Audit Findings for the

Financial Year Ended 30th June 2019

Report on Significant Matter

Operating Surplus Ratio

Contents

Background

The Shire of Victoria Plains (Shire) is required to prepare an audited Annual Financial Report each year under the *Local Government Act 1995* (the Act).

The Shire's auditor is the Office of the Auditor General (OAG). The OAG's 30 June 2019 Audit Report for the Shire is attached at Appendix 1.

A key audit requirement is the responsibility of the Auditor to identify any adverse financial trends.

Regulation 50 of the *Local Government (Financial Management) Regulations 1996* requires the inclusion of seven ratios in the Annual Financial Report.

50 Financial ratios to be included in annual financial report

(1) The annual financial report is to include, for the financial year covered by the annual financial report and the 2 preceding financial years –

(a) the current ratio; and

(b) the asset consumption ratio; and

(c) the asset renewal funding ratio; and

(d) the asset sustainability ratio; and

(e) the debt service cover ratio, and

(f) the operating surplus ratio; and

(g) the own source revenue coverage ratio.

For the financial year ended 30 June 2019, the OAG has reported a significant adverse trend in the Operating Surplus Ratio. It has been noted that the Operating Surplus Ratio has not met the Department of Local Government, Sport and Cultural Industries (DLGSCI) standard for the past three years. The DLGSCI *Operational Guideline Number 18 Financial Ratios* is included at Appendix 2.

The OAG's finding in relation to the Operating Surplus ratio states:

Report on Other Legal and Regulatory Requirements

In accordance with the Local Government (Audit) Regulations 1996 I report that:

i) In my opinion, the following material matters indicate significant adverse trends in the financial position of the Shire:

   a. The Operating Surplus Ratio is below the DLGSCI standard for the past 3 years. The financial ratios are reported at Note 33 to the financial report.

Operating Surplus Ratio

As per *Local Government Operational Guidelines No 18 – Financial Ratios* (see Appendix 2), the Operating Surplus Ratio measure is described as:

A key indicator of a local government's financial performance is measure by the 'Operating Surplus Ratio'. If a local government consistently achieves a positive operating surplus ratio and has soundly based long term financial plans showing that it can continue to do so in the future, having regard to asset management and the community's service level needs, then it is considered financially sustainable.

A positive ratio indicates the percentage of total own source revenue available to help fund proposal capital expenditure, transfer to cash reserves or to reduce debt.

A negative ratio indicates the percentage increase in total own source revenue (principally rates) that would have been required to achieve a break-even operating result.

The following table presents the financial ratios for the Shire against DLGSCI benchmarks for the past five years:

	Standard	2019	2018	2017	2016	2015	5 Year Average
Current ratio	≥ 1.00	0.99	1.26	1.67	1.85	3.14	1.78
Asset consumption ratio	≥ 0.50	0.72	0.68	0.97	0.98	1.00	0.87
Asset renewal funding ratio	≥ 0.75	1.12	0.84	0.94	1.03	0.90	0.97
Asset sustainability ratio	≥ 0.90	0.86	0.71	1.25	0.80	1.49	1.02
Debt service cover ratio	≥ 2.00	(8.54)	2.90	13.92	4.48	16.53	5.86
Operating surplus ratio	≥ 0.01	(1.60)	(0.60)	(0.32)	(0.86)	(0.11)	(0.70)
Own source revenue coverage ratio	≥ 0.40	0.34	0.50	0.51	0.46	0.57	0.48

The DLGSCI considers a "basic" standard to be between 1% and 15% and an "advanced" standard with a measure of over 15%.

Operating Surplus Ratio	
Operating Surplus Ratio =	$\frac{\text{(Operating Revenue MINUS Operating Expense)}}{\text{Own Source Operating Revenue}}$
Purpose:	This ratio is a measure of a local government's ability to cover its operational costs and have revenues available for capital funding or other purposes.
Standards:	**Basic** Standard between 1% and 15% (0.01 and 0.15) **Advanced** Standard > 15% (>0.15).
Definitions:	
'Operating Revenue'	Means the revenue that is operating revenue for the purposes of the AAS, excluding grants and contributions for the development or acquisition of assets.
'Operating Expense'	Means the expense that is operating expense for the purposes of the AAS.
'Own Source Operating Revenue'	Means revenue from rates and service charges, fees and user charges, reimbursements and recoveries *, interest income and profit on disposal of assets.

