (340) <b>284</b>
Environmental Health	This service protects the community's health and well-being by coordinating <b>food safety</b> support programs, Tobacco Act activities and smoke free dining and gaming venue issues. The service also works to rectify any public health concerns relating to unreasonable noise emissions, housing standards and pest controls.	746 (314) <b>432</b>

## Major Initiatives

- 16) The major three year review of Council's Municipal Strategic Statement will commence in July 2016 with a completion date of December 2016. This will be the main focus of work being undertaken by the Strategic Planning Unit next year (\$Nil net cost).
- 17) In November 2015, Council resolved to deliver an in-house provided Street Cleansing service. This year's allocation includes the recent employment of an additional 14 staff, plant maintenance, materials and tipping fees, to deliver this new in house service (\$1.40 million net cost).

## Initiatives

- 18) Two additional staff for Statutory Planning will enable Council to respond in a timelier manner to planning permit applications and also to an anticipated increased workload resulting from the newly introduced planning zones (\$0.90 million net cost).
- 19) Arboriculture maintenance in Council equates to in excess of 80% of customer enquiries related to Council parks. As a result, an additional two employees will be recruited to continue with the delivery of this service. The contract allocation for Arboriculture Maintenance has also been increased to allow for additional line clearance within the municipality, in fill planting, stump removal and other tree maintenance costs (\$0.15 million net cost).
- 20) As a result of delivering a Council provided street cleansing service, the increased labour allocation in the Roads and Recovery program includes an allowance for a new full time Drainage Inspector (\$0.04 million net cost).
- 21) An extra position is included to implement the storm water management program and coordinate the implementation of the Victorian Park Lake water quality and weir works, including further funding work and community liaison. The position will be a two year role in line with the lake timescale. An additional \$0.05 million is also included in this year's budget for the environmental monitoring of the old landfill gas and leachate (\$0.08 million net cost).
- 22) The number of Local Laws enquiries has increased, as has the number of abandoned vehicles, the number of permits and corresponding fines. The sharing of an Administration officer with the School Crossing Unit has slightly reduced the expenditure in this area, which combined with the extra predicted income, enables one extra Local Law officer to be employed with no net budget implications (\$Nil net cost).

- 23) In recent years the Building Supervisor's role has increased in scope and volume. This includes mandatory tasks related to site dispensation and consents, smoke detector and swimming pool fencing. Additionally complaints and enforcement requests for work carried out by private building supervisors and general complaints related to urban consolidation have increased. This budget sees the development of two new positions, an additional Building Supervisor and a Building Enforcement officer to address these issues (\$0.03 million net cost).

#### Service Performance Outcome Indicators <sup>6-10</sup>

Service	Indicator	Performance Measure	Computation
Statutory planning	Decision making	Council planning decisions upheld at VCAT (Percentage of planning application decisions subject to review by VCAT and that were not set aside)	[Number of VCAT decisions that did not set aside Council's decision in relation to a planning application / Number of VCAT decisions in relation to planning applications] x100
Waste collection	Waste diversion	Kerbside collection waste diverted from landfill (Percentage of garbage, recyclables and green organics collected from kerbside bins that is diverted from landfill)	[Weight of recyclables and green organics collected from kerbside bins / Weight of garbage, recyclables and green organics collected from kerbside bins] x100
Roads	Satisfaction	Satisfaction with sealed local roads (Community satisfaction rating out of 100 with how Council has performed on the condition of sealed local roads)	Community satisfaction rating out of 100 with how Council has performed on the condition of sealed local roads.
Animal Management	Health and safety	Animal management prosecutions (Number of successful animal management prosecutions)	Number of successful animal management prosecutions
Food safety	Health and safety	Critical and major non-compliance notifications (Percentage of critical and major non-compliance notifications that are followed up by Council)	[Number of critical non-compliance notifications and major non-compliance notifications about a food premises followed up / Number of critical non-compliance notifications and major non-compliance notifications about food premises] x100

## 2.7 Performance Statement<sup>6-10</sup>

The service performance indicators detailed in the preceding pages will be reported on in the Performance Statement which is prepared at the end of the year as required by Section 132 of the Act and included in the 2017/18 Annual Report. The Performance Statement will also include reporting on prescribed indicators of financial performance (outlined in Section 8) and sustainable capacity, which are not included in this budget report. The prescribed performance indicators contained in the Performance Statement are audited each year by the Victorian Auditor General who issues an audit opinion on the Performance Statement. The major initiatives detailed in the preceding pages will be reported in the Annual Report in the form of a statement of progress in the Report of Operations.

## 2.8 Reconciliation with budgeted operating result<sup>11</sup>

	<b>Net Cost (Revenue) \$'000</b>	<b>Expenditure \$'000</b>	<b>Revenue \$'000</b>
Advocacy and leadership	3,302	3,552	250
Community and economic development	12,455	25,079	12,624
Community participation	537	537	0
Resource management	5,656	9,902	4,246
Quality service	2,720	2,720	0
Urban development and environment	17,934	21,565	3,631
<b>Total services and initiatives</b>	<b>42,604</b>	<b>63,355</b>	<b>20,751</b>
Other non-attributable	6,085		
<b>Deficit before funding sources</b>	<b>48,689</b>		
<b>Funding sources</b>			
Rates and charges	43,457		
Capital grants	6,277		
<b>Total funding sources</b>	<b>49,734</b>		
<b>Surplus for the year</b>	<b>1,045</b>		

## Commentary – Services, initiatives and service performance indicators

### Purpose of services, initiatives and major initiatives

- The purpose of the services, initiatives and service performance indicators section is to show the strategic objectives and key strategies included in the Council Plan and how these will be translated into services delivered, initiatives and major initiatives undertaken in the forthcoming year. This enables the reader to obtain an understanding as to how revenue and expenditure levels are set and then how rating levels are determined. As a minimum the services, initiatives, major initiatives and service performance section should include the following:
  - Services, initiatives and major initiatives
  - Service performance outcome indicators
  - Performance statement
  - Reconciliation with budgeted operating result.

### Services, initiatives and major initiatives

- Section 127(2)(b) and (c) of the Act requires the budget to contain a description of the services and initiatives to be funded in the budget, and a statement as to how the services and initiatives will contribute to achieving the strategic objectives specified in the Council Plan. Section 127 (2)(d) of the Act requires that the budget must also include major initiatives, being initiatives identified by the Council as priorities, to be undertaken during the financial year. This section complies with these requirements and sets out what the Council believes are the services, initiatives and major initiatives that will be achieved in line with the Council Plan.
- The services delivered by Council are those undertaken to meet the needs of the community as reflected in the Council Plan. They tend to be ongoing in nature and have internal and external customers. It will be important that this section does not become a list of all services delivered by the Council, since this level of disclosure would not be useful to the readers. It is recommended that the services be described at a level which gives the reader a good understanding (but not detailed) of the services undertaken by Council. The services should be grouped under the relevant strategic objective (Council Plan) to which it relates to show the linkage between the Budget services and the Council Plan.
- In addition to the services provided by Council, the initiatives and major initiatives to be undertaken during the forthcoming year should also be described. Initiatives are tasks or actions that are once-off in nature and lead to improvements in service performance or service levels. Major initiatives are significant initiatives that the Council has identified as priorities and that directly contribute to the achievement of the Council Plan during the budget year. The major initiatives should be limited to only those initiatives that will have a significant impact on the operations of the Council in that financial year and will be of interest to the reader. They should be disclosed under the strategic objective to which they relate to show a clear linkage to the Council Plan including an estimate of the net cost (revenue).
- The example disclosure provided in this model includes only those services, initiatives and major initiatives that are of an operational nature. It may also be desirable to describe those pertaining to the capital activities of the Council. This can be disclosed by including separate columns for net cost (revenue) from operational activities and net cost (revenue) from capital activities as follows:

Service Area	Description of services or major initiatives	Operating Net Cost (Revenue) \$'000	Capital Net Cost (Revenue) \$'000
<b>Resource Management</b>			
Engineering	<b>Services</b>		
Design and Management	This service undertakes design, tendering, contract management and supervision of various works within Council's capital works program. The service also approves and supervises private development activities such as subdivisions and infrastructure associated with unit developments.	513 (0) <b>513</b>	173 (0) <b>173</b>
	<b>Operating Initiatives</b>		
	Significant advances will be made in the further development of the Geographic Information System (GIS). Additionally, public access to the GIS will become operational during this calendar year, as will the commissioning of the Community (Internet) Portal and community email facilities. These initiatives will place Council firmly at the forefront of		

## **Commentary – Services, initiatives and service performance indicators**

local governments in Victoria and Australia for electronic public access to service information and facilities. (\$Nil net cost).

### **Capital Initiatives**

Rehabilitation of footpaths for 25 streets across the municipality as part of the Council's Footpath Risk Management Program (\$0.17 million net cost).

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### **Service performance indicators**

6. The Victorian Government introduced a new Local Government Performance Reporting Framework (LGPRF) which became mandatory for implementation by councils as part of the planning and reporting cycle in FY 2015-16.
7. The Act provides the legislative basis for the LGPRF, supported by prescribed indicators contained within the Regulations.
8. The objective of the LGPRF is to provide comprehensive performance information that meets the needs of stakeholders to ensure that:
  - councils have information to support strategic decision-making and continuous improvement;
  - communities have information about council performance and productivity;
  - regulators have information to monitor compliance with relevant reporting requirements; and
  - State and Commonwealth Governments are better informed to make decisions that ensure an effective, efficient and sustainable system of local government.
9. To provide a comprehensive picture of council performance, four indicator sets – service performance, financial performance, sustainable capacity and governance and management – have been developed across three thematic areas – service performance, financial performance and sustainability.

The Performance Statement comprises the service performance outcome indicators, financial performance and sustainable capacity indicators as established in Section 131(4) of the Act and prescribed in part 4, division 2 and schedule 3 of the Regulations.

10. This section of the model budget includes the service performance outcome indicators (prescribed indicators of service performance) and prescribed measures that must be included in the budget under Section 127 (2)(da) and (db) of the Act. The prescribed indicators of service performance are required to be reported against in the performance statement under Section 131 of the Act.

Section 131(4)(a)(i) of the Act, states that the indicators of service performance that must be reported against in the performance statement are prescribed in the Regulations.

Regulation 15(1) of the Regulations states that the indicators of service performance to be reported against in the Performance Statement are set out in part 2 of schedule 3 of the Regulations.

Where a service is not funded in the budget or is funded but the council does not have 'operational control' the relevant service performance outcome indicator is not required to be disclosed.

### **Reconciliation with budgeted operating result**

11. The reconciliation with budgeted operating result is not mandated however, it is suggested that such a reconciliation is good practice as it shows how the strategic objectives contained in the Council Plan have been funded in the Budget.

### 3. Financial statements<sup>1-4</sup>

This section presents information in regard to the Financial Statements and Statement of Human Resources. The budget information for the years 2017/18 to 2020/21 has been extracted from the Strategic Resource Plan.

This section includes the following financial statements in accordance with the Local Government Act 1989 and the Local Government Model Financial Report:

- 3.1 Comprehensive Income Statement
- 3.2 Balance Sheet
- 3.3 Statement of Changes in Equity
- 3.4 Statement of Cash Flows
- 3.5 Statement of Capital Works
- 3.6 Statement of Human Resources

#### **Commentary – Financial statements**

##### **Purpose of Financial statements**

1.

Section 127 of the Act requires that the Budget contain financial statements in the form and containing the matters required by the Regulations. The financial statements include a Comprehensive Income Statement, Balance Sheet, Statement of Changes in Equity, Statement of Cash Flows and Statement of Capital Works.

2. Regulation 9 of the Regulations requires that the financial statements must be in the form set out in the Local Government Model Financial Report.

The financial statements in this Model Budget align with the draft Local Government Model Financial Report at the date of publication. Budget preparers should carefully review the form of the financial statements in the Local Government Model Financial Report issued by DELWP to ensure the correct format is applied.

Although not specifically required by the Act or Regulations, the statements shown in Section 3 also include projections for the three years following the budget year and should be extracted from the Strategic Resource Plan to show the reader future financial trends. Each year, LGV issue the Strategic Resource Plan Better Practice Guide' to provide guidance on the disclosures required by the Act and Regulations. This can be found at: [www.dtpli.vic.gov.au/local-government/publications-and-research/planning-and-reporting](http://www.dtpli.vic.gov.au/local-government/publications-and-research/planning-and-reporting)

3. The audited Financial Statements included in the Annual Report must also be prepared in accordance with current accounting standards and the Local Government Model Financial Report, and therefore the budgeted and actual financial statements are directly comparable. Care must be taken in preparation of the Financial Statements to ensure the terminology used for line items in the budget is consistent with the line items in the financial statements at the end of the financial year as both must be prepared in accordance with accounting standards.

4. Regulation 10(1)(c) requires that the budget must contain a statement of human resources, defined as meaning a statement which shows all Council staff expenditure and the number of full time equivalent Council staff. As with the financial statements, although not specifically required by the Act or Regulations, the statement of human resources included in Appendix A also includes projections for the three years following the budget year, consistent with the disclosures required in the Strategic Resource Plan.

## Comprehensive Income Statement

For the four years ending 30 June 2021

	Forecast Actual	Budget	Strategic Resource Plan Projections		
	2016/17 \$'000	2017/18 \$'000	2018/19 \$'000	2019/20 \$'000	2020/21 \$'000
<b>Income</b>					
Rates and charges	41,685	<b>43,457</b>	46,273	48,725	51,263
Statutory fees and fines	2,445	<b>2,690</b>	2,818	2,785	2,834
User fees	6,708	<b>7,680</b>	7,828	8,004	8,184
Grants - Operating	14,523	<b>13,617</b>	13,604	13,746	13,987
Grants - Capital	2,903	<b>6,277</b>	9,407	1,694	1,367
Contributions - monetary	661	<b>51</b>	471	370	350
Contributions - non-monetary	0	<b>0</b>	0	0	0
Net gain/(loss) on disposal of property, infrastructure, plant and equipment	823	<b>539</b>	479	488	497
Fair value adjustments for investment property	0	<b>0</b>	0	0	0
Share of net profits/(losses) of associates and joint ventures	0	<b>0</b>	0	0	0
Other income	2,823	<b>3,263</b>	2,734	2,782	2,830
<b>Total income</b>	<b>72,571</b>	<b>77,574</b>	<b>83,614</b>	<b>78,594</b>	<b>81,312</b>
<b>Expenses</b>					
Employee costs	31,541	<b>34,091</b>	35,367	36,655	37,711
Materials and services	22,937	<b>22,107</b>	21,847	21,999	22,810
Bad and doubtful debts	314	<b>340</b>	348	356	364
Depreciation and amortisation	14,034	<b>14,500</b>	15,187	15,744	16,274
Borrowing costs	380	<b>312</b>	247	410	340
Other expenses	5,287	<b>5,179</b>	5,220	5,184	5,383
<b>Total expenses</b>	<b>74,493</b>	<b>76,529</b>	<b>78,216</b>	<b>80,348</b>	<b>82,882</b>
<b>Surplus/(deficit) for the year</b>	<b>(1,922)</b>	<b>1,045</b>	<b>5,398</b>	<b>(1,754)</b>	<b>(1,570)</b>
<b>Other comprehensive income</b>					
<b>Items that will not be reclassified to surplus or deficit in future periods</b>					
Net asset revaluation increment	0	<b>0</b>	0	0	0
/(decrement)					
Share of other comprehensive income of associates and joint ventures	0	<b>0</b>	0	0	0
<b>Items that may be reclassified to surplus or deficit in future periods (detail as appropriate)</b>	0	<b>0</b>	0	0	0
<b>Total comprehensive result</b>	<b>(1,922)</b>	<b>1,045</b>	<b>5,398</b>	<b>(1,754)</b>	<b>(1,570)</b>

## Balance Sheet

For the four years ending 30 June 2021

	Forecast Actual	Budget	Strategic Resource Plan Projections		
	2016/17 \$'000	2017/18 \$'000	2018/19 \$'000	2019/20 \$'000	2020/21 \$'000
<b>Assets</b>					
<b>Current assets</b>					
Cash and cash equivalents	23,476	12,207	12,428	12,776	13,028
Trade and other receivables	5,272	5,367	5,467	5,567	5,667
Other financial assets	6	6	6	6	6
Inventories	0	0	0	0	0
Non-current assets classified as held for sale	0	0	0	0	0
Other assets	1,440	200	200	200	200
<b>Total current assets</b>	30,194	17,780	18,101	18,549	18,901
<b>Non-current assets</b>					
Trade and other receivables	206	12	12	12	12
Investments in associates and joint ventures	0	0	0	0	0
Property, infrastructure, plant & equipment	501,795	514,527	518,681	517,558	514,586
Investment property	0	0	0	0	0
Intangible assets	0	0	0	0	0
<b>Total non-current assets</b>	502,001	514,539	518,693	517,570	514,598
<b>Total assets</b>	532,195	532,319	536,794	536,119	533,499
<b>Liabilities</b>					
<b>Current liabilities</b>					
Trade and other payables	5,880	5,880	5,880	5,880	5,880
Trust funds and deposits	0	0	0	0	0
Provisions	5,510	5,714	5,917	6,121	6,326
Interest-bearing loans and borrowings	1,161	1,161	1,161	1,290	1,322
<b>Total current liabilities</b>	12,551	12,755	12,958	13,291	13,528
<b>Non-current liabilities</b>					
Provisions	972	1,008	1,043	1,079	1,114
Interest-bearing loans and borrowings	4,887	3,726	2,565	3,275	1,953
<b>Total non-current liabilities</b>	5,859	4,734	3,608	4,354	3,067
<b>Total liabilities</b>	18,410	17,489	16,566	17,645	16,595
<b>Net assets</b>	513,785	514,830	520,228	518,474	516,904
<b>Equity</b>					
Accumulated surplus	398,518	407,910	413,228	411,392	409,742
Reserves	115,267	106,920	107,000	107,082	107,162
<b>Total equity</b>	513,785	514,830	520,228	518,474	516,904

## Statement of Changes in Equity

For the four years ending 30 June 2021

	Total \$'000	Accumulated Surplus \$'000	Revaluation Reserve \$'000	Other Reserves \$'000
<b>2018</b>				
Balance at beginning of the financial year	513,785	398,518	102,118	13,149
Surplus/(deficit) for the year	1,045	1,045	-	-
Net asset revaluation increment/(decrement)	-	-	-	-
Transfer to other reserves	-	(2,001)	-	2,001
Transfer from other reserves	-	10,348	-	(10,348)
<b>Balance at end of the financial year</b>	<b>514,830</b>	<b>407,910</b>	<b>102,118</b>	<b>4,802</b>
<b>2019</b>				
Balance at beginning of the financial year	514,830	407,910	102,118	4,802
Surplus/(deficit) for the year	5,398	5,398	-	-
Net asset revaluation increment/(decrement)	-	-	-	-
Transfer to other reserves	-	(1,510)	-	1,510
Transfer from other reserves	-	1,430	-	(1,430)
<b>Balance at end of the financial year</b>	<b>520,228</b>	<b>413,228</b>	<b>102,118</b>	<b>4,882</b>
<b>2020</b>				
Balance at beginning of the financial year	520,228	413,228	102,118	4,882
Surplus/(deficit) for the year	(1,754)	(1,754)	-	-
Net asset revaluation increment/(decrement)	-	-	-	-
Transfer to other reserves	-	(1,450)	-	1,452
Transfer from other reserves	-	1,370	-	(1,370)
<b>Balance at end of the financial year</b>	<b>518,474</b>	<b>411,392</b>	<b>102,118</b>	<b>4,964</b>
<b>2021</b>				
Balance at beginning of the financial year	518,474	411,392	102,118	4,964
Surplus/(deficit) for the year	(1,570)	(1,570)	-	-
Net asset revaluation increment/(decrement)	-	-	-	-
Transfer to other reserves	-	(1,410)	-	1,410
Transfer from other reserves	-	1,330	-	(1,330)
<b>Balance at end of the financial year</b>	<b>516,904</b>	<b>409,742</b>	<b>102,118</b>	<b>5,044</b>

## Statement of Cash Flows

For the four years ending 30 June 2021

	Forecast Actual	Budget	Strategic Resource Plan Projections		
	2016/17	2017/18	2018/19	2019/20	2020/21
	\$'000	\$'000	\$'000	\$'000	\$'000
	Inflows (Outflows)	Inflows (Outflows)	Inflows (Outflows)	Inflows (Outflows)	Inflows (Outflows)
<b>Cash flows from operating activities</b>					
Rates and charges	41,900	43,357	46,173	48,625	51,163
Statutory fees and fines	2,195	2,690	2,818	2,785	2,834
User fees	7,359	7,680	7,828	8,004	8,184
Grants - operating	13,313	13,617	13,604	13,746	13,987
Grants - capital	2,903	6,277	9,407	1,694	1,367
Contributions - monetary	661	51	471	370	350
Interest received	2,044	1,820	1,264	1,278	1,292
Dividends received	0	0	0	0	0
Trust funds and deposits taken	50	0	0	0	0
Other receipts	2,511	1,443	1,469	1,503	1,538
Net GST refund / payment	0	0	0	0	0
Employee costs	(31,185)	(33,841)	(35,117)	(36,405)	(37,461)
Materials and services	(24,043)	(22,106)	(21,848)	(21,999)	(22,810)
Trust funds and deposits repaid	0	0	0	0	0
Other payments	(5,786)	(5,529)	(5,577)	(5,549)	(5,757)
<b>Net cash provided by/(used in) operating activities</b>	11,922	15,459	20,492	14,052	14,687
<b>Cash flows from investing activities</b>					
Payments for property, infrastructure, plant and equipment	(21,007)	(29,195)	(20,881)	(16,169)	(14,859)
Proceeds from sale of property, infrastructure, plant and equipment	1,664	3,741	2,018	2,036	2,054
Payments for investments	0	0	0	0	0
Proceeds from sale of investments	0	0	0	0	0
Loan and advances made	0	0	0	0	0
Payments of loans and advances	10	199	0	0	0
<b>Net cash provided by/ (used in) investing activities</b>	(19,333)	(25,255)	(18,863)	(14,133)	(12,805)
<b>Cash flows from financing activities</b>					
Finance costs	(380)	(312)	(247)	(410)	(340)
Proceeds from borrowings	0	0	0	2,000	0
Repayment of borrowings	(1,161)	(1,161)	(1,161)	(1,161)	(1,290)
<b>Net cash provided by/(used in) financing activities</b>	(1,541)	(1,473)	(1,408)	429	(1,630)
<b>Net increase/(decrease) in cash &amp; cash equivalents</b>	(8,952)	(11,269)	221	348	252
Cash and cash equivalents at the beginning of the financial year	32,428	23,476	12,207	12,428	12,776
<b>Cash and cash equivalents at the end of the financial year</b>	23,476	12,207	12,428	12,776	13,028

## Statement of Capital Works

For the four years ending 30 June 2021

	Forecast Actual	Budget	Strategic Resource Plan Projections		
	2016/17 \$'000	2017/18 \$'000	2018/19 \$'000	2019/20 \$'000	2020/21 \$'000
<b>Property</b>					
Land	0	0	0	0	0
Land improvements	0	0	0	0	0
<b>Total land</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>
Buildings	10,678	13,368	10,114	8,064	7,550
Heritage buildings	0	0	0	0	0
Building improvements	75	117	89	71	66
Leasehold improvements	0	0	0	0	0
<b>Total buildings</b>	<b>10,753</b>	<b>13,485</b>	<b>10,203</b>	<b>8,135</b>	<b>7,616</b>
<b>Total property</b>	<b>10,753</b>	<b>13,485</b>	<b>10,203</b>	<b>8,135</b>	<b>7,616</b>
<b>Plant and equipment</b>					
Heritage plant and equipment	0	0	0	0	0
Plant, machinery and equipment	2,093	3,179	2,406	1,917	1,796
Fixtures, fittings and furniture	0	0	0	0	0
Computers and telecommunications	1,687	2,112	1,598	1,274	1,193
Library books	318	500	378	302	282
<b>Total plant and equipment</b>	<b>4,098</b>	<b>5,791</b>	<b>4,382</b>	<b>3,493</b>	<b>3,271</b>
<b>Infrastructure</b>					
Roads	3,598	5,367	4,061	3,239	3,031
Bridges	6	10	8	6	6
Footpaths and cycleways	577	681	515	411	385
Drainage	1,301	1,885	1,426	1,137	1,065
Recreational, leisure and community facilities	405	629	476	379	355
Waste management	0	0	0	0	0
Parks, open space and streetscapes	1,686	2,614	1,978	1,577	1,476
Aerodromes	0	0	0	0	0
Off street car parks	88	115	87	69	65
Other infrastructure	105	140	106	84	79
<b>Total infrastructure</b>	<b>7,766</b>	<b>11,441</b>	<b>8,657</b>	<b>6,902</b>	<b>6,462</b>
<b>Total capital works expenditure</b>	<b>22,617</b>	<b>30,717</b>	<b>23,242</b>	<b>18,530</b>	<b>17,349</b>
<b>Represented by:</b>					
New asset expenditure	6,850	9,176	5,767	3,296	2,791
Asset renewal expenditure	12,225	17,454	15,928	13,145	13,560
Asset expansion expenditure	2,190	3,455	702	857	268
Asset upgrade expenditure	1,352	632	845	1,232	730
<b>Total capital works expenditure</b>	<b>22,617</b>	<b>30,717</b>	<b>23,242</b>	<b>18,530</b>	<b>17,349</b>

## Statement of Human Resources

For the four years ending 30 June 2021

	Forecast Actual	Budget	Strategic Resource Plan Projections		
	2016/17 \$'000	2017/18 \$'000	2018/19 \$'000	2019/20 \$'000	2020/21 \$'000
<b>Staff expenditure</b>					
Employee costs - operating	31,541	<b>34,091</b>	35,367	36,655	37,711
Employee costs - capital	0	<b>0</b>	0	0	0
<b>Total staff expenditure</b>	<b>31,541</b>	<b>34,091</b>	<b>35,367</b>	<b>36,655</b>	<b>37,711</b>
	EFT	EFT	EFT	EFT	EFT
<b>Staff numbers</b>					
Employees	567.4	<b>568.7</b>	570.2	573.4	575
Total staff numbers	567.4	<b>568.7</b>	570.2	573.4	575

A summary of human resources expenditure categorised according to the organisational structure of Council is included below:

Department	Budget 2017/18 \$'000	Comprises	
		Permanent Full time \$'000	Permanent Part Time \$'000
Asset Management	2,500	2,000	500
City Services	7,200	7,000	200
Community Services	8,500	7,000	1,500
Corporate Services	4,400	4,000	400
Culture and Leisure	5,300	5,000	300
Environment and Amenity	1,900	1,000	900
Strategy and Governance	3,100	3,000	100
Total permanent staff expenditure	32,900	29,000	3,900
Casuals and other expenditure	1,191		
Capitalised Labour costs	0		
Total expenditure	34,091		

A summary of the number of full time equivalent (FTE) Council staff in relation to the above expenditure is included below:

Department	Budget FTE	Comprises	
		Permanent Full time	Permanent Part Time
Asset Management	41.6	33.3	8.3
City Services	120.0	116.7	3.3
Community Services	141.7	116.7	25.0
Corporate Services	73.4	66.7	6.7
Culture and Leisure	88.3	83.3	5.0
Environment and Amenity	31.7	16.7	15.0
Strategy and Governance	52.1	50.4	1.7
Total permanent staff	548.8	483.8	65.0
Casuals and other	19.9		
Capitalised Labour costs	0.0		
Total staff	568.7		

#### 4. Financial performance indicators <sup>6-7</sup>

The following table highlights Council's current and projected performance across a range of key financial performance indicators. These indicators provide a useful analysis of Council's financial position and performance and should be interpreted in the context of the organisation's objectives.

Indicator	Measure	Notes	Actual 2015/16	Forecast 2016/17	Budget 2017/18	Strategic Resource Plan Projections			Trend +/-
Operating position									
Adjusted underlying result	Adjusted underlying surplus (deficit) / Adjusted underlying revenue	1	(1.3%)	(6.7%)	(6.2%)	(4.9%)	(3.8%)	(3.0%)	+
Liquidity									
Working Capital	Current assets / current liabilities	2	220.3%	240.6%	139.4%	139.7%	139.6%	139.7%	o
Unrestricted cash	Unrestricted cash / current liabilities		101.0%	127.2%	88.7%	95.9%	96.1%	96.3%	o
Obligations									
Loans and borrowings	Interest bearing loans and borrowings / rate revenue	3	12.3%	14.7%	11.2%	8.1%	9.4%	6.4%	+
Loans and borrowings	Interest and principal repayments on interest bearing loans and borrowings / rate revenue		3.2%	3.7%	3.4%	3.0%	3.2%	3.2%	+
Indebtedness	Non-current liabilities / own source revenue		9.0%	10.8%	8.2%	6.0%	6.9%	4.7%	+
Asset renewal	Asset renewal expenses / Asset depreciation	4	102.6%	87.1%	120.4%	104.9%	83.5%	83.3%	-
Stability									
Rates concentration	Rate revenue / adjusted underlying revenue	5	56.3%	59.0%	60.3%	62.0%	63.0%	63.7%	-
Rates effort	Rate revenue / CIV of rateable properties in the municipality		0.4%	0.4%	0.4%	0.4%	0.4%	0.5%	o
Efficiency									
Expenditure level	Total expenses/ no. of property assessments		\$1,302	\$1,318	\$1,340	\$1,355	\$1,377	\$1,406	+

Revenue level	Residential rate revenue / No. of residential property assessments	\$611	\$625	\$650	\$678	\$706	\$735	+
Workforce turnover	No. of permanent staff resignations & terminations / average no. of permanent staff for the financial year	9.0%	9.3%	8.8%	8.4%	8.0%	7.6%	+

Key to Forecast Trend:

- + Forecasts improvement in Council's financial performance/financial position indicator
- o Forecasts that Council's financial performance/financial position indicator will be steady
- Forecasts deterioration in Council's financial performance/financial position indicator

### Notes to indicators

**1 Adjusted underlying result** – An indicator of the sustainable operating result required to enable Council to continue to provide core services and meet its objectives. Improvement in financial performance expected over the period, although continued losses means reliance on Council's cash reserves or increased debt to maintain services.

