ballina
shire council

Long Term Financial Plan

2017/18 to 2027/28

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1. Introduction

Councils are required to prepare a ten-year Resourcing Strategy to identify the resources needed to implement their Community Strategic Plan, Delivery Program and Operational Plan. The Resourcing Strategy consists of the Asset Management Plan, Workforce Plan and Long Term Financial Plan (LTFP). This document provides an overview of Council's LTFP. The LTFP is based on a financial planning period of ten years. The information in this document provides a summary of the LTFP including:

- Overview of methods for monitoring financial performance
- major assumptions used to develop the LTFP
- projected income and expenditure, cash movements and balance sheets
- details of any proposed special rate variations and
- financial modelling for different scenarios.

What is a LTFP and what is its purpose?

A LTFP is a financial decision making tool. It is the point at which long-term community aspirations are tested against financial realities. It consists of expenditure and revenue projections, based on a number of assumptions.

The LTFP is a tool for stakeholders (Council and the community) in deciding what resources Council needs to deliver on the outcomes contained within the Community Strategic Plan.

The primary purpose is to inform financial decision-making and to monitor Council's financial performance, along with balancing the short, medium and long term expectations of the community. The LTFP seeks to answer the following questions:

- Can we survive the financial pressures of the future?
- What are the opportunities for future income and economic growth?
- Can we afford what the community wants?
- How can we go about achieving these outcomes?

The LTFP is updated annually in conjunction with the annual review of Council's Delivery Program and Operational Plan.

2. Long Term Financial Sustainability

The international Public Sector Accounting Standards Board defines financial sustainability as "the ability of the entity to meet service delivery and financial commitments both now and in the future".

This means that a financially sustainable council is one that has the ability to fund ongoing service delivery and the renewal and replacement of assets, without incurring excessive debt or rate increases.

Sustainability can be translated into four key financial objectives:

1) Council must aim for a fully funded operating position, reflecting that Council collects enough revenue to fund operational expenditure, repayment of debt and depreciation
2) Council must maintain sufficient cash reserves to ensure that it can meet its short-term working capital requirements
3) Council must have a fully funded capital expenditure program, where the source of funding is identified for capital renewal and new capital works
4) Council must maintain its existing asset base by renewing ageing infrastructure in a timely manner.

How do we measure our Financial Sustainability?

The indicators for measuring financial sustainability can be divided between short, medium and long term performance indicators.

a) Short and Medium Term Performance Indicators – Quarterly Budget Review

Within two months of the end of each quarter, a report must be submitted to the elected Council that complies with the Quarterly Budget Review Statement Guidelines set down by the NSW Office of Local Government (OLG). These guidelines identify three key financial performance indicators that measure our short and medium term financial sustainability. The indicators are outlined in the following table.

Short and Medium Term Performance Indicators – Quarterly Budget Review

Ratio	Calculation	What is Being Measured?	Target and Indicator Source
Operational Liquidity - Short Term Focus			
Unrestricted Current Ratio	Unrestricted Current assets divided by unrestricted current liabilities. Measured as a ratio.	Council's ability to meet its short term liabilities with its short term assets.	>1.5:1 (NSW TCorp)
Fiscal Responsibility - Medium Term			
Operating Performance Ratio	Net operating result from continuing operations (excluding capital items) as a percentage of operating revenue (excluding capital items).	Measures whether the Council is sustainable in terms of its operating result.	>0% (OLG)
Debt Service Ratio	Loan principal and interest payments divided by revenue from continuing operations excluding capital items and specific purpose grants and contributions. Measured as a percentage.	A measure of whether Council has excessive debt servicing costs, relative to operating revenue.	<12% (Local Govt Managers Assoc Health Check)

b) Medium and Long Term Performance Indicators - Fit for the Future Program

The NSW State Government has stated that councils must be “Fit for the Future” to ensure that we have “strong councils providing the services and infrastructure communities need”. A Fit for the Future council is one that is:

- Sustainable
- Effectively managing infrastructure and delivering services for communities
- Efficient and saves money on bureaucracy and administration, freeing up funds for front-line services and community facilities

- Of a scale and capacity that can contribute to projects and tackle issues that impact on its residents and extend beyond the council boundary; and has credibility and influence across councils, across government, and with industry.

The OLG has developed seven financial criteria, including targets and benchmarks, for a Fit for the Future Council, as per the following table.

Medium and Long Term Performance Indicators – Fit for the Future

Objective / Ratio	Rationale for Criteria from OLG	Rationale and calculation for Benchmark	Benchmark
Objective – Sustainability **Definition - Generate sufficient funds over the longer term to provide the agreed level and scope of services and infrastructure for communities**			
Operating Performance Ratio	Operating performance ratio is an important measure as it provides an indication of how a Council generates revenue and allocates expenditure (e.g. asset maintenance, staffing costs). It is an indication of continued capacity to meet on-going expenditure requirements. Ongoing operating deficits are unsustainable. While operating deficits are acceptable over a short period, consistent deficits will not allow Councils to maintain or increase their assets and services or execute their infrastructure plans.	NSW Treasury Corporation (TCorp) recommended that all councils should at least have a break even operating position or better, as a key component of financial sustainability. Consistent with this recommendation the benchmark for this criteria is greater than or equal to break even over a three year period. This indicator is the annual operating result, being operating revenues less operating expenses.	Greater than or equal to break even over three years
Own Source Revenue Ratio	Measures the degree of reliance on external funding sources (e.g. grants and contributions). This ratio measures fiscal flexibility. Financial flexibility increases as the level of own source revenue increases. It also gives councils greater ability to manage external shocks or challenges. Councils with higher own source revenue have greater ability to control or manage their own operating performance and financial sustainability.	TCorp has used a benchmark for own source revenue of greater than 60 per cent of total operating revenue. All councils should aim to meet or exceed this benchmark over a three year period. This indicator is calculated from Total Continuing Operating Revenue less all grants and contributions divided by Total Continuing Operating Revenue inclusive of capital grants and contributions.	Greater than 60% of total operating revenue averaged over three years
Building and Infrastructure Asset Renewal Ratio	Represents the replacement or refurbishment of existing assets to an equivalent capacity or performance, as opposed to the acquisition of new assets or the refurbishment of old assets that increase capacity or performance. The ratio compares the proportion spent on infrastructure asset renewals and the asset's deterioration. A higher ratio is an indicator of strong performance.	This indicator is calculated based on Expenditure on Asset renewals (building and infrastructure) divided by the total of depreciation, amortisation and impairment (building and infrastructure) expenses	Greater than 100% averaged over three years
Objective - Effective Infrastructure and Service Management **Definition - Maximise return on resources and minimise unnecessary burden on the community and business, while working strategically to leverage economies of scale and meet the needs of communities**			
Infrastructure Backlog Ratio	Indicates the proportion of backlog against the total value of the Council's infrastructure assets. It is a measure of the extent to which asset renewal is required to maintain or improve service delivery in a sustainable way. This measures how councils are managing their infrastructure which is so critical to effective community sustainability. High infrastructure backlog ratios and an inability to reduce this ratio in the near	This ratio is calculated by dividing the total estimated cost to bring the assets to a satisfactory condition, divided by the total value (written down value) of infrastructure, buildings, other structures and depreciable land improvement assets.	Less than 2%