S7.12A of the Act requires the following relating to significant matters raised in the audit report

(4) A local government must –

(a) prepare a report addressing any matters identified as significant by the auditor in the audit report, and stating what action the local government has taken or intends to take with respect to each of those matters; and

(b) give a copy of that report to the Minister within 3 months after the audit report is received by the local government.

Report per Section 7.12A(4)(a) of the Local Government Act 1995

Council considered a recommendation from the Shire Audit Committee and resolved on 21 April 2020 the following response in accordance with s7.12A(4)(a) of the Act.

1. Purpose of Report

To report in compliance with s7.12A of the *Local Government Act 1995* relating to a significant matter raised in the 2019 audit report.

2. Significant Matter Identified by OAG

Report on Other Legal and Regulatory Requirements

In accordance with the Local Government (Audit) Regulations 1996 I report that:

i) In my opinion, the following material matters indicate significant adverse trends in the financial position of the Shire:

   a. The Operating Surplus Ratio is below the DLGSCI standard for the past 3 years. The financial ratios are reported at Note 33 to the financial report.

3. Implication

If a Local Government runs ongoing under-lying operating deficits, it needs to recognise longer-term implications. Not addressing ongoing deficits is likely to mean that future Councils will struggle to be able to accommodate asset renewal needs and that service levels will decline over time. It is acknowledged that a trending reduction in the operating deficit is necessary for improved sustainable financial health of the Shire.

4. Management Comment

Historically, the Shire has had no robust integrated financial planning framework that incorporates sustainable 'own source' funded long term asset management plans.

The Shire is transitioning towards improved long-term financial sustainability and adopted a Strategic Resource Plan (SRP) at the 12 August 2019 Special Council Meeting.

The SRP forecasts rate revenue along with fees and charges to increase by 7.0% (CPI 2.0% + 5%) from year 1 to year 5 of the Plan, with a 3.0% increase (CPI 2.0% + 1%) for the remaining term of the Plan. These increases are to assist in the long-term financial stability of the Shire and to maintain the level of services to the community.

The forecast increases in rate revenue and fees and charges result in an improvement to the Operating Surplus ratio from (0.66%) in 2020 to (0.31%) in 2034.

Whilst it is acknowledged that the forecast Operating Surplus ratio remains below the DLGSCI benchmark, it is a significant improvement from the 2019 ratio of (1.60).

5. Action Taken or Intended to be Taken

The following Integrated Plan have been adopted by Council:

- Strategic Community Plan (28 March 2018);
- Strategic Resource Plan (12 August 2019)
- Workforce Plan (12 August 2019)
- Corporate Business Plan (12 August 2019)

The Integrated plans include increases to Rates and Fees and Charges which will improve the Own Source Revenue Ratio over the course of the Strategic Resource Plan.

6 Completion of Proposed Completion Date

Council is committed to reduce the Operating Deficit and improving the Operating Surplus Ratio.

It is expected that the implementation of the strategies outlined in the Strategic Resource Plan with respect to Rates and Fees and Charges increases will result in improvements in the Operating Surplus Ratio over the duration of the Strategic Resource Plan.

7 Recommendation

That Council is committed to a trending improvement in the Operating Surplus Ratio and long term sustainable financial health of the Shire through continued implementation and funding of its Integrated Financial Planning Framework.

Appendix 1: OAG 30 June 2019 Audit Report

Auditor General

INDEPENDENT AUDITOR'S REPORT

To the Councillors of the Shire of Victoria Plains

Report on the Audit of the Financial Report

Opinion

I have audited the annual financial report of the Shire of Victoria Plains which comprises the Statement of Financial Position as at 30 June 2019, the Statement of Comprehensive Income by Nature or Type, Statement of Comprehensive Income by Program, Statement of Changes in Equity, Statement of Cash Flows and Rate Setting Statement for the year then ended, and notes comprising a summary of significant accounting policies and other explanatory information, and the Statement by the Chief Executive Officer.