**2 Working Capital** – The proportion of current liabilities represented by current assets. Working capital is forecast to decrease significantly in 2017/18 year due to a run down in cash reserves to fund the capital program. The trend in later years is to remain steady at an acceptable level.

**3 Debt compared to rates** - Trend indicates Council's reducing reliance on debt against its annual rate revenue through redemption of long term debt.

**4 Asset renewal** - This percentage indicates the extent of Council's renewal of assets against its depreciation charge (an indication of the decline in value of its existing capital assets). A percentage greater than 100 indicates Council is maintaining its existing assets, while a percentage less than 100 means its assets are deteriorating faster than they are being renewed and future capital expenditure will be required to renew assets.

**5 Rates concentration** - Reflects extent of reliance on rate revenues to fund all of Council's on-going services. Trend indicates Council will become more reliant on rate revenue compared to all other revenue sources.

## **Commentary – Strategic resource plan and key financial indicators**

### **Purpose of the strategic resource plan**

1. An extract of the strategic resource plan (SRP) is included in the budget report to provide the reader with information about the long term sustainability of the Council. The SRP shows how the budget for the forthcoming year fits within the long term planning framework and demonstrates the linkage with the Council Plan strategic objectives, strategies and desired outcomes. The SRP should include as a minimum, the following main sections:
  - (a) Plan development
  - (b) Financial resources
  - (c) Financial performance indicators
  - (d) Non-financial resources.
2. The Act and Regulations require that councils prepare a SRP which is a plan of the resources required to achieve the strategic objectives. It must be prepared for at least four years and contain financial statements and statements describing the required non-financial resources, specifically, human resources.

LGV produces an annual SRP Better Practice Guide and Model which can be referenced for further information about preparation of the SRP. This can be found at: [www.dtpli.vic.gov.au/local-government/publications-and-research/planning-and-reporting](http://www.dtpli.vic.gov.au/local-government/publications-and-research/planning-and-reporting).

### **Plan development**

3. This section should include an explanation of the purpose of the SRP, the manner in which it was developed (including the key assumptions it was based on) and the timeframe under which the SRP is to operate. The SRP should cover a minimum 4 year horizon and also include a discussion of the objectives and the consequences of failing to achieve the SRP.

### **Financial resources**

4. A key component of the SRP development section will be the financial outcomes of the SRP over the chosen time horizon. To assist the reader in understanding the financial outcomes, only key indicators should be provided with detailed statements included in an appendix. These indicators could include forecast operating results, adjusted underlying results, cash and investments and expected capital works programs. Graphical representation of the information is also useful.
5. The SRP will have been extensively used in preparing the budget for the forthcoming year. Therefore it will be important that the key outcomes of the SRP be linked to the relevant sections of the Budget where it has a budget impact. This will include:
  - (a) Service delivery strategy
  - (b) Rating information
  - (c) Borrowing strategy
  - (d) Infrastructure strategy
  - (e) Financial sustainability.

### **Financial performance indicators**

6. A range of financial indicators can be used to allow the reader to gain a better understanding of key measures such as indebtedness and liquidity which are often hidden when financial information is presented in financial statement format. The use of indicators over a four year horizon also allows trends to be assessed helping the reader to confirm the council's service delivery, infrastructure renewal, rating and debt strategies.

The financial performance indicators included in this model are the prescribed financial performance indicators contained in Part 3 of Schedule 3 of the Regulations. Results against these indicators will be reported in Council's Performance Statement included in the Annual Report.

The Act and Regulations require Councils to report actual results against these indicators, together with the other prescribed indicators contained in Schedule 3 of the Regulations, in the annual Performance Statement. After the Regulation transition period, the annual Performance Statement will report the current year results against three preceding years and the forecast results from the financial statements in the Strategic Resource Plan. For the 2017/18 Budget, during the transition period, only two preceding year of data is required.
7. Definitions for the key components of the indicators are as follows:
  - (a) Adjusted underlying result is the net surplus or deficit for the year (per Australian Accounting Standards) adjusted for non-recurrent grants used to fund capital expenditure, non-monetary asset

## Commentary – Strategic resource plan and key financial indicators

contributions, and contributions to fund capital expenditure other than grants and non-monetary asset contributions.

- (b) Working capital (current assets/current liabilities) is a general measure of the organisation's liquidity and its ability to meet its commitments as and when they fall due.
- (c) Unrestricted cash means all cash and cash equivalents other than restricted cash, including cash that will be used to fund capital expenditure from the previous financial year.  
Restricted cash means cash and cash equivalents, within the meaning of Accounting Standard AASB 107 Statement of Cash Flows, that are not available for use other than for a purpose for which it is restricted.
- (d) Loans and borrowings means interest bearing loans and borrowings compared to rate revenue. The balance of interest bearing loans and borrowings is shown as a percentage of rates revenue.
- (e) Loans and borrowings also refers to interest and principal repayments compared to rate revenue. The ratio describes Council's cash flow debt repayment capacity through the inclusion of interest and principal repayments on interest bearing loans and borrowings as a percentage of rate revenue.
- (f) Indebtedness compares non-current liabilities to own source revenue.  
Own source revenue is defined as adjusted underlying revenue other than revenue that is not under the control of Council (including government grants).
- (g) Asset renewal is calculated as asset renewal expenditure as a percentage of depreciation.
- (h) Rates concentration is measured as rate revenue compared to adjusted underlying revenue.  
Adjusted underlying revenue is defined as total income excluding non-recurrent grants used to fund capital expenditure, non-monetary asset contributions, and contributions to fund capital expenditure from sources other than grants and non-monetary contributions.
- (i) Rates effort, which is intended to examine the community's capacity to pay, presents rate revenue as a percentage of the capital improved value of rateable properties in the municipality.
- (j) Expenditure level is measured as total expenditure per the number of property assessments.
- (k) Revenue level is the residential rate revenue divided by the number of residential property assessments.  
Rate revenue is defined as revenue from general rates, municipal charges, special rates, special charges, service rates and service charges.
- (l) Workforce turnover measures the number of resignations and terminations compared to the average number of staff for the financial year.

### Preparation of a strategic resource plan

- 8. The SRP is a separate document to the annual budget and sets the future financial direction of the Council. Longer term planning is essential in ensuring that an organisation remains financially sustainable in the long term. The annual budget should be consistent with the first projected year of the SRP.
- 9. The most common technique used in the commercial sector is the 'Four Way Budgeting Methodology'. This methodology involves the linking of the Financial Statements (Income Statement, Balance Sheet, Cash Flow Statement and Capital Works Statement) to produce forecast financial statements based on assumptions about future movements in key revenues, expenses, assets and liabilities. Through the use of an integrated model, a 'four way budget' can be developed to facilitate a more strategic planning approach to long term financial planning. This model would include 'what if' analysis capabilities.
- 10. The Act requires the SRP to take into account services and initiatives contained in any plan adopted by council so far as they commit financial and non-financial resources and as it relates to the period covered by the SRP. It should also incorporate the estimated impact of planned changes in accounting policies that will have a budgeting and financial reporting impact, whether due to a voluntary change by Council to improve financial reporting, or a change in Australian Accounting Standards. Long term financial planning should also consider known or likely changes in budget items over the planning period.

### Non-financial resources

- 11. This section should include details of the non-financial resources to be consumed as part of the SRP in achieving the Council Plan. The Regulations specifically require the inclusion of a Statement of Human Resources in the SRP and the Budget. The SRP is required to include projections for four years.  
This model budget guide provides details of the human resources that will be required for the current budget year in summary form described in both monetary terms and numbers in this section, and in the Statement of Human Resources in Appendix A.  
Examples of other non-financial resources that could be included are:
  - (a) Management of physical assets
  - (b) Information systems and processes.

## **5. Other budget information (required by the Regulations)**

This section presents other budget related information required by the Regulations

This section includes the following statements and reports:

- 5.1.1 Grants operating
- 5.2.1 Grants capital
- 5.1.3 Statement of borrowings

### 5.1.1 Grants - operating (\$0.91 million decrease)

Operating grants include all monies received from State and Federal sources for the purposes of funding the delivery of Council's services to ratepayers. Overall, the level of operating grants is projected to decrease by 6.2% or \$0.91 million compared to 2016/17. A list of operating grants by type and source, classified into recurrent and non-recurrent, is included below.

<b>Operating Grants</b>	<b>Forecast Actual 2016/17 \$'000</b>	<b>Budget 2017/18 \$'000</b>	<b>Variance \$'000</b>
<i>Recurrent - Commonwealth Government</i>			
Victoria Grants Commission	7,191	6,779	(412)
Family day care	365	522	157
General home care	2,930	3,165	235
Other	600	400	(200)
<i>Recurrent - State Government</i>			
Primary care partnerships	80	240	160
Aged care	125	265	140
School crossing supervisors	240	240	-
Libraries	200	200	-
Maternal and child health	230	230	-
Recreation	200	200	-
Community safety	150	150	-
Other	1,262	226	(1,036)
<b>Total recurrent grants</b>	<b>13,573</b>	<b>12,617</b>	<b>(956)</b>
<i>Non-recurrent - Commonwealth Government</i>			
Drainage maintenance	500	-	(500)
Environmental planning	-	500	500
<i>Non-recurrent - State Government</i>			
Community health	450	-	(450)
Family and children	-	500	500
<b>Total non-recurrent grants</b>	<b>950</b>	<b>1,000</b>	<b>50</b>
<b>Total operating grants</b>	<b>14,523</b>	<b>13,617</b>	<b>(906)</b>

### 5.1.2 Grants - capital (\$3.37 million increase)

Capital grants include all monies received from State, Federal and community sources for the purposes of funding the capital works program. Overall the level of capital grants has increased by 116.2% or \$3.37 million compared to 2016/17 due mainly to specific funding for some large capital works projects. Section 6. "Analysis of Capital Budget" includes a more detailed analysis of the grants and contributions expected to be received during the 2017/18 year. A list of capital grants by type and source, classified into recurrent and non-recurrent, is included below.

Capital Grants	Forecast Actual 2016/17 \$'000	Budget 2017/18 \$'000	Variance \$'000
<i>Recurrent - Commonwealth Government</i>			
Roads to recovery	810	830	20
<i>Recurrent - State Government</i>	-	-	-
Total recurrent grants	<b>810</b>	<b>830</b>	<b>20</b>
<i>Non-recurrent - Commonwealth Government</i>			
Buildings	1,500	2,000	500
Plant and machinery	-	435	435
Drainage	593	560	(33)
Footpaths	-	161	161
<i>Non-recurrent - State Government</i>			
Buildings	-	2,291	2,291
Total non-recurrent grants	<b>2,093</b>	<b>5,447</b>	<b>3,354</b>
Total capital grants	<b>2,903</b>	<b>6,277</b>	<b>3,374</b>

### 5.1.3 Statement of Borrowings

The table below shows information on borrowings specifically required by the Regulations.

	2016/17 \$	2017/18 \$
Total amount borrowed as at 30 June of the prior year	7,209,000	6,048,000
Total amount proposed to be borrowed	0	0
Total amount projected to be redeemed	(1,161,000)	(1,161,000)
Total amount of borrowings as at 30 June	6,048,000	4,887,000

## 6. Detailed list of Capital Works

This section presents a listing of the capital works projects that will be undertaken for the 2017/18 year.

The capital works projects are grouped by class and include the following:

- New works for 2017/18
- Works carried forward from the 2016/17 year.

### Commentary – Capital works program

#### Purpose of capital works program

1. Regulation 10 (a) and (b) require that the budget contain a detailed list of capital works expenditure in relation to non-current assets by class according to the Local Government Model Financial Report, classified separately as to asset expenditure type (ie. renewal, new, upgrade and expansion). The budget must also contain a summary of funding sources in relation to the capital works expenditure, classified separately as to grants, contributions, Council cash and borrowings. The disclosures in Appendix C reflect these requirements.

#### Disclosure

2. Although not mandated by the Regulations, it is suggested that the disclosures in Appendix C should show separately:
  - (a) New works
  - (b) Works carried forward from the prior year
  - (c) Total works to be funded in the current year.

Separating the works carried forward from the prior year provides greater transparency in showing the readers what part of the total works program relates to projects that have previously been budgeted but not yet completed.

## Capital works program

For the year ending 30 June 2018

### 6.1 New works

Capital Works Area	Project Cost \$'000	Asset expenditure types				Summary of Funding sources			
		New \$'000	Renewal \$'000	Upgrade \$'000	Expansion \$'000	Grants \$'000	Contributions \$'000	Council Cash \$'000	Borrowings \$'000
<b>PROPERTY</b>									
<b>Land</b>	<b>0</b>	0	0	0	0	0	0	0	0
<b>Land Improvements</b>	<b>0</b>	0	0	0	0	0	0	0	0
<b>Buildings</b>									
Community facilities: Victorian Community Facility	1,200	1,200	0	0	0	68	0	1,132	0
Sports facilities: Velodrome / State Bowls Centre	4,000	4,000	0	0	0	4,000	0	0	0
Victorian library concept plan	90	90	0	0	0	10	0	80	0
Community facilities	1,127	0	1,127	0	0	0	0	1,127	0
Municipal offices	529	0	529	0	0	0	0	529	0
Sports facilities	166	0	166	0	0	30	0	136	0
Pavilions	320	0	320	0	0	0	0	320	0
Other buildings	882	0	882	0	0	0	0	882	0
<b>Total Buildings</b>	<b>8,314</b>	5,290	3,024	0	0	4,108	0	4,206	0
<b>Building Improvements</b>									
Municipal offices: Depot lift	117	117	0	0	0	0	0	117	0
<b>Total Building Improvements</b>	<b>117</b>	117	0	0	0	0	0	117	0
<b>Leasehold Improvements</b>	<b>0</b>	0	0	0	0	0	0	0	0
<b>Heritage buildings</b>	<b>0</b>	0	0	0	0	0	0	0	0
<b>TOTAL PROPERTY</b>	<b>8,431</b>	5,407	3,024	0	0	4,108	0	4,323	0

Capital Works Area	Project Cost \$'000	Asset expenditure types				Summary of Funding sources			
		New	Renewal	Upgrade	Expansi on	Grants	Contribu tions	Council Cash	Borrowi ngs
		\$'000	\$'000	\$'000	\$'000	\$'000	\$'000	\$'000	\$'000
PLANT AND EQUIPMENT									
Plant, Machinery and Equipment									
Motor vehicles and plant	3,021	0	3,021	0	0	435	0	2,586	0
Total Plant, Machinery and Equipment	3,021	0	3,021	0	0	435	0	2,586	0
Fixtures, Fittings and Furniture		0	0	0	0	0	0	0	0
Computers and Telecommunications									
Information technology: Asset system	414	414	0	0	0	0	0	414	0
Information technology: PCs and servers	550	550	0	0	0	0	0	550	0
Information technology: WAN infrastructure	150	150	0	0	0	0	0	150	0
Information technology	201	0	201	0	0	0	0	201	0
Total Computers and Telecommunications	1,315	1,114	201	0	0	0	0	1,315	0
Heritage Plant and Equipment		0	0	0	0	0	0	0	0
Library books									
Books: Product purchases	500	500	0	0	0	0	0	500	0
Total library books	500	500	0	0	0	0	0	500	0
TOTAL PLANT AND EQUIPMENT	4,836	1,614	3,222	0	0	435	0	4,401	0
INFRASTRUCTURE									
Roads									
Local road: Northfield Plaza	60	60	0	0	0	0	0	60	0
Carpark: Northfield Leisure Centre	55	55	0	0	0	0	0	55	0
Traffic devices: Bestings to James	80	80	0	0	0	0	0	80	0
Local roads	1,116	0	1,116	0	0	0	0	1,116	0
Program works	797	0	797	0	0	0	0	797	0
Declared main roads	368	0	368	0	0	0	0	368	0
Traffic devices	506	0	506	0	0	0	0	506	0

Capital Works Area	Project Cost \$'000	Asset expenditure types				Summary of Funding sources			
		New \$'000	Renewal \$'000	Upgrade \$'000	Expansion \$'000	Grants \$'000	Contributions \$'000	Council Cash \$'000	Borrowings \$'000
Street lighting	20	0	20	0	0	0	0	20	0
Traffic signals	75	0	75	0	0	0	0	75	0
Integrated transport plan	220	0	220	0	0	0	0	220	0
Roads to recovery	808	0	808	0	0	808	0	0	0
Pedestrian safety	85	0	85	0	0	0	0	85	0
Parking	80	0	80	0	0	0	0	80	0
Traffic investigations	70	0	70	0	0	0	0	70	0
Local road: Benjamin to High	200	0	0	100	100	0	0	200	0
Local road: Pinders to Archfield	300	0	0	150	150	0	0	300	0
Local road: David to Portsmouth	110	0	0	55	55	0	0	110	0
<b>Total Roads</b>	<b>4,950</b>	195	4,145	305	305	808	0	4,142	0
<b>Bridges</b>									
Bridges and culverts	10	0	10	0	0	0	0	10	0
<b>Total Bridges</b>	<b>10</b>	0	10	0	0	0	0	10	0
<b>Footpaths and Cycleways</b>									
Footpath: James to High	25	25	0	0	0	0	0	25	0
Footpath: Lanham to Elm	15	15	0	0	0	0	0	15	0
Footpath: Watt to Clapam	20	20	0	0	0	0	0	20	0
Footpath: Wembley to Jet	20	20	0	0	0	0	0	20	0
Footpaths	173	0	173	0	0	0	0	173	0
Bike paths	94	0	94	0	0	0	0	94	0
<b>Total Footpaths and Cycleways</b>	<b>347</b>	80	267	0	0	0	0	347	0
<b>Drainage</b>									
Storm water trap: Muddy Creek	40	40	0	0	0	0	0	40	0
Drains - roads	570	0	570	0	0	0	0	570	0
Retarding basins	500	0	500	0	0	430	0	70	0
Waterways	20	0	20	0	0	0	0	20	0
Water quality	220	0	220	0	0	0	0	220	0
Road drain: Burke stage 1 and 2	300	0	0	150	150	0	0	300	0
<b>Total Drainage</b>	<b>1,650</b>	40	1,310	150	150	430	0	1,220	0

Capital Works Area	Project Cost \$'000	Asset expenditure types				Summary of Funding sources			
		New \$'000	Renewal \$'000	Upgrade \$'000	Expansion \$'000	Grants \$'000	Contributions \$'000	Council Cash \$'000	Borrowings \$'000
<b>Recreational, Leisure &amp; Community Facilities</b>									
Playing surfaces: Training lights	91	91	0	0	0	0	0	91	0
Playground equipment: Victoria Park	170	170	0	0	0	0	0	170	0
Irrigation systems: Victoria Park	358	358	0	0	0	0	0	358	0
<b>Total Recreation, Leisure and Community Facilities</b>	<b>619</b>	<b>619</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>619</b>	<b>0</b>
<b>Waste Management</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>
<b>Parks, Open Space and Streetscapes</b>									
Parks	2,083	0	2,083	0	0	0	0	2,083	0
Streetscapes	25	0	25	0	0	0	0	25	0
Trees	380	0	380	0	0	0	0	380	0
Other open space	76	0	76	0	0	0	0	76	0
<b>Total Parks, Open Space and Streetscapes</b>	<b>2,564</b>	<b>0</b>	<b>2,564</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>2,564</b>	<b>0</b>
<b>Aerodromes</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>
<b>Off Street Car Parks</b>									
Car parks	80	0	80	0	0	0	0	80	0
<b>Total Off Street Car Parks</b>	<b>80</b>	<b>0</b>	<b>80</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>80</b>	<b>0</b>
<b>Other Infrastructure</b>									
Public art: Municipal square	105	105	0	0	0	35	0	70	0
<b>Total Other Infrastructure</b>	<b>105</b>	<b>105</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>35</b>	<b>0</b>	<b>70</b>	<b>0</b>
<b>TOTAL INFRASTRUCTURE</b>	<b>10,325</b>	<b>1,039</b>	<b>8,376</b>	<b>455</b>	<b>455</b>	<b>1,273</b>	<b>0</b>	<b>9,052</b>	<b>0</b>
<b>TOTAL NEW CAPITAL WORKS 2017/18</b>	<b>23,592</b>	<b>8,060</b>	<b>14,622</b>	<b>455</b>	<b>455</b>	<b>5,816</b>	<b>0</b>	<b>17,776</b>	<b>0</b>

## 6.2 Works carried forward from the 2016/17 year

Capital Works Area	Project Cost \$'000	Asset expenditure types				Funding sources			
		New \$'000	Renewal \$'000	Upgrade \$'000	Expansi on \$'000	Grants \$'000	Contribu tions \$'000	Council Cash \$'000	Borrowi ngs \$'000
PROPERTY									
Land	0	0	0	0	0	0	0	0	0
Land Improvements	0	0	0	0	0	0	0	0	0
Total Land	0	0	0	0	0	0	0	0	0
Buildings									
Municipal Offices: Civic Precinct	752	752	0	0	0	0	0	752	0
Community facilities	300	0	300	0	0	20	0	280	0
Municipal offices	490	0	490	0	0	150	0	340	0
Sports facilities	215	0	215	0	0	0	0	215	0
Other buildings	297	0	297	0	0	0	0	297	0
Community facilities: Newlands Centre	3,000	0	0	0	3,000	0	0	3,000	
Total Buildings	5,054	752	1,302	0	3,000	170	0	4,884	0
Building Improvements	0	0	0	0	0	0	0	0	0
Leasehold Improvements	0	0	0	0	0	0	0	0	0
Heritage buildings	0	0	0	0	0	0	0	0	0
TOTAL PROPERTY	5,054	752	1,302	0	3,000	170	0	4,884	0
PLANT AND EQUIPMENT									
Plant, Machinery and Equipment									
Motor vehicles and plant	158	0	158	0	0	0	0	158	0
Total Plant, Machinery and Equipment	158	0	158	0	0	0	0	158	0

Capital Works Area	Project Cost \$'000	Asset expenditure types				Funding sources			
		New \$'000	Renewal \$'000	Upgrade \$'000	Expansion \$'000	Grants \$'000	Contributions \$'000	Council Cash \$'000	Borrowings \$'000
<b>Fixtures, Fittings and Furniture</b>	<b>0</b>	0	0	0	0	0	0	0	0
<b>Computers and Telecommunications</b>									
Information technology: PCs and servers	319	319	0	0	0	0	0	319	0
Information technology	478	0	478	0	0	0	0	478	0
<b>Total Computers and Telecommunications</b>	<b>797</b>	319	478	0	0	0	0	797	0
<b>Heritage Plant and Equipment</b>	<b>0</b>	0	0	0	0	0	0	0	0
<b>Library books</b>	<b>0</b>	0	0	0	0	0	0	0	0
<b>TOTAL PLANT AND EQUIPMENT</b>	<b>955</b>	319	636	0	0	0	0	955	0
<b>INFRASTRUCTURE</b>									
<b>Roads</b>									
Local roads	151	0	151	0	0	0	0	151	0
Traffic devices	60	0	60	0	0	0	0	60	0
Integrated transport plan	77	0	77	0	0	0	0	77	0
Local road: Johnson to Bates	129	0	0	129	0	0	0	129	0
<b>Total Roads</b>	<b>417</b>	0	288	129	0	0	0	417	0
<b>Bridges</b>	<b>0</b>	0	0	0	0	0	0	0	0
<b>Footpaths and Cycleways</b>									
Footpaths	63	0	63	0	0	0	0	63	0
Bike paths	271	0	271	0	0	161	0	110	0
<b>Total Footpaths and Cycleways</b>	<b>334</b>	0	334	0	0	161	0	173	0
<b>Drainage</b>									
Drains - roads	37	0	37	0	0	0	0	37	0
Waterways	150	0	150	0	0	130	0	20	0
Road drain: Grange final stage	48	0	0	48	0	0	0	48	0

Capital Works Area	Project Cost \$'000	Asset expenditure types				Funding sources			
		New \$'000	Renewal \$'000	Upgrade \$'000	Expansion \$'000	Grants \$'000	Contributions \$'000	Council Cash \$'000	Borrowings \$'000
<b>Total Drainage</b>	<b>235</b>	0	187	48	0	130	0	105	0
<b>Recreational, Leisure &amp; Community Facilities</b>									
Playing surfaces: Training lights	10	10	0	0	0	0	0	10	0
<b>Total Recreation, Leisure and Comm Facilities</b>	<b>10</b>	10	0	0	0	0	0	10	0
<b>Waste Management</b>	<b>0</b>	0	0	0	0	0	0	0	0
<b>Parks, Open Space and Streetscapes</b>									
Parks	50	0	50	0	0	0	0	50	0
<b>Total Parks, Open Space and Streetscapes</b>	<b>50</b>	0	50	0	0	0	0	50	0
<b>Aerodromes</b>	<b>0</b>	0	0	0	0	0	0	0	0
<b>Off Street Car Parks</b>									
Car parks	35	0	35	0	0	0	0	35	0
<b>Total Off Street Car Parks</b>	<b>35</b>	0	35	0	0	0	0	35	0
<b>Other Infrastructure</b>									
Public art: Northfield shopping centre	35	35	0	0	0	0	0	35	0
<b>Total Other Infrastructure</b>	<b>35</b>	35	0	0	0	0	0	35	0
<b>TOTAL INFRASTRUCTURE</b>	<b>1,116</b>	45	894	177	0	291	0	825	0
<b>TOTAL CARRIED FORWARD CAPITAL WORKS 2016/17</b>	<b>7,125</b>	1,116	2,832	177	3,000	461	0	6,664	0

### 6.3 Summary

Capital Works Area	Project Cost \$'000	Asset expenditure types				Funding sources			
		New \$'000	Renewal \$'000	Upgrade \$'000	Expansion \$'000	Grants \$'000	Contributions \$'000	Council Cash \$'000	Borrowings \$'000
PROPERTY	13,485	6,159	4,326	0	3,000	4,278	0	9,207	0
PLANT AND EQUIPMENT	5,791	1,933	3,858	0	0	435	0	5,356	0
INFRASTRUCTURE	11,441	1,084	9,270	632	455	1,564	0	9,877	0
<b>TOTAL</b>	<b>30,717</b>	<b>9,176</b>	<b>17,454</b>	<b>632</b>	<b>3,455</b>	<b>6,277</b>	<b>0</b>	<b>24,440</b>	<b>0</b>

## **7. Rates and charges<sup>1-7</sup>**

This section presents information about rates and charges which the Act and the Regulations require to be disclosed in the Council's annual budget.

## 7. Rates and charges

In developing the Strategic Resource Plan (referred to in Section 14.), rates and charges were identified as an important source of revenue, accounting for 56.8% of the total revenue received by Council annually. Planning for future rate increases has therefore been an important component of the Strategic Resource Planning process. The State Government have introduced the *Fair Go Rates System (FGRS)* which sets out the maximum amount councils may increase rates in a year. For 2017/18 the FGRS cap has been set at 2.0%. The cap applies to both general rates and municipal charges and is calculated on the basis of council's average rates and charges.

The level of required rates and charges has been considered in this context, with reference to Council's other sources of income and the planned expenditure on services and works to be undertaken for the Victorian community.

In order to achieve these objectives while maintaining service levels and a strong capital expenditure program, the average general rate and the municipal charge will increase by 2.0% in line with the rate cap, the kerbside collection charge by 3.9% and the recycling charge by 5.3%. This will raise total rates and charges for 2017/18 of \$43.46 million, including \$0.98 million generated from supplementary rates. Council's municipal and recycling charges have increased by more than the general rate due to an increase in administrative costs (municipal charge) and renegotiation of council's collection services contract (recycling).

7.1 The rate in the dollar to be levied as general rates under Section 158 of the Act for each type or class of land compared with the previous financial year

Type or class of land	2016/17 cents/\$CIV	2017/18 cents/\$CIV	Change
General rate for rateable residential properties	0.248354	<b>0.253422</b>	<b>2.0%</b>
General rate for rateable commercial properties	0.434116	<b>0.442976</b>	<b>2.0%</b>
General rate for rateable industrial properties	0.434116	<b>0.442976</b>	<b>2.0%</b>

7.2 The estimated total amount to be raised by general rates in relation to each type or class of land, and the estimated total amount to be raised by general rates, compared with the previous financial year

Type or class of land	2016/17 \$'000	2017/18 \$'000	Change
Residential	22,159	<b>22,875</b>	<b>3.2%</b>
Commercial	4,126	<b>4,159</b>	<b>0.8%</b>
Industrial	3,576	<b>3,605</b>	<b>0.8%</b>
<b>Total amount to be raised by general rates</b>	<b>29,861</b>	<b>30,639</b>	<b>2.6%</b>

7.3 The number of assessments in relation to each type or class of land, and the total number of assessments, compared with the previous financial year.