Objective / Ratio	Rationale for Criteria from OLG	Rationale and calculation for Benchmark	Benchmark
	future indicate an underperforming Council in terms of infrastructure management and delivery.		
Asset Maintenance Ratio	The asset maintenance ratio reflects the actual asset maintenance expenditure relative to the required asset maintenance as measured by an individual council. The ratio provides a measure of the rate of asset degradation (or renewal) and has a role in informing asset renewal and capital works planning.	The benchmark adopted is greater than one hundred percent, which implies that asset maintenance expenditure exceeds the council identified requirements. A ratio of less than one hundred percent indicates that there may be a worsening infrastructure backlog.	Greater than 100% averaged over three years
Debt Service Ratio	Prudent and active debt management is a key part of a council's approach to both funding and managing infrastructure and services over the long term. Prudent debt usage can also assist in smoothing funding costs and promoting intergenerational equity. Given the long life of many council assets it is appropriate that the cost of these assets should be equitably spread across the current and future generations of users and ratepayers. Effective debt usage allows councils to do this.	Councils with low or zero debt may incorrectly place the funding burden on current ratepayers when in fact it should be spread across generations, who also benefit from the assets. Likewise high levels of debt generally indicate a weakness in financial sustainability and/or poor balance sheet management. This indicator is calculated by the cost of debt service (interest expense and principal repayments) divided by total continuing operating revenue (excluding capital grants and contributions)	Greater than 0% and less than 20% (this target is higher than that recommended by the Local Govt Managers Assoc Health check as outlined earlier)
Objective - Efficiency **Definition - Efficient service and infrastructure delivery, achieving value for money for current and future ratepayers**			
Decrease in Real Operating Expenditure Per Capita over time.	The capacity to secure economies of scale over time is a key indicator of operating efficiency. The capacity to secure efficiency improvements can be measured with respect to a range of factors, for example population, assets, and financial turnover. It is challenging to measure productivity changes over time. To overcome this, changes in real per capita expenditure was considered to assess how effectively councils: • can realise natural efficiencies as population increases • can make necessary adjustments to maintain current efficiency if population is declining (e.g. appropriate reductions in staffing or other costs). Assuming that service levels remain constant, decline in real expenditure per capita indicates efficiency improvements (i.e. the same level of output per capita is achieved with reduced expenditure).	The measure 'trends in real expenditure per capita' reflects how the value of inflation adjusted inputs per person has grown over time. In the calculation, the expenditure is deflated by the Consumer Price Index (for 2009-11) and the Local Government Cost Index (for 2011-14) as published by the Independent Pricing and Regulatory Tribunal (IPART). Councils will be assessed on a joint consideration of the direction and magnitude of their improvement or deterioration in real expenditure per capita. Given that efficiency improvements require some time for the results to be fully achieved and as a result, this analysis will be based on a five year trend.	Decrease in real operating expenditure based on a five year trend

Councils should comply with the benchmarks by 2019/20 to be Fit for the Future.

The preparation of Council's LTFP is based on achieving these benchmarks.

3. Fund Management

Ballina Shire Council is a general purpose local government authority, undertaking a wide range of activities including the provision of water and wastewater (sewer) services. All revenues raised from charges levied for the provision of water and wastewater services must be expended on those activities.

To ensure a high level of accountability Council operates its water and wastewater functions as separate business activities. This is often referred to as Fund Accounting (i.e. Water Fund and Wastewater Fund). This process ensures that the income and expenses from these activities is not mixed with Council's general purpose activities. All the remaining Council activities are referred to as the General Fund.

4. Revenues

A council's ability to raise revenues is outlined in Chapter 15 of the Local Government Act (LGA), with Section 491 identifying the major sources of income as:

- rates
- annual charges
- fees
- grants
- borrowings
- investments

Rates Income (Sections 492 to 495 of the LGA)

Rate income is one of the main sources of revenue for Council, representing approximately 23% of our total operating revenues. Council has the following rating categories of rateable land, as prescribed in the LGA, with each rateable property categorised based on its dominant use:

- Residential
- Farmland
- Business

Council's rating structure consists of a base charge and a rate in the dollar on the land value. The base charge is a standard amount which is applied to all properties. The rate in the dollar is a distribution of the residual rating income, calculated as a proportion of property land valuations. The land valuation calculated for each property is determined by the NSW Valuer General.

Council calculates its rating charges with the intention of generating 50% (or as close thereto as possible) of the total rate levy for residential properties from the base charge. That base charge amount is then applied to the other rating categories (i.e. farmland and business).

Council considers a rating structure that maximises revenue from the base charge, as the fairest and most equitable distribution of the rate levy, as it reduces the impact of land valuations and more accurately reflects the level of service received by properties.

Council has also set a benchmark that 20% of the total rate levy will come from business properties. This benchmark was set, as prior to this, Council's average business rates were one of the lowest in the State for similar sized councils. This change has resulted in Council's average business rates becoming commensurate with similar sized councils and our neighbouring councils.

Once the rate in the dollar and the base charge is confirmed for the business properties, based on the 20% benchmark, the rate in the dollar for farmland and residential properties is calculated, with farmland being set at a proportionate level below residential, based on historical rating structures (approximately a 20% discount).

The rate income yield for NSW councils has been constrained for many years by NSW State Government rate pegging. This is a legislative instrument whereby the maximum increase in rate revenue is set by the Independent Pricing and Regulatory Authority (IPART).

This is referred to as the rate peg limit.

Council has a relatively low average residential rate levy per property, as compared to similar councils and the majority of our neighbouring councils. This provides Council with the opportunity to apply to IPART for special variations above the rate pegging limit, to fund additional projects and provide additional services, where those projects and services are identified as a priority by Council and the community.

Annual Charges (Sections 496, 496A, 496B, 501 and 611 of the LGA)

Annual charges are statutory charges that Council is allowed to levy on properties for the provision of particular services, even if the property owner elects not to receive that service.

Revenue raised from these charges can only be expended on the services to which they relate.

The annual charges levied by Council are as follows:

- Domestic Waste Collection – Levied on all properties where the domestic waste collection service, including vacant land, is available. This charge raises revenue to finance the collection service along with waste disposal charges.
- Stormwater - Levied on identified business properties for stormwater improvements.
- Water Access – This represents a fixed annual access charge where the water service is available. A water consumption charge is also applied based on water usage. The revenue from these charges assists in financing Council's water operations.
- Wastewater (Sewerage) Access – This represents a fixed annual access charge where the service is available. For business properties the wastewater charge includes a component based on water usage. This revenue assists in financing Council's wastewater operations.
- On-site Septic Management – Levied on all properties with on-site septic management systems (OSSMs) with the revenue funding an inspection and compliance program for Council to progressively check those systems.

Income from these charges represents approximately 32% of our total operating revenues.

User Charges, Discretionary and Regulatory Fees (Sections 502 and 608 of the LGA)

Council has the ability to raise revenues through the adoption of a fee for the provision of services or facilities. The fees Council charges can be split into two categories:

1) Usage Charges (Section 502) – Section 502 of the LGA allows council to set usage charges for items such as water consumption, waste management services and wastewater usage. The revenues raised from these usage charges must be expended on the services to which they relate.