In my opinion the annual financial report of the Shire of Victoria Plains:

(i) is based on proper accounts and records; and

(ii) fairly represents, in all material respects, the results of the operations of the Shire for the year ended 30 June 2019 and its financial position at the end of that period in accordance with the *Local Government Act 1995* (the Act) and, to the extent that they are not inconsistent with the Act, Australian Accounting Standards.

Basis for Opinion

I conducted my audit in accordance with Australian Auditing Standards. My responsibilities under those standards are further described in the *Auditor's Responsibilities for the Audit of the Financial Report* section of my report. I am independent of the Shire in accordance with the *Auditor General Act 2006* and the relevant ethical requirements of the Accounting Professional and Ethical Standards Board's APES 110 *Code of Ethics for Professional Accountants* (the Code) that are relevant to my audit of the annual financial report. I have also fulfilled my other ethical responsibilities in accordance with the Code. I believe that the audit evidence I have obtained is sufficient and appropriate to provide a basis for my opinion.

Emphasis of Matter – Basis of Accounting

I draw attention to Note 1 to the annual financial report, which describes the basis of accounting. The annual financial report has been prepared for the purpose of fulfilling the Shire's annual financial reporting responsibilities under the Act. Regulation 16 of the Local Government (Financial Management) Regulations 1996, does not allow a local government to recognise some categories of land, including land under roads, as assets in the annual financial report. My opinion is not modified in respect of this matter.

Responsibilities of the Chief Executive Officer and Council for the Financial Report

The Chief Executive Officer (CEO) of the Shire is responsible for the preparation and fair presentation of the annual financial report in accordance with the requirements of the Act, the Regulations and, to the extent that they are not inconsistent with the Act, Australian Accounting Standards. The CEO is also responsible for such internal control as the CEO determines is necessary to enable the preparation of an annual financial report that is free from material misstatement, whether due to fraud or error.

In preparing the annual financial report, the CEO is responsible for assessing the Shire's ability to continue as a going concern, disclosing, as applicable, matters related to going concern and using the going concern basis of accounting unless the State government has made decisions affecting the continued existence of the Shire.

The Council is responsible for overseeing the Shire's financial reporting process.

7th Floor Albert Facey House 469 Wellington Street Perth MAIL TO: Perth BC PO Box 8489 Perth WA 6849 TEL: 08 6557 7500 FAX: 08 6557 7600

Auditor's Responsibility for the Audit of the Financial Report

The objectives of my audit are to obtain reasonable assurance about whether the annual financial report as a whole is free from material misstatement, whether due to fraud or error, and to issue an auditor's report that includes my opinion. Reasonable assurance is a high level of assurance, but is not a guarantee that an audit conducted in accordance with Australian Auditing Standards will always detect a material misstatement when it exists. Misstatements can arise from fraud or error and are considered material if, individually or in the aggregate, they could reasonably be expected to influence the economic decisions of users taken on the basis of the annual financial report.

As part of an audit in accordance with Australian Auditing Standards, I exercise professional judgment and maintain professional scepticism throughout the audit. I also:

- Identify and assess the risks of material misstatement of the annual financial report, whether due to fraud or error, design and perform audit procedures responsive to those risks, and obtain audit evidence that is sufficient and appropriate to provide a basis for my opinion. The risk of not detecting a material misstatement resulting from fraud is higher than for one resulting from error, as fraud may involve collusion, forgery, intentional omissions, misrepresentations, or the override of internal control.

- Obtain an understanding of internal control relevant to the audit in order to design audit procedures that are appropriate in the circumstances, but not for the purpose of expressing an opinion on the effectiveness of the Shire's internal control.