Type or class of land	2016/17 Number	2017/18 Number	Change
Residential	51,909	<b>52,584</b>	<b>1.3%</b>
Commercial	2,496	<b>2,428</b>	<b>-2.7%</b>
Industrial	2,086	<b>2,086</b>	<b>-</b>
<b>Total number of assessments</b>	<b>56,491</b>	<b>57,098</b>	<b>1.1%</b>

7.4 The basis of valuation to be used is the Capital Improved Value (CIV)

7.5 The estimated total value of each type or class of land, and the estimated total value of land, compared with the previous financial year

Type or class of land	2016/17 \$'000	2017/18 \$'000	Change
Residential	8,922,250	<b>9,026,652</b>	<b>1.2%</b>
Commercial	950,527	<b>939,012</b>	<b>-1.2%</b>
Industrial	823,806	<b>813,825</b>	<b>-1.2%</b>
<b>Total value of land</b>	<b>10,696,583</b>	<b>10,779,490</b>	<b>0.8%</b>

7.6 The municipal charge under Section 159 of the Act compared with the previous financial year

Type of Charge	Per Rateable Property 2016/17 \$	Per Rateable Property 2017/18 \$	Change
Municipal	105	<b>107</b>	<b>1.9%</b>

7.7 The estimated total amount to be raised by municipal charges compared with the previous financial year

Type of Charge	2016/17 \$	2017/18 \$	Change
Municipal	5,988	<b>6,111</b>	<b>2.0%</b>

7.8 The rate or unit amount to be levied for each type of service rate or charge under Section 162 of the Act compared with the previous financial year

Type of Charge	Per Rateable Property 2016/17 \$	Per Rateable Property 2017/18 \$	Change
Kerbside collection	77	<b>80</b>	<b>3.9%</b>
Recycling	19	<b>20</b>	<b>5.3%</b>
<b>Total</b>	<b>96</b>	<b>100</b>	<b>4.2%</b>

7.9 The estimated total amount to be raised by each type of service rate or charge, and the estimated total amount to be raised by service rates and charges, compared with the previous financial year

Type of Charge	2016/17 \$	2017/18 \$	Change
Kerbside collection	4,349	<b>4,569</b>	<b>5.0%</b>
Recycling	1,007	<b>1,142</b>	<b>13.4%</b>
<b>Total</b>	<b>5,356</b>	<b>5,711</b>	<b>6.6%</b>

7.10 The estimated total amount to be raised by all rates and charges compared with the previous financial year

	2016/17 \$'000	2017/18 \$'000	Change
General rates	29,861	<b>30,639</b>	2.6%
Municipal charge	5,988	<b>6,111</b>	2.0%
Kerbside collection and Recycling	5,356	<b>5,711</b>	6.6%
Cultural and Creational Charges - in lieu of rates	14	<b>15</b>	1.9%
Supplementary rates and charges	465	<b>981</b>	111.1%
<b>Total Rates and charges</b>	<b>41,684</b>	<b>43,457</b>	<b>3.6%</b>

## 7.11 Any significant changes that may affect the estimated amounts to be raised by rates and charges

There are no known significant changes which may affect the estimated amounts to be raised by rates and charges. However, the total amount to be raised by rates and charges may be affected by:

- The making of supplementary valuations (2017/18: estimated \$981,000 and 2016/17: \$465,000)
- The variation of returned levels of value (e.g. valuation appeals)
- Changes of use of land such that rateable land becomes non-rateable land and vice versa
- Changes of use of land such that residential land becomes business land and vice versa.

## 7.12 Differential rates <sup>5-7</sup>

### Rates to be levied

The rate and amount of rates payable in relation to land in each category of differential are:

- A general rate of 0.253422% (0.248354 cents in the dollar of CIV) for all rateable residential properties
- A general rate of 0.442976% (0.434116 cents in the dollar of CIV) for all rateable commercial and industrial properties.

Each differential rate will be determined by multiplying the Capital Improved Value of rateable land (categorised by the characteristics described below) by the relevant percentages indicated above.

Council believes each differential rate will contribute to the equitable and efficient carrying out of council functions. Details of the objectives of each differential rate, the types of classes of land which are subject to each differential rate and the uses of each differential rate are set out below.

### Commercial land

Commercial land is any land which is:

- Occupied for the principal purpose of carrying out the manufacture or production of, or trade in, goods or services; or
- Unoccupied but zoned commercial or industrial under the City of Victoria Planning Scheme.

The objective of this differential rate is to ensure that all rateable land makes an equitable financial contribution to the cost of carrying out the functions of Council, including (but not limited to) the:

- Construction and maintenance of infrastructure assets
- Development and provision of health and community services
- Provision of general support services.

The types and classes of rateable land within this differential rate are those having the relevant characteristics described above.

The money raised by the differential rate will be applied to the items of expenditure described in the Budget by Council. The level of the rate for land in this category is considered to provide for an appropriate contribution to Council's budgeted expenditure, having regard to the characteristics of the land.

The geographic location of the land within this differential rate is wherever it is located within the municipal district, without reference to ward boundaries.

The use of the land within this differential rate, in the case of improved land, is any use of land.

The characteristics of planning scheme zoning are applicable to the determination of vacant land which will be subject to the rate applicable to commercial land. The vacant land affected by this rate is that which is zoned commercial and/or industrial under the City of Victoria Planning Scheme. The classification of land which is improved will be determined by the occupation of that land, and have reference to the planning scheme zoning.

The types of buildings on the land within this differential rate are all buildings already constructed on the land or which will be constructed prior to the expiry of the 2017/18 financial year.

### **Residential land**

Residential land is any land, which is:

- Occupied for the principal purpose of physically accommodating persons or
- Unoccupied but zoned residential under the City of Victoria Planning Scheme and which is not commercial land or industrial land.

The objective of this differential rate is to ensure that all rateable land makes an equitable financial contribution to the cost of carrying out the functions of Council, including (but not limited to) the:

- Construction and maintenance of infrastructure assets
- Development and provision of health and community services
- Provision of general support services.

The types and classes of rateable land within this differential rate are those having the relevant characteristics described above.

The money raised by the differential rate will be applied to the items of expenditure described in the Budget by Council. The level of the rate for land in this category is considered to provide for an appropriate contribution to Council's budgeted expenditure, having regard to the characteristics of the land.

The geographic location of the land within this differential rate is where it is located within the municipal district, without reference to ward boundaries.

The use of the land within this differential rate, in the case of improved land, is any use of land.

The characteristics of planning scheme zoning are applicable to the determination of vacant land which will be subject to the rate applicable to residential land. The vacant land affected by this rate is that which is zoned residential under the Victorian Local Council Planning Scheme. The classification of land which is improved will be determined by the occupation of that land, and have reference to the planning scheme zoning.

The types of buildings on the land within this differential rate are all buildings which are now constructed on the land or which will be constructed prior to the expiry of the 2017/18 financial year.

### **7.13 Fair Go Rates System Compliance**

Victoria City Council is fully compliant with the State Government's Fair Go Rates System.

Base Average Rates (2016/2017)	\$ 631.89
Maximum Rate Increase (set by the State Government)	2.00%
Capped Average Rate (2017/2018)	\$ 644.52
Maximum General Rates and Municipal Charges Revenue	\$ 36,801,067
Budgeted General Rates and Municipal Charges Revenue	\$ 36,750,696

#### **Commentary – Rates and charges** **Purpose of rates and charges section**

## Commentary – Rates and charges

1. The Regulations require certain information to be disclosed within the budget (and revised budget) and some of these disclosures relating to rates and charges are made in this section. Preparers of budgets should refer to the Compliance checklist earlier in this Guide in order to review the requirements of the Act and Regulations.

### Rates and charges

2. Section 127 of the Act requires the budget to contain the information the council is required to declare under Section 158(1) of the Act. This section requires the disclosure of the amount which the council intends to raise by general rates, municipal charges, service rates and service charges and whether the general rates will be raised by the application of a uniform rate, differential rates (under Section 161 and 161(2) or urban farm rates, farm rates or residential use rates (under Section 161A and 161(2)). Regulation 10(2)(a)-(r) set out an extensive list of information required to be disclosed in the budget in regards to rates and charges, including:
  - (a) The rate in the dollar to be levied for each type or class of land
  - (b) The percentage change in the rate in the dollar in relation to each class or type of land to be levied compared with the previous financial year
  - (c) The estimated amount to be raised by general rates in relation to each class or type of land compared with the previous financial year
  - (d) The estimated amount to be raised by general rates compared with the previous financial year
  - (e) The number of assessments for each type or class of land compared with the previous financial year
  - (f) The number of assessments compared with the previous financial year
  - (g) The basis of valuation to be used under Section 157 of the Act
  - (h) The estimated value of each type or class of land compared with the previous financial year
  - (i) The estimated total value of land rated under Section 158 of the Act compared with the previous financial year
  - (j) The municipal charge under Section 159 of the Act compared with the previous financial year
  - (k) The percentage change in the municipal charge compared with the previous financial year
  - (l) The estimated amount to be raised by municipal charges compared with the previous financial year
  - (m) The rate or unit amount to be levied for each type of service rate or charge under Section 162 of the Act compared with the previous financial year
  - (n) The percentage change for each type of service rate or charge compared with the previous financial year
  - (o) The estimated amount to be raised by each type of service rate or charge compared with the previous year
  - (p) The estimated total amount to be raised by service rates and charges compared with the previous financial year
  - (q) The estimated total amount to be raised by all rates and charges compared with the previous financial year
  - (r) Any significant changes that may affect the estimated amounts to be raised.
3. The Regulations now require the rates information above to be disclosed in relation to 'each type or class of land', regardless of whether the Council has levied a differential rate for those classes of land. The disclosures in this Guide illustrate this requirement by showing rates information for the major types and classes of land for Victorian City Council of residential, commercial and industrial land (Victorian City Council having no farm or other land), even though Victorian City Council has only declared differential rates for residential and commercial land (ie. no separate differential rate for industrial land but industrial land is shown as 'a type or class of land').

### Recreational Land

4. Section 4 of the *Cultural and Recreational Land Act 1963* requires the rates for recreational lands shall be levied "such amount as the municipal council thinks reasonable having regard to the services provided by the municipal council in relation to such lands and having regard to the benefit to the community derived from such recreational lands".

Rates for Recreational lands need to be assessed case by case using the above guidance and this may mean that Council has different discounts for different recreational lands subject to the assessment outcome.

### Differential rates

5. Section 127 of the Act requires the budget to contain the information the council is required to declare under Section 161 and 161A where it intends to declare a differential rate. That subsequent section requires the disclosure of the objectives of the differential rate and must include the following:
  - (i) A definition of the types or classes of land which are subject to the rate and a statement of the reasons for the use and level of that rate in relation to those types or classes of land
  - (ii) An identification of the types or classes of land which are subject to the rate in respect of the uses, geographic location (other than location on the basis of whether or not the land is within a specific

## Commentary – Rates and charges

- ward in the council's municipal district), planning scheme zoning of the land, the types of buildings situated on it and any other criteria relevant to the rate
- (iii) If there has been a change in the valuation system, any provision for relief from a rate for certain land to ease the transition for that land
  - (iv) Specify the characteristics of the land which are the criteria for declaring the differential rate.
6. In addition to the above, new requirements relating to differential rates were introduced as part of the Local Government Legislation Amendment (Miscellaneous) Act 2012. These provide that (Section 161):
- (2A) Council must have regard to any Ministerial Guidelines before declaring a differential rate
  - (2B) The Minister may make guidelines for or with respect to the objectives of differential rating and suitable uses of differential rating powers, and the types or classes of land appropriate for differential rating
  - (4) On recommendation of the Minister, the Governor in Council may by Order in Council prohibit any council from making a declaration of a differential rate in respect of a type or class of land, if the Minister considers that the declaration would be inconsistent with any guidelines made under subsection (2B)
7. The Ministerial Guidelines for Differential Rating (the Guidelines) were published in April 2013. The intent of the Guidelines is to reduce complexity and the inconsistent application of differential rates across local governments in Victoria.

The Guidelines have been designed to provide clarity and consistency for councils in their decision making about the setting and use of differential rates including:

- the Minister's expectations for how they can be applied
- the determination requirements in considering differential rate objectives, and
- the consideration of how and when differential rates are likely to be a useful tool to achieve those objectives.

A copy of the Guidelines can be accessed through the website of DELWP. (<http://www.dtpli.vic.gov.au/local-government/publications-and-research/planning-and-reporting>)

## Rate Capping And Annualised Rates

8. Section 185B of the LGA defines the calculation for the 'Base Average Rate' which includes 'the total annualised revenue leviable from general rates, municipal charges and any other prescribed rates or charges on rateable properties within the Council's municipal district as at 30 June in the base year'.

Any annualised rate income arising from any supplementary rates levied up until the time the proposed budget is prepared (typically late April) must be supported by auditable reports from the rating system or equivalent system.

For the period between budget preparation and 30 June, care needs to be taken when forecasting the annualised revenue arising from any supplementary rates levied during this time. The forecast will need to be documented and all variables have a reasonable level of science to support them.

Note that if the budgeted rate revenue + forecast annualised supplementary rate revenue exceeds the actual rate income for the year of the calculation of the 'Base Average Rate', the Council may not have complied with the rate cap legislation and will invite investigation by the ESC. Councils should consider acting conservatively when forecasting annualised supplementary rate revenue. Where budgeted rate revenue + forecast annualised supplementary rate revenue does not exceed the actual rate income, the difference will be made up the following year when calculating the 'Base Average Rate'

## Budget Analysis

The following reports provide detailed analysis to support and explain the budget reports in the previous section.

This section includes the following analysis and information:

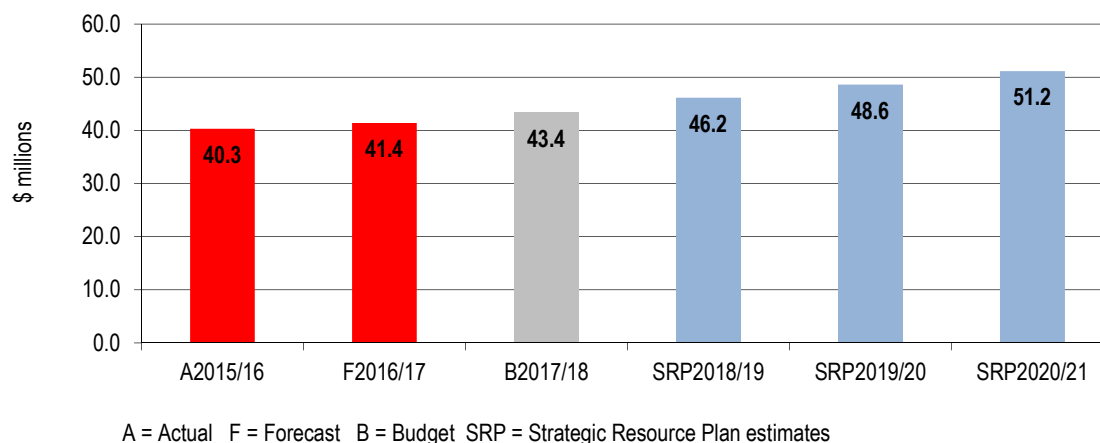
- 8 Summary of financial position
- 9 Budget influences
- 10 Analysis of operating budget
- 11 Analysis of budgeted cash position
- 12 Analysis of capital budget
- 13 Analysis of budgeted financial position
- 14 Strategic resource plan
- 15 Summary of other strategies
- 16 Rating strategy

**NOTE - Sections 8 onwards are considered best practice - they are not required to meet statutory requirements**

## 8. Summary of financial position

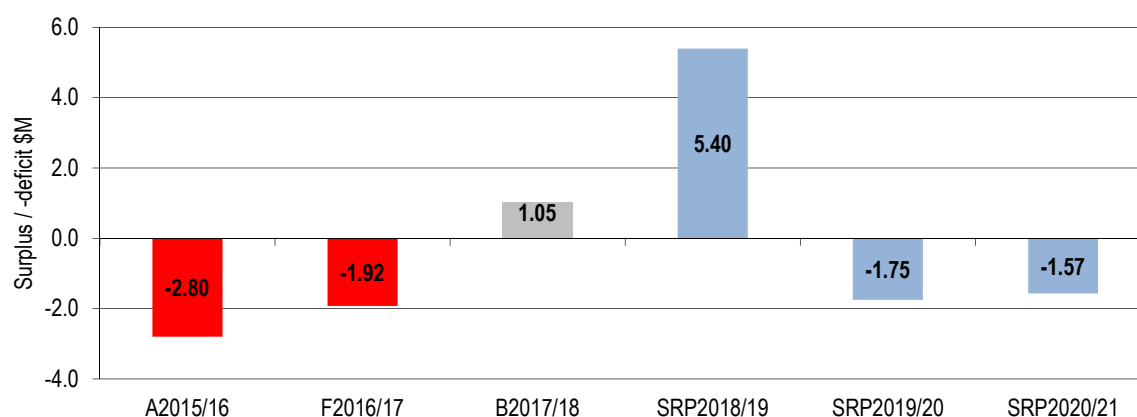
Council has prepared a Budget for the 2017/18 financial year which seeks to balance the demand for services and infrastructure with the community's capacity to pay. Key budget information is provided below about the rate increase, operating result, services, cash and investments, capital works, financial position, financial sustainability and strategic objectives of the Council.

### 8.1 Total rates and charges



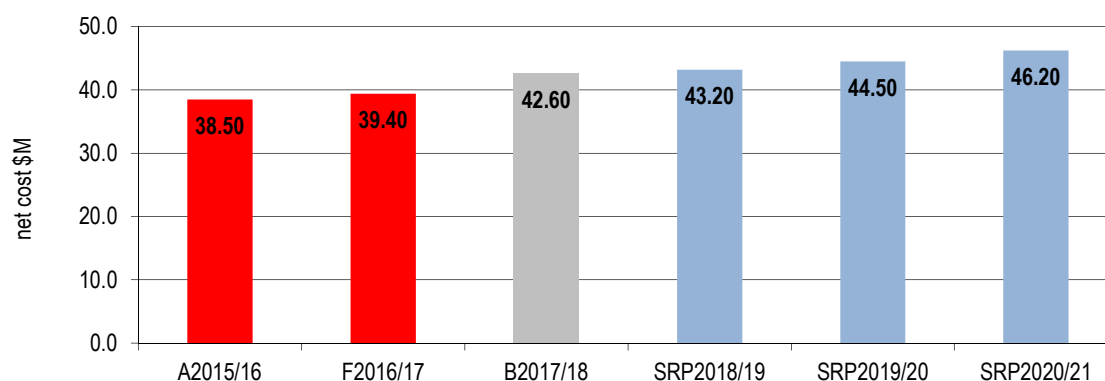
It is proposed that the average rate increase by 2.0% for the 2017/18 year, raising total rates of \$43.46 million, including \$0.98 million generated from supplementary rates. This will result in an increase in total revenue from rates and service charges of 4.3%. Of the 4.3% increase, 3.0% will go toward maintaining service levels and meeting the cost of a number of external influences affecting the operating budget including a \$0.40 million reduction in the Victoria Grants Commission allocation. The remaining 1.3% increase will go toward capital works to address the asset renewal needs of the City. This rate increase is in line with rate cap set by the Minister for Local Government. (The rate increase for the 2016/17 year was 2.5%). Refer also Sections 7 and 10 for more information.

### 8.2 Operating result



The expected operating result for the 2017/18 year is a surplus of \$1.05 million, which is an increase of \$2.97 million over 2016/17. The improved operating result is due mainly to external funding for capital works which is forecast to increase by \$3.37 million to \$6.28 million. The adjusted underlying result, which excludes items such as non-recurrent capital grants and non-cash contributions is a deficit of \$4.40 million, which is an increase of \$0.39 million over 2016/17. (The forecast operating result for the 2016/17 year is a deficit of \$1.92 million).

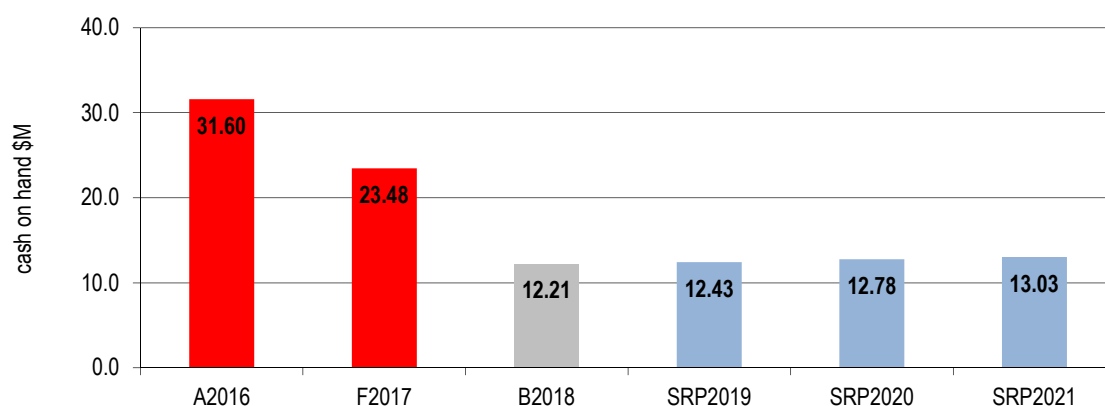
### 8.3 Services



The net cost of services delivered to the community for the 2017/18 year is expected to be \$42.60 million which is an increase of \$3.20 million over 2016/17. A key influencing factor in the development of the 2017/18 budget has been the recently released results of the community satisfaction survey conducted by Council. The survey results show that while there is a relatively high level of satisfaction with most services provided by Council, there are some areas of concern where there is a clear message that ratepayers want improved service levels. For the 2017/18 year, service levels have been maintained and a number of initiatives proposed. (The forecast net cost for the 2016/17 year is \$39.40 million).

Refer Section 2 for a list of services.

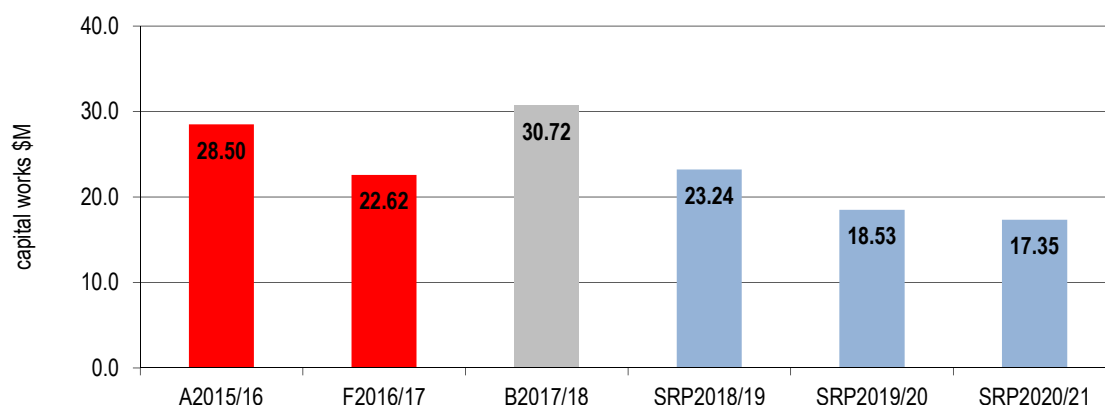
### 8.4 Cash and investments



Cash and investments are expected to decrease by \$11.27 million during the year to \$12.21 million as at 30 June 2018. This is due mainly to the carried forward component of the 2016/17 capital works program and a number of major building projects. The reduction in cash and investments is in line with Council's Strategic Resource Plan. (Cash and investments are forecast to be \$23.48 million as at 30 June 2017).

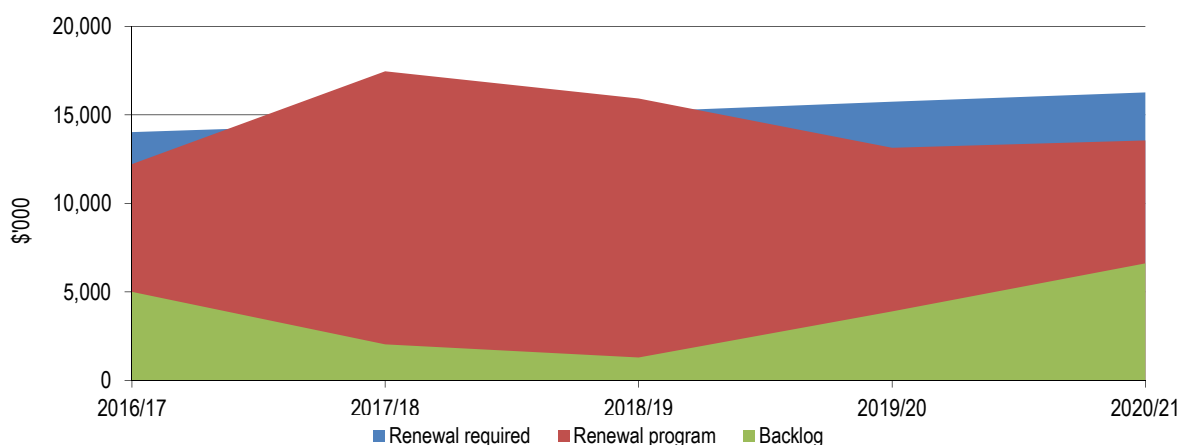
Refer also Section 4 for the Statement of Cash Flows and Section 11 for an analysis of the cash position.

## 8.5 Capital works



The capital works program for the 2017/18 year is expected to be \$30.72 million of which \$7.13 million relates to projects which will be carried forward from the 2016/17 year. The carried forward component is fully funded from the 2016/17 budget. Of the \$30.72 million of capital funding required, \$6.28 million will come from external grants with the balance of \$24.44 million from Council cash. The Council cash amount comprises asset sales (\$1.68 million), cash held at the start of the year (\$13.89 million) and cash generated through operations in the 2017/18 financial year (\$8.87 million). The capital expenditure program has been set and prioritised based on a rigorous process of consultation that has enabled Council to assess needs and develop sound business cases for each project. This year's program includes a number of major building projects including the construction of a velodrome and lawn bowls centre. (Capital works is forecast to be \$22.62 million for the 2016/17 year).

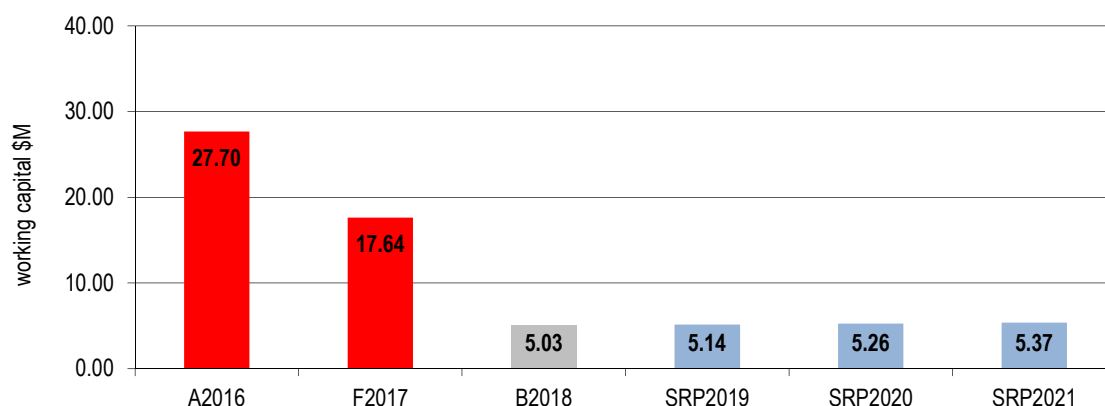
The graph below sets out the required and actual asset renewal over the life of the current Strategic Resource Plan and the renewal backlog.



The asset renewal program has been increased to \$17.50 million in the 2017/18 year which will lead to a reduction in the backlog to \$2.04 million. However over the rest of the four year period, it is expected to increase as funds are directed toward new asset projects with the backlog expected to climb to \$6.61 million at the end of the 2019/20 year.

Refer also Section 4 for the Statement of Capital Works and Section 12 for an analysis of the capital budget.

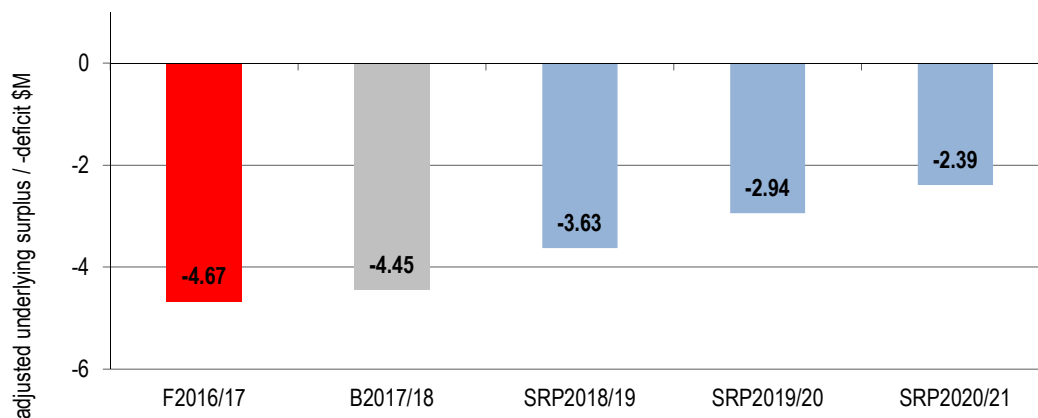
## 8.6 Financial position



The financial position is expected to improve with net assets (net worth) to increase by \$1.05 million to \$514.83 million although net current assets (working capital) will reduce by \$12.61 million to \$5.03 million as at 30 June 2017. This is mainly due to the use of cash reserves to fund the capital works program. (Net assets is forecast to be \$513.79 million as at 30 June 2018).

Refer also Section 4 for the Balance Sheet and Section 13 for an analysis of the budgeted financial position.

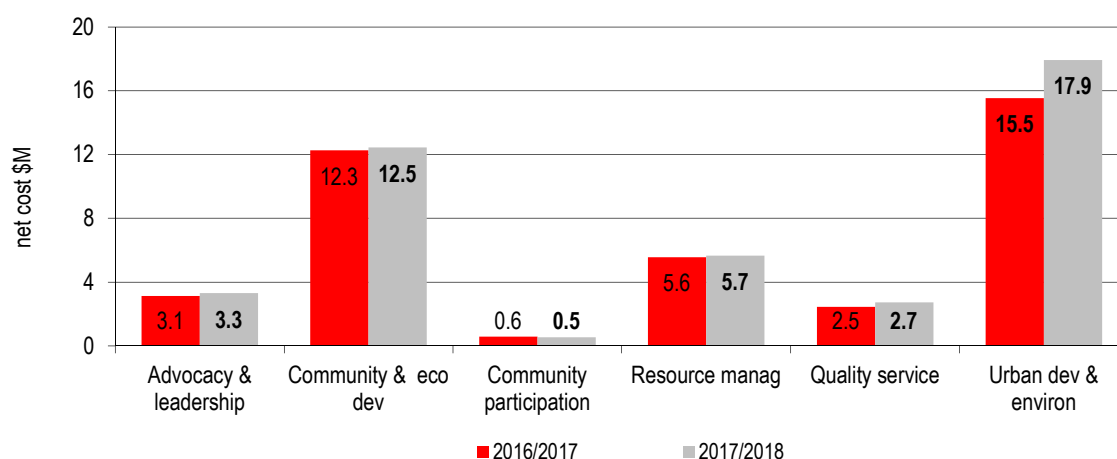
## 8.7 Financial sustainability



A high level Strategic Resource Plan for the years 2017/18 to 2019/20 has been developed to assist Council in adopting a budget within a longer term prudent financial framework. The key objective of the Plan is financial sustainability in the medium to long term, while still achieving the Council's strategic objectives as specified in the Council Plan. The adjusted underlying result, which is a measure of financial sustainability, shows a decreasing deficit over the four year period.