2) Regulatory and Discretionary Fees – Regulatory fees are typically set by State Government legislation and relate mainly to building, development or compliance activities, whereas for discretionary fees Council has the capacity to determine a fee for any discretionary works or services, such as the use of community facilities or access to Council services. Typically revenues from regulatory or discretionary fees can be expended on any council activity.

The principles under which Council sets its fees and charges take into account the works and services provided, the comparable commercial value of the works and services provided, and the ability of residents to pay, at the pricing level determined appropriate. Income from fees and charges represents approximately 25% of Council's total operating revenues.

Section 94 and Section 64 Developer Contributions

Development contributions are a charge that Council can impose on development consents to help fund the delivery of infrastructure that is needed for that development. They can only be imposed as a condition of consent. They are usually payable when a linen plan is released for subdivision purposes, or alternatively prior to a development commencing.

In order to levy a contribution, Council must first adopt a Contributions Plan. The plan sets out what infrastructure is needed, the likely timing of its construction, the cost of the works and how the cost is to be shared by developers and Council. Council can only levy a contribution if it is in accordance with an adopted Contributions Plan.

The Environmental Planning and Assessment Act sets out the rules for development contributions. The Minister for Planning issues Directions that can provide further detail to the rules, such as imposing a cap on the contributions.

Implications of Section 94 and Section 64 Contributions on the LTFP include:

1. In 2010 the State Government introduced a cap of $20,000 on the amount of money councils could collect for each residential lot under a Section 94 plan. This impacts on Council's ability to fund the works required to build new communities. Any shortfall must be financed by Council.

2. The works within the Section 94 and Section 64 Plans must be continually reviewed to ensure that cash flow projections and the value of works remain accurate.

3. The timing of Section 94 and Section 64 cash flows cannot always be matched with the timing of when the work is required. Where a cash shortage is identified as a result of timing, Council will consider forward funding the works, subject to budgetary constraints.

Grants

Council receives a variety of grants for recurrent services such as libraries and rural fire services, with the major discretionary grant being the Federal Government's Financial Assistance Grant (FAG).

The FAG is initially distributed to the State Governments, who then distribute the funding to all NSW councils based on a formula that applies horizontal equalisation principles; i.e. the formula is based on the perceived needs of each council.

The FAG is currently $4.3m per annum and the income from this grant is able to be distributed on any services, as determined by Council.

The Federal Government notified all councils in 2014/15 that they would not be applying any indexation to this grant for a period of three years from 2014/15 to 2016/17, which means the value of the grant has reduced in real terms in recent years.

Income from grants can be for operating purposes or for capital works. Operating grants represent approximately 8% of our total operating revenues, whereas capital grants for capital projects varies from year to year dependent on Council's success in obtaining grants.

Loan Borrowings

Council's strategy on funding expenditure through loan borrowings is:

1. Funds will only be borrowed for capital projects

2. Council will consider the use of loans to ensure existing residents are not burdened with the cost of infrastructure, which will be enjoyed by future generations. This is known as inter-generational equity

3. Loan borrowings will only be considered, after all other potential funding strategies have been investigated, including the use of existing cash reserves and external funding opportunities

4. The use of loans to fund operational shortfalls or service expansion is not supported

5. Council must ensure there is capacity to service the debt from recurrent revenues

6. Council's debt ratios should always remain within industry defined benchmarks.

Cash Reserves, Investment Principles and Interest Income

Council has a number of cash reserves, which are established by either a legislative requirement (externally restricted) or by a Council decision (internally restricted). Externally Restricted Reserves can only be used for the purpose for which the funds were collected, whereas Internally Restricted Reserves are allocated by Council.

Council has an adopted Investment Policy that outlines how Council will invest any surplus cash monies held. The overall objective of this policy is to ensure that Council invests its available cash funds:

1. in accordance with the requirements of the LGA and

2. to maximise the return on investments after taking into account the level of risk attributable to the type of investment made, and the level of funds required to ensure that Council meets its budget obligations.

Council has control over the interest it earns on General Fund revenues and internally restricted reserves however the interest earned on all externally restricted reserves (i.e. Section 94 and Section 64 developer contributions, domestic waste management reserve, water and wastewater reserves) must be allocated to those reserves, as the use of those funds is restricted by external legislation.

The following table outlines the major reserves held by Council, the purpose of that reserve, along with the closing balance as at 30 June 2017.

Major Cash Reserve Balances – Actual as at 30 June 2017

Reserve Title	Reserve Purpose	($'000)
Externally Restricted		
Domestic Waste Management	Funds held from domestic waste operations	1,863
Section 94 Contributions	Contributions collected and unexpended	6,384
Section 64 Conts – Water	Contributions collected and unexpended	7,601
Section 64 Conts – Wastewater	Contributions collected and unexpended	6,395
Water Infrastructure	Funds held from Council's water operations	6,018
Wastewater Infrastructure	Funds held from Council's wastewater operations	5,822
Internally Restricted		
Employee Leave Entitlements	Funds held to finance employee leave liabilities as taken	3,013
Property – Community Infrastructure	Funds sourced from Council's property development activities set aside for the provision of community infrastructure	571
Property – Property Development	Funds sourced from Council's property development activities set aside for further property development investments	2,983
Airport	Funds held from the operation of the Ballina Airport	(497)
Quarry Operations	Funds held from the operation of the Council owned quarries	1,015
Plant Replacement	Funds set aside to finance plant and equipment replacement	879
Waste Management	Funds sourced from the operation of the Ballina landfill	3,000
Bypass Funding	Funds held to finance repair and maintenance of bypass assets	3,962
Financial Assistance Grant in Advance	Financial assistance grant funding for operations received in advance	2,108

The management of Council's reserves is considered annually as part of the budget process and the need for new reserves is also considered as part of Council's long term financial planning.

Other Revenues - Property Management

The majority of Council's property assets are held to deliver on services such as:

- Transport infrastructure such as land for roads, footpaths etc
- Environmental services, such as stormwater and waste management
- Community facilities
- Operational assets, including administration buildings
- Utility infrastructure such as water and wastewater pumping stations and treatment plants
- Commercial property to generate current and future revenues.

As per the last dot point, Council is somewhat unique in that we hold a major property portfolio that assists in generating non-standard revenues for Council.

The major commercial properties owned by Council are industrial land holdings within the Southern Cross Industrial Estate, Ballina and the Russellton Industrial Estate, Alstonville, along with residential land holdings in Wollongbar and Lennox Head. Council also owns four commercial buildings in Ballina (i.e. Wigmore Arcade, 89 Tamar Street, 2-6 Cessna Crescent, Fawcett Park Cafe) and the land on which the Shelly Beach café is located.

We also generate income from Crown Lands managed by Council, including Cafes at the Ballina Surf Club and the Northern Rivers Community Gallery.

In respect to the industrial and residential land holdings, funds surplus to any particular project are directed to either major community infrastructure projects or reinvested into further property development activities.

In respect to the commercial property holdings, sale of these properties has not been supported as the rental revenue provides recurrent funds for community infrastructure investment and the recurrent revenues help to improve our overall financial sustainability.

Council may consider sale where:

a) Market conditions indicate that the asset could provide a substantial return, which could be used to fund other capital investments

b) The asset is incurring a higher level of maintenance cost than would normally be expected; and

c) Council has an opportunity to leverage the sale proceeds to generate significant tangible outcomes to the community, without impacting on future service levels.