- Evaluate the appropriateness of accounting policies used and the reasonableness of accounting estimates and related disclosures made by the CEO.

- Conclude on the appropriateness of the CEO's use of the going concern basis of accounting and, based on the audit evidence obtained, whether a material uncertainty exists related to events or conditions that may cast significant doubt on the Shire's ability to continue as a going concern. If I conclude that a material uncertainty exists, I am required to draw attention in my auditor's report to the related disclosures in the annual financial report or, if such disclosures are inadequate, to modify my opinion. My conclusions are based on the audit evidence obtained up to the date of my auditor's report, as we cannot predict future events or conditions that may have an impact.

- Evaluate the overall presentation, structure and content of the annual financial report, including the disclosures, and whether the annual financial report represents the underlying transactions and events in a manner that achieves fair presentation.

I communicate with the Council and the CEO regarding, among other matters, the planned scope and timing of the audit and significant audit findings, including any significant deficiencies in internal control that I identify during my audit.

Report on Other Legal and Regulatory Requirements

In accordance with the Local Government (Audit) Regulations 1996 I report that:

(i) In my opinion, the following material matters indicate significant adverse trends in the financial position of the Shire:
    a. The Operating Surplus Ratio is below the DLGSCI standard for the past 3 years. The financial ratios are reported at Note 33 to the financial report.

(ii) The following material matters indicating non-compliance with Part 6 of the *Local Government Act 1995*, the Local Government (Financial Management) Regulations 1996 or applicable financial controls of any other written law were identified during the course of my audit:
    a. In 2 instances services were procured where the total spend for each supplier during the year exceeded $150,000, however tenders were not called.

(iii) All required information and explanations were obtained by me.
(iv) All audit procedures were satisfactorily completed.
(v) In my opinion, the Asset Consumption Ratio and the Asset Renewal Funding Ratio included in the annual financial report were supported by verifiable information and reasonable assumptions.

Other Matter
The annual financial report of the Shire for the year ended 30 June 2018 was audited by another auditor who expressed an unmodified opinion on that annual financial report. The financial ratios for 2017 and 2018 in Note 33 of the audited annual financial report were included in the supplementary information and/or audited annual financial report for those years.

Matters Relating to the Electronic Publication of the Audited Financial Report
This auditor's report relates to the annual financial report of the Shire of Victoria Plains for the year ended 30 June 2019 included on the Shire's website. The Shire's management is responsible for the integrity of the Shire's website. This audit does not provide assurance on the integrity of the Shire's website. The auditor's report refers only to the annual financial report described above. It does not provide an opinion on any other information which may have been hyperlinked to/from this annual financial report. If users of the annual financial report are concerned with the inherent risks arising from publication on a website, they are advised to refer to the hard copy of the audited annual financial report to confirm the information contained in this website version of the annual financial report.

DON CUNNINGHAME
ASSISTANT AUDITOR GENERAL FINANCIAL AUDIT
Delegate of the Auditor General for Western Australia
Perth, Western Australia
17 December 2019

Appendix 2: Department of Local Government Sport and Cultural Industries Operation Guideline Number 18 – Financial Ratios

Government of **Western Australia**
Department of **Local Government and Communities**

Local Government Operational Guidelines

Number 18 – June 2013

Financial Ratios

1. Introduction

This guideline is intended to provide a clear explanation of each ratio required to be included in the annual financial report under section 6.4(2) of the *Local Government Act 1995* and Regulation 50 of the *Local Government (Financial Management) Regulations 1996*.

An explanation of the purpose of each ratio is included to ensure staff and elected members are able to interpret what the ratio result means for the local government.

Definitions are included to fully describe what is meant by the terms used in the ratios.

2. Purpose

The guideline is designed to assist local government officers in preparing financial ratios, and provide elected members and officers with an understanding of each ratio.

Financial ratios are designed to provide users of annual financial reports with a clearer interpretation of the performance and financial results of a local government and a comparison of trends over a number of years.

On occasions, there have been inconsistencies in the calculation and interpretation of financial ratios. If information is to be meaningful, it should be prepared accurately and consistently. Ratios may be disclosed as a percentage or a factor of one.