Refer Section 14 for more information on the Strategic Resource Plan.

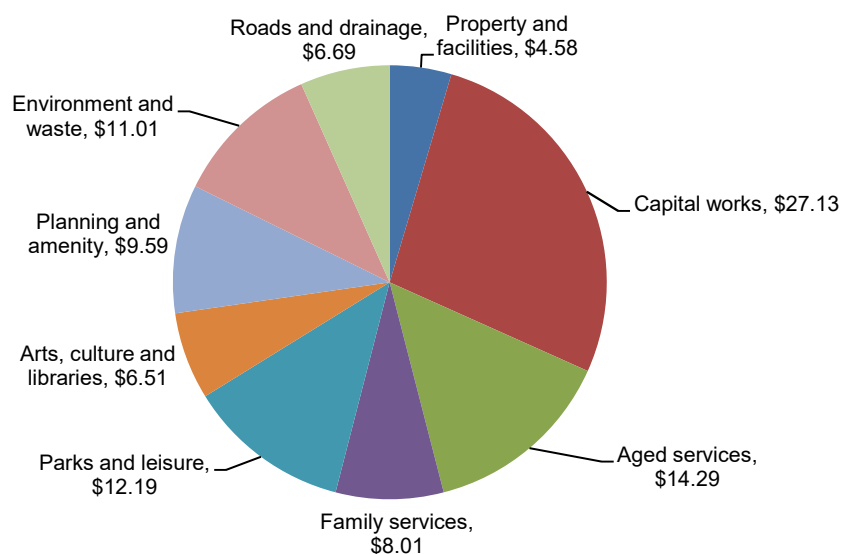
## 8.8 Strategic objectives



The Annual Budget includes a range of services and initiatives to be funded that will contribute to achieving the strategic objectives specified in the Council Plan. The above graph shows the level of funding allocated in the budget to achieve the strategic objectives as set out in the Council Plan for the 2017/18 year.

The services that contribute to these objectives are set out in Section 2.

## 8.9 Council expenditure allocations



The above chart provides an indication of how Council allocates its expenditure across the main services that it delivers. It shows how much is allocated to each service area for every \$100 that Council spends. Council overheads, governance costs and administrative costs are allocated to our external facing services using an internal overhead allocation model.

## 9. Budget influences<sup>1</sup>

This section sets out the key budget influences arising from the internal and external environment within which the Council operates.

### 9.1 Snapshot of Victorian City Council<sup>2</sup>

Victorian City Council is located on the northern edge of Melbourne. The city, covering an area of 51 square kilometres, comprises the former cities of East and West and the southern parts of the former North municipality.

The current City was created through two stages of amalgamation with the first stage between the former City of East and the former City of West in 1994. Victorian City was then adopted as the official name of the City. In the second stage, the southern part of the former City of North was subsequently added to this newly created municipality.

#### Population

The population has been growing since 2005 and reached 154,245 in 2015. (Source: Australian Bureau of Statistics, Estimated Resident Population).

#### Ageing population

The population is ageing and the City has a greater proportion of older people than the Melbourne average. The age profile is similar to metropolitan averages however there is a slightly lower proportion of 5 to 14 year olds and 45 to 64 year olds. In addition, the proportion of 25 to 44 year olds is higher and the proportion of people aged over 65 years is significantly higher. (Source: Australian Bureau of Statistics, Census of Population and Housing).

#### Births

Despite an ageing population, approximately 1,900 babies have been born each year since 2005. In the 2016/17 financial year 2,219 babies were born in the municipality. (Source: Maternal and Child Health database).

#### Cultural diversity

The City is a highly culturally and linguistically diverse municipality. Many different cultural groups live in Victorian City and more than 100 different languages are spoken at home by residents.

Just over one third of residents were born overseas. Of the total population, 61% were born in Australia. Of those residents born overseas, 88% were born in non-English-speaking countries and 12% were born in English-speaking countries. The main countries of birth of residents, apart from Australia, represent the traditional migrant groups from Europe, including Italy, Greece and the United Kingdom. (Source: Australian Bureau of Statistics, Census of Population and Housing).

#### Housing

The number of homes is increasing. In 2017, there were 52,584 dwellings, of which 52,505 were private homes and 79 were non-private dwellings such as nursing homes, hotels and hostels. While more housing stock is available, the population has remained fairly stable, due to decreasing household sizes. Trends show that the number of one-person households is increasing, as is the number of small households.

The proportion of separate houses has fallen over the past decade with the growth of flats, units or apartments, along with semidetached, row, terrace and townhouses. Residential property prices have increased significantly over the past 10 years. The median house price increased from \$298,000 in 2004 to \$600,000 in 2017.

## Education and occupation

In the past decade, Melbourne's northern region, which includes Victorian City, has experienced a steadily improving retention of students from Year 10 to Year 12, up from 86% in 2002 to 87.7% in 2015. (Source: Department of Education and Training, Summary Statistics Victorian Schools).

People in Victorian City are also becoming better educated. The proportion of residents who have non-school qualifications is increasing. Many more residents in 2015 had completed a non-school qualification than in 2000 (33% compared with 22%). (Source: Australian Bureau of Statistics, Census of Population and Housing).

The occupations of residents have also changed. The proportion of professionals, associate professionals and intermediate clerical, sales and service workers has increased, while a fall has occurred in the proportion of tradespeople and related workers, advanced clerical, sales and service workers and labourers and related workers.

## Budget implications

As a result of the City's demographic profile there are a number of budget implications in the short and long term as follows:

- Cultural and linguistic diversity means that Council needs to use a variety of media in languages other than English for mass communication with citizens, and use interpreting services for interpersonal communication with citizens. Council also draws on the abilities of its bilingual staff.
- The small area of Victorian City reduces transport costs when compared to rural Shires. Services can be centralised as most citizens are able to reach Council facilities without extensive travel.
- Over 25% of ratepayers are entitled to the pensioner rebate. As pensioners are often asset rich but income poor, the adoption of significant rate increases has a real impact on the disposable income of a significant proportion of our community. Council has hardship provisions in place but these can impact on cash balances when large volumes of ratepayers are involved. In addition, Council has long waiting lists for services to older people such as 'Home Help' and 'Delivered Meals' but not the income to service this demand.
- The City is substantially developed and while it is experiencing a small increase in property numbers, these mainly arise from higher density developments. The budget implications arise in Council having to cope with replacement of infrastructure such as drains which cannot cope with the higher density. While Council has implemented an open space contribution scheme and an infrastructure development contribution plan, the income from these schemes do not fully fund the significant infrastructure costs and rates funding is required to be allocated to these works.

## 9.2 External influences<sup>3-6</sup>

- Consumer Price Index (CPI) increases on goods and services of 1.4% through the year to the September quarter 2016 (ABS release 25 October 2016). State-wide CPI is forecast to be 2.0% for the 2017/18 year (Victorian Budget Papers 2016/17).
- Australian Average Weekly Earnings (AWE) growth for Public Sector full-time adult ordinary time earnings in the 12 months to May 2015 was 3.4% (ABS release 18 August 2016). The wages price index in Victoria is projected to be 2.5% per annum in 2017/2018 increasing to 3.0% and 3.5% in the subsequent two years (Victorian Budget Papers 2016/17). Council must renegotiate a new Collective Agreement during the 2017/18 year for commencement on 1 July 2018.
- Reduction of \$0.40 million in Victoria Grants Commission funding compared to the prior year.
- Receipt of significant capital works funding of \$6.28 million for the construction of a Velodrome and State Bowls Centre at Victoria Park and the completion of Roads to Recovery projects
- Anticipated increases of 2.0% (or \$1.24 per tonne) in the levy payable to the State Government upon disposal of waste into landfill, resulting in additional waste tipping costs of \$0.20 million. The levy has increased from \$9 per tonne in 2008/09 to a forecast \$63.27 per tonne in 2017/18 (703% increase in 9 years) and has added \$1.84 million to Council's costs.

- Cost Shifting occurs where Local Government provides a service to the community on behalf of the State and Federal Government. Over time the funds received by local governments do not increase in line with real cost increases. Examples of services that are subject to Cost Shifting include school crossing supervision, Library services and Home and Community Care for aged residents. In all these services the level of payment received by Council from the State Government does not reflect the real cost of providing the service to the community.
- Councils across Australia raise approximately 3.5% of the total taxation collected by all levels of Government in Australia. In addition Councils are entrusted with the maintenance of more than 30% of the all Australian public assets including roads, bridges, parks, footpaths and public buildings. This means that a large proportion of Council's income must be allocated to the maintenance and replacement of these valuable public assets in order to ensure the quality of public infrastructure is maintained at satisfactory levels.
- The Fire Services Property Levy will continue to be collected by Council on behalf of the State Government with the introduction of the *Fire Services Property Levy Act 2012*.

### 9.3 Internal influences<sup>7-8</sup>

As well as external influences, there are also a number of internal influences which are expected to have a significant impact on the preparation of the 2017/18 Budget. These matters have arisen from events occurring in the 2016/17 year resulting in variances between the forecast actual and budgeted results for that year and matters expected to arise in the 2017/18 year. These matters and their financial impact are set out below:

- Overrun of \$0.48 million in the maintenance of trees due to the removal of severely diseased street trees.
- Reduction in the budgeted draw down from discretionary reserves of \$0.30 million as a result of government funding being awarded for the Victoria Civic Centre redevelopment.
- Higher than expected wage increases of 5% per annum resulting in additional ongoing employee costs of \$0.46 million per annum.
- Ongoing savings of \$0.23 million as a result of meals production being contracted out at a rate more favourable than budget.
- Council's decision during the year to bring the street cleansing service in-house. This has resulted in start-up investment costs of \$0.80 million for plant and equipment to be funded from investment reserves and ongoing operational costs of \$1.40 million per annum.

### 9.4 Budget principles<sup>9</sup>

In response to these influences, guidelines were prepared and distributed to all Council officers with budget responsibilities. The guidelines set out the key budget principles upon which the officers were to prepare their budgets. The principles included:

- Existing fees and charges to be increased in line with CPI or market levels.
- Grants to be based on confirmed funding levels.
- New revenue sources to be identified where possible.
- Service levels to be maintained at 2016/17 levels with the aim to use less resources with an emphasis on innovation and efficiency.
- Salaries and wages to be increased in line with Average Weekly Earnings.
- Contract labour to be minimised.
- Construction and material costs to increase in line with the Engineering Construction Index
- New initiatives or employee proposals to be justified through a business case.
- Real savings in expenditure and increases in revenue identified in 2016/17 to be preserved
- Operating revenues and expenses arising from completed 2016/17 capital projects to be included.

### 9.5 Long term strategies

The budget includes consideration of a number of long term strategies and contextual information to assist Council to prepare the Budget in a proper financial management context. These include a Strategic Resource Plan for 2017/18 to 2020/21 (Section 14.), Rating Information (Section 15.) and Other Long Term Strategies (Section 16.) including borrowings, infrastructure and service delivery.

## **Commentary – Budget influences**

### **Purpose of budget influences**

1. The purpose of the budget influences is to set out those matters which have had a significant influence on the framing of the budget. The budget influences section should as a minimum include the following main areas:
  - (a) Snapshot of Victorian City Council
  - (b) External influences
  - (c) Internal influences
  - (d) Budget principles

Councils should critically review the range of potential external influences every year in the preparation of the long term financial strategy and annual budget. The most effective long term financial strategies are a driver, not an extrapolation, of the annual budget. Future external influences, such as expected increases in energy and water costs, may not have a significant impact on the current budget period but will have a significant impact on the long term sustainability of Council and therefore should be considered in the budget preparation process.

Only the major influences should be included in the budget report to enable the reader to quickly identify those factors which are driving the budget.

### **Snapshot of Victorian City Council**

2. The purpose of the snapshot is to provide a summary of the makeup of the community and its environment and some of the issues and opportunities faced by the Council which drive demand for its services and its budget preparation. In particular, it is aimed at people who may not be familiar with the Council and its community. It should assist a reader to understand why budgets may differ when comparing different communities and their Council Budgets. The snapshot should address key community factors and must link those factors to their impact on the budget. The impact on the budget may not always be able to be quantified.

### **External influences**

3. This section sets out the external influences arising from third party actions, over which Council has little or no control, for example proposed changes in legislation or the introduction of new State government funded initiatives.
4. Reference has also been made to a report prepared by the MAV Economic Policy & Research Unit – “Local Government Cost Index Report” – which can be obtained at <http://www.mav.asn.au/about-local-government/local-government-finance/Pages/Cost-index.aspx>. This report argues that CPI does not properly reflect local government cost increases as a broad breakdown of the expenditure profile of local government indicates that 80% of cost increases are related to labour and 20% to non-residential construction costs. It suggests that a composite weighted index comprising Average Weekly Earnings and an index of materials costs may be more appropriate
5. Councils affected by a natural disaster will have damaged or destroyed non-current assets on which they will need to perform impairment tests to ensure carrying values are correct. Repair of these assets and receipt of compensation will occur over a number of years, therefore care should be taken to identify the reporting periods in which these transactions will occur when preparing the Income Statement and Balance Sheet for the 2017/18 budget and Strategic Resource Plan.

LGV released “Accounting for Natural Disasters – a guide” in July 2011 to assist councils with the required accounting recognition, measurement and disclosure requirements that may arise as a result of a natural disaster. The guide states that, where compensation is received in respect of a written-off asset, the impairment and derecognition of the asset and the expected compensation cannot be netted off. They need to be treated as separate transactions particularly as the loss resulting in the impairment may occur in one reporting period with the receipt of compensation occurring in a subsequent reporting period.

### **Internal influences**

6. This section sets out the internal influences arising from Council actions over which it does have some element of control, for example the approval of unbudgeted capital expenditure in the current year or matters expected to arise in the following year such as bringing a major outsourced service in-house.

### **Commentary – Budget influences**

7. In order to properly identify the internal influences expected to significantly impact on the Budget, it is recommended that an analysis of forecast actual versus budgeted results be carried out for the current year. This analysis should cover the following key elements:
- (a) Operating performance
  - (b) Cash performance
  - (c) Capital performance.

### **Budget principles**

8. This section sets out the budget principles which have been established to guide the budget preparation as a result of the desired Council Plan outcomes and the significant influences. Only the major budget principles should be included to enable the reader to quickly determine how the budgeted income and expenditure has been determined in light of the significant influences and what measures have been taken to ensure the optimal outcome for Council.

## 10. Analysis of operating budget

This section analyses the operating budget including expected income and expenses of the Council for the 2017/18 year.

### 10.1 Budgeted income statement<sup>1-3</sup>

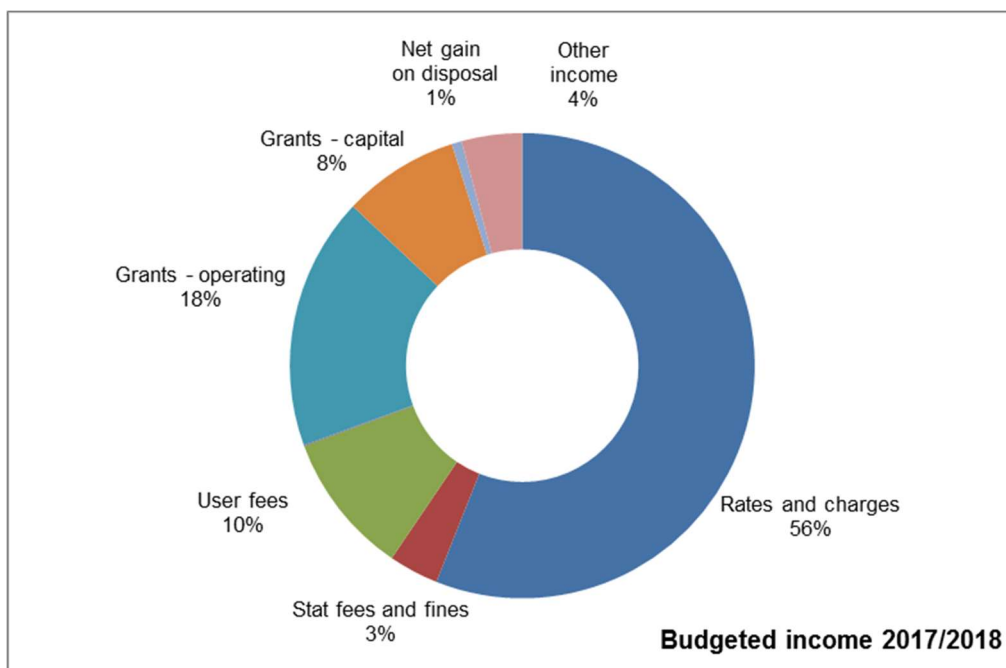
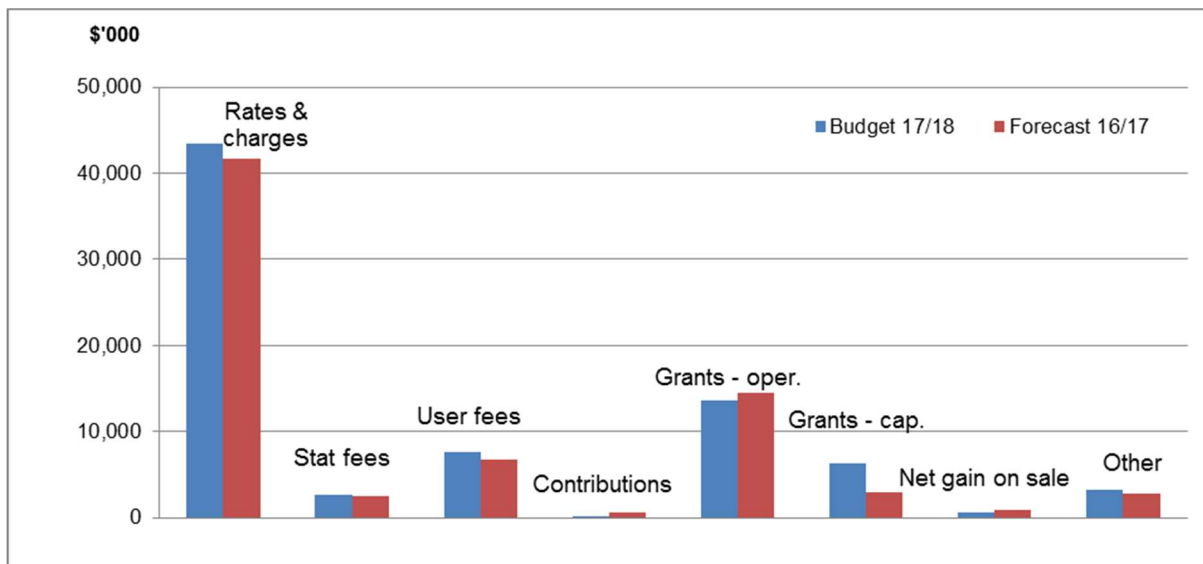
	Ref	Forecast Actual 2016/17 \$'000	Budget 2017/18 \$'000	Variance \$'000
Total income	10.2	72,571	77,574	5,003
Total expenses	10.3	(74,493)	(76,529)	(2,036)
<b>Surplus (deficit) for the year</b>		<b>(1,922)</b>	<b>1,045</b>	<b>2,967</b>
Grants – capital non-recurrent	10.2.6	(2,093)	(5,447)	(3,354)
Contributions - non-monetary assets		0	0	0
Capital contributions - other sources	10.2.4	(661)	(51)	610
<b>Adjusted underlying surplus (deficit)</b>	10.1.1	<b>(4,676)</b>	<b>(4,453)</b>	<b>223</b>

#### 10.1.1 Adjusted underlying deficit (\$0.22 million decrease)

The adjusted underlying result is the net surplus or deficit for the year adjusted for non-recurrent capital grants, non-monetary asset contributions, and capital contributions from other sources. It is a measure of financial sustainability and Council's ability to achieve its service delivery objectives as it is not impacted by capital income items which can often mask the operating result. The adjusted underlying result for the 2017/18 year is a deficit of \$4.45 million which is a decrease of \$0.22 million from the 2016/17 year. In calculating the adjusted underlying result, Council has excluded grants received for capital purposes which are non-recurrent and capital contributions from other sources. Contributions of non-monetary assets are excluded as the value of assets assumed by Council is dependent on the level of development activity each year.

### 10.2 Income<sup>4-7,11</sup>

Income Types	Ref	Forecast Actual 2016/17 \$'000	Budget 2017/18 \$'000	Variance \$'000
Rates and charges	10.2.1	41,685	43,457	1,772
Statutory fees and fines	10.2.2	2,445	2,690	245
User fees	10.2.3	6,708	7,680	972
Contributions - monetary	10.2.4	661	51	(610)
Grants - operating	5.1.1	14,523	13,617	(906)
Grants – capital	5.1.2	2,903	6,277	3,374
Net gain on disposal of property, infrastructure, plant and equipment	10.2.5	823	539	(284)
Other income	10.2.6	2,823	3,263	440
<b>Total income</b>		<b>72,571</b>	<b>77,574</b>	<b>5,003</b>



### 10.2.1 Rates and charges (\$1.77 million increase)

It is proposed that income raised by all rates and charges be increased by 4.3% or \$1.77 million to \$43.46 million. This includes an increase in general rates of 2.6%, the Municipal Charge of 2.0%; kerbside waste collection and recycling of 6.6% and forecasts supplementary rates to increase by \$0.52 million over 2016/17 to \$0.98 million.

Section 7 – Rates and Charges - includes a more detailed analysis of the rates and charges to be levied for 2017/18 and the rates and charges information specifically required by the Regulations.

### 10.2.2 Statutory fees and fines (\$0.25 million increase)

Statutory fees relate mainly to fees and fines levied in accordance with legislation and include animal registrations, *Public Health and Wellbeing Act 2008* registrations and parking fines. Increases in statutory fees are made in accordance with legislative requirements.

Statutory fees are forecast to increase by 10.0% or \$0.25 million compared to 2016/17. Statutory Planning fees will increase by \$0.17 million due to the planned release of two major property developments and increased activity in the building sector. Traffic Enforcement fees will also increase by \$0.06 million due to the appointment of an additional enforcement officer.

A detailed listing of statutory fees is included in Appendix A.

### **10.2.3 User fees (\$0.97 million increase)**

User charges relate mainly to the recovery of service delivery costs through the charging of fees to users of Council's services. These include separate rating schemes, use of leisure, entertainment and other community facilities and the provision of human services such as family day care and home help services. In setting the budget, the key principle for determining the level of user charges has been to ensure that increases do not exceed CPI increases or market levels.

User charges are projected to increase by 14.5% or \$0.97 million over 2016/17. The main area contributing to the increase is leisure services (\$0.55 million) due to expected increased patronage of Council facilities. Council has also anticipated a reduction in fees from the Transfer Station (\$0.15 million) resulting from its temporary closure in the budget year. In addition, Council plans to increase user charges for all areas by 2.5% in line with expected inflationary trends over the budget period to maintain parity between user charges and the costs of service delivery.

A detailed listing of fees and charges is included in Appendix A.

### **10.2.4 Contributions - monetary (\$0.60 million decrease)**

Contributions relate to monies paid by developers in regard to public resort and recreation, drainage and car parking in accordance with planning permits issued for property development.

Contributions are projected to decrease by \$0.60 million or 92.3% compared to 2016/17 due mainly to the completion of a number of major property developments within the municipality during the 2016/17 year.

### **10.2.5 Net gain on disposal of property, infrastructure, plant and equipment (\$0.29 million decrease)**

Proceeds from the disposal of Council assets is forecast to be \$2.50 million for 2017/18 and relate mainly to the planned cyclical replacement of part of the plant and vehicle fleet (\$1.70 million) and sale of properties including surplus land and numerous rights-of-way throughout the municipality (\$0.80 million). The written down value of assets sold is forecast to be \$1.96 million.

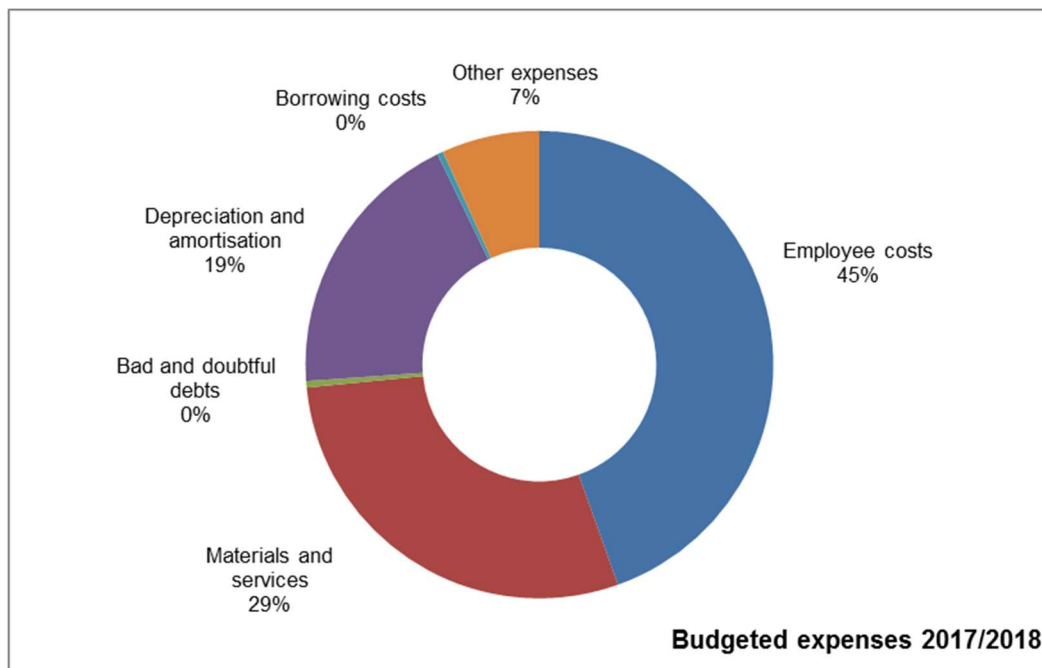
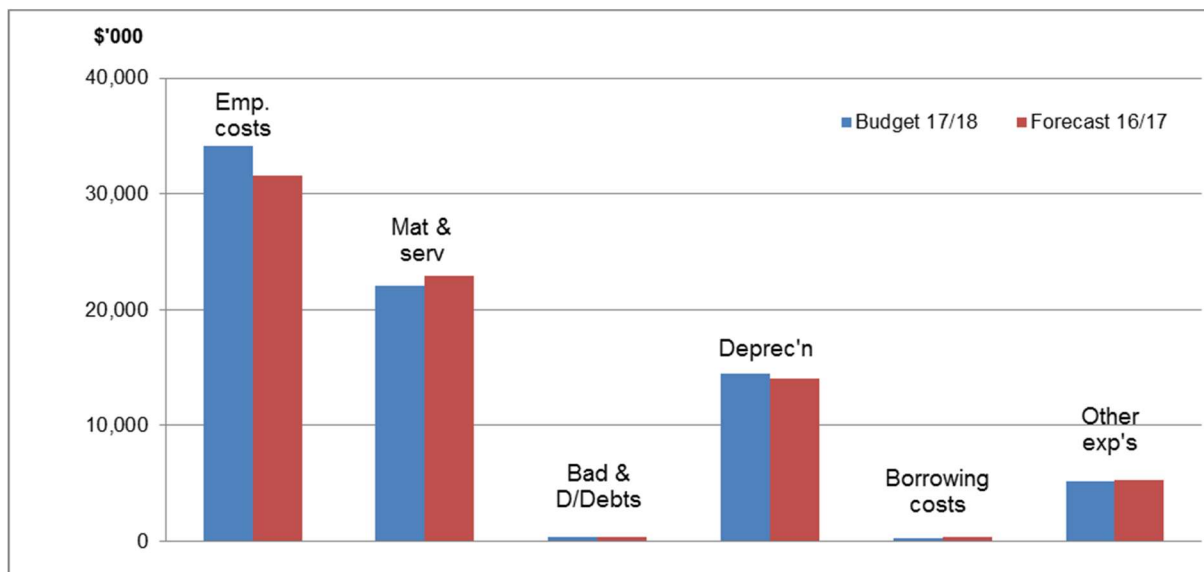
### **10.2.6 Other income (\$0.44 million increase)**

Other income relates to a range of items such as private works, cost recoups and other miscellaneous income items. It also includes interest revenue on investments and rate arrears.

Other income is forecast to increase by 15.6% or \$0.44 million compared to 2016/17. Interest on investments is forecast to decline by 10.0% or \$0.10 million compared to 2017/18. This is mainly due to a forecast reduction in Council's available cash reserves during 2016/17 to fund major infrastructure projects. Interest on unpaid rates is forecast to increase by \$0.03 million compared to 2016/17 following an expected increase in the level of unpaid rates during 2017/18. The increase in other income items is due mainly to an increased share of the operating surpluses from Council's outsourced leisure centres (\$0.20 million) and payments from the State Revenue Office for the purchase of valuation data (\$0.25 million).

### 10.3 Expenses<sup>8-11</sup>

Expense Types	Ref	Forecast Actual 2016/17 \$'000	Budget 2017/18 \$'000	Variance \$'000
Employee costs	10.3.1	31,541	34,091	2,550
Materials and services	10.3.2	22,937	22,107	(830)
Bad and doubtful debts	10.3.3	314	340	26
Depreciation and amortisation	10.3.4	14,034	14,500	466
Borrowing costs	10.3.5	380	312	(68)
Other expenses	10.3.6	5,287	5,179	(108)
<b>Total expenses</b>		<b>74,493</b>	<b>76,529</b>	<b>2,036</b>



### 10.3.1 Employee costs (\$2.55 million increase)<sup>9</sup>

Employee costs include all labour related expenditure such as wages and salaries and on-costs such as allowances, leave entitlements, employer superannuation, rostered days off, etc.