Whilst the revenues generated from the sale of commercial properties could be used to alleviate operational budget pressures, this is a financially unsustainable measure, as the funding is not re-current and only provides a short term, one-off, solution.

5. Expenditure

Expenditure in the LTFP is classified as either operating or capital.

Our operating expenditure is made up of:

- Employee Benefits and Oncosts – This figure is around 28% of our annual operating expenses, and is currently forecast at approximately $23m. This includes all salaries and wages, along with oncosts such as leave entitlements, workers compensation, superannuation, fringe benefits tax, training and development costs and payroll tax.

- Borrowing Costs – Represents all interest payable on loan borrowings

- Depreciation – This is a non-cash item that reflects the theoretical deterioration value for the assets held by Council. The current depreciation expense is approximately $19m reflecting the magnitude of Council's infrastructure assets, which are valued in excess of $1 billion.

- Materials and Contracts – This is the largest operating expense item with this figure normally ranging from 20% to 30% of our operating budget. Numerous Council services are delivered or supported through the use of external purchases and contracts.

Capital expenditure includes expenditure on capital projects and the repayment of loan principal. Expenditure on capital projects can vary significantly from year to year based on the timing of works and the funding sources available (i.e. grants).

As a general guide in preparing the LTFP:

- Council will try and minimise increases in operating expenses to improve the overall operating result and;

- Council will aim to increase the funding allocated to key capital infrastructure areas such as open spaces, drainage and roads, above CPI, over time, to improve our levels of asset investment and renewal.

6. Assumptions

The LTFP uses the current operating budget as its base point, then applies a number of internal and market driven assumptions to project revenue and expenditure for the following ten years.

In preparing the 2017/18 LTFP, the following underpinning principles have been adopted:

- the range and service level for existing services offered to the community is maintained
- the financial position must remain secure
- our financial performance should aim towards meeting industry benchmarks and the long term financial sustainability of Council
- we should retain a minimum working capital balance of at least $3 million for the General Fund.

Rate Pegging and Special Rate Variations

IPART has determined that the standard rate peg limit increase for 2017/18 is 1.5%. Council has obtained IPART approval for a special variation of 4.9% for 2017/18, with this being an interim approval for one year only.

In order to meet and maintain the Fit for the Future benchmarks, as outlined in Section 2 of this document, Council needs permanent rate income increases of at least 5.7% in 2018/19 and 5.9% in 2019/20 based on an estimated standard rate peg limit increase of 2.5% for 2019/20. These figures are also based on the 4.9% increase for 2017/18 continuing on a permanent basis.

The additional revenue, above the standard rate peg limit, generated for the three year period from 2017/18 to 2019/20, will finance increased capital works in areas such as roads and community buildings, along with a healthy waterways program.

As the 3.4% approval above the standard rate peg limit for 2017/18 (i.e. 4.9% less 1.5%) is for one year only, Council needs to reapply for this additional 3.4% in 2018/19 to ensure it remains as a permanent increase to our rate income.

A summary of the annual and cumulative increases of this proposal are as follows:

Assumed Special Variation Application to IPART

Financial Year	Rate Peg Limit Percentage (%)	Additional Percentage Requested (%)	Total Annual Percentage (%)	Cumulative Percentage Impact from 2017/18 (%)	Cumulative Impact on $100 ($)	IPART Application Percentage (%)	Cumulative Impact on $100 for 2018/19 onwards ($)
2017/18	1.50 (actual)	3.40	4.90	4.90	104.90	4.90 (1)	N/A
2018/19	2.30 (actual)	3.40	5.70	10.88	110.88	9.10 (2)	109.10 (2)
2019/20	2.50 (estimate)	3.40	5.90	17.42	117.42	5.90 (2)	115.54 (2)

(1) This percentage has been approved by IPART for 2017/18 for one year only.

(2) These figures represent the actual application percentages relevant to IPART for Council's application for 2018/19 and 2019/20.

The 2018/19 percentage figure represents the 2.3% actual rate peg limit as determined by IPART, the 3.4% requested variation for 2018/19, along with the 3.4% approved for one year only for 2017/18 to ensure it is retained as a permanent income stream. The 5.9% for 2019/20 is the 2.5% assumed rate peg limit, along with the 3.4% request variation for that year. On a cumulative basis the application for 2018/19 and 2019/20, based on the 9.1% and 5.9% requested, represents a 15.54% increase.

The objectives behind this three year schedule of additional rate increases, which then provides a permanent increase to our revenue stream, are as follows:

a) Council's asset management modeling identifies that we are underfunding our investment in asset renewal. Over time this will mean the long term deterioration of our existing asset base. A large part of the funds raised will be invested into increased expenditure on core infrastructure assets such as roads, stormwater, open spaces and community buildings. Undertaking these works in a timelier manner will assist in maintaining the condition of our assets and save maintenance expenditure, as deteriorating assets result require maintenance expenditure of at least 15% per annum above well maintained assets.

b) The Richmond River has been identified as one of the unhealthiest rivers on the NSW coastline. The Coastal Zone Management Plan (CZMP) for the Richmond River Estuary outlines a number of actions that can be undertaken to improve the health of that waterway. In addition to this Council has CZMPs in place for Shaws Bay and the Ballina Shire Coastline, and a new CZMP will be prepared for Lake Ainsworth.

   All of these plans will help guide the expenditure of the funds allocated to the Healthy Waterways Program, with Council currently have very little in the way of recurrent funding to implement these plans.

c) Our long term financial modelling indicates that without the additional special rate variation revenues our General Fund will continue to operate at a deficit. What this means is that Council's asset base is deteriorating over time in that Council is not fully funding depreciation.

The implementation of the special rate variations will ensure that the General Fund generates an operating surplus in the medium to long term. This will also assist in ensuring that the Council complies with the State Government's Fit for the Future Program. For further details on our financial modelling refer to Section 7 of this document. For information in respect to the impact on ratepayers refer to Appendix One.

Population Growth

Our average growth, as per Australia Bureau of Statistics figures for the period to 2000/01 to 2011/12, is 0.73%. Growth in recent years has been below the NSW State average due to a number of reasons, particularly high land values, although growth now appears to be rapidly increasing. The NSW Department of Planning and Environment (DPE) have advised Council that their latest estimate for population growth for the Ballina Shire is approximately 0.5% to 2031. Council is of the opinion that higher growth than this will eventuate due to major land releases at Lennox Head (Pacific Pines), Wollongbar (WUEA) and Ballina (Ferngrove / Riveroaks / Cumbalum), however for consistency with the DPE, our modelling is based on their figures; i.e.

Year Ending 30 June	Resident Population	Change in Number	Change in Percent
2000/01	37,856		
2001/02	38,417	561	1.48
2002/03	38,870	453	1.18
2003/04	39,120	250	0.64
2004/05	39,305	185	0.47
2005/06	39,538	233	0.59
2006/07	39,824	286	0.72
2007/08	40,020	196	0.49
2008/09	40,295	275	0.69
2009/10	40,571	276	0.68
2010/11	40,747	176	0.43
2011/12	41,015	268	0.66
2012/13	41,321	306	0.75
2013/14	41,417	96	0.23
2014/15	41,617	200	0.48
2015/16	41,964	347	0.83
2016/17 - 2020/21	42,889	1,056	2.50
2021/22 - 2025/26	43,972	1,083	2.50
2026/27 - 2030/31	45,082	1,110	2.50

Council estimates a dwelling will average around 2.3 persons. Based on these population growth figures the average number of new dwellings constructed per annum will be approximately 100.