These indicators provide a short term measure of the financial sustainability of local governments and complement the national criteria endorsed by the Local Government and Planning Ministers' Council. They provide for a comprehensive tool for monitoring the financial sustainability of local governments.

3. Legislation

Financial ratios are included in the notes to the annual financial report. These ratios provide users with key indicators of the financial performance of a local government and include comparisons with two prior years.

Under regulation 50 of the *Local Government (Financial Management) Regulations 1996*, the annual financial report is to include, for the financial year covered by the annual financial report and the two preceding financial years, the following:

a) current ratio;
b) asset consumption ratio;
c) asset renewal funding ratio;
d) asset sustainability ratio;
e) debt service cover ratio;
f) operating surplus ratio; and
g) own source revenue coverage ratio.

As several of the ratios are to be reported for the first time in the 2012/13 financial year, local governments are expected to make reasonable efforts to calculate the ratios for the two prior years. However comparatives for 2010/11 and 2011/12 are not required for the assets consumption ratio or asset renewal funding ratio.

This guideline analyses each of these ratios according to the information they provide. The ratios are classified under the following headings:

(i) liquidity ratio;
(ii) debt ratio;
(iii) coverage ratio;
(iv) financial performance ratio; and
(v) asset management ratios.

4. Ratios

4.1 Liquidity Ratio

Liquidity refers to how quickly and cheaply an asset can be converted into cash. A local government's liquidity is measured by the 'Current Ratio'. This ratio provides information on the ability of a local government to meet its short-term financial obligations out of unrestricted current assets. The calculation of this ratio is explained as follows:

Current Ratio	
Current Ratio =	$\dfrac{\text{(Current Assets MINUS Restricted Assets)}}{\text{(Current Liabilities MINUS Liabilities Associated with Restricted Assets)}}$
Purpose:	This is a modified commercial ratio designed to focus on the liquidity position of a local government that has arisen from past year's transactions.
Standards	The standard is not met if the ratio is lower than 1:1 (less than 100%) The standard is met if the ratio is greater than 1:1 (100% or greater) A ratio less than 1:1 means that a local government does not have sufficient assets that can be quickly converted into cash to meet its immediate cash commitments. This may arise from a budget deficit from the past year, a Council decision to operate an overdraft or a decision to fund leave entitlements from next year's revenues.
Definitions:	
'Current Assets'	Means the total current assets as shown in the balance sheet.
'Current Liabilities'	Means the total current liabilities as shown in the balance sheet.
'Restricted Asset'	Means an asset the use of which is restricted, wholly or partly, by a law made or a requirement imposed outside of the control of the local government, where the restriction is relevant to assessing the performance, financial position or financing and investment of the local government. This includes all section 6.11 cash reserves as these are restricted by the Act '… by a law made …', unspent specific grants and other restricted cash identified by the local government, as these are restricted by '… a requirement imposed outside of the control of the local government …'
'Liabilities Associated with Restricted Assets'	Means the lesser value of a current liability or the cash component of restricted assets held to fund that liability. Commonly this is the cash reserve for long service leave, annual leave and other employee entitlements. Ideally the cash reserve amount should be the same as the provision amount but this is rarely the case. • Only make a deduction if there is a cash reserve. • If the cash reserve is greater than the provision amount, only deduct the amount of the provision. • If the provision amount is greater than the cash reserve, only deduct the amount of the cash reserve. • If the cash reserve is for the purpose of long service leave (or other specific leave) then only adjust for that specific leave provision and not the total of all leave provisions.

4.2 Debt Ratio

A local government's ability to service debt is measured by the 'Debt Service Cover Ratio'. This is the measurement of a local government's ability to produce enough cash to cover its debt payments.