Employee costs are forecast to increase by 8.1% or \$2.55 million compared to 2016/17. This increase relates to three key factors:

- Renegotiation of Council's Enterprise Bargaining Agreement (EBA) which is estimated to cost \$1.30 million in 2017/18
- Anticipated non EBA wages growth of 3.5% or \$0.48 million due mainly to small increases in staff numbers in Family Day Care and General Home Care in response to increased community demand for these services. As indicated above, additional funding will be available to cover the extension of these services.

A summary of human resources expenditure categorised according to the organisational structure of Council is included below:

Department	Budget 2017/18 \$'000	Comprises	
		Permanent Full time \$'000	Permanent Part Time \$'000
Asset Management	2,500	2,000	500
City Services	7,200	7,000	200
Community Services	8,500	7,000	1,500
Corporate Services	4,400	4,000	400
Culture and Leisure	5,300	5,000	300
Environment and Amenity	1,900	1,000	900
Strategy and Governance	3,100	3,000	100
Total permanent staff expenditure	32,900	29,000	3,900
Casuals and other expenditure	1,191		
Capitalised Labour costs	0		
Total expenditure	34,091		

A summary of the number of full time equivalent (FTE) Council staff in relation to the above expenditure is included below:

Department	Budget FTE	Comprises	
		Permanent Full time	Permanent Part Time
Asset Management	41.6	33.3	8.3
City Services	120.0	116.7	3.3
Community Services	141.7	116.7	25.0
Corporate Services	73.4	66.7	6.7
Culture and Leisure	88.3	83.3	5.0
Environment and Amenity	31.7	16.7	15.0
Strategy and Governance	52.1	50.4	1.7
Total permanent staff	548.8	483.8	65.0
Casuals and other	19.9		
Capitalised Labour costs	0.0		
Total staff	568.7		

The most significant increases in employee costs by service unit are summarised below:

Department	Service Unit	Forecast	Budget 2017/18 \$'000	Variance \$'000
		Actual 2016/17 \$'000		
City Services	Street cleansing	0	772	772
	Collection services	1,089	1,503	414
Strategy and Governance	Statutory planning	690	866	176
Community Services	Home support	427	654	227
Culture and Leisure	Urban design	134	245	111

### 10.3.2 Materials and services (\$0.83 million decrease)

Materials and services include the purchases of consumables, payments to contractors for the provision of services and utility costs. Materials and services are forecast to decrease by 3.6% or \$0.83 million compared to 2016/17.

Consumables is forecast to increase by \$0.47 million or 13.8% compared to 2016/17 and relates mainly to an increase in fuel costs to operate the Council's plant and vehicle fleet as a result of significant increases in diesel and petrol prices.

External contracts are forecast to decrease by 9.0% or \$1.40 million compared to 2016/17. The main areas contributing to this decrease are the cessation of the Street Cleansing contract (\$1.60 million) and Environmental Health (\$0.31 million) as a result of a change in the *Food Act 1984* requirements. These have been offset by expected increases in contracts relating to Primary Care Partnerships (\$0.24 million) due to an expansion of the service, Facilities Maintenance (\$0.13 million) due to Council requests to increase maintenance levels and Family Day Care (\$0.11 million) due to additional contract staff required to meet anticipated increases in demand for the service.

Utility costs relate to telecommunications, including usage of telephones and other utilities such as water, gas and electricity. Utility costs are forecast to increase by 2.1% or \$0.08 million compared to 2016/17 resulting from expected additional street lighting costs following an unfavourable renegotiation of Council's electricity contract with its supplier.

### 10.3.3 Bad and doubtful debts (\$0.03 million increase)

Bad and doubtful debts is projected to increase by \$0.03 million or 8.3% compared to 2016/17 due mainly to an increase in parking fines forwarded to the Infringements Court for collection and a consequent reduction in collection rates.

### 10.3.4 Depreciation and amortisation (\$0.47 million increase)

Depreciation is an accounting measure which attempts to allocate the value of an asset over its useful life for Council's property, plant and equipment including infrastructure assets such as roads and drains. The increase of \$0.47 million for 2017/18 is due mainly to the completion of the 2016/17 capital works program and the full year effect of depreciation on the 2016/17 capital works program. Refer to Section 6. 'Analysis of Capital Budget' for a more detailed analysis of Council's capital works program for the 2017/18 year.

### 10.3.5 Borrowing costs (\$0.07 million decrease)

Borrowing costs relate to interest charged by financial institutions on funds borrowed. The reduction in borrowing costs results from the planned reduction in borrowings due to repayment of principal in accordance with loan agreements.

### 10.3.6 Other items of expense (\$0.11 million decrease)

Other items of expense relate to a range of unclassified items including contributions to community groups, advertising, insurances, motor vehicle registrations and other miscellaneous expenditure items. Other expenses are forecast to decrease by 2.0% or \$0.11 million compared to 2016/17. This is mainly due to a reduction in Council's contribution to the XYZ Children's Services Association due to a change in government funding arrangements.

## **Commentary – Analysis of operating budget**

### **Purpose of analysis of operating budget**

1. The purpose of analysis of the operating budget is to provide an understanding to the community of the key income and expense items making up the current year forecast and forthcoming year operating budget introduced in the Executive Summary. The analysis of the operating budget should include as a minimum, an analysis of significant items and movements in the following:
  - (a) Income
  - (b) Expenses
  - (c) Adjusted underlying result.

### **Consistency with annual reporting requirements**

2. Income and expenses included in the annual budget and strategic resource plan should be measured consistently against the requirements of the Act and relevant accounting standards. Failure to do this will confuse readers and make comparison of actual and budgeted operating results difficult. This means that rate determination information should not be used. In order to achieve full consistency between the budget report and the annual report, the presentation of income and expense items in the budget report should apply the same categories as disclosed in the Income Statement and comply with Council's accounting policies as set out in the annual report. Under regulation 9(b) of the Regulations, the financial statements are required to be prepared in the form set out in the Local Government Model Financial Report which will ensure consistency between the format and presentation of the financial statements in the budget and annual report.

### **Adjusted underlying result**

3. This section should include a reconciliation of the surplus (deficit) for the year to the adjusted underlying result showing the reconciling items separately. It is relevant to consider this reconciliation as the surplus (deficit) can be masked by items relating to capital assets. The adjusted underlying result is therefore considered a better indicator of Council's financial sustainability and future capacity to expand services, fund debt repayment and complete its capital works program.

Adjusted underlying result and adjusted underlying revenue are defined in Schedule 3, Part 1 of the Regulations.

Adjusted underlying revenue is defined as total income other than:

- (a) Non-recurrent grants used to fund capital expenditure; and
- (b) Non-monetary asset contributions; and
- (c) Contributions to fund capital expenditure from sources other than those referred to in (a) and (b).

Adjusted underlying surplus (or deficit) means adjusted underlying revenue less total expenditure.

The adjusted underlying result terminology and definition contained in the Regulations differs from the underlying surplus as determined by the Victorian Auditor General in his report "Local Government: Results of the 2012-13 Audits" issued in December 2013. The VAGO calculation of underlying result subtracts non-cash developer contributions and other one-off (non-recurring) adjustments from the revenue and surplus.

### **Income**

4. This section should include a detailed analysis of the significant income items comprising the total income to be generated by Council. It should include the following:
  - (a) A comparison in tabular form of the current year forecast actual, forthcoming year budget and variance for each income item
  - (b) Disclosure of the information provided in (a) graphically to assist those readers who are not trained in the analysis and interpretation of financial information
  - (c) An analysis of the significant variances (+/-10%) between the current year forecast and forthcoming year budget, which briefly summarises in narrative form the underlying reasons for the variances. The analysis should include the key elements making up the variances.
5. If an item has been considered elsewhere in the budget it should be referenced to that section (for example, rates – rating information). Where an item is so significant as to warrant more than a brief explanation, the detailed explanation should be included as an appendix and referenced to a brief explanation in this section.
6. Net gain on sale of assets has been included as income in the example presented. If a net loss on sale of assets is budgeted then this should be presented as an expense in table 4.3.
7. Regulation 10(f) of the Regulations require that the budget includes a list of grants by type and source, classified as to recurrent grants to be used to fund operating expenditure, recurrent grants to be used to

## **Commentary – Analysis of operating budget**

fund capital expenditure, non-recurrent grants to be used to fund operating expenditure, or non-recurrent grants to be used to fund capital expenditure.

### **Expenses**

8. This section should include a detailed analysis of the significant expense items comprising the total expenses to be incurred by Council. It should include the following:
  - (a) A comparison in tabular form of the current year forecast actual, forthcoming year budget and variance for each expense item
  - (b) Disclosure of the information provided in (a) graphically to assist those readers who are not trained in the analysis and interpretation of financial information
  - (c) An analysis of the significant variances (+/-10%) between the current year forecast and forthcoming year budget, which briefly summarises in narrative form the underlying reasons for the variances. The analysis should include the key elements making up the variances.
9. If an item has been considered elsewhere in the budget it should be referenced to that section (for example, borrowing costs – borrowing strategy). Where an item is so significant as to warrant more than a brief explanation, it should be included as an appendix and referenced to a brief explanation in this section.
10. Regulations 7(b) and (c) and 10(d) and (e) of the Regulations require the budget and Strategic Resource Plan of a Council to include a Statement of Human Resources and summary information about the planned number of staff and expenditure. The summary of human resources expenditure and full time equivalent staff is categorised according to the Council's organisational structure and classified separately as to permanent full time and permanent part time. It is suggested that this information be included in this section as part of the analysis of employee costs expenditure within the operating budget. Casual staff expenditure and FTE is shown as a separate line within the summary included at Section 4.3.1 in order that that total here reconciles to total employee costs. The human resources expenditure shown in the comprehensive income statement and that shown in the Statement of Human Resources may differ where human resources expenditure is capitalised to capital works projects. The Statement of Human Resources is included in Appendix A of this Guide.

### **Unusual income and expenses**

11. It is common for councils to have unusual items of income and expenses. These should not be ignored in the budget process. Councils should make reasonable estimates of these items and include them in the budget. Typical items which are likely to fit into these categories include:
  - (a) Recognition of assets not previously recognised by councils
  - (b) Contributions of subdivisional and other infrastructure by external parties at no cost to Council.

## 11. Analysis of budgeted cash position<sup>1-2</sup>

This section analyses the expected cash flows from the operating, investing and financing activities of Council for the 2017/18 year. Budgeting cash flows for Council is a key factor in setting the level of rates and providing a guide to the level of capital expenditure that can be sustained with or without using existing cash reserves.

The analysis is based on three main categories of cash flows:

- **Operating activities** - Refers to the cash generated or used in the normal service delivery functions of Council. Cash remaining after paying for the provision of services to the community may be available for investment in capital works, or repayment of debt
- **Investing activities** - Refers to cash generated or used in the enhancement or creation of infrastructure and other assets. These activities also include the acquisition and sale of other assets such as vehicles, property and equipment
- **Financing activities** - Refers to cash generated or used in the financing of Council functions and include borrowings from financial institutions and advancing of repayable loans to other organisations. These activities also include repayment of the principal component of loan repayments for the year.

### 11.1 Budgeted cash flow statement<sup>3-9</sup>

	Ref	Forecast Actual 2016/17 \$'000	Budget 2017/18 \$'000	Variance \$'000
<b>Cash flows from operating activities</b>	11.1.1			
<i>Receipts</i>				
Rates and charges		41,900	43,357	1,457
User fees and fines		9,554	10,370	816
Grants - operating		13,313	13,617	304
Grants - capital		2,903	6,277	3,374
Interest		2,044	1,820	(224)
Other receipts		3,222	1,494	(1,728)
		<b>72,936</b>	<b>76,935</b>	3,999
<i>Payments</i>				
Employee costs		(31,185)	(33,841)	(2,656)
Other payments		(29,829)	(27,635)	2,194
		<b>(61,014)</b>	<b>(61,476)</b>	(462)
<b>Net cash provided by operating activities</b>		<b>11,922</b>	<b>15,459</b>	3,537
<b>Cash flows from investing activities</b>	11.1.2			
Payments for property, infrastructure, plant and equipment		(21,007)	(29,195)	(8,188)
Proceeds from sales of property, infrastructure, plant and equipment		1,664	3,741	2,077
Payments for investments		-	-	-
Proceeds from investments		-	-	-
Loans and advances made		-	-	-
Repayment of loans and advances		10	199	189
<b>Net cash used in investing activities</b>		<b>(19,333)</b>	<b>(25,255)</b>	(5,922)
<b>Cash flows from financing activities</b>	11.1.3			
Finance costs		(380)	(312)	68
Proceeds from borrowings		0	0	0
Repayment of borrowings		(1,161)	(1,161)	0
<b>Net cash used in financing activities</b>		<b>(1,541)</b>	<b>(1,473)</b>	68
<b>Net decrease in cash and cash equivalents</b>		<b>(8,952)</b>	<b>(11,269)</b>	(2,317)
Cash and cash equivalents at the beginning of the year		32,428	23,476	(8,952)
<b>Cash and cash equivalents at end of the year</b>	11.1.4	<b>23,476</b>	<b>12,207</b>	(11,269)

Source: Appendix A

### 11.1.1 Operating activities (\$3.58 million increase)

The increase in cash inflows from operating activities is due mainly to a \$3.37 million increase in capital grants to fund the capital works program and a \$1.46 million increase in rates and charges.

The net cash flows from operating activities does not equal the surplus (deficit) for the year as the expected revenues and expenses of the Council include non-cash items which have been excluded from the Cash Flow Statement. The budgeted operating result is reconciled to budgeted cash flows available from operating activities as set out in the following table.

	Forecast Actual 2016/17 \$'000	Budget 2017/18 \$'000	Variance \$'000
<b>Surplus (deficit) for the year</b>	<b>(1,922)</b>	<b>1,045</b>	2,967
Depreciation	14,034	14,500	466
Loss (gain) on disposal of property, infrastructure, plant and equipment	(823)	(539)	284
Finance costs	380	312	(68)
Net movement in current assets and liabilities	(829)	(941)	112
<b>Cash flows available from operating activities</b>	<b>10,840</b>	<b>14,377</b>	3,537

### 11.1.2 Investing activities (\$5.92 million increase)

The large increase in payments for investing activities represents the planned large increase in capital works expenditure disclosed in Section 10 of this budget report. Proceeds from sale of assets are forecast to increase by \$2.1 million due to settlement of land sales achieved during 2017/18.

### 11.1.3 Financing activities (\$0.07 million decrease)

For 2017/18 the total of principal repayments is projected to be \$1.16 million and finance charges to be \$0.31 million.

### 11.1.4 Cash and cash equivalents at end of the year (\$11.27 million decrease)

Overall, total cash and investments is forecast to decrease by \$11.27 million to \$12.21 million as at 30 June 2018, reflecting Council's strategy of using excess cash and investments to enhance existing and create new infrastructure. This is consistent with Council's Strategic Resource Plan (see Section 8), which forecasts a significant reduction in the capital works program from 2017/18 onwards to balance future cash budgets.

## 11.2 Restricted and unrestricted cash and investments<sup>10-14</sup>

Cash and cash equivalents held by Council are restricted in part, and not fully available for Council's operations. The budgeted cash flow statement above indicates that Council is estimating at 30 June 2016 it will have cash and investments of \$12.21 million, which has been restricted as shown in the following table.

	Ref	Forecast Actual 2015 \$'000	Budget 2016 \$'000	Variance \$'000
<b>Total cash and investments</b>		<b>23,476</b>	<b>12,207</b>	(11,269)
Restricted cash and investments				
- Statutory reserves	11.2.1	(936)	(894)	42
- Cash held to fund carry forward capital works	11.2.2	(6,569)	-	6,569
- Trust funds and deposits		-	-	-
<b>Unrestricted cash and investments</b>	11.2.3	<b>15,971</b>	<b>11,313</b>	<b>(4,658)</b>
- Discretionary reserves	11.2.4	(8,461)	(3,908)	4,553
<b>Unrestricted cash adjusted for discretionary reserves</b>	11.2.5	<b>7,510</b>	<b>7,405</b>	<b>(105)</b>

### 11.2.1 Statutory reserves (\$0.89 million)

These funds must be applied for specified statutory purposes in accordance with various legislative requirements. While these funds earn interest revenues for Council, the funds are not available for other purposes.

### 11.2.2 Cash held to fund carry forward capital works

There is no amount shown as cash held to fund carry forward works at 30 June 2016, as it is expected that the capital works budget in the 2017/18 financial year will be fully expended. An amount of \$6.57 million is forecast to be held at 30 June 2017 to fund capital works budgeted but not completed in the financial year. Section 6.2 contains further details on capital works funding.

### 11.2.3 Unrestricted cash and investments (\$11.31 million)

The amount shown is in accordance with the definition of unrestricted cash included in the Regulations. These funds are free of statutory reserve funds and cash to be used to fund capital works expenditure from the previous financial year.

### 11.2.4 Discretionary reserves (\$3.91 million)

These funds are shown as discretionary reserves as, although not restricted by a statutory purpose, Council has made decisions regarding the future use of these funds and unless there is a Council resolution these funds should be used for those earmarked purposes. During the 2017/2018 year \$1.58 million is budgeted to be transferred to and \$9.89 million from Discretionary Reserves. The decisions about future use of these funds has been reflected in Council's Strategic Resource Plan and any changes in future use of the funds will be made in the context of the future funding requirements set out in the plan.

### 11.2.5 Unrestricted cash adjusted for discretionary reserves (\$7.41 million)

These funds are free of all specific Council commitments and represent funds available to meet daily cash flow requirements, unexpected short term needs and any budget commitments which will be expended in the following year such as grants and contributions. Council regards these funds as the minimum necessary to ensure that it can meet its commitments as and when they fall due without borrowing further funds.

## Commentary – Analysis of budgeted cash position

### Purpose of analysis of budgeted cash position

1. The purpose of this section is to provide an analysis of the cash inflows and outflows forecast for the forthcoming year and the overall change in cash and investments for that year. The analysis of budgeted cash position should include as a minimum, an analysis of the following key points:
  - (a) Cash flow statement
  - (b) Restricted funds and working capital
  - (c) Reconciliation of cash and operating results.

The analysis needs to clearly show how cash and investments are committed and the level of uncommitted funds. This should be driven by the Strategic Resource Plan.

2. The cash flow statement is the key financial management tool for establishing cash requirements for both short and long term needs. Linking the balance sheet for the year to the Strategic Resource Plan can best do this. It is essential that where Council is setting a 'deficit budget' (where there is a budgeted decrease in total cash and investments as disclosed in the Cash Flow Statement) it can be clearly demonstrated that the deficit is sustainable in the longer term.

### Preparation of cash flow statements

3. The budgeted cash position should be prepared in accordance with AASB 107 Statement of Cash Flows. However, in order to do this in practice it will be necessary to prepare a Balance Sheet as at the end of the budget period, since adjustments will need to be made to assets and liabilities as well as income and expenditure to remove non-cash items such as accruals, depreciation, etc. in order to determine cash inflows and outflows. Refer to commentary in Section 7 for guidance on how to prepare a Balance Sheet.
4. In order to enable a meaningful comparison of cash flow against budget, it is necessary to forecast expected cash flows on at least a quarterly basis. This will enable an effective variance analysis to be undertaken and if necessary corrective action to take place. Quarterly cash flow budgets are used for financial management and quarterly reporting purposes and this level of detail is not considered necessary for the budget document. With only an annual cash flow budget, variance analysis cannot take place until the end of the year.

## **Commentary – Analysis of budgeted cash position**

### **Analysis of operating activities**

5. This section should include an analysis of the significant operating cash flow variances between the current year forecast and the budget year.

### **Analysis of investing activities**

6. This section should include an analysis of the significant investing cash flow variances between the current year forecast and the budget year. This would include payments made in relation to the capital works program and proceeds from the sale of assets. A distinction should be made here between capital works and capital expenditure. It is the latter, which must be reflected in the cash flow statement. This section will also include cash flows arising from repayable advances to community organisations and the like.

### **Analysis of financing activities**

7. This section should include an analysis of the significant financing cash flow variances between the current year forecast and the budget year. This would include payments made in respect of loan redemption, leases and proceeds from new borrowings. A reference should be made here to Section 10.1 Borrowing Strategy where new borrowings are being raised or existing borrowings are being repaid.

### **Analysis of cash and cash equivalents at the end of the year**

8. This section should include an analysis of the total change in cash and investments for the year and the closing cash balance. As mentioned above, a reference should be made here to Section 8 Strategic Resource Plan stating that the budgeted change in cash is sustainable, particularly where there is a significant net decrease in cash and investments.

### **Reconciliation of surplus (deficit) for the year and net cash from operating activities**

9. This section should include a reconciliation of the items which make up the difference between the surplus (deficit) and net cash from operating activities for the year for the forecast actual, the current year and the new budget year. It is relevant to consider this reconciliation since it highlights non-cash items and timing differences in cash inflows and outflows, which may not be apparent in the consideration of the surplus (deficit) or cash result alone. It also identifies the key elements contributing to the cash generated from operations and how they will be used throughout the year, including key shifts in the allocation of funding to the repayment of loans, unrestricted cash and investments and capital expenditure. It also provides a means of identifying clearly the impact of the capital expenditure program and whether council is living within its means.

### **Restricted and unrestricted cash and investments**

10. The closing cash balance at the end of the budget year should be notionally allocated between restricted and unrestricted cash and investments. The purpose of this distinction is to show the reader what portion of the cash and investments balance is discretionary (can be used for any purpose) and where it is tied to a particular purpose.
11. Schedule 3 of the Regulations define restricted cash as cash and cash equivalents, within the meaning of AASB 107, that are not available for use other than for a purpose for which it is restricted, and includes cash to be used to fund capital works expenditure from the previous financial year. Unrestricted cash is defined as all cash and cash equivalents other than restricted cash.
12. Traditionally, statutory and discretionary reserves have been represented by reserves in the equity section of the Balance Sheet. However, it is not necessary to create equity reserves in this way and the legislation, regulation or resolution imposing the restriction merely requires that these cash assets not be used for any other purposes.
13. It is important that the closing cash balance at the end of the budget year includes all cash and short term investments available for the Council to meet operating obligations. In some cases this may mean the inclusion of balances that do not meet the definition of cash. However, the benefits are that the reader can make a total assessment of the cash and short term investment position of the Council.
14. Care should be exercised in drawing incorrect conclusions from an adverse cash flow position in any one year as this should be considered in the context of the Strategic Resource Plan.

## 12. Analysis of capital budget<sup>1-3</sup>

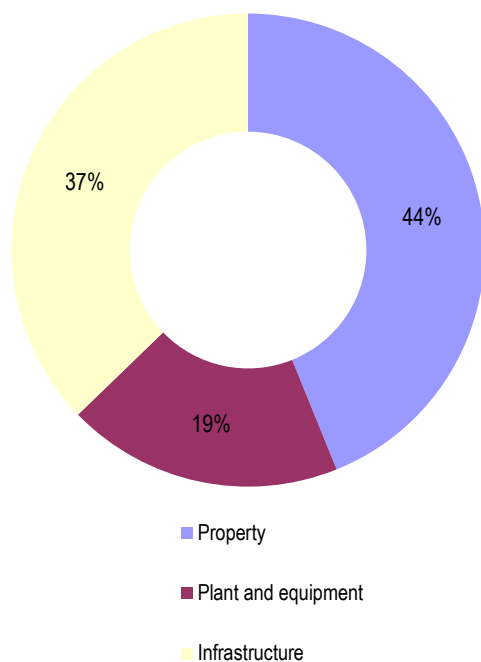
This section analyses the planned capital works expenditure budget for the 2017/18 year and the sources of funding for the capital budget. Further detail on the capital works program can be found in Section 6.

### 12.1 Capital works expenditure<sup>4-6</sup>

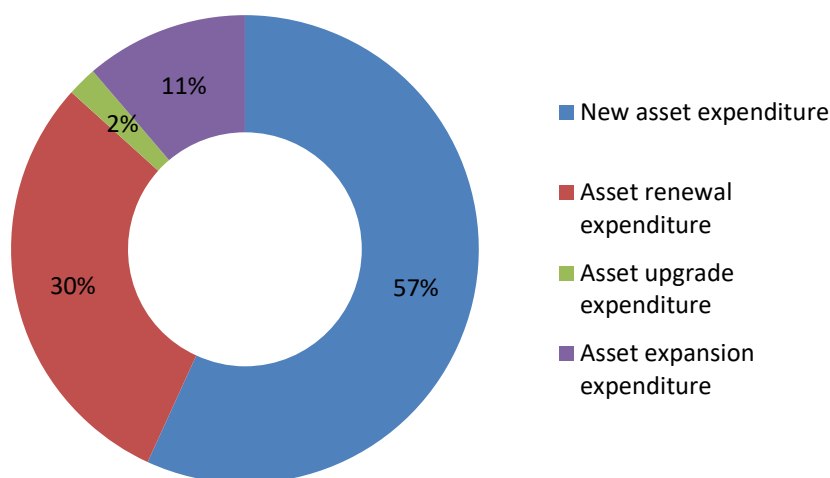
Capital Works Areas	Ref	Forecast Actual 2016/17 \$'000	Budget 2017/18 \$'000	Variance \$'000
<b>Works carried forward</b>	12.1.1			
<b>Property</b>				
Land		0	0	0
Land improvements		0	0	0
<b>Total land</b>		0	0	0
Buildings		5,384	5,054	(330)
Heritage buildings		0	0	0
Building improvements		0	0	0
Leasehold improvements		0	0	0
<b>Total buildings</b>		5,384	5,054	(330)
<b>Total property</b>		5,384	5,054	(330)
<b>Plant and equipment</b>				
Heritage plant and equipment		-	-	-
Plant, machinery and equipment		168	158	(10)
Fixtures, fittings and furniture		0	0	0
Computers and telecommunications		849	797	(52)
Library books		0	0	0
<b>Total plant and equipment</b>		1,017	955	(62)
<b>Infrastructure</b>				
Roads		444	417	(27)
Bridges		0	0	0
Footpaths and cycleways		356	334	(22)
Drainage		250	235	(15)
Recreational, leisure and community facilities		11	10	(1)
Waste management		0	0	0
Aerodromes, Parks, open space and streetscapes		53	50	(3)
Off street car parks		37	35	(2)
Other infrastructure		38	35	(3)
<b>Total infrastructure</b>		1,189	1,116	(73)
<b>Total works carried forward</b>		7,590	7,125	(465)
<b>New works</b>				
<b>Property</b>	12.1.2			
Land		0	0	0
Land improvements		0	0	0
<b>Total land</b>		0	0	0
Buildings		5,295	8,314	3,019
Heritage buildings		0	0	0
Building improvements		75	117	42
Leasehold improvements		0	0	0
<b>Total buildings</b>		0	0	0
<b>Total property</b>		5,370	8,431	3,061
<b>Plant and equipment</b>	12.1.3			
Heritage plant and equipment				
Plant, machinery and equipment		1,924	3,021	1,097
Computers and telecommunications		838	1,315	477

Library books		318	500	182
<b>Total plant and equipment</b>		<b>3,080</b>	<b>4,836</b>	<b>1,756</b>
<b>Infrastructure</b>	12.1.4			
Roads		3,154	4,950	1,796
Bridges		6	10	4
Footpaths and cycleways		221	347	126
Drainage		1,051	1,650	599
Rec, leisure and community facilities		394	619	225
Parks, open space and streetscapes		1,633	2,564	931
Off street car parks		51	80	29
Other infrastructure		67	105	38
<b>Total infrastructure</b>		<b>6,577</b>	<b>10,325</b>	<b>3,748</b>
<b>Total new works</b>		<b>15,027</b>	<b>23,592</b>	<b>8,565</b>
<b>Total capital works expenditure</b>		<b>22,617</b>	<b>30,717</b>	<b>8,100</b>
<b>Represented by:</b>				
New asset expenditure	12.1.5	12,225	17,454	5,229
Asset renewal expenditure	12.1.5	6,850	9,176	2,326
Asset upgrade expenditure	12.1.5	1,352	632	(720)
Asset expansion expenditure	12.1.5	2,190	3,455	1,265
<b>Total capital works expenditure</b>		<b>22,617</b>	<b>30,717</b>	<b>8,100</b>

**Budgeted capital works 2017/18**



## Budgeted capital works 2017/18



Source: Section 3. A more detailed listing of the capital works program is included in Section 6.

### 12.1.1 Carried forward works (\$7.13 million)

At the end of each financial year there are projects which are either incomplete or not commenced due to factors including planning issues, weather delays and extended consultation. For the 2016/17 year it is forecast that \$7.13 million of capital works will be incomplete and be carried forward into the 2017/18 year. The more significant projects include the Civic Precinct redevelopment (\$0.75 million) and the Newlands Community Facility (\$3.00 million).

### 12.1.2 Property (\$8.43 million)

The property class comprises buildings and building improvements including community facilities, municipal offices, sports facilities and pavilions.

For the 2017/18 year, \$8.43 million will be expended on building and building improvement projects. The more significant projects include pavilion upgrades (\$0.32 million), Victorian Community Facility (\$1.20 million), redevelopment of the City Children's Centre (\$0.25 million), construction of a Velodrome and State Bowls Centre at Victoria Park (\$4.00 million) and completion of the Block Arcade redevelopment (\$0.97 million).

### 12.1.3 Plant and equipment (\$4.84 million)

Plant and equipment includes plant, machinery and equipment, computers and telecommunications, and library books.

For the 2017/18 year, \$4.84 million will be expended on plant, equipment and other projects. The more significant projects include ongoing cyclical replacement of the plant and vehicle fleet (\$3.02 million), upgrade and replacement of information technology (\$1.32 million) and library material purchases (\$0.50 million).

### 12.1.4 Infrastructure (\$10.33 million)

Infrastructure includes roads, bridges, footpaths and cycleways, drainage, recreation, leisure and community facilities, parks, open space and streetscapes, off street car parks and other structures.

For the 2017/18 year, \$4.95 million will be expended on road projects. The more significant projects include local road reconstructions (\$1.80 million), federally funded Roads to Recovery projects (\$0.81 million), road resheeting (\$0.80 million), road safety (\$0.51 million), and Integrated Transport Plan (\$0.22 million).

\$1.65 million will be expended on drainage projects. The more significant of these include road drainage replacement works (\$0.87 million), Stage 1 of the Victoria Park Lake redevelopment (\$0.50 million) and implementation of the Stormwater Management Plan (\$0.22 million).