Employee Costs

Increases in employee costs are determined by Local Government NSW (the NSW Local Government employer association) in conjunction with the various unions. Council has applied an increase of 2.0% for 2017/18 based on the outcome of Award negotiations. A figure of 2.30% has been applied for 2018/19 onwards, in line with the CPI and other increases in the LTFP.

Dividends

Council is able to source dividends from our Water and Wastewater operations and transfer funds to the General Fund, based on criteria determined by the State Government. A mandatory dividend based on this criterion of $34,000 from water and $20,000 from wastewater is included in the LTFP. These figures are set by legislation and have not changed for many years.

Council can source additional optional dividends from the Water and Wastewater operations subject to their financial position meeting defined financial criteria that ensures the activity is financially strong enough to fund the dividends. To date Council has not chosen to take optional dividends as this will result in further price increases in water and wastewater charges. There are also equity concerns in that only residents, who have access to water and wastewater services, pay those charges, whereas General Fund services are ofen available to all residents.

Council does source dividends from a number of General Fund activities to assist in delivering services to the community, with the Airport, Cemetery, Waste and Property Operations being the main contributors.

Water, Wastewater and Waste Charges

These three activities generate a significant percentage of our total revenues from the application of annual and usage charges. Individual business plans are formulated for these activities and the forecast increases in the relevant charges are based on modelling in the business plans.

Summary of Revenue and Expenditure Assumptions - LTFP

The following tables summarises Council's core financial planning assumptions.

Revenue Assumptions (%)	**2017/18**	**2018/19**	**2019/20**	**2020/21**	**2021/22**	**2022/23**	**2023/24**	**2024/25**	**2025/26**	**2026/27**
Rate Peg Limit	4.90	2.30	2.50	2.50	2.50	2.50	2.50	2.50	2.50	2.50
Special Variation	3.40 (1)	3.40 (2)	3.40	0.00	0.00	0.00	0.00	0.00	0.00	0.00
Rate Growth	0.50	0.50	0.50	0.50	0.50	0.50	0.50	0.50	0.50	0.50
Financial Assistance Grant	2.00	2.00	2.00	2.00	2.00	2.00	2.00	2.00	2.00	2.00
Fees	2.00	2.50	2.50	2.50	2.50	2.50	2.50	2.50	2.50	2.50
Domestic Waste	2.00	2.50	2.50	2.50	2.50	2.50	2.50	2.50	2.50	2.50
Waste Operations	Charge removed									
Stormwater	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00
Water – Access	2.00	2.50	2.50	2.50	3.00	3.00	3.00	3.00	3.00	3.00
Water – Consumption	2.00	2.50	2.50	2.50	3.00	3.00	3.00	3.00	3.00	3.00
Wastewater – Access	3.00	2.50	2.50	2.50	2.50	2.50	2.50	2.50	2.50	2.50
Wastewater – Usage	3.00	2.50	2.50	2.50	2.50	2.50	2.50	2.50	2.50	2.50
Expenditure Assumptions (%)	**2017/18**	**2018/19**	**2019/20**	**2020/21**	**2021/22**	**2022/23**	**2023/24**	**2024/25**	**2025/26**	**2026/27**
Employee Costs	2.00	2.30	2.30	2.30	2.30	2.30	2.30	2.30	2.30	2.30
Recurrent Costs	1.50	2.30	2.50	2.50	2.00	2.00	2.00	2.00	2.00	2.00
Capital Expenditure	4.00	4.00	4.00	2.50	2.50	2.50	2.50	2.50	2.50	2.50

(1) This is not a permanent increase in our total rate income.
(2) The special variation application will be for 6.80% plus 2.30% rate peg (9.1% in total) as the 3.40% special variation in 2017/18 is for one year only and is not a permanent approval.

Higher percentage increases have been applied for recurrent Capital Expenditure related projects to increase Council's overall commitment to capital expenditure and to improve our asset renewal ratios.

7. Scenario Modelling

There are two financial scenarios analysed for the next ten years.

Scenario One

Scenario one is based on the financial planning assumptions outlined in the previous section, with the key assumptions being:

- Permanent total rate income increases of 4.90% for 2017/18, 5.70% for 2018/19, 5.90% for 2019/20 and 2.50% thereafter. The 4.90% and 5.70% figures are calculated as follows:

Item	2017/18	2018/19	2019/20
Rate Pegging Limit %	1.50	2.30	2.50
Fit for the Future (Asset Renewal)%	1.90	3.40	3.40
Healthy Waterways %	1.50	0.00	0.00
Total	**4.90**	**5.70**	**5.90**

Council's Fit for the Future submission was based on three percentage increases of 2.9% above the rate pegging limit. This proposal still provides an average of 2.9% for the Fit for the Future submission, plus an additional 1.50% in 2017/18 to raise revenue to implement works to improve the health of our waterways. These figures represent movements in total rate income and do not reflect the proposed special rate variation percentages for the application to IPART.

This scenario is largely consistent with Council's submission to the Fit for the Future Program.

IPART has approved for 2017/18 a 4.9% rate increase, although the 3.4% above the rate pegging limit, has been approved for one year only (2017/18). This means Council will actually be applying to IPART for a 9.1% increase in 2018/19 and a 5.9% increase in 2019/20, which can be summarised as follows:

Item	2018/19	2019/20
Rate Pegging Limit %	2.30	2.50
Fit for the Future (Asset Renewal) %	3.40	3.40
Fit for the Future (Asset Renewal)% (2017/18 figure)	1.90	3.40
Healthy Waterways % (2017/18 figure)	1.50	0.00
Total	**9.10**	**5.90**

This represents a cumulative increase of 15.54% for the two years, although 3.4% of this increase was actually levied by Council during 2017/18. The process followed with IPART is referred to as a special rate variation (SRV) application, with Council making that application following an information and consultation process with the community.

Scenario Two

This scenario assumes Council does not apply for rate pegging increases above CPI. This is a business as usual approach as there is the possibility that IPART may not approve Council's application for a SRV.

The financial results, on a Consolidated basis, for the General Fund and the Fit for the Future benchmarks, for both scenarios, are outlined as follows.