Debt Service Cover Ratio	
Debt Service Cover Ratio =	$\frac{\text{Annual Operating Surplus BEFORE Interest and Depreciation}}{\text{Principal and Interest}}$
Purpose:	This ratio is the measurement of a local government's ability to repay its debt including lease payments. The higher the ratio is, the easier it is for a local government to obtain a loan.
Standards	A **Basic** standard is achieved if the ratio is greater than or equal to two. An **Advanced** standard is achieved if the ratio is greater than five.
Definitions:	
'Annual Operating Surplus Before Interest and Depreciation'	Means operating revenue minus net operating expense.
'Operating Revenue'	Means the revenue that is operating revenue for the purposes of the AAS, excluding grants and contributions for the development or acquisition of assets.
'Net Operating Expense'	Means operating expense excluding interest and depreciation.
'Interest'	Means interest expense for moneys borrowed, credit obtained or financial accommodation arranged under section 6.20 of the Act.
'Depreciation'	Has the meaning given in the AAS.
'Principal and Interest'	Means all principal and interest for moneys borrowed, credit obtained or financial accommodation arranged under section 6.20 of the Act.

4.3 Coverage Ratio

A local government's ability to cover its costs through its own taxing and revenue efforts is measured by the 'Own Source Revenue Coverage Ratio'.

Own Source Revenue Coverage Ratio	
Own Source Revenue Coverage Ratio =	$\frac{\text{Own Source Operating Revenue}}{\text{Operating Expense}}$
Purpose:	This ratio is the measurement of a local government's ability to cover its costs through its own revenue efforts. Different standards have been established to recognise the varying revenue raising capacities across the sector, where some rural and remote local governments have limited rate bases and revenue raising capacity, whereas others such as major metropolitan and regional local governments have significant rate bases and other own source revenues.
Standards	A **Basic** standard is achieved if the ratio is between 40% and 60% (or 0.4 and 0.6). An **Intermediate** standard is achieved if the ratio is between 60% and 90% (or 0.6 and 0.9). An **Advanced** standard is achieved if the ratio is greater than 90% (or > 0.9).
Definitions:	
'Own Source Operating Revenue'	Means revenue from rates and service charges, fees and user charges, reimbursements and recoveries *, interest income and profit on disposal of assets.
'Operating Expense'	Means the expense that is operating expense for the purposes of the AAS.

*Note: Typically local governments disclose, in their annual financial statements, a nature or type classification described as 'Reimbursements and Recoveries, Contributions and Donations' (or similar). In order to calculate the value of own source revenue, it is essential that reimbursements and recoveries are disclosed separately from contributions and donations. This can be by way of note.

4.4 Financial Performance Ratio

A key indicator of a local government's financial performance is measured by the 'Operating Surplus Ratio'. If a local government consistently achieves a positive operating surplus ratio and has soundly based long term financial plans showing that it can continue to do so in future, having regard to asset management and the community's service level needs, then it is considered financially sustainable.

A positive ratio indicates the percentage of total own source revenue available to help fund proposed capital expenditure, transfer to cash reserves or to reduce debt.

A negative ratio indicates the percentage increase in total own source revenue (principally rates) that would have been required to achieve a break-even operating result.

Operating Surplus Ratio	
Operating Surplus Ratio =	$\dfrac{\text{(Operating Revenue MINUS Operating Expense)}}{\text{Own Source Operating Revenue}}$
Purpose:	This ratio is a measure of a local government's ability to cover its operational costs and have revenues available for capital funding or other purposes.
Standards:	**Basic** Standard between 1% and 15% (0.01 and 0.15) **Advanced** Standard > 15% (>0.15).
Definitions:	
'Operating Revenue'	Means the revenue that is operating revenue for the purposes of the AAS, excluding grants and contributions for the development or acquisition of assets.
'Operating Expense'	Means the expense that is operating expense for the purposes of the AAS.
'Own Source Operating Revenue'	Means revenue from rates and service charges, fees and user charges, reimbursements and recoveries *, interest income and profit on disposal of assets.

*Note: Typically local governments disclose in their annual financial statements, a nature or type classification described as 'Reimbursements and Recoveries, Contributions and Donations' (or similar). In order to calculate the value of own source revenue, it is essential that reimbursements and recoveries are disclosed separately from contributions and donations. This can be by way of note.