\$2.56 million will be expended on parks, open space and streetscapes, including \$1.90 million for the completion of Victoria Park.

Other new infrastructure expenditure includes \$0.01 million on bridges, \$0.35 million on footpaths and cycleways, \$0.62 million on recreational, leisure and community facilities, \$0.08 million on car parks and \$0.11 million on other infrastructure.

#### 12.1.5 Asset renewal (\$17.45 million), new assets (\$9.18 million), upgrade (\$0.63 million) and expansion (\$3.46 million)

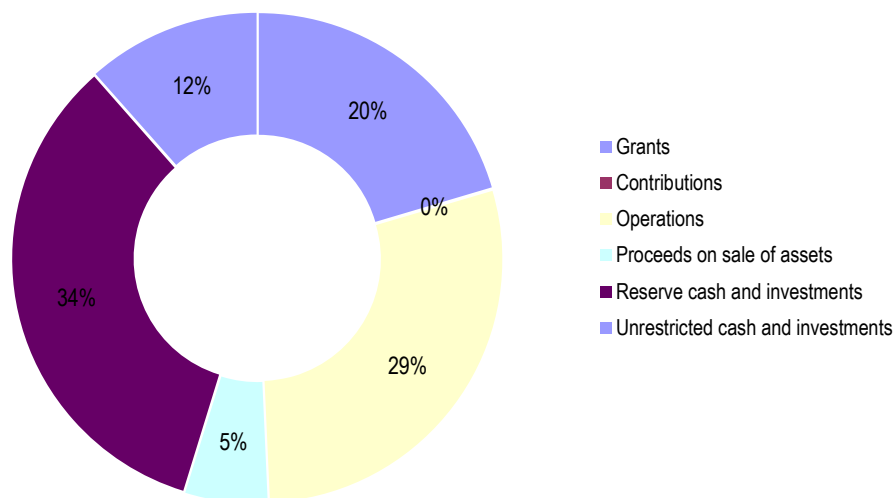
A distinction is made between expenditure on new assets, asset renewal, upgrade and expansion. Expenditure on asset renewal is expenditure on an existing asset, or on replacing an existing asset that returns the service of the asset to its original capability. Expenditure on new assets does not have any element of expansion or upgrade of existing assets but will result in an additional burden for future operation, maintenance and capital renewal.

The major projects included in the above categories, which constitute expenditure on new assets, are the Victorian Community Facility (\$1.20 million), construction of a Velodrome and State Bowls Centre at Victoria Park (\$4.00 million) and information technology purchases (\$1.11 million). The remaining capital expenditure represents renewals and expansion/upgrades of existing assets.

## 12.2 Funding sources<sup>7-8</sup>

Sources of Funding	Ref	Forecast Actual 2016/17 \$'000	Budget 2017/18 \$'000	Variance \$'000
<b>Works carried forward</b>				
<b>Current year funding</b>				
Grants		527	461	(66)
Contributions		-	-	-
Borrowings		-	-	-
Council cash				
- operations		-	-	-
- proceeds on sale of assets		105	95	(10)
- reserve cash and investments		5,851	3,752	(2,099)
- unrestricted cash and investments		1,107	2,817	1,710
<b>Total works carried forward</b>	12.2.1	<b>7,590</b>	<b>7,125</b>	<b>(465)</b>
<b>New works</b>				
<b>Current year funding</b>				
Grants	12.2.2	2,376	5,816	3,440
Contributions		-	-	-
Borrowings		-	-	-
Council cash				
- operations	12.2.3	8,589	8,870	281
- proceeds from sale of assets	12.2.4	1,024	1,586	562
- reserve cash and investments	12.2.5	1,826	6,596	4,770
- unrestricted cash and investments	12.2.6	1,212	724	(488)
<b>Total new works</b>		<b>15,027</b>	<b>23,592</b>	<b>8,565</b>
<b>Total funding sources</b>		<b>22,617</b>	<b>30,717</b>	<b>8,100</b>

## Budgeted total funding sources 2017/18



Source: Section 6

### 12.2.1 Carried forward works (\$7.13 million)

At the end of each financial year there are projects which are either incomplete or not commenced due to factors including planning issues, weather delays and extended consultation. For the 2016/17 year it is forecast that \$7.13 million of capital works will be incomplete and be carried forward into the 2017/18 year. Significant funding includes grants for the Municipal Offices (\$0.15 million) and reserve cash and investments for the Municipal Offices (\$0.75 million) and Newland Centre (\$3.00 million).

### 12.2.2 Grants - capital (\$5.82 million)

Capital grants include all monies received from State and Federal sources for the purposes of funding the capital works program. Significant grants and contributions are budgeted to be received for the State Bowls Centre and Training Velodrome (\$4.00 million), Roads to Recovery projects (\$0.81 million), Victoria Park Lake (\$0.43 million) and Compressed Natural Gas Conversion (\$0.34 million).

### 12.2.3 Council cash - operations (\$8.87 million)

Council generates cash from its operating activities, which is used as a funding source for the capital works program. It is forecast that \$8.87 million will be generated from operations to fund the 2017/18 capital works program.

### 12.2.4 Council cash - proceeds from sale of assets (\$1.59 million)

Proceeds from sale of assets include motor vehicle sales in accordance with Council's fleet renewal policy of \$1.59 million.

### 12.2.5 Council cash - reserve cash and investments (\$6.60 million)

Council has significant cash reserves, which it is currently using to fund its annual capital works program. The reserves include monies set aside for specific purposes such as Golf Course Renewal and non-specific reserves such as the Building Replacement Reserve. For 2017/18 \$6.60 million will be used to fund part of the new capital works program including the landfill (\$1.90 million), Victoria Civic Centre (\$3.60 million), Plant Replacement (\$1.00 million), Victoria Arcade (\$0.87 million) and the Victoria Civic Precinct (\$0.10 million).

### 12.2.6 Council cash - unrestricted cash and investments (\$0.72 million)

In addition to reserve investments, Council has uncommitted cash and investments which represent unrestricted cash and investments and funds preserved from the previous year mainly as a result of grants and contributions being received in advance. It is forecast that \$0.72 million will be available from the 2016/17 year to fund new capital works in the 2017/18 year.

## **Commentary – Analysis of capital budget**

### **Purpose of analysis of capital budget**

1. The purpose of the analysis of the capital budget is to provide an understanding of the broad areas where projects are planned and the key funding sources as highlighted in the Chief Executive Officer's Summary. The analysis of the capital budget should include as a minimum, an analysis of the following:
  - (a) Description of the broad areas of proposed capital works
  - (b) Funding sources.
2. The Regulations require that the budget include a Statement of Capital Works, which must be in the form set out in the Local Government Model Financial Report. An example of such disclosure is shown in Appendix A. A more detailed analysis of the capital works program is also required by regulation 10(1)(a) of the Regulations and is provided in Appendix C.
3. Users of the Guide should also be aware of the requirements outlined in regulation 7(a) of the Regulations which requires the Strategic Resource Plan to contain a summary of planned capital works expenditure in relation to non-current assets by class (as contained in the model statement of capital works in the Local Government Model Financial Report) and classified separately as to asset expenditure type. Regulation 7(b) of the Regulations also requires the Strategic Resource Plan to contain a summary of funding sources in relation to the planned capital works expenditure classified separately as to grants, contributions, Council cash, and borrowings.

Regulation 7 comes into operation on 1 July 2015 and therefore will apply to the 2016/17 forecast in the Strategic Resource Plan.

### **Capital works**

4. This section should include an analysis of movements in the asset classes prescribed by the Regulations in which there will be significant activity as part of the capital works program. Regulation 10(1)(a) of the Regulations require that non-current assets are classified in accordance with the model statement of capital works in the Local Government Model Financial Report. This section should include the following:
  - (a) A comparison in tabular form of the current year forecast actual, forthcoming year budget and variance for each class of asset
  - (b) A graphic representation of the information provided in (a) to assist those readers who are not trained in the analysis and interpretation of financial information
  - (c) Classification of the capital works program between asset renewal, new, upgrade and expansion
  - (d) An analysis, which briefly summarises in narrative form the key elements of the asset class including details of the major projects.
5. At the time of preparing this publication, the asset categories set out in this section, and also in the statement of capital works in Appendix A and the more detailed disclosures in Appendix C, are based on the 2017/18 Local Government Model Financial Report and advice from LGV as to the form that will be required. Preparers of budgets should ensure that the classifications in their budget documents are in accordance with the final requirements set out by LGV.
6. Contrary to accepted practice, some councils still include in their capital works program items of both a capital and an operating nature. Capital expenditure is relatively large (material) expenditure that produces economic benefits expected to last for more than 12 months. A predetermined 'threshold' may be used which indicates the level of expenditure deemed to be material in accordance with Council's policy. Capital expenditure includes renewal, new, expansion and upgrade. Where capital projects involve a combination of renewal, new, expansion and upgrade expenditures, the total project cost needs to be allocated accordingly. Maintenance expenditure, by contrast, is expenditure which maintains an asset in efficient working order, or which is required for an asset to continue to operate for its expected useful life.

### **Funding sources**

7. This section should include an analysis of the significant items making up the total funding sources prescribed by the Regulations for the capital works program. It should include the following:
  - (a) A comparison in tabular form of the current year forecast actual, forthcoming year budget and variance for each funding source
  - (b) A graphic representation of the information provided in (a) to assist those readers who are not trained in the analysis and interpretation of financial information
  - (c) An analysis which briefly summarises in narrative form the key elements of the funding source.
8. Regulation 10(1)(b) of the Regulations require capital works funding sources to be split between grants, contributions, borrowings and Council cash. The disclosures in this Guide provide a further breakdown of Council cash by showing how much of this has been generated from current year operations, asset sales,

### **Commentary – Analysis of capital budget**

and equity cash & investments (from both cash-backed reserves and unrestricted). This additional level of disclosure is considered best practice.

## 13. Analysis of budgeted financial position<sup>1-2</sup>

This section analyses the movements in assets, liabilities and equity between 2016/17 and 2017/18. It also considers a number of key financial performance indicators.

### 13.1 Budgeted balance sheet<sup>3-8</sup>

	Ref	Forecast Actual 2017 \$'000	Budget 2018 \$'000	Variance \$'000
<b>Current assets</b>	13.1.1			
Cash and cash equivalents		23,476	12,207	(11,269)
Trade and other receivables		5,272	5,367	95
Financial assets		6	6	0
Other assets		1,440	200	(1,240)
<b>Total current assets</b>		<b>30,194</b>	<b>17,780</b>	<b>(12,414)</b>
<b>Non-current assets</b>	13.1.1			
Trade and other receivables		206	12	(194)
Property, infrastructure, plant and equipment		501,795	514,527	12,732
<b>Total non-current assets</b>		<b>502,001</b>	<b>514,539</b>	<b>12,538</b>
<b>Total assets</b>		<b>532,195</b>	<b>532,319</b>	<b>124</b>
<b>Current liabilities</b>	13.1.2			
Trade and other payables		5,880	5,880	0
Provisions		5,510	5,714	204
Interest-bearing loans and borrowings		1,161	1,161	0
<b>Total current liabilities</b>		<b>12,551</b>	<b>12,755</b>	<b>204</b>
<b>Non-current liabilities</b>	13.1.2			
Provisions		972	1,008	36
Interest-bearing loans and borrowings		4,887	3,726	(1,161)
<b>Total non-current liabilities</b>		<b>5,859</b>	<b>4,734</b>	<b>(1,125)</b>
<b>Total liabilities</b>		<b>18,410</b>	<b>17,489</b>	<b>(921)</b>
<b>Net assets</b>		<b>513,785</b>	<b>514,830</b>	<b>1,045</b>
<b>Equity</b>	13.1.4			
Accumulated surplus		398,518	407,910	9,392
Reserves		115,267	106,920	(8,347)
<b>Total equity</b>		<b>513,785</b>	<b>514,830</b>	<b>1,045</b>

Source: Section 3

#### 13.1.1 Current Assets (\$12.41 million decrease) and Non-Current Assets (\$12.54 million increase)

Cash and cash equivalents include cash and investments such as cash held in the bank and in petty cash and the value of investments in deposits or other highly liquid investments with short term maturities of three months or less. These balances are projected to decrease by \$11.27 million during the year mainly to fund the capital works program during the year.

Trade and other receivables are monies owed to Council by ratepayers and others. Short term debtors are not expected to change significantly in the budget. Long term debtors (non-current) relating to loans to community organisations will increase by \$0.09 million in accordance with agreed repayment terms.

Other assets includes items such as prepayments for expenses that Council has paid in advance of service delivery, inventories or stocks held for sale or consumption in Council's services and other revenues due to be received in the next 12 months. Accrued income is expected to reduce by \$1.24 million as land sales which became unconditional at the end of the 2016/17 year are paid.

Property, infrastructure, plant and equipment is the largest component of Council's worth and represents the value of all the land, buildings, roads, vehicles, equipment, etc which has been built up by Council over many years. The \$12.73 million increase in this balance is attributable to the net result of the capital works program (\$29.08 million of new assets), depreciation of assets (\$14.50 million) and the sale through sale of property, plant and equipment (\$1.85 million).

### 13.1.2 Current Liabilities (\$0.20 million increase) and Non-Current Liabilities (\$1.13 million decrease)

Trade and other payables are those to whom Council owes money as at 30 June. These liabilities are budgeted to remain consistent with 2016/17 levels.

Provisions include accrued long service leave, annual leave and rostered days off owing to employees. These employee entitlements are only expected to increase marginally due to more active management of entitlements despite factoring in an increase for Collective Agreement outcomes.

Interest-bearing loans and borrowings are borrowings of Council. Council is budgeting to repay loan principal of \$1.16 million over the year.

### 13.1.3 Working Capital (\$12.62 million decrease)

Working capital is the excess of current assets above current liabilities. This calculation recognises that although Council has current assets, some of those assets are already committed to the future settlement of liabilities in the following 12 months, and are therefore not available for discretionary spending.

Some of Council's cash assets are restricted in that they are required by legislation to be held in reserve for specific purposes or are held to fund carry forward capital works from the previous financial year.

	Forecast Actual 2017 \$'000	Budget 2018 \$'000	Variance \$'000
<b>Current assets</b>	30,194	17,780	(12,414)
<b>Current liabilities</b>	12,551	12,755	(204)
<b>Working capital</b>	17,643	5,025	(12,618)
Restricted cash and investment current assets			
- Statutory reserves	(936)	(894)	42
- Cash held to fund carry forward capital works	(6,569)	-	6,569
- Trust funds and deposits	-	-	-
<b>Unrestricted working capital</b>	<b>10,138</b>	<b>4,131</b>	<b>(6,007)</b>

In addition to the restricted cash shown above, Council is also projected to hold \$3.91 million in discretionary reserves at 30 June 2018. Although not restricted by a statutory purpose, Council has made decisions regarding the future use of these funds and unless there is a Council resolution these funds should be used for those earmarked purposes.

### 13.1.4 Equity (\$1.05 million increase)

Total equity always equals net assets and is made up of the following components:

- Asset revaluation reserve which represents the difference between the previously recorded value of assets and their current valuations
- Other reserves that are funds that Council wishes to separately identify as being set aside to meet a specific purpose in the future and to which there is no existing liability. These amounts are transferred from the Accumulated Surplus of the Council to be separately disclosed.

- Accumulated surplus which is the value of all net assets less Reserves that have accumulated over time. \$1.05 million of the \$9.39 million increase in accumulated surplus results directly from the surplus for the year. An amount of \$8.35 million (net) is budgeted to be transferred from other reserves to accumulated surplus. This reflects the usage of investment cash reserves to partly fund the capital works program. This is a transfer between equity balances only and does not impact on the total balance of equity.

### 13.2 Key assumptions<sup>9</sup>

In preparing the Balance Sheet for the year ending 30 June 2018 it was necessary to make a number of assumptions about assets, liabilities and equity balances. The key assumptions are as follows:

- A total of 98.5% of total rates and charges raised will be collected in the 2017/18 year (2016/17: 97.8% forecast actual)
- Trade creditors to be based on total capital and operating expenditure less written down value of assets sold, depreciation and employee costs. Payment cycle is 30 days
- Other debtors and creditors to remain consistent with 2016/17 levels
- An advance of \$0.19 million to Victorian Bowls Club will be repaid in full
- Proceeds from the sale of property in 2016/17 of \$1.24 million will be received in full in the 2017/18 year
- Employee entitlements to be increased by the Collective Agreement outcome offset by the impact of more active management of leave entitlements of staff
- Repayment of loan principal to be \$1.16 million
- Total capital expenditure to be \$21.95 million
- A total of \$8.35 million to be transferred from reserves to accumulated surplus, representing the internal funding of the capital works program for the 2017/18 year.

### Commentary – Analysis of budgeted financial position

#### Purpose of analysis of budgeted financial position

1. The purpose of the analysis of budgeted financial position is to provide an understanding of the significant movements in assets, liabilities and equity for the forthcoming year. The analysis should include as a minimum, an analysis of significant movements in the following main balance sheet sections:
  - (a) Current and non-current assets
  - (b) Current and non-current liabilities
  - (c) Net assets
  - (d) Accumulated surplus and reserves.
2. It is essential that a balance sheet be prepared since it directly impacts on the preparation of the cash flow which is now the key tool for determining financial sustainability and estimating cash flows. Refer Section 5. Budgeted Cash Position for further discussion.

#### Preparation of balance sheet

3. The balance sheet should be prepared in accordance with AASB 101 Presentation of Financial Statements. The recommended steps for preparation of a balance sheet are as follows:
  - (a) Break up the assets, liabilities and equity into their significant components. For some items such as debtors, these may need to be dissected to line up with revenue and expense types in the income statement or even further into sub-types such as parking fees, home care, meals on wheels etc. The estimates should take into account expected movements in these balances between the conclusion of the current year and the budget year. Where those movements relate to cash flows, they should be reflected in the cash flow statement
  - (b) For each component, insert the current year forecast actual and expected movement (increase or decrease) for the forthcoming year
  - (c) The annual movements need to be based on sound assumptions regarding expected activity for the forthcoming year – borrowings based on loan repayment schedules, non-current assets based on the capital works program, rate arrears based on expected rate collection levels, trade creditors based on expenditure activity and payment terms
  - (d) Determine the balance of each asset, liability and equity component based on the current year forecast actual and expected movement (increase or decrease) for the forthcoming year.
4. In order to enable a meaningful comparison of the financial position against budget, it is necessary to forecast expected balance sheets on at least a quarterly basis. This will enable an effective variance analysis to be undertaken and, if necessary, corrective action to take place. Quarterly balance sheet budgets are used for financial management and quarterly reporting purposes and this level of detail is not considered

## **Commentary – Analysis of budgeted financial position**

necessary for the budget document. With only an annual balance sheet budget, variance analysis cannot take place until the end of the year.

### **Analysis of current and non-current assets**

5. This section should include an analysis of the significant movements in assets between the current year forecast and next year budget. Changes in total cash and investments and changes in the non-current portion of loans or advances should link directly to Section 5. Budgeted Cash Position. Changes in fixed assets such as land, roads, buildings etc., should link directly to Section 6. Analysis of Capital Budget for movements in fixed asset balances.

### **Analysis of current and non-current liabilities**

6. This section should include an analysis of the significant movements in liabilities between the forecast and next year budget. The total movement in current and non-current borrowings should link directly to Section 10.1 Borrowing Strategy and Section 5. Budgeted Cash Position (Financing Activities).

### **Analysis of working capital**

7. This section should include an analysis of Council's working capital position, comparing current assets with current liabilities. Adjustments are made to working capital for restricted cash amounts to calculate working capital that is unrestricted or potentially available for discretionary spending. The restricted cash amounts should be drawn from Section 5.2 Restricted and unrestricted cash and investments.

### **Analysis of equity**

8. This section should include an analysis of the significant movements in equity balances between the current year forecast and next year budget. This includes changes in accumulated surplus, asset revaluation reserve or other investment reserves. The movement in investment reserves should be linked to Section 10.2 Infrastructure Strategy.

### **Key assumptions**

9. The key assumptions upon which the Balance Sheet has been based should be included to assist the reader when comparing movements in assets, liabilities and equity between budget years.

### **Accounting changes impacting on budgeted financial position**

10. DELWP (formally the Department of Transport, Planning and Local Infrastructure) issued guidance for the recognition and valuation of Land Under Roads by councils in July 2011 (*DPCD Circular No. 15/11*). The guidance recommended all councils consistently apply the same recognition and valuation accounting policy, with a preference recommended for recognition of *all* land under roads controlled by councils, including assets acquired prior to 1 July 2008. This may necessitate a change in accounting policy for some councils.

In December 2014, DELWP advised that an extension to the transition period has been approved, with all councils to now be compliant for their 2017-18 financial statements (*DTPLI Circular No. 29/2014*).

While there will not be a cash or rating impact of the change in accounting policy required to adopt this guidance, there will be an impact on the budgeted financial position as the infrastructure assets, accumulated surplus, and potentially asset revaluation reserves increase. If possible, councils should incorporate the anticipated impact of the recognition of land under roads not previously recognised into long term financial strategies and the annual budget for the anticipated year in which the council's accounting policy will change.

The Local Government Model Financial Report issued by DELWP has provided guidance in regards to presenting the change in accounting policy.

11. The Australian Accounting Standards Board released exposure draft ED 242 "Leases" for comment and referral back to the International Accounting Standards Board in 2013. This exposure draft is the second revision to previous exposure drafts for the "Leases" standard. The exposure draft proposed a significant change in the treatment for leases which would result in the removal of the distinction between finance and operating leases. Under ED 242, all leases would be accounted for as assets and liabilities on the statement of financial position, similar to the manner in which finance leases are currently accounted for. ED 242 has not yet been released as an Accounting Standard. The exposure draft is being redeliberated by the International Accounting Standards Board. This exposure draft is not currently listed on the Australian Accounting Standards Board's 2015 work program. The process from exposure draft through to application date of a Standard is usually 6 – 18 months. Whilst the proposals in this exposure draft are likely to have a budgetary impact in future years, the impact of revisions to accounting for leases will not be able to be determined for the 2017/18 financial year within the budget preparation timeframe.

## LONG TERM STRATEGIES

This section includes the following analysis and information

- 14 Strategic resource plan
- 15 Rating information
- 16 Other long term strategies

## 14. Strategic resource plan <sup>1-2</sup>

This section includes an extract of the adopted Strategic Resource Plan (SRP) to provide information on the long term financial projections of the Council.

### 14.1 Plan development<sup>3,8-10</sup>

The Act requires a SRP to be prepared describing both financial and non-financial resources (including human resources) for at least the next four financial years to achieve the strategic objectives in the Council Plan. In preparing the SRP, Council must take into account all other plans and strategies in regard to services and initiatives which commit financial and non-financial resources for the period of the SRP.

Council has prepared a SRP for the four years 2017/18 to 2020/21 as part of its ongoing financial planning to assist in adopting a budget within a longer term framework. The SRP takes the strategic objectives and strategies as specified in the Council Plan and expresses them in financial terms for the next four years.

The key objective, which underlines the development of the SRP, is financial sustainability in the medium to long term, while still achieving Council's strategic objectives as specified in the Council Plan. The key financial objectives, which underpin the SRP, are:

- Maintain existing service levels
- Achieve a breakeven operating result within five to six years
- Maintain a capital expenditure program of at least \$16 million per annum
- Achieve a balanced budget on a cash basis.

In preparing the SRP, Council has also been mindful of the need to comply with the following Principles of Sound Financial Management as contained in the Act:

- Prudently manage financial risks relating to debt, assets and liabilities
- Provide reasonable stability in the level of rate burden
- Consider the financial effects of Council decisions on future generations
- Provide full, accurate and timely disclosure of financial information.

The SRP is updated annually through a rigorous process of consultation with Council service providers followed by a detailed sensitivity analysis to achieve the key financial objectives.

### 14.2 Financial resources<sup>4-5</sup>

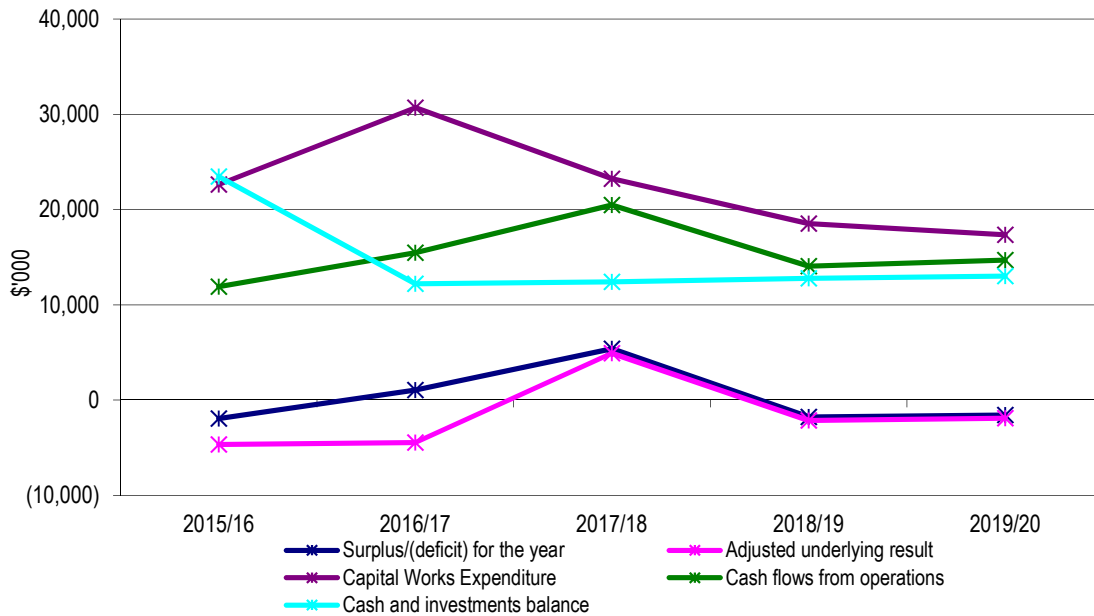
The following table summarises the key financial results for the next four years as set out in the SRP for years 2017/18 to 2020/21. Section 3 includes a more detailed analysis of the financial resources to be used over the four year period.

Indicator	Forecast Actual	Budget	Strategic Resource Plan Projections			Trend
	2016/17	2017/18	2018/19	2019/20	2020/21	+/-
	\$'000	\$'000	\$'000	\$'000	\$'000	
Surplus/(deficit) for the year	(1,922)	1,045	5,398	(1,754)	(1,570)	-
Adjusted underlying result	(4,676)	(4,453)	4,927	(2,124)	(1,920)	+
Cash and investments balance	23,476	12,207	12,428	12,776	13,028	o
Cash flow from operations	11,922	15,459	20,492	14,052	14,687	-
Capital works expenditure	22,617	30,717	23,242	18,530	17,349	-

Key to Forecast Trend:

- + Forecasts improvement in Council's financial performance/financial position indicator
- o Forecasts that Council's financial performance/financial position indicator will be steady
- Forecasts deterioration in Council's financial performance/financial position indicator

The following graph shows the general financial indicators over the four year period.



The key outcomes of the SRP are as follows:

- **Financial sustainability (Section 11)** - Cash and investments is forecast to increase marginally over the four year period from \$12.20 million to \$13.03 million, which indicates a balanced budget on a cash basis in each year
- **Rating levels (Section 15)** – Modest rate increases are forecast over the four years at an average of 3.0%.
- **Service delivery strategy (Section 16)** – Service levels have been maintained throughout the four year period. Despite this, operating surpluses are forecast in years 2017/18 and 2018/19 as a result of significant capital grant revenue being received to fund the annual capital works program. Years 2019/20 to 2020/21 forecast reducing operating deficits with a view to breaking even. However, excluding the effects of capital items such as capital grants and contributions, the adjusted underlying result is a deficit reducing over the four year period. The adjusted underlying result is a measure of financial sustainability and is an important measure as once-off capital items can often mask the operating result
- **Borrowing strategy (Section 16)** – Borrowings are forecast to reduce from \$4.90 million to \$3.28 million over the four year period. This includes new borrowings of \$2.00 million in 2018/19
- **Infrastructure strategy (Section 16)** - Capital expenditure over the four year period will total \$89.84 million at an average of \$22.46 million. Excluding the Lawn Bowls and Velodrome works, the average is \$18.40 million.

## Commentary – Strategic resource plan

### Purpose of the strategic resource plan

1. An extract of the strategic resource plan (SRP) is included in the budget report to provide the reader with information about the long term sustainability of the Council. The SRP shows how the budget for the forthcoming year fits within the long term planning framework and demonstrates the linkage with the Council Plan strategic objectives, strategies and desired outcomes. The SRP should include as a minimum, the following main sections:
  - (a) Plan development
  - (b) Financial resources
  - (c) Financial performance indicators
  - (d) Non-financial resources.
2. The Act and Regulations require that councils prepare a SRP which is a plan of the resources required to achieve the strategic objectives. It must be prepared for at least four years and contain financial statements and statements describing the required non-financial resources, specifically, human resources.

LGV produces an annual SRP Better Practice Guide and Model which can be referenced for further information about preparation of the SRP. This can be found at: [www.dtpli.vic.gov.au/local-government/publications-and-research/planning-and-reporting](http://www.dtpli.vic.gov.au/local-government/publications-and-research/planning-and-reporting).

### Plan development

3. This section should include an explanation of the purpose of the SRP, the manner in which it was developed (including the key assumptions it was based on) and the timeframe under which the SRP is to operate. The SRP should cover a minimum 4 year horizon and also include a discussion of the objectives and the consequences of failing to achieve the SRP.

### Financial resources

4. A key component of the SRP development section will be the financial outcomes of the SRP over the chosen time horizon. To assist the reader in understanding the financial outcomes, only key indicators should be provided with detailed statements included in an appendix. These indicators could include forecast operating results, adjusted underlying results, cash and investments and expected capital works programs. Graphical representation of the information is also useful.
5. The SRP will have been extensively used in preparing the budget for the forthcoming year. Therefore it will be important that the key outcomes of the SRP be linked to the relevant sections of the Budget where it has a budget impact. This will include:
  - (a) Service delivery strategy
  - (b) Rating information
  - (c) Borrowing strategy
  - (d) Infrastructure strategy
  - (e) Financial sustainability.