Scenario One – Consolidated Operating Results ($)

Year	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27	2027/28
Operating Revenues											
Rates / Annual Charges	47,545	49,532	51,662	53,082	54,559	56,078	57,640	59,244	60,894	62,589	64,333
User Charges and Fees	19,057	19,601	20,192	20,696	21,212	21,742	22,287	22,847	23,419	24,008	24,599
Investment Revenues	1,660	1,857	1,901	1,589	1,635	1,564	1,583	1,663	1,799	2,098	2,406
Operating Grants	8,039	7,534	7,768	7,773	7,880	7,991	8,138	8,298	8,464	8,633	8,806
Other Revenues	6,396	6,519	6,583	6,779	6,954	7,135	7,409	7,509	7,703	7,903	8,108
Sub Total	**82,695**	**85,042**	**88,106**	**89,919**	**92,240**	**94,510**	**97,057**	**99,561**	**102,279**	**105,231**	**108,251**
Operating Expenses											
Employee Costs	23,001	23,715	24,452	25,211	25,994	26,801	27,633	28,491	29,376	30,288	31,229
Materials and Contracts	25,633	23,545	24,282	24,399	24,964	25,316	25,938	26,402	26,753	27,147	27,575
Borrowing Costs	5,620	5,173	4,893	4,491	4,471	4,110	3,790	3,491	3,212	2,952	2,690
Depreciation	18,539	19,013	19,486	19,878	20,277	20,684	21,099	21,522	21,954	22,394	22,843
Other Expenses	12,064	12,289	12,591	13,170	13,276	13,681	14,011	14,704	14,803	15,198	15,614
Sub Total	**84,857**	**83,736**	**85,703**	**87,148**	**88,980**	**90,592**	**92,471**	**94,610**	**96,098**	**97,980**	**99,951**
Operating Result	**(2,162)**	**1,307**	**2,403**	**2,771**	**3,260**	**3,918**	**4,586**	**4,951**	**6,181**	**7,251**	**8,300**

Scenario One – General Fund Operating Results ($)

Year	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27	2027/28
Operating Revenues											
Rates / Annual Charges	28,168	29,667	31,297	32,196	33,120	34,072	35,050	36,057	37,093	38,159	39,256
User Charges and Fees	10,706	11,017	11,368	11,615	11,865	12,123	12,387	12,658	12,933	13,217	13,492
Investment Revenues	983	1,117	1,300	1,043	1,015	1,043	1,140	1,231	1,395	1,537	1,671
Operating Grants	7,751	7,245	7,477	7,481	7,586	7,695	7,840	7,998	8,162	8,330	8,501
Other Revenues	5,091	5,184	5,214	5,375	5,515	5,659	5,895	5,957	6,112	6,271	6,434
Sub Total	**52,698**	**54,229**	**56,656**	**57,709**	**59,100**	**60,590**	**62,312**	**63,900**	**65,694**	**67,513**	**69,354**
Operating Expenses											
Employee Costs	16,434	16,945	17,472	18,015	18,575	19,152	19,746	20,359	20,992	21,644	22,316
Materials and Contracts	19,391	17,171	17,825	17,819	18,242	18,432	18,975	19,310	19,597	19,842	20,162
Borrowing Costs	1,371	1,295	1,226	1,051	1,231	1,061	934	833	749	686	622
Depreciation	13,384	13,755	14,122	14,406	14,696	14,991	15,292	15,600	15,913	16,233	16,558
Other Expenses	5,255	5,405	5,545	5,959	5,836	5,987	6,141	6,600	6,460	6,626	6,796
Sub Total	**55,834**	**54,570**	**56,190**	**57,250**	**58,580**	**59,622**	**61,088**	**62,702**	**63,710**	**65,031**	**66,455**
Operating Result	**(3,136)**	**(342)**	**466**	**460**	**519**	**968**	**1,224**	**1,199**	**1,984**	**2,482**	**2,900**

Scenario One – Fit for the Future Benchmarks (green = pass, red = fail)

Year	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27	2027/28
Infrastructure Backlog (< 2.0%)	0.4%	0.4%	0.4%	0.4%	0.4%	0.4%	0.4%	0.4%	0.4%	0.4%	0.4%
Asset Maintenance (three year average > 100%)	104.0%	102.3%	105.8%	105.8%	106.7%	105.8%	106.4%	105.6%	106.2%	105.4%	105.2%
Debt Service (three year average < 20%)	9.2%	8.7%	8.6%	8.1%	8.0%	7.6%	7.0%	5.8%	4.6%	3.9%	3.4%
Own Source Operating Rev (three year average > 70%)	66.0%	67.3%	70.2%	71.3%	70.8%	71.5%	74.4%	77.2%	77.4%	77.4%	77.6%
Real Operating Expenditure Per Capita (Decreasing in real terms)	97.1%	90.8%	91.5%	89.0%	89.1%	86.7%	86.9%	85.2%	84.7%	82.6%	82.6%
Asset Renewal (three year average > 100%)	156.4%	151.7%	118.7%	117.1%	144.3%	150.8%	111.0%	92.6%	97.3%	103.0%	101.5%
Operating Performance (three year average > 0%)	-2.9%	-1.1%	-1.6%	0.7%	1.2%	1.5%	1.8%	2.2%	2.6%	3.2%	4.0%

Scenario Two – Consolidated Operating Results ($)

Year	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27	2027/28
Operating Revenues											
Rates / Annual Charges	47,545	48,065	49,373	50,724	52,130	53,577	55,063	56,590	58,160	59,773	61,432
User Charges and Fees	19,057	19,601	20,192	20,696	21,212	21,742	22,287	22,847	23,419	24,008	24,599
Investment Revenues	1,660	1,857	1,901	1,589	1,635	1,564	1,583	1,663	1,799	2,098	2,406
Operating Grants	8,039	7,534	7,768	7,773	7,880	7,991	8,138	8,298	8,464	8,633	8,806
Other Revenues	6,396	6,519	6,581	6,777	6,952	7,133	7,407	7,507	7,701	7,901	8,106
Sub Total	**82,695**	**83,576**	**85,815**	**87,559**	**89,809**	**92,006**	**94,478**	**96,905**	**99,543**	**102,413**	**105,348**
Operating Expenses											
Employee Costs	23,001	23,715	24,452	25,211	25,994	26,801	27,633	28,491	29,376	30,288	31,229
Materials and Contracts	25,633	23,230	23,959	24,068	24,624	24,968	25,581	26,036	26,378	26,763	27,191
Borrowing Costs	5,620	5,173	4,893	4,491	4,471	4,110	3,790	3,491	3,212	2,952	2,690
Depreciation	18,539	19,013	19,486	19,878	20,277	20,684	21,099	21,522	21,954	22,394	22,843
Other Expenses	12,064	12,289	12,591	13,170	13,276	13,681	14,011	14,704	14,803	15,198	15,614
Sub Total	**84,857**	**83,420**	**85,380**	**86,817**	**88,641**	**90,244**	**92,114**	**94,244**	**95,723**	**97,595**	**99,567**
Operating Result	**(2,162)**	**156**	**435**	**742**	**1,169**	**1,763**	**2,364**	**2,661**	**3,819**	**4,818**	**5,782**

Scenario Two – General Fund Operating Results ($)

Year	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27	2027/28
Operating Revenues											
Rates / Annual Charges	28,168	28,200	29,008	29,838	30,691	31,570	32,473	33,403	34,359	35,343	36,355
User Charges and Fees	10,706	11,017	11,368	11,615	11,865	12,123	12,387	12,658	12,933	13,217	13,492
Investment Revenues	983	1,117	1,300	1,043	1,015	1,043	1,140	1,231	1,395	1,537	1,671
Operating Grants	7,751	7,245	7,477	7,481	7,586	7,695	7,840	7,998	8,162	8,330	8,501
Other Revenues	5,091	5,184	5,212	5,373	5,513	5,657	5,893	5,955	6,110	6,269	6,432
Sub Total	**52,698**	**52,762**	**54,365**	**55,350**	**56,669**	**58,087**	**59,733**	**61,244**	**62,959**	**64,695**	**66,452**
Operating Expenses											
Employee Costs	16,434	16,945	17,472	18,015	18,575	19,152	19,746	20,359	20,992	21,644	22,316
Materials and Contracts	19,391	16,855	17,502	17,487	17,903	18,084	18,619	18,945	19,222	19,458	19,778
Borrowing Costs	1,371	1,295	1,226	1,051	1,231	1,061	934	833	749	686	622
Depreciation	13,384	13,755	14,122	14,406	14,696	14,991	15,292	15,600	15,913	16,233	16,558
Other Expenses	5,255	5,405	5,545	5,959	5,836	5,987	6,141	6,600	6,460	6,626	6,796
Sub Total	**55,834**	**54,255**	**55,867**	**56,918**	**58,241**	**59,274**	**60,731**	**62,336**	**63,335**	**64,647**	**66,071**
Operating Result	**(3,136)**	**(1,493)**	**(1,502)**	**(1,569)**	**(1,572)**	**(1,187)**	**(998)**	**(1,092)**	**(377)**	**48**	**381**