4.5 Asset Consumption Ratio

This ratio seeks to highlight the aged condition of a local government's stock of physical assets.

If a local government is responsibly maintaining and renewing / replacing its assets in accordance with a well prepared asset management plan, then the fact that its Asset Consumption Ratio may be relatively low and/or declining should not be cause for concern – providing it is operating sustainably.

Asset Consumption Ratio	
Asset Consumption Ratio=	$\frac{\text{Depreciated Replacement Cost of Depreciable Assets}}{\text{Current Replacement Cost of Depreciable Assets}}$
Purpose:	This ratio measures the extent to which depreciable assets have been consumed by comparing their written down value to their replacement cost.
Standards:	Standard is met if the ratio can be measured and is 50% or greater (0.50 or >). Standard is improving if the ratio is between 60% and 75% (0.60 and 0.75).
Definitions:	
'Depreciated Replacement Cost of Assets'	Has the meaning given in the AAS. AASB 136 paragraph Aus 6.2 defines depreciated replacement cost as '… the current replacement cost of an asset less, where applicable, accumulated depreciation calculated on the basis of such cost to reflect the already consumed or expired future economic benefits of the asset.'
'Current Replacement Cost'	In AASB 136 paragraph Aus 32.2 'The current replacement cost of an asset is its cost measured by reference to the lowest cost at which the gross future economic benefits of that asset could currently be obtained in the normal course of business.' In addition, AASB 13 paragraph B8 provides 'The cost approach reflects the amount that would be required currently to replace the service capacity of an asset (often referred to as current replacement cost).' More detailed explanation is included in AASB 13 paragraph B9.
'Current Replacement Cost of Depreciable Assets'	Means the cost of replacing assets at current prices.

Note that the values for depreciated replacement cost of depreciable assets and the current replacement cost of depreciable assets are not amounts disclosed in the annual financial statements and the calculations involved should be discussed with auditors.

4.6 Asset Sustainability Ratio

This ratio is an approximation of the extent to which assets managed by a local government are being replaced as these reach the end of their useful lives. It is calculated by measuring capital expenditure on **renewal** or **replacement** of assets, relative to depreciation expense. Expenditure on new or additional assets is excluded.

Depreciation expense represents an estimate of the extent to which the assets have been consumed during that period. Measuring assets at fair value is critical to the calculation of a valid depreciation expense value.

Asset Sustainability Ratio	
Asset Sustainability Ratio =	$\frac{\text{Capital Renewal and Replacement Expenditure}}{\text{Depreciation}}$
Purpose:	This ratio indicates whether a local government is replacing or renewing existing non-financial assets at the same rate that its overall asset stock is wearing out.
Standards:	Standard is met if the ratio can be measured and is 90% (or 0.90) Standard is improving if this ratio is between 90% and 110% (or 0.90 and 1.10).
Definitions:	
'Capital Renewal and Replacement Expenditure'	Means expenditure to renew or replace existing assets. In other words, it is expenditure on an existing asset to return the service potential or the life of the asset up to that which it had originally. It is periodically required expenditure. As it reinstates existing service potential it may reduce operating and maintenance costs.
'Depreciation'	Has the meaning given in the AAS. Under AASB 116 paragraph 6, 'Depreciation is the systematic allocation of the depreciable amount of an asset over its useful life.' In other words, depreciation represents the allocation of the value of an asset (its cost less its residual value) over its estimated useful life to the local government. Depreciation expense can be sourced from the audited annual financial report.
'Depreciable Amount'	Under AASB 116 paragraph 6, 'Depreciable amount is the cost of an asset, or other amount substituted for cost, less its residual value.'
'Residual Value'	Under AASB 116 paragraph 6, 'The residual value of an asset is the estimated amount that an entity would currently obtain from disposal of the asset, after deducting the estimated costs of disposal, if the asset were already of the age and in the condition expected at the end of its useful life.'
'Useful Life'	Under AASB 116 paragraph 6, 'Useful life is: (a) the period over which an asset is expected to be available for use by an entity; or (b) the number of production or similar units expected to be obtained from the asset by an entity.'