### Financial performance indicators

6. A range of financial indicators can be used to allow the reader to gain a better understanding of key measures such as indebtedness and liquidity which are often hidden when financial information is presented in financial statement format. The use of indicators over a four year horizon also allows trends to be assessed helping the reader to confirm the council's service delivery, infrastructure renewal, rating and debt strategies.

The financial performance indicators included in this model are the prescribed financial performance indicators contained in Part 3 of Schedule 3 of the Regulations. Results against these indicators will be reported in Council's Performance Statement included in the Annual Report.

The Act and Regulations require Councils to report actual results against these indicators, together with the other prescribed indicators contained in Schedule 3 of the Regulations, in the annual Performance Statement. After the Regulation transition period, the annual Performance Statement will report the current year results against three preceding years and the forecast results from the financial statements in the Strategic Resource Plan. For the 2017/18 Budget, during the transition period, only two preceding year of data is required.
7. Definitions for the key components of the indicators are as follows:
  - (a) Adjusted underlying result is the net surplus or deficit for the year (per Australian Accounting Standards) adjusted for non-recurrent grants used to fund capital expenditure, non-monetary asset contributions, and contributions to fund capital expenditure other than grants and non-monetary asset contributions.

## **Commentary – Strategic resource plan**

- (b) Working capital (current assets/current liabilities) is a general measure of the organisation's liquidity and its ability to meet its commitments as and when they fall due.
- (c) Unrestricted cash means all cash and cash equivalents other than restricted cash, including cash that will be used to fund capital expenditure from the previous financial year.  
Restricted cash means cash and cash equivalents, within the meaning of Accounting Standard AASB 107 Statement of Cash Flows, that are not available for use other than for a purpose for which it is restricted.
- (d) Loans and borrowings means interest bearing loans and borrowings compared to rate revenue. The balance of interest bearing loans and borrowings is shown as a percentage of rates revenue.
- (e) Loans and borrowings also refers to interest and principal repayments compared to rate revenue. The ratio describes Council's cash flow debt repayment capacity through the inclusion of interest and principal repayments on interest bearing loans and borrowings as a percentage of rate revenue.
- (f) Indebtedness compares non-current liabilities to own source revenue.  
Own source revenue is defined as adjusted underlying revenue other than revenue that is not under the control of Council (including government grants).
- (g) Asset renewal is calculated as asset renewal expenditure as a percentage of depreciation.
- (h) Rates concentration is measured as rate revenue compared to adjusted underlying revenue.  
Adjusted underlying revenue is defined as total income excluding non-recurrent grants used to fund capital expenditure, non-monetary asset contributions, and contributions to fund capital expenditure from sources other than grants and non-monetary contributions.
- (i) Rates effort, which is intended to examine the community's capacity to pay, presents rate revenue as a percentage of the capital improved value of rateable properties in the municipality.
- (j) Expenditure level is measured as total expenditure per the number of property assessments.
- (k) Revenue level is the residential rate revenue divided by the number of residential property assessments.  
Rate revenue is defined as revenue from general rates, municipal charges, special rates, special charges, service rates and service charges.
- (l) Workforce turnover measures the number of resignations and terminations compared to the average number of staff for the financial year.

## **Preparation of a strategic resource plan**

8. The SRP is a separate document to the annual budget and sets the future financial direction of the Council. Longer term planning is essential in ensuring that an organisation remains financially sustainable in the long term. The annual budget should be consistent with the first projected year of the SRP.
9. The most common technique used in the commercial sector is the 'Four Way Budgeting Methodology'. This methodology involves the linking of the Financial Statements (Income Statement, Balance Sheet, Cash Flow Statement and Capital Works Statement) to produce forecast financial statements based on assumptions about future movements in key revenues, expenses, assets and liabilities. Through the use of an integrated model, a 'four way budget' can be developed to facilitate a more strategic planning approach to long term financial planning. This model would include 'what if' analysis capabilities.
10. The Act requires the SRP to take into account services and initiatives contained in any plan adopted by council so far as they commit financial and non-financial resources and as it relates to the period covered by the SRP. It should also incorporate the estimated impact of planned changes in accounting policies that will have a budgeting and financial reporting impact, whether due to a voluntary change by Council to improve financial reporting, or a change in Australian Accounting Standards. Long term financial planning should also consider known or likely changes in budget items over the planning period.

## **Non-financial resources**

11. This section should include details of the non-financial resources to be consumed as part of the SRP in achieving the Council Plan. The Regulations specifically require the inclusion of a Statement of Human Resources in the SRP and the Budget. The SRP is required to include projections for four years.  
This model budget guide provides details of the human resources that will be required for the current budget year in summary form described in both monetary terms and numbers in this section, and in the Statement of Human Resources in Appendix A.  
Examples of other non-financial resources that could be included are:
  - (a) Management of physical assets
  - (b) Information systems and processes.

## 15. Rating information<sup>1</sup>

This section contains information on Council's past and foreshadowed rating levels along with Council's rating structure and the impact of changes in property valuations. This section should be read in conjunction with Council's Rating Strategy which is available on Council's website.

### 15.1 Rating context<sup>2</sup>

In developing the Strategic Resource Plan (referred to in Section 14.), rates and charges were identified as an important source of revenue, accounting for 59.1% of the total revenue received by Council annually. Planning for future rate increases has therefore been an important component of the Strategic Resource Planning process. The level of required rates and charges has been considered in this context, with reference to Council's other sources of income and the planned expenditure on services and works to be undertaken for the Victorian community.

### 15.1 Future Rates and Charges<sup>3</sup>

The following table sets out future proposed increases in revenue from rates and charges and the total rates to be raised, based on the forecast financial position of Council as at 30 June 2017, and the forecast rate increase used for financial planning purposes

Year	General Rate Increase %	Municipal Charge Increase %	Garbage Charge Increase %	Recycling Charge Increase %	Total Rates Raised \$'000
2016/17	5.00	5.00	4.80	5.00	41,195
2017/18	2.00	2.00	3.90	5.30	43,457
2018/19	2.20	2.70	5.00	5.00	46,273
2019/20	2.80	2.80	3.50	3.50	48,725
2020/21	2.80	2.80	3.50	3.50	51,263

## 15.2 Rating structure<sup>4-7</sup>

Council has established a rating structure which is comprised of three key elements. These are:

- Property values, which form the central basis of rating under the Local Government Act 1989
- A 'user pays' component to reflect usage of certain services provided by Council
- A fixed municipal charge per property to cover some of the administrative costs of the Council.

Striking a proper balance between these elements provides equity in the distribution of the rate burden across residents.

Council makes a further distinction within the property value component of rates based on the purpose for which the property is used, that is, whether the property is used for residential or commercial purposes. This distinction is based on the concept that business should pay a fair and equitable contribution to rates, taking into account the benefits those commercial properties derive from the local community.

Having reviewed the various valuation bases for determining the property value component of rates, Council has determined to apply a Capital Improved Value (CIV) basis on the grounds that it provides the most equitable distribution of rates across the municipality. There are currently no plans to change that basis, but Council does review its rating structure every four years.

The existing rating structure comprises two differential rates (residential and commercial), and a rate concession for recreational land. These rates are structured in accordance with the requirements of Section 161 'Differential Rates' of the Act. Under the Cultural and Recreational Lands Act 1963, provision is made for a Council to levy the rate for recreational lands at "such amount as the municipal council thinks reasonable having regard to the services provided by the municipal council in relation to such lands and having regard to the benefit to the community derived from such recreational lands". The commercial rate is set at 175% of the residential rate and the rate concession for recreational land is set at 50% of the commercial rate. Council also levies a municipal charge, a kerbside collection charge and a recycling charge as allowed under the Act.

The following table summarises the rates to be determined for the 2017/18 year. A more detailed analysis of the rates to be raised is contained in Section 7 'Statutory Disclosures'.

Rate type	How applied	2016/17	2017/18	Total Raised \$000's	Change
Residential rates	Cents in \$ of CIV	0.248354	0.253422	22,875	3.9%
Commercial rates	Cents in \$ of CIV	0.434116	0.442976	4,160	1.3%
Industrial rates	Cents in \$ of CIV	0.434116	0.442976	3,605	1.3%
Municipal charge	\$ per property	\$105	\$107	6,111	3.0%
Kerbside collection charge	\$ per property	\$77	\$80	4,569	3.9%
Recycling charge	\$ per property	\$19	\$20	1,142	5.3%

Council has adopted a formal *Rating Strategy* that contains expanded information on Council's rating structure and the reasons behind its choices in applying the rating mechanisms it has used.

### Commentary – Rating information

#### Purpose of rating information

1. The purpose of the rating information section is to provide the reader with a summary of how the rating structure has been established and how the quantum of rate change (increase or decrease) has been determined. The amount of the increase in rates and charges is a key outcome for the majority of stakeholders and therefore this section is as much political as it is financial in its analysis of the rate change and its impact. The information should summarise key elements of the council's rating approach and include as a minimum, the following main sections:
  - (a) Rating context

## Commentary – Rating information

- (b) Current year rate increase
- (c) Rating structure.

Information provided in this section is not intended to be treated as a formal 'Rating Strategy' but rather a summary of the council's rating approach. The information however should be drawn from the council's adopted Rating Strategy where applicable.

### Rating context

2. This section sets out the longer term philosophy and framework within which the current year rate charge is set. It is important for the reader to see that the budgeted rate increase is part of the Long Term Financial Plan, which enables the Council Plan objectives to be achieved, while remaining financially sustainable. This section should highlight key contextual information regarding the council's rating approach. This section can be presented in three ways: looking forward, looking backward or a combination of both, depending on the message to be conveyed to the reader. The inclusion of comparative rating benchmarks of other like councils and/or neighbouring councils can also assist in the preparation of this section. The benchmarks can include both the change in the quantum of general rates to be raised and the rate (rate in the \$ of property value).

### Current year rates and charges

3. This section quantifies the amount of the change in rates and charges for the forthcoming year, and any significant factors which have had an influence. It should state how any increases will be applied in the current year, for example the funding of an accelerated roads program. This section should also attempt to put the changes in context with past and future changes in rates and charges, and reference these to decisions made in preparing the Strategic Resource Plan. In discussing the changes in the rates and charges, it is important to provide information about each rating element as each can be impacted by different pricing drivers and move independently of each other. For example the municipal charge is based on recovering a portion of council's administrative costs whereas the garbage charge is based on recovering the net cost of delivering the service.

### Fair Go Rates System

4. The Minister for Local Government issued a letter to all Mayors and Chief Executive Officers on 14 January 2015 in which she confirmed the Government's intention to cap rates from 2017/18. The government commissioned the Essential Services Commission (ESC) to conduct an inquiry and make recommendations on how best to design the Fair Go Rates System (FGRS) framework. The ESC's final report was tabled in Parliament on 30 September 2015 and can be viewed on the ESC website ([www.esc.vic.gov.au](http://www.esc.vic.gov.au)). The final report was tabled together with the government's response which can be viewed on the DELWP website ([www.delwp.vic.gov.au/fairgorates](http://www.delwp.vic.gov.au/fairgorates)).

Following this response and to establish the legislative framework for the FGRS the Local Government Amendment (Fair Go Rates) Bill 2015 was adopted by the Victorian Parliament on 26 November 2015. The Bill amends the *Local Government Act 1989* and the *Essential Services Commission Act 2001* to provide a mechanism to set a cap on the increases in rate revenue that can be levied by a Council in a financial year.

In December 2015 the ESC released a guide titled *The Fair Go Rates System – Guidance for Councils (2016-17)* intended to assist Victorian local councils in meeting their obligations under the FGRS. The document can be viewed on the ESC website ([www.esc.vic.gov.au](http://www.esc.vic.gov.au)) and covers relevant timelines, reporting requirements and the process for applying for a higher cap.

On 22 December 2015 the Minister for Local Government announced that Victorian council rate rises would be capped to 2.5% for 2016-17.

Under the FGRS legislative framework a proposed budget includes a budget that is prepared on the basis of the application of an average rate cap fixed by general Order (2.5% in 2016-17) or a proposed higher cap subject to an application to the ESC. A proposed budget also includes a budget that is prepared on the basis of both the application of an average rate cap fixed by general Order (2.5% in 2016-17) and a proposed higher cap subject to an application to the ESC.

The Victorian City Council Model Budget 2016-17 illustrates a budget prepared only on the basis of the application of the average rate cap (2.5%) and assumes no application for a higher cap. A council making application to the ESC for a higher cap in 2016-17 will need to prepare either a budget based on their proposed higher cap or a budget prepared on the basis of both their proposed higher cap and the average rate cap (2.5%) as set out above.

## Commentary – Rating information

A council making application to the ESC for a higher cap in 2016-17 must ensure their budget contains a statement:

- That the council intends to apply for a special Order to increase the Council's average rate cap for the financial year under section 185E of the *Local Government Act 1989*; or
- That the council has made an application to the Essential Services Commission for a special Order under section 185E of the *Local Government Act 1989* and is waiting for the outcome of the application; or
- That a special Order has been made in respect of the Council and a higher cap applies for the financial year.

## Rating structure

5. This section sets out the structure of the rate, including the basis upon which it will be levied – Site Value (SV), Capital Improved Value (CIV) or Net Annual Value (NAV), whether there is a rating differential and details of other charges such as municipal or recycling charges that will be levied. The rate should be broken down into its component parts (note each rating category in the municipality) and each quantified in financial terms per unit of base and change between years.

Note that the difference between the sum of the table in Section 15.3 and the Total Rates raised in Section 15.2 is supplementary rates.

6. The Regulations also require certain information about the rates and charges to be raised. An example of this and other statutory disclosures is shown in Section 7.
7. Information on the rating structure presented in the budget report should be drawn from the Council's Rating Strategy. In considering the contents of the Rating Strategy, reference can be made to *Revenue and Rating Strategy Better Practice Guide*, issued in 2014 by LGV and found at [www.dtpli.vic.gov.au/local-government/publications-and-research/planning-and-reporting](http://www.dtpli.vic.gov.au/local-government/publications-and-research/planning-and-reporting). In addition, the Victorian Auditor-General issued a performance audit report on *Rating Practices in Local Government* in February 2013 which includes information relevant to rating strategies.
8. LGV published *The Ministerial Guidelines for Differential Rating* in April 2013. This followed a 2012 amendment to the *Local Government Act 1989* empowering the Minister for Local Government to set guidelines for the application of differential rates and to prevent councils from applying differential rates that are inconsistent with those guidelines. Councils should consider their application of differential rates and associated disclosures in the budget report in light of the guidelines. The Ministerial Guidelines and Explanatory Note can be found at: [www.dtpli.vic.gov.au/local-government/publications-and-research/planning-and-reporting](http://www.dtpli.vic.gov.au/local-government/publications-and-research/planning-and-reporting)

## Alternate disclosure for general revaluation of properties

9. It is a requirement of the *Valuations of Land Act 1960*, that all rateable properties within a municipality be revalued every two years. At the time of each general revaluation it will be necessary to determine the effects of any movements in property values on the total rate to be raised and accordingly the rate per each dollar of Capital Improved Value (CIV). The outcome of the general revaluation and its impact on property values, property rates and the rate (rate in the \$ of property valuation) should be outlined in the rating strategy in the revaluation year and a summary provided in this section.
10. An example of such additional disclosure in a general revaluation year is shown in Section 15.4 'General Revaluation of Properties'. This Guide recommends that the disclosures in Section 15.4 be included in the budget year following a general revaluation of properties taking place.

## 16. Summary of other strategies<sup>1</sup>

This section sets out summaries of the strategies that have been developed and incorporated into the Strategic Resource Plan including borrowings, infrastructure and service delivery.

### 16.1 Borrowings<sup>2-5</sup>

In developing the Strategic Resource Plan (SRP) (see Section 14), borrowings was identified as an important funding source for capital works programs. In the past, Council has borrowed strongly to finance large infrastructure projects and since then has been in a phase of debt reduction. This has resulted in a reduction in debt servicing costs, but has meant that cash and investment reserves have been used as an alternate funding source to maintain robust capital works programs. With Council reserves now forecast to be \$13.10 million at 30 June 2017, followed by a significant reduction in 2017/18 to complete current infrastructure works in progress, it has been necessary to reconsider the issue of borrowings.

The SRP includes the results of an analysis of Council's debt position against both State averages and large council averages over a number of different indicators. It also shows the results of the 'obligations' indicators that are part of the prescribed financial reporting indicators. The outcome of the analysis highlighted that a debt of \$8.00 million could be comfortably accommodated. Council has set a target goal of reaching \$4.00 million by 2017/18 to allow spare debt capacity for future major projects.

For the 2017/18 year, Council has decided not to take out any new borrowings to fund the capital works program and therefore, after making loan repayments of \$1.47 million, will reduce its total borrowings to \$4.89 million as at 30 June 2018. However, it is likely that in future years, borrowings will be required to fund future infrastructure initiatives. The following table sets out future proposed borrowings, based on the forecast financial position of Council as at 30 June 2017.

Year	New Borrowings \$'000	Principal Paid \$'000	Interest Paid \$'000	Balance 30 June \$'000
2016/17	0	1,161	380	6,048
2017/18	0	1,161	312	4,887
2017/18	0	1,161	247	3,726
2018/19	2,000	1,161	410	4,565
2019/20	0	1,290	340	3,275

The table below shows information on borrowings specifically required by the Regulations.

	2016/17 \$'000	2017/18 \$'000
Total amount borrowed as at 30 June of the prior year	7,209	6,048
Total amount proposed to be borrowed	0	0
Total amount projected to be redeemed	(1,161)	(1,161)
Total amount of borrowings as at 30 June	6,048	4,887

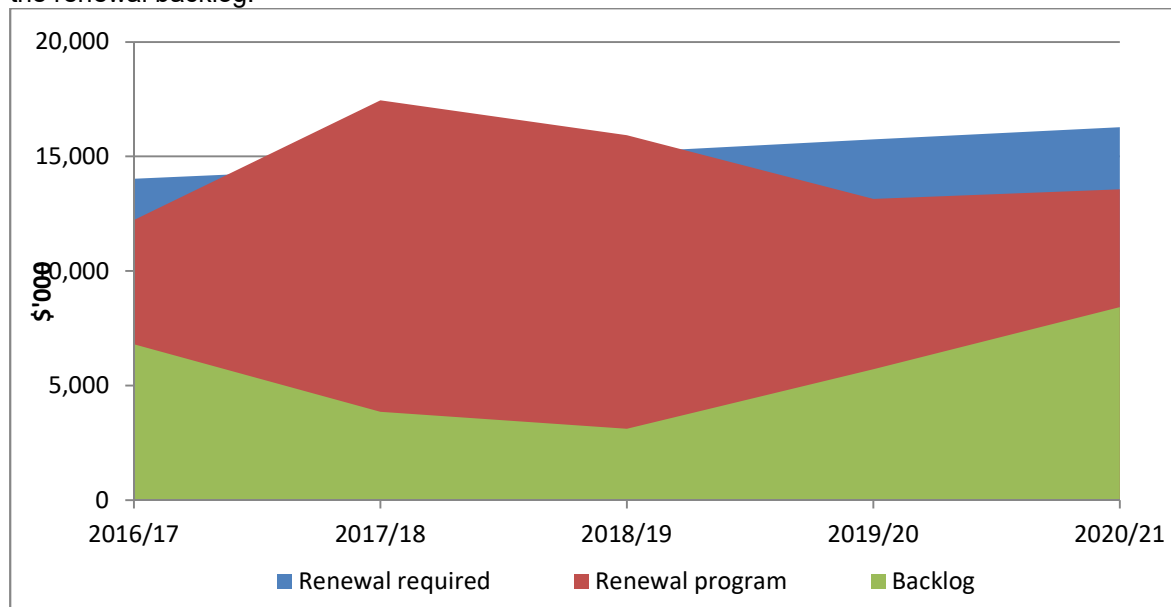
## 16.2 Infrastructure<sup>6-13</sup>

The Council has developed an Infrastructure Strategy based on the knowledge provided by various Asset Management Plans, which sets out the capital expenditure requirements of Council for the next 10 years by class of asset, and is a key input to the SRP. It predicts infrastructure consumption, renewal needs and considers infrastructure needs to meet future community service expectations. The Strategy has been developed through a rigorous process of consultation and evaluation. The key aspects of the process are as follows:

- Long term capital planning process which integrates with the Council Plan, Strategic Resource Plan and Annual Budget processes
- Identification of capital projects through the preparation of asset management plans
- Prioritisation of capital projects within classes on the basis of evaluation criteria
- Methodology for allocating annual funding to classes of capital projects
- Business Case template for officers to document capital project submissions.

A key objective of the Infrastructure Strategy is to maintain or renew Council's existing assets at desired condition levels. If sufficient funds are not allocated to asset renewal then Council's investment in those assets will reduce, along with the capacity to deliver services to the community.

The graph below sets out the required and actual asset renewal over the life of the current SRP and the renewal backlog.



At present, Council is similar to most municipalities in that it is presently unable to fully fund asset renewal requirements identified in the Infrastructure Strategy. While the Infrastructure Strategy is endeavouring to provide a sufficient level of annual funding to meet ongoing asset renewal needs, the above graph indicates that in later years the required asset renewal is not being addressed creating an asset renewal gap and increasing the level of backlog. Backlog is the renewal works that Council has not been able to fund over the past years and is equivalent to the accumulated asset renewal gap. In the above graph the backlog at the beginning of the five year period was \$5.00 million and \$8.42 million at the end of the period.

In updating the Infrastructure Strategy for the 2017/18 year, the following influences have had a significant impact:

- Reduction in the amount of cash and investment reserves to fund future capital expenditure programs
- Environmental issues at the Victoria Park Lake resulting in the bringing forward of future planned expenditure
- Availability of significant Federal funding for upgrade of roads
- Decision by the Victorian State Government to award Council with construction of a Velodrome and Lawn Bowls Centre within its municipality

- The enactment of the *Road Management Act 2004* removing the defence of non-feasance on major assets such as roads
- New building regulations requiring all Child Care Centres to immediately upgrade to ensure compliance.

The following table summarises Council's forward outlook on capital expenditure including funding sources for the next four years.

Summary of funding sources					
Year	Total Capital Program \$'000	Grants \$'000	Contributions \$'000	Council Cash \$'000	Borrowings \$'000
2016/17	22,617	2,903	0	19,714	0
2017/18	30,717	6,277	0	24,440	0
2017/18	23,242	9,407	0	13,835	0
2018/19	18,530	1,694	0	14,836	2,000
2019/20	17,349	1,367	0	15,982	0

In addition to using cash generated from its annual operations, borrowings and external contributions such as government grants, Council has significant cash or investment reserves that are also used to fund a variety of capital projects. These reserves are either 'statutory' or 'discretionary' cash reserves. Statutory reserves relate to cash and investments held by Council that must be expended on a specific purpose as directed by legislation or a funding body, and include contributions to car parking, drainage and public resort and recreation. Discretionary cash reserves relate to those cash and investment balances that have been set aside by Council and can be used at Council's discretion, even though they may be earmarked for a specific purpose.

### 16.3 Service delivery<sup>14-17</sup>

The key objectives in Council's Strategic Resource Plan (referred to in Section 14.) which directly impact the future service delivery strategy are to maintain existing service levels and to achieve a breakeven operating result within five to six years. The Rating Information (see Section 15.) also refers to modest rate increases into the future. With these key objectives as a basis, a number of internal and external influences have been identified through discussions with management which will have a significant impact on the scope and level of services to be provided over the next four years.

The general influences affecting all operating revenue and expenditure include the following:

	2017/2018	2018/2019	2019/2020	2020/2021
	%	%	%	%
Consumer Price Index	2.00	2.25	2.25	2.50
Average Weekly Earnings	3.66	3.75	3.75	3.75
Engineering Construction Index	0.47	2.00	2.00	2.00
Non-residential Building Index	0.15	2.00	2.00	2.00
Rate increases	2.00	2.70	2.80	2.80
Property growth	1.00	1.00	1.00	0.60
Wages growth	4.50	3.50	3.50	3.50
Government funding	2.00	2.00	2.00	2.00
Statutory fees	2.00	2.00	2.00	2.00
Investment return	3.00	3.00	3.00	3.00

As well as the general influences, there are also a number of specific influences which relate directly to service areas or activities. The most significant changes in these areas are summarised below.

### Transfer Station

Waste tipping fees for inert waste are expected to rise further as the State Government has increased the levy payable upon disposal of waste at landfill. Following increases of \$53.33 per tonne since 2008/09, the fee will rise a further \$1.24 per tonne (2.3%) in 2017/18. The financial impact will be to increase tipping fee costs at the Transfer Station from \$0.36 million in 2016/17 to \$0.46 million in 2017/18. The pricing structure currently in place for Transfer Station users will be adjusted to absorb all future cost increases.

### Residential Garbage Collection

Waste tipping charges associated with the disposal of residential garbage and also growth in the number of tenements (1,000 pa over the five year period) are expected to result in an increase of \$0.03 million per annum excluding CPI. The increased landfill levy will also increase the cost of residential garbage disposal by \$0.18 million in the 2017/18 financial year.

### Kerbside Collection

The contract for collection of recyclable waste expires on 1 July 2017. It is expected that the cost of this service will increase from \$1.20 million to \$1.40 million following re-tender in 2016/17. Future increases have been set at CPI.

### Aged and Disability Services

Government funding for aged and disability services is expected to increase by approximately \$0.14 million from 2016/17. This includes General Home Care, Personal Care, Respite Care and Meals.

### Valuation Services

The Council is required to revalue all properties within the municipality every two years. The last general revaluation was carried out as at 1 January 2016 effective for the 2017/18 year and the next revaluation will be undertaken as at 1 January 2018. An allowance of \$0.08 million has been made every two years commencing in 2017/18 to meet the additional cost of resources to complete the revaluation process.

### Animal Control

The contract for the provision of animal control services has ended and is currently being renegotiated. It is expected that the cost of this service will rise from \$0.36 million to \$0.40 million per annum. This will be offset by predicted increases in registration fees of 5% above CPI or \$0.02 million per annum in 2017/18 and 2018/19.

The service delivery outcomes measured in financial terms are shown in the following table.

Year	Surplus (Deficit) for the year \$'000	Adjusted Underlying Surplus (Deficit) \$'000	Net Service (Cost) \$'000
2016/17	(1,922)	(4,676)	(39,369)
2017/18	1,045	(4,453)	(42,604)
2018/19	5,398	(4,927)	(43,233)
2019/20	(1,754)	(2,124)	(44,451)
2020/21	(1,570)	(1,920)	(46,151)

Service levels have been maintained throughout the four year period with operating surpluses forecast in years 2017/18 and 2017/18 as a result of significant capital grant revenue being received to fund the annual capital works program. Years 2018/19 to 2019/20 forecast reducing operating deficits with a view to almost breaking even by 2019/20. Excluding the effects of items such as capital contributions, the adjusted underlying result is a reducing deficit over the four year period. The net cost of the services provided to the community increases from \$41.97 million to \$46.15 million over the four year period.

## **Commentary – Summary of other strategies**

### **Purpose of summary of other strategies**

1. The purpose of this section is to provide the reader with a summary of the other strategies that have been developed in order to prepare the SRP. It should include as a minimum, the following main sections (there may be others that councils wish to add and tailor for their circumstances):
  - (a) Borrowings
  - (b) Infrastructure
  - (c) Service delivery.

### **Borrowings**

2. The purpose of the borrowing strategy section is to provide the reader with a longer term view of the borrowing requirements of Council and the level of borrowings that is sustainable. It should also outline the budgeted borrowing movements for the forthcoming year including both new borrowings and repayment of existing borrowings. It is important for the reader to see that any change in borrowing levels is part of the Strategic Resource Plan, which aims to achieve the Council Plan objectives while remaining financially sustainable. This section should set out Council's policy on borrowings, including whether Council aims to be debt free by a certain date, or whether its policy is to fund particular projects through borrowings, so that costs are met by users or beneficiaries of the project. This section can be presented in three ways: looking forward, looking backward or a combination of both, depending on the message to be conveyed to the reader.
3. In considering its borrowing strategy, councils must be mindful of the principles of sound financial management set out in Section 136 of the Act. These principles state that councils must:
  - manage financial risks prudently, having regard to economic circumstances
  - pursue spending and rating policies that are consistent with a reasonable degree of stability in the level of the rates burden
  - ensure that decisions are made and actions are taken having regard to their financial effects on future generations
  - ensure full, accurate and timely disclosure of financial information relating to the council.

The Victorian Auditor General considers indebtedness as one of its financial sustainability indicators for councils, calculated as non-current liabilities / own-sourced revenue. A calculation < 40% results in a low risk rating, 40-60% equates to a medium risk, and >60% is considered a high risk.

Councils intending to undertake additional borrowings need to give regard to their own particular circumstances and the requirements of the Act, including compliance with the principles of sound financial management. Councils would also be well served by giving consideration to measures such as the financial sustainability indicators and prudential ratios.
4. A summary of the movements in borrowings (new borrowings, loan principal to be repaid, loan interest to be repaid, loan balance at end of period) should be included in the forthcoming year and at least four years future. The purpose of disclosure is to show in financial terms the long term strategy for borrowings and how the forthcoming borrowing program fits within that framework. This should be linked to the investment section of the cash flow statement that forms part of the Strategic Resource Plan.
5. Regulation 10(1)(g) to (i) requires the disclosure of certain information pertaining to borrowings including the total amount borrowed as at 30 June of the financial year compared with the previous financial year, the total amount to be borrowed for the year (other than borrowings to refinance existing loans) compared with the previous financial year, and the total amount projected to be redeemed during the financial year compared with the previous financial year. In the case of a revised budget, disclosure is required of any additional amount to be borrowed compared with the budget or the most recent revised budget as applicable.