Scenario Two – Fit for the Future Benchmarks (green = pass, red = fail)

Year	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27	2027/28
Infrastructure Backlog (< 2.0%)	0.4%	0.4%	0.4%	0.4%	0.4%	0.4%	0.4%	0.4%	0.4%	0.4%	0.4%
Asset Maintenance (three year average > 100%)	104.0%	102.3%	105.8%	105.8%	106.7%	105.8%	106.4%	105.6%	106.2%	105.4%	105.2%
Debt Service (three year average < 20%)	9.2%	8.8%	8.8%	8.4%	8.3%	8.0%	7.3%	6.1%	4.8%	4.1%	3.6%
Own Source Operating Rev (three year average > 70%)	66.0%	67.1%	69.6%	70.4%	69.8%	70.5%	73.5%	76.3%	76.5%	76.5%	76.7%
Real Operating Expenditure Per Capita (Decreasing in real terms)	97.1%	90.2%	90.9%	88.5%	88.6%	86.2%	86.4%	84.7%	84.2%	82.1%	82.1%
Asset Renewal (three year average > 100%)	156.4%	148.7%	110.6%	104.0%	129.1%	135.5%	95.6%	77.2%	81.8%	87.4%	85.8%
Operating Performance (three year average > 0%)	-2.9%	-1.9%	-3.5%	-2.5%	-2.5%	-2.2%	-1.8%	-1.5%	-1.0%	-0.5%	0.3%

8. Comments

Scenario one highlights that Council is generating operating surpluses on a consolidated basis from 2017/18 and the General Fund from 2019/20 onwards.

All Fit for the Future benchmarks are met from 2019/20 onwards excluding the Asset Renewal Ratio, however this ratio does meet the benchmark based on a ten year average. Council needs to continue to invest extra funds in asset renewal works to achieve total compliance with this ratio.

Scenario one places Council in a strong financial position and ensures Council is financially sustainable in the long term as operating surpluses are consistently being generated on consolidated basis and for the General Fund. This is the preferred approach and the impact on ratepayers of this proposal is outlined in Appendix One.

Scenario two is a business as usual approach with Council not pursuing extra rate income.

Under this scenario the General Fund does achieve an operating surplus in the final two years, although this is unlikely to occur due to future variations in the forecasts. The surplus is also very small and is not sufficienct to provide a buffer for Council against major variations in forecasts revenues and expenses. The Asset Renewal Ratio also performs poorly.

This scenario confirms that Council cannot continue with a business as usual approach, if it wishes to remain as a standalone financially viable Council.

Savings will continue to be pursued in operating expenditure however there is little chance of generating sufficient savings to match the extra capital expenditure needed to meet all the Fit for the Future benchmarks as Council has very little in the way of discretionary expenditure programs. Also when expenditure (and revenue) benchmarks are compared to industry averages Council typically rates very favourably with lower costs and lower reve revenues.

With lower expenditure in many areas than other councils, every effort needs to be made to secure additional revenues from increased rates, extra dividends or grants to achieve all necessary benchmarks, particularly with respect to asset renewal.

9. Conclusion

Long term, Council is working towards financial sustainability, but this will be difficult due to the high value of Council’s asset base and our comparatively low rate yield. This means every effort must be made to reduce expenses and minimise increases in service levels.

Scenario one represents our agreed strategy to achieve financial sustainability and it is essential that Council complies with this strategy, whilst reviewing our performance against that strategy each year, to ensure we achieve the Fit for the Future and financial sustainability benchmarks.

Balance sheets are provided in appendix two for scenario one, as this is the preferred direction of Council from a long term financial planning perspective.

Appendix One – Impact of Proposed Special Rate Variation on Ratepayers

There are a number of ways we can look at the financial impact on ratepayers and the following tables help to explain this proposal. Table One is based on the standard rate peg increase without any special variations (i.e. scenario two).

Table One - Rate Peg Only Comparison

Item	2017/18 Levy Less 3.4%	2018/19 Forecast	2019/20 Forecast	Cumulative Change
Rate Peg Percentage Increase	1.5%	2.3%	2.5%	4.86%
Average Residential Rate Levy ($)	953	974	998	45
Average Business Rate Levy ($)	3,191	3,276	3,358	167
Average Farmland Rate Levy ($)	1,465	1,496	1,533	68

Two key items of information in this table are:

1) The 1.5% and the 2.3% rate peg percentage increases for 2017/18 and 2018/19 are the actual rate peg figures determined by IPART for those financial years. The 2.5% applied for 2019/20 is an estimated rate peg increase based on verbal advice provided by IPART.
2) For 2017/18 we have had to reduce the average rate figures actually levied by Council as the additional 3.4% increase IPART approved for 2017/18 is a temporary approval only. This means that the actual rates levied by Council were higher than these figures. This also means that any increases approved for 2018/19 onwards are applied to the 2017/18 figures without the 3.4% included.

Table Two provides details of the proposed SRV (scenario two) as compared to the 2017/18 figures in Table One.

Table Two - Proposed SRV (for 2018/19 and 2019/20) compared to 2017/18

Item	2017/18 Levy Less 3.4%	2018/19 SRV Levy	2019/20 SRV Levy	Cumulative Change
Rate Peg Percentage Increase	1.5%	9.1%	5.9%	15.54%
Average Residential Rate Levy ($)	953	1,039	1,100	147
Average Business Rate Levy ($)	3,191	3,494	3,700	509
Average Farmland Rate Levy ($)	1,465	1,595	1,689	224

Table Three then highlights that Council did levy the 3.4%, approved as a temporary increase for 2017/18, therefore a comparison of the increase in the actual average rates levied for 2017/18, and proposed to be for 2018/19 and 2019/20 is as follows.