### **Infrastructure**

6. The purpose of the infrastructure strategy section is to provide the reader with a longer term view of the capital requirements of the council and the level of capital works that is sustainable.
7. This section should include an explanation of the purpose of the strategy, the manner in which it was developed and the timeframe under which the strategy is to operate. As a minimum the strategy should show a five year horizon but a 10 year horizon is encouraged. It should also include a discussion of the objectives and the consequences of failing to achieve the strategy.
8. This section should also contain an overview of the process used by council to develop the capital works program in the forthcoming year and for future years. The LGV guidance document issued in 2006 - the 'Local Government Asset Investment Guidelines' - provides an appropriate framework and can be found at: [www.dtpli.vic.gov.au/local-government/publications-and-research/infrastructure-land-and-asset-](http://www.dtpli.vic.gov.au/local-government/publications-and-research/infrastructure-land-and-asset-)

### **Commentary – Summary of other strategies**

management. These guidelines are aimed at assisting councils to appropriately evaluate the key aspects of capital expenditure opportunities, prepare business cases and to prioritise them for consideration by the council and inclusion in capital work programs.

9. The Municipal Association of Victoria (MAV) introduced the 'Step Program' which encourages councils to develop asset management plans for all assets it owns or controls. The purpose of the program is to identify the future capital expenditure or asset renewal requirements for each asset to ensure they reach their planned useful lives. Asset management plans will also assist in determining the backlog (if any) for each asset, and is therefore an integral part to developing a long term infrastructure strategy.
10. This section should set out the key matters which have influenced the setting of the budgeted capital works program for the forthcoming year, including matters impacting on funding sources such as the availability of external grants and contributions, or the state of cash and investment reserves. It will also include matters which have impacted on the capital works projects to be carried out such as incomplete projects from the current year, significant overruns and savings, or unforeseen events such as collapsed drains or new building regulation requirements.
11. A summary of the value of the capital works program for the forthcoming year and future years (at least four) should be included. Its purpose is to show in financial terms the long-term strategy for capital works and how the forthcoming capital works program fits within that framework. This section should link directly to Section 12. Analysis of Capital Budget.
12. This section should also set out the funding sources, including cash and investments established by council for the future replacement of assets. This should be linked to the investment section of the cash flow statement that forms part of the Strategic Resource Plan.
13. Councils have traditionally maintained equity reserves to represent and monitor cash set aside for the future replacement of assets and other purposes as a method of longer term planning. By earmarking cash and investments for a future purpose and reflecting this action in their annual budgets councils have been reluctant to use these funds for other purposes. With the introduction of longer term planning models such as three-way budgeting, which allows future requirements to be documented and planned financially, the need for these equity reserves has diminished. As councils become more adept at using long term financial planning techniques the need for the maintenance of reserves will be reduced to cash assets set aside for statutory purposes only.

### **Service delivery**

14. The purpose of the service delivery infrastructure strategy section is to provide the reader with a longer term view of the operational requirements of the council, and the scope and level of services that are financially sustainable.
15. This section should include an explanation of the purpose of the strategy, the manner in which it was developed and the timeframe under which the strategy is to operate. As a minimum the strategy should aim for a four year horizon. It should also include a discussion of the objectives and the consequences of failing to achieve the strategy.
16. It should set out the key influences (both internal and external), which will impact on the setting of the operational budget over the next four years. Consideration should be given to both global influences such as CPI, and more specific influences at the service or activity level.
17. It should also set out in summary form the financial outcomes of the service delivery strategy. Both the net surplus/(deficit), adjusted underlying result and net service cost should be considered.

## **Appendix A**

### **Fees and charges schedule<sup>1</sup>**

This appendix presents the fees and charges of a statutory and non-statutory nature which will be charged in respect to various goods and services provided during the 2017/18 year.

#### **Commentary – Fees and charges schedule**

##### **Disclosure**

1. The disclosure of fees and charges to be levied for various goods and services provided during the year is optional and is not required by legislation. However, it is common practice for councils to include such a schedule in the budget report.

## Appendix B

### Budget processes <sup>1-6</sup>

This section lists the budget processes to be undertaken in order to adopt the Budget in accordance with the *Local Government Act 1989* (the Act) and *Local Government (Planning and Reporting) Regulations 2014* (the Regulations).

Under the Act, Council is required to prepare and adopt an annual budget for each financial year. The budget is required to include certain information about the rates and charges that Council intends to levy as well as a range of other information required by the Regulations which support the Act.

The 2017/18 budget, which is included in this report, is for the year 1 July 2017 to 30 June 2018 and is prepared in accordance with the Act and Regulations. The budget includes financial statements being a Comprehensive Income Statement, Balance Sheet, Statement of Changes in Equity, Statement of Cash Flows and Statement of Capital Works. These statements have been prepared for the year ending 30 June 2018 in accordance with the Act and Regulations, and consistent with the annual financial statements which are prepared in accordance with Australian Accounting Standards and the Local Government Model Accounts. The budget also includes information about the rates and charges to be levied, the capital works program to be undertaken, the human resources required, and other financial information Council requires in order to make an informed decision about the adoption of the budget.

A 'proposed' budget is prepared in accordance with the Act and submitted to Council in May for approval 'in principle'. Council is then required to give 'public notice' that it intends to 'adopt' the budget. It must give 28 days notice of its intention to adopt the proposed budget and make the budget available for inspection at its offices and on its web site. A person has a right to make a submission on any proposal contained in the budget and any submission must be considered before adoption of the budget by Council.

With the introduction of the State Governments Rate Capping legislation in 2015 Councils are now unable to determine the level of rate increase and instead must use a maximum rate increase determined by the Minister for Local Government which is announced in December for application in the following financial year.

If a Council wishes to seek a rate increase above the maximum allowable it must submit a rate variation submission to the Essential Services Commission (ESC). The ESC will determine whether the rate increase variation submission has been successful by 31 May. In many cases this will require Councils to undertake 'public notice' on two separate proposed budgets simultaneously, i.e. the Ministers maximum rate increase and the Council's required rate increase.

The final step is for Council to adopt the budget after receiving and considering any submissions from interested parties. The budget is required to be adopted by 30 June and a copy submitted to the Minister within 28 days after adoption. The key dates for the budget process are summarised below:

Budget process	Timing
1. Minister of Local Government announces maximum rate increase	Dec
2. Officers update Council's long term financial projections	
3. Council to advise ESC if it intends to make a rate variation submission	Jan/Feb
4. Council submits formal rate variation submission to ESC	Mar
5. Proposed budget(s) submitted to Council for approval to advertise	Apr/May
6. ESC advises whether rate variation submission is successful	May
7. Public notice advising intention to adopt budget	May
8. Budget available for public inspection and comment	May
9. Public submission process undertaken	May/June
10. Submissions period closes (28 days)	Jun
11. Submissions considered by Council/Committee	Jun

12. Budget and submissions presented to Council for adoption	Jun
13. Copy of adopted budget submitted to the Minister	Jul
14. Revised budget where a material change has arisen	

## Commentary – Budget processes

### Purpose of budget processes

1. This section lists the budget and related processes to be undertaken in order to adopt the Budget in accordance with the Act and Regulations. The relevant legislative references are detailed below.

Action	Proposed Timing	Notes	Act & Regulations
1. Average rate Cap	Dec	The capped average rate in respect of a specified financial year must not exceed the base average rate by more than the average rate cap specified.	Act Sec 185D
2. Council Plan	Dec	Commence the preparation / review of 4 year Council Plan. The Act requires a Council to prepare and approve a Council Plan within 6 months after a general election or by the next 30 June, whichever is later. At least once in each financial year, a Council must consider whether the Council Plan requires any adjustment in respect of its remaining period. Best practice would see this review taking place in time to guide the budget preparation.	Act Sec 125
3. Strategic Resource Plan	Dec/Jan	Commence the preparation / review of 4 year Strategic Resource Plan (SRP). The SRP forms part of the Council Plan. It must be reviewed during the preparation of the Council Plan and adopted by 30 June each year. The SRP includes financial statements, prepared based on a Council's long term financial plan, and a statement of human resources.	Act Sec 126
4. Council may apply for a higher cap	Jan	Notify ESC of intention to apply for a higher cap	ESC guidelines
5. Higher cap application	March	A Council may apply to the ESC for a Special order specifying a higher cap for one or more financial years up to a maximum of 4 years.	Act Sec 185E
5.1. A proposed higher cap for each financial year.			
5.2. The reasons for which Council seeks a higher cap			
5.3. How the views of ratepayers and the community have been taken into account			
5.4. How the higher cap is an efficient use of Council resources and represents value for money.			
5.5. Consideration given to reprioritising expenditure and alternative funding options and why these are not adequate.			

5.6	The assumptions and proposals are consistent with Councils Long Term Financial Strategy.			
6	Preparation of Budget	Jan - April	Develop Operating and Capital budgets reflected in the financial statements.	Act Sec 127
6.1.	Base Average Rate			Act Sec 185B
6.2	Capped Average Rate		Budgeted rate revenue must comply with this calculation	Act Sec 185C
7.	Budget(s) submitted to Council for approval including:	May	Includes establishment of a submission panel of the Council or a committee of the Council to hear submissions to the budget. Items 4.1 – 4.32 are required to comply with the Regulations. Refer also Appendix C commentary.	Act Secs 127, 158 & 161-162.
7.1	Financial statements (income statement, balance sheet, changes in equity, cash flows and capital works) in the form set out in the Local Government Model Financial Report			Regulation Part 3 (Regs 9-10)
7.2	Services and initiatives to be funded in the budget			
7.3	Statement as to how the services and initiatives will contribute to achieving the strategic objectives specified in the Council Plan			
7.4	Major initiatives, being initiatives identified by the Council as priorities, to be undertaken during the financial year			
7.5	For services to be funded in the budget, the prescribed indicators of service performance that are required to be reported against in the performance statement, and the prescribed measures relating to those indicators			
7.6	Details of the rates to be declared			
7.7	Details of differential rates			
7.8	A detailed list of capital works expenditure in relation to non-current assets classified in accordance with the model statement of capital works in the Local Government Model Financial Report, and set out according to asset expenditure type			
7.9	A summary of funding sources in relation to the capital works expenditure, classified separately as to grants, contributions, Council cash and borrowings			
7.10	A statement of human resources			
7.11	A summary of human resources expenditure and of the number of full time equivalent Council staff referred to in the statement of human resources, categorised according to the organisational structure of the Council and classified separately as to permanent full time and permanent part time			

7.12	A list of grants by type and source, classified as recurrent grants to be used to fund operating expenditure and capital expenditure, and non-recurrent grants to be used to fund operating and capital expenditure
7.13	Total amount borrowed as at 30 June of the financial year compared with the previous financial year
7.14	Total amount to be borrowed during the financial year compared with the previous financial year
7.15	Total amount expected to be redeemed during the financial year compared with the previous financial year
7.16	Rate in the dollar for each type or class of land
7.17	Percentage change in the rate in the dollar for each class or type of land compared with the previous financial year
7.18	Estimated amount to be raised by general rates in relation to each type of class of land compared with the previous financial year
4719	Estimated total amount to be raised by general rates compared with the previous financial year
7.20	Number of assessments for each class or type of land compared with the previous financial year
7.21	Total number of assessments compared with the previous financial year
7.22	Basis of valuation to be used
7.23	Estimated value of each type or class of land compared with the previous financial year
7.24	Estimated total value of land rated compared with the previous financial year
7.25	Municipal charge compared with the previous financial year
7.26	Percentage change in the municipal charge compared with the previous financial year
7.27	Estimated amount to be raised by municipal charges compared with the previous financial year
7.28	Rate or unit amount to be levied for each type of service rate or charge compared with the previous financial year
7.29	Percentage change for each type of service rate or charge compared with the previous financial year
7.30	Estimated amount to be raised by each type of service rate or charge compared with the previous financial year

7.31	Estimated total amount to be raised by service rates and charges compared with the previous financial year				
7.32	Estimated total amount to be raised by all rates and charges compared with the previous financial year				
7.33	Any significant changes that may affect the estimated amounts referred to in Regulation 10(2)				
8.	Public Notice advising intention to adopt budget including:	May		Public Notice is required as soon as practicable after budget has been prepared. The Public Notice is required to include the matters outlined in the Regulations.	Act Sec 129, Regulations Part 3 (Reg 11)
8.1	Council meeting date to adopt budget				
8.2	In the case of a revised budget, a summary of reasons for the preparation of the revised budget				
9.	Budget(s) available for public inspection and comment	May		The Budget must be available for public inspection at its premises and internet website for at least 28 days after publication of the public notice. Public submissions can be received during this time.	Act Sec 222, 223
10.	Submissions period closes and consideration by Panel of Council/Committee	June		Council must consider submissions received from the public before adopting the budget. This is generally done by Council or a Committee of Council. Persons making a submission can request to be heard.	Act Sec 223
11.	Budget and submissions presented to Council for adoption	June		The Annual Budget must be adopted by 30 June to enable programs and capital works to commence in the new financial year.	Act Sec 130
12.	Current budget to be published on the internet website	June/July		The adopted budget must be published on the internet website as soon as practicable after being adopted by Council	Act Sec 82A
13.	Copy of the budget or revised budget must be available for public inspection	June		The adopted budget must be available for public inspection at the Council office and any district offices	Act Sec 130
14.	Copy of the adopted budget submitted to the Minister	July		A copy of the budget must be submitted to the Minister within 28 days after adoption.	Act Sec 130
15.	Prepare a revised budget where a circumstance has arisen resulting in a material change to the budget which affects the financial operations and position of the Council	September - June		<p>In the case of a revised budget the Regulations require the information in Regulation 10(2) to be compared with the original budget, rather than the previous financial year.</p> <p>A summary of the reasons for the preparation of the revised budget is required to be included on the Public Notice.</p> <p>A copy of the revised budget is to be submitted to the Minister within 28 days after adoption.</p>	Act Secs 128, 129 & 130 Regulation Part 3 (Regs 9-11)

#### Community engagement

- To ensure that the community understands the implications of the proposed budget and is able to make an informed decision about its contents it is recommended that the Council undertake an engagement process.

This could include public information sessions, focus groups, or other engagement techniques. It is considered inadequate to simply make the budget available at the Council's premises or on its web site.

#### **Timing of budget processes**

3. The proposed timing of the budget processes shown in this section are considered to be best practice. Budget adoption in accordance with the Act and Regulations must be by 30 June. A copy of the budget must be submitted to the Minister within 28 days after adoption.

#### **Revised budget**

4. Councils are required under Section 128 of the Act to prepare a revised budget if circumstances arise which cause a material change in the budget and which affects the financial operations and position of the Council. A revised budget will be required, for example, where a Council wishes to borrow money but has not included the proposed borrowings within the original budget. Normal variances from original budget expectations will not trigger the need for a revised budget, but can be managed internally through a process of re-forecasting. Councils are accountable for reporting against the most recent budget within the Financial Statements as part of the Annual Report. A copy of the revised budget must be sent to the Minister within 28 days after adoption.

#### **Conflict of interest**

5. The Act contains requirements governing conflicts of interest. There are a number of factors which give rise to Councillors having either a direct or indirect conflict of interest. As one example, a Councillor has a conflict where there is a reasonable likelihood that the residential amenity of a Councillor or a councillor's relative will be directly affected if a matter is decided in a particular way. Councillors with a conflict of interest are required to declare the conflict and absent themselves from any discussion on the matter in question. This requirement applies to both Council meetings and Councillor briefings, which are an Assembly of Councillors under the Act. Local Government Victoria (LGV) has issued a detailed guide accessible at [www.localgovernment.vic.gov.au](http://www.localgovernment.vic.gov.au) that provides details on the conflict of interest provisions of the Act.
6. The conflict of interest changes may impact on the way in which the budget is discussed and adopted by Council. For example, there may be a number of Councillors with conflicts arising from individual capital works projects that affect their residential amenity. Council officers will need to consider how the proposed budget will be discussed with Councillors and presented for adoption to address potential conflicts of interest. Council officers should seek advice to ensure an appropriate approach is taken for their own circumstances to ensure compliance with the relevant legislative requirements.

**End of Victorian City Council Budget Report**

## Glossary

Term	Definition
Act	Local Government Act 1989
Accounting Standards	Australian accounting standards are set by the Australian Accounting Standards Board (AASB) and have the force of law for Corporations law entities under s 296 of the <i>Corporations Act 2001</i> . They must also be applied to all other general purpose financial reports of reporting entities in the public and private sectors.
Adjusted underlying revenue	<p>The adjusted underlying revenue means total income other than non-recurrent grants used to fund capital expenditure, non-monetary asset contributions, and contributions to fund capital expenditure from sources other than grants and non-monetary contributions.</p> <p>Local Government (Planning and Reporting) Regulations 2014 - Schedule 3</p>
Adjusted underlying surplus (or deficit)	<p>The adjusted underlying surplus (or deficit) means adjusted underlying revenue less total expenditure. It is a measure of financial sustainability of the Council which can be masked in the net surplus (or deficit) by capital-related items.</p> <p>Local Government (Planning and Reporting) Regulations 2014 - Schedule 3</p>
Annual budget	Plan under Section 127 of the Act setting out the services to be provided and initiatives to be undertaken over the next 12 months and the funding and other resources required.
Annual report	The annual report prepared by Council under sections 131, 132 and 133 of the Act. The annual report to the community contains a report of operations and audited financial and performance statements.
Annual reporting requirements	Annual reporting requirements include the financial reporting requirements of the Act, Accounting Standards and other mandatory professional reporting requirements.
Asset expansion expenditure	<p>Expenditure that extends the capacity of an existing asset to provide benefits to new users at the same standard as is provided to existing beneficiaries</p> <p>Local Government (Planning and Reporting) Regulations 2014 – Regulation 5</p>
Asset renewal expenditure	<p>Expenditure on an existing asset or on replacing an existing asset that returns the service capability of the asset to its original capability.</p> <p>Local Government (Planning and Reporting) Regulations 2014 – Regulation 5</p>
Asset upgrade expenditure	<p>Expenditure that:</p> <ul style="list-style-type: none"> <li>(a) enhances an existing asset to provide a higher level of service; or</li> <li>(b) increases the life of the asset beyond its original life.</li> </ul> <p>Local Government (Planning and Reporting) Regulations 2014 – Regulation 5</p>

## Glossary

Term	Definition
Borrowing strategy	A borrowing strategy is the process by which the Council's current external funding requirements can be identified, existing funding arrangements managed and future requirements monitored.
Balance sheet	<p>The balance sheet shows the expected net current asset, net non-current asset and net asset positions in the forthcoming year compared to the forecast actual in the current year.</p> <p>The balance sheet should be prepared in accordance with the requirements of AASB 101 - Presentation of Financial Statements and the Local Government Model Financial Report.</p>
Comprehensive income statement	The comprehensive income statement shows the expected operating result in the forthcoming year compared to the forecast actual result in the current year. The income statement should be prepared in accordance with the requirements of AASB101 Presentation of Financial Statements and the Local Government Model Financial Report.
Financial Statements	<p>Section(s) 126(2)(a), 127(2)(a) and / or 131(1)(b) of the Act require the following documents to include financial statements:</p> <ul style="list-style-type: none"> <li>-Strategic resource plan</li> <li>-Budget</li> <li>-Annual report</li> </ul> <p>The financial statements to be included in the Budget include:</p> <ul style="list-style-type: none"> <li>- Comprehensive Income Statement</li> <li>- Balance Sheet</li> <li>- Statement of Changes in Equity</li> <li>- Statement of Cash Flows</li> <li>- Statement of Capital Works</li> </ul> <p>The financial statements must be in the form set out in the Local Government Model Financial Report.</p>
Statement of capital works	<p>The statement of capital works shows the expected internal and external funding for capital works expenditure and the total proposed capital works expenditure for the forthcoming year with a comparison with forecast actual for the current year. The statement of capital works should be prepared in accordance with Regulation 9.</p> <p>Local Government (Planning and Reporting) Regulations 2014 – Regulation 9</p>
Statement of cash flows	The statement of cash flows shows the expected net cash inflows and outflows in the forthcoming year in the form of reconciliation between opening and closing balances of total cash and investments for the year. Comparison is made to the current year's expected inflows and outflows. The cash flow statement should be prepared in accordance with the requirements of AASB 107 Statement of Cash Flows and the Local Government Model Financial Report.
Statement of changes in equity	The statement of changes in equity shows the expected movement in Accumulated Surplus and reserves for the year. The statement of changes in equity should be prepared in accordance with the requirements of AASB 101 - Presentation of Financial Statements and the Local Government Model Financial Report.

## Glossary

Term	Definition
Budget preparation requirement	<p>Under the Act, a Council is required to prepare and adopt an annual budget by 30 June each year.</p> <p>The Local Government Amendment (Performance Reporting and Accountability) Bill 2013 amends the date the budget must be adopted to 30 June each year – refer section 11(1) of the Bill. This amends section 130 (3) of the Act</p>
Capital expenditure	Capital expenditure is relatively large (material) expenditure that produces economic benefits expected to last for more than 12 months. A pre-determined ‘threshold’ may be used which indicates the level of expenditure deemed to be material in accordance with Council’s policy. Capital expenditure includes renewal, expansion and upgrade. Where capital projects involve a combination of renewal, expansion and upgrade expenditures, the total project cost needs to be allocated accordingly.
Capital works program	A detailed list of capital works expenditure that will be undertaken during the 2017/18 financial year. Regulation 10 requires that the budget contains a detailed list of capital works expenditure and sets out how that information is to be disclosed by reference to asset categories, asset expenditure type and funding sources.
Carry forward capital works	Carry forward capital works are those that are incomplete in the current budget year and will be completed in the following budget year.
Council Plan	Means a Council Plan prepared by the Council under Section 125 of the Local Government Act 1989. This document sets out the strategic objectives of the Council and strategies for achieving the objectives as part of the overall strategic planning framework required by the Act.
Department of Environment, Land, Water and Planning (DELWP)	<p>Local Government Victoria is part of the Department of Environment, Land, Water and Planning (DELWP).</p> <p>It was previously part of the former:</p> <ul style="list-style-type: none"> <li>• Department of Transport, Planning and Local Infrastructure (DTPLI).</li> <li>• Department of Planning and Community Development (DPCD).</li> <li>• Department of Victorian Communities (DVC)</li> </ul>
Discretionary reserves	Discretionary reserves are funds earmarked by Council for various purposes. Councils can by resolution change the purpose of these reserves.
External influences in the preparation of a budget	Matters arising from third party actions over which Council has little or no control e.g. change in legislation.
Financial sustainability	A key outcome of the strategic resource plan. Longer term planning is essential in ensuring that a Council remains financially sustainable in the long term.
Financing activities	Financing activities means those activities which relate to changing the size and composition of the financial structure of the entity, including equity, and borrowings not falling within the definition of cash.

## Glossary

Term	Definition
Four way budgeting methodology ( <i>Strategic resource plan</i> )	The linking of the income statement, balance sheet, cash flow statement and capital works statement to produce forecast financial statements based on assumptions about future movements in key revenues, expenses, assets and liabilities.
Infrastructure	Non-current property, plant and equipment excluding land
Infrastructure strategy	An infrastructure strategy is the process by which current infrastructure and ongoing maintenance requirements can be identified, budgeted capital works implemented and future developments monitored. The key objective of an infrastructure strategy is to maintain or preserve Council's existing assets at desired condition levels. If sufficient funds are not allocated to asset preservation then Council's investment in those assets will reduce, along with the capacity to deliver services to the community.
Internal influences in the preparation of a budget	Matters arising from Council actions over which there is some element of control (e.g. approval of unbudgeted capital expenditure).
Investing activities	Investing activities means those activities which relate to acquisition and disposal of non-current assets, including property, plant and equipment and other productive assets, and investments not falling within the definition of cash.
Key assumptions	When preparing a balance sheet of financial position, key assumptions upon which the statement has been based should be disclosed in the budget to assist the reader when comparing movements in assets, liabilities and equity between budget years.
Legislative framework	The Act, Regulations and other laws and statutes which set a Council's governance, planning and reporting requirements.
Local Government Model Financial Report	Local Government Model Financial Report published by the Department from time to time including on the Department's Internet website.
Local Government (Planning and Reporting) Regulations 2014	Regulations, made under Section 243 of the Act prescribe: (a) The content and preparation of the financial statements of a Council (b) The performance indicators and measures to be included in a budget, revised budget and annual report of a Council (c) The information to be included in a Council Plan, Strategic Resource Plan, budget, revised budget and annual report (d) Other matters required to be prescribed under Parts 6 and 7 of the Act.
New asset expenditure	Expenditure that creates a new asset that provides a service that does not currently exist.  Local Government (Planning and Reporting) Regulations 2014 – Regulation 5
Non-financial resources	Means the resources other than financial resources required to deliver the services and initiatives in the budget.  SRP Better Practice Guide - Glossary
Non-recurrent grant	Means a grant obtained on the condition that it be expended in a specified manner and is not expected to be received again during the period covered by a Council's Strategic Resource Plan.

## Glossary

Term	Definition
SRP Better Practice Guide - Glossary	
Operating activities	Operating activities means those activities that relate to the provision of goods and services.
Operating expenditure	Operating expenditure is defined as consumptions or losses of future economic benefits, in the form of reductions in assets or increases in liabilities; and that result in a decrease in equity during the reporting period.
Operating performance ( <i>Impact of current year on 2017/18 budget</i> )	This statement shows the expected operating result as compared to the budget result in the current year separating operating and capital components of revenue and expenditure.
Operating revenue	Operating revenue is defined as inflows or other enhancements or savings in outflows of future economic benefits in the form of increases in assets or reductions in liabilities and that result in an increase in equity during the reporting period.
Own-source revenue	Means adjusted underlying revenue other than revenue that is not under the control of Council (including government grants).  Local Government (Planning and Reporting) Regulations 2014 – Regulation 5
Performance statement	Means a statement including the results of the prescribed service outcome indicators, financial performance indicators and sustainable capacity indicators for the financial year and included in the annual report  SRP Better Practice Guide - Glossary
Rate structure ( <i>Rating information</i> )	Site value (SV), capital improved value (CIV) or net annual value (NAV) are the main bases upon which rates will be levied. These should be detailed in the budget statement.
Rating strategy	A rating strategy is the process by which the Council's rate structure is established and how the total income generated through rates and charges is allocated across properties in the municipality. Decisions regarding the quantum of rate levels and increases from year to year are made as part of Council's long term financial planning processes and with consideration of Council's other sources of income and the planned expenditure on services and works to be undertaken for its community.
Recurrent grant	A grant other than a non-recurrent grant.
Regulations	Local Government (Planning and Reporting) Regulations 2014.
Restricted cash	Cash and cash equivalents, within the meaning of the AAS, that are not available for use other than a purpose for which it is restricted, and includes cash to be used to fund capital works expenditure from the previous financial year.
Revised budget	The revised budget prepared by a Council under Section 128 of the Act. Section 128 of the Act permits a Council to prepare a revised budget if

## Glossary

Term	Definition
	circumstances arise which cause a material change in the budget and which affects the financial operations and position of the Council.
Road Management Act	The purpose of this Act which operates from 1 July 2004 is to reform the law relating to road management in Victoria and to make relating amendments to certain Acts, including the local Government Act 1989.
Services, Initiatives and Major Initiatives	<p>Section 127 of the Act requires a budget to contain a description of the services and initiatives to be funded by the budget, along with a statement as to how they will contribute to the achievement of the Council's strategic objectives as specified in the Council Plan.</p> <p>The budget must also include major initiatives, being initiatives identified by the Council as priorities to be undertaken during the financial year.</p> <p>The services delivered by Council means assistance, support, advice and other actions undertaken by a council for the benefit of the local community.</p> <p>Initiatives means actions that are once-off in nature and/or lead to improvements in service.</p> <p>Major initiatives means significant initiatives that will directly contribute to the achievement of the council plan during the current year and have a major focus in the budget.</p>
Statement of Capital Works	<p>Means a statement which shows all capital expenditure of a council in relation to non-current assets and asset expenditure type prepared in accordance with the model statement of capital works in the Local Government Model Financial Report. Refer also Commentary Financial Statements Appendix A.</p> <p>SRP Better Practice Guide - Glossary</p>
Statement of Human Resources	<p>Means a statement which shows all Council staff expenditure and the number of full time equivalent Council staff. Refer also Commentary Financial Statements Appendix A.</p> <p>SRP Better Practice Guide - Glossary</p>
Strategic Resource Plan	Means the Strategic Resource Plan prepared by a Council under Section 126 of the Act. Refer also to Section 8 of this Model Budget.
Statutory reserves	Statutory reserves are funds set aside for specified statutory purposes in accordance with various legislative requirements. These reserves are not available for other purposes.
Community Plan/Vision	A "community owned" document or process which identifies the long term needs and aspirations of the Council, and the medium and short term goals and objectives which are framed within the long term plan.
Strategic resource plan (SRP)	<p>Section 125(2)(d) of the Act requires that a Council must prepare and approve a Council Plan that must include a strategic resource plan containing the matters specified in Section 126.</p> <p>Section 126 of the Act states that.</p>

## Glossary

Term	Definition
	<ul style="list-style-type: none"> <li>the strategic resource plan is a plan of the resources required to achieve the council plan strategic objectives</li> <li>the strategic resource plan must include the financial statements describing the financial resources in respect of at least the next four financial years</li> <li>the strategic resource plan must include statements describing the non-financial resources including human resources in respect of at least the next four financial years</li> <li>the strategic resource plan must take into account services and initiatives contained in any plan adopted by council and if the council proposes to adopt a plan to provide services or take initiatives, the resources required must be consistent with the strategic resource plan</li> <li>council must review their strategic resource plan during the preparation of the council plan</li> <li>council must adopt the strategic resource plan not later than 30 June each year and a copy must be available for public inspection at the council office and internet website.</li> </ul> <p>In preparing the strategic resource plan, councils should comply with the principles of sound financial management (Section 136) as prescribed in the Act being to:</p> <ul style="list-style-type: none"> <li>prudently manage financial risks relating to debt, assets and liabilities</li> <li>provide reasonable stability in the level of rate burden</li> <li>consider the financial effects of council decisions on future generations</li> <li>provide full, accurate and timely disclosure of financial information.</li> </ul> <p>In addition to Section 126 of the Act, parts 2 and 3 of the Regulations also prescribe further details in relation to the preparation of a strategic resource plan.</p>
Unrestricted cash	Unrestricted cash represents all cash and cash equivalents other than restricted cash
Valuations of Land Act 1960	<p>The Valuations of Land Act 1960 requires a Council to revalue all rateable properties every two years.</p> <p>Valuations of Land Act 1960 – Section 11</p>

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