Table Three - Proposed SRV (for 2018/19 and 2019/20) compared to 2017/18 Levy

Item	2017/18 Actual Levy	2018/19 9.1% SRV	2019/20 5.9% SRV	Cumulative Change
Average Residential Rate Levy ($)	985	1,039	1,100	115
Average Business Rate Levy ($)	3,298	3,494	3,700	402
Average Farmland Rate Levy ($)	1,514	1,595	1,689	175

Appendix Two – Balance Sheets

Scenario One – Consolidated Balance Sheet

Item	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27	2027./28
ASSETS											
Current Assets											
Cash and Investments	64,480	56,570	46,420	46,350	44,370	52,440	58,790	61,880	75,390	88,730	103,900
Receivables	8,450	8,660	8,890	9,130	9,370	9,610	9,870	10,130	10,390	10,670	10,950
Inventories	2,460	2,520	2,590	2,660	2,730	2,800	2,870	2,950	3,030	3,110	3,190
Other	1,780	1,830	1,890	1,950	2,010	2,070	2,130	2,190	2,250	2,320	2,390
Sub Total	**77,170**	**69,580**	**59,790**	**60,090**	**58,480**	**66,920**	**73,660**	**77,150**	**91,060**	**104,830**	**120,430**
Non Current Assets											
Investments	6,194	6,194	6,194	6,194	6,194	6,194	6,194	6,194	6,194	6,194	6,194
Receivables	330	360	390	420	450	480	510	540	570	600	630
Inventories	1,710	1,750	1,800	1,850	1,900	1,950	2,000	2,050	2,110	2,170	2,230
Infrastructure, Property, Plant and Equipment	1,176,910	1,208,090	1,231,040	1,254,900	1,272,370	1,274,750	1,277,930	1,285,060	1,281,060	1,280,050	1,276,810
Investment Property	22,360	22,880	23,460	24,050	24,660	25,280	25,920	26,570	27,240	27,930	28,630
Sub Total	**1,207,504**	**1,239,274**	**1,262,884**	**1,287,414**	**1,305,574**	**1,308,654**	**1,312,554**	**1,320,414**	**1,317,174**	**1,316,944**	**1,314,494**
TOTAL ASSETS	**1,284,674**	**1,308,854**	**1,322,674**	**1,347,504**	**1,364,054**	**1,375,574**	**1,386,214**	**1,397,564**	**1,408,234**	**1,421,774**	**1,434,924**
LIABILITIES											
Current Liabilities											
Payables	9,790	10,120	10,480	10,850	11,220	11,600	11,980	12,370	12,770	13,180	13,590
Borrowings	6,459	6,682	5,585	6,290	6,027	5,494	5,425	4,999	5,200	5,462	0
Provisions	8,270	8,500	8,730	8,960	9,290	9,620	9,950	10,280	10,610	10,940	11,270
Sub Total	24,519	25,302	24,795	26,100	26,537	26,714	27,355	27,649	28,580	29,582	24,860
Non Current Liabilities											
Payables	0	0	0	0	0	0	0	0	0	0	0
Borrowings	78,454	74,271	68,687	70,737	64,709	59,216	53,791	48,791	43,591	38,129	24,559
Provisions	4,620	5,030	5,440	5,850	6,260	6,670	7,080	7,490	7,900	8,410	8,920
Sub Total	**83,074**	**79,301**	**74,127**	**76,587**	**70,969**	**65,886**	**60,871**	**56,281**	**51,491**	**46,539**	**33,479**
TOTAL LIABILITIES	**107,592**	**104,604**	**98,921**	**102,687**	**97,507**	**92,599**	**88,226**	**83,931**	**80,071**	**76,121**	**58,339**
NET ASSETS	**1,177,082**	**1,204,251**	**1,223,753**	**1,244,817**	**1,266,548**	**1,282,975**	**1,297,988**	**1,313,633**	**1,328,163**	**1,345,653**	**1,376,585**
EQUITY											
Retained Earnings	692,882	708,751	715,753	724,017	732,548	735,575	736,688	738,233	738,263	740,853	756,485
Revaluation Reserves	484,200	495,500	508,000	520,800	534,000	547,400	561,300	575,400	589,900	604,800	620,100
TOTAL EQUITY	**1,177,082**	**1,204,251**	**1,223,753**	**1,244,817**	**1,266,548**	**1,282,975**	**1,297,988**	**1,313,633**	**1,328,163**	**1,345,653**	**1,376,585**

Scenario One – General Fund Balance sheet

Item	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27	2027./28
ASSETS											
Current Assets											
Cash and Investments	46,700	40,700	30,500	28,500	29,000	35,500	38,900	42,600	50,500	55,800	63,700
Receivables	4,970	5,090	5,220	5,360	5,500	5,640	5,790	5,940	6,090	6,250	6,410
Inventories	2,460	2,520	2,590	2,660	2,730	2,800	2,870	2,950	3,030	3,110	3,190
Other	1,660	1,700	1,750	1,800	1,850	1,900	1,950	2,000	2,050	2,110	2,170
Sub Total	**55,790**	**50,010**	**40,060**	**38,320**	**39,080**	**45,840**	**49,510**	**53,490**	**61,670**	**67,270**	**75,470**
Non Current Assets											
Investments	3,500	3,500	3,500	3,500	3,500	3,500	3,500	3,500	3,500	3,500	3,500
Receivables	80	90	100	110	120	130	140	150	160	170	180
Inventories	1,710	1,750	1,800	1,850	1,900	1,950	2,000	2,050	2,110	2,170	2,230
Infrastructure, Property, Plant and Equipment	882,910	906,590	926,440	951,100	963,270	962,250	965,530	968,860	969,660	973,650	975,610
Investment Property	22,360	22,880	23,460	24,050	24,660	25,280	25,920	26,570	27,240	27,930	28,630
Sub Total											
TOTAL ASSETS	**910,560**	**934,810**	**955,300**	**980,610**	**993,450**	**993,110**	**997,090**	**1,001,130**	**1,002,670**	**1,007,420**	**1,010,150**
	966,350	**984,820**	**995,360**	**1,018,930**	**1,032,530**	**1,038,950**	**1,046,600**	**1,054,620**	**1,064,340**	**1,074,690**	**1,085,620**
LIABILITIES											
Current Liabilities											
Payables											
Borrowings	9,540	9,760	10,010	10,270	10,530	10,800	11,070	11,350	11,640	11,940	12,240
Provisions	3,325	3,402	3,131	3,636	3,183	2,457	2,190	1,569	1,573	1,637	0
Sub Total	7,600	7,800	8,000	8,200	8,500	8,800	9,100	9,400	9,700	10,000	10,300
	20,465	**20,962**	**21,141**	**22,106**	**22,213**	**22,057**	**22,360**	**22,319**	**22,913**	**23,577**	**22,540**
Non Current Liabilities											
Payables											
Borrowings	0	0	0	0	0	0	0	0	0	0	0
Provisions	25,509	24,606	21,475	26,179	22,996	20,540	18,350	16,780	15,207	13,570	0
Sub Total	4,500	4,800	5,100	5,400	5,700	6,000	6,300	6,600	6,900	7,300	7,700
TOTAL LIABILITIES	**30,009**	**29,406**	**26,575**	**31,579**	**28,696**	**26,540**	**24,650**	**23,380**	**22,107**	**20,870**	**7,700**
NET ASSETS	**50,473**	**50,369**	**47,716**	**53,686**	**50,909**	**48,596**	**47,010**	**45,700**	**45,020**	**44,447**	**30,240**
	915,877	**934,452**	**947,644**	**965,245**	**981,621**	**990,354**	**999,590**	**1,008,920**	**1,019,320**	**1,030,243**	**1,055,380**
EQUITY											
Retained Earnings											
Revaluation Reserves	549,977	560,052	563,844	571,845	578,321	576,954	575,790	574,520	574,020	573,743	587,380
TOTAL EQUITY	365,900	374,400	383,800	393,400	403,300	413,400	423,800	434,400	445,300	456,500	468,000