4.7 Asset Renewal Funding Ratio

This ratio indicates whether the local government has the financial capacity to fund asset renewal as required, and can continue to provide existing levels of services in future, without additional operating income; or reductions in operating expenses.

The ratio is calculated from information included in the local government's Long Term Financial Plan and Asset Management Plan; **not** the Annual Financial Report.
For the ratio to be meaningful, a consistent discount rate should generally be applied in Net Present Value (NPV) calculations.

Asset Renewal Funding Ratio	
Asset Renewal Funding Ratio =	$\dfrac{\text{NPV of Planned Capital Renewals over 10 years}}{\text{NPV of Required Capital Expenditure over 10 years}}$
Purpose:	This ratio is a measure of the ability of a local government to fund its projected asset renewal / replacements in the future.
Standards:	Standard is met if the ratio is between 75% and 95% (or 0.75 and 0.95). Standard is improving if the ratio is between 95% and 105% (or 0.95 and 1.05), and the ASR falls within the range 90% to 110%, and ACR falls within the range 50% to 75%.
Definitions:	
'NPV'	Means Net Present Value.
'Planned Capital Renewals'	Means capital renewal and replacement expenditure as estimated in the long-term financial plan.
'NPV of Planned Capital Renewals' is therefore	The total of all capital expenditures on renewals and replacement included in the 10–year long term financial plan, expressed in current year values.
'Required Capital Expenditure'	Means capital renewal and replacement expenditure as estimated in the asset management plan.
'NPV of Required Capital Expenditure' is therefore	The total of all required capital expenditures on renewals in the 10-year forecast period as indicated in the asset management plans or asset forecasts, expressed in current year values.

5. Ratio Calculations

Detailed calculations of each of the seven ratios are included in this section. The calculations are based on the extracts of financial information from annual financial statements or long-term and asset management plans included at section six (6) of this guideline.

Ratio Calculations are for the year 200Y

a) Current Ratio

$$\frac{\text{(Current Assets MINUS Restricted Assets)}}{\text{(Current Liabilities MINUS Liabilities Associated with Restricted Assets)}}$$

$$= \frac{(\underset{[1]}{8,156,143} - \underset{[2]}{6,728,955})}{(\underset{[3]}{2,033,690} - \underset{[4]}{644,160})} = \frac{1,427,188}{1,389,530} = \mathbf{1.03:1}\ \mathbf{(or\ 103\%)}$$

[Numbers taken from statement of financial position and cash and cash equivalents note]

b) Debt Service Cover Ratio

$$\frac{\text{Annual Operating Surplus BEFORE Interest and Depreciation}}{\text{Principal and Interest}}$$

$$= \frac{(\underset{[5]}{20,707,319} + \underset{[6]}{44,048}) - ((\underset{[7]}{21,365,583} + \underset{[8]}{50,000} + \underset{[9]}{98,325}) - (\underset{[10]}{6,907,407} + \underset{[11]}{96,257}))}{(\underset{[12]}{70,597} + \underset{[11]}{96,257})} = \frac{6,241,123}{166,854} = \mathbf{37.4}$$

[Numbers taken from statement of comprehensive income by nature or type and rate setting statement]

c) Own Source Revenue Coverage Ratio

$$\frac{\text{Own Source Operating Revenue}}{\text{Operating Expense}}$$

$$= \frac{(\underset{[13]}{8,165,843} + \underset{[14]}{4,999,717} + \underset{[15]}{498,964} + \underset{[16]}{55,200} + \underset{[6]}{44,048})}{(\underset{[7]}{21,365,583} + \underset{[9]}{98,325} + \underset{[8]}{50,000})} = \frac{\overset{[18]}{13,763,772}}{\underset{[17]}{21,513,908}} = \mathbf{0.64}\ \mathbf{(or\ 64\%)}$$

[Numbers drawn from statement of comprehensive income by nature or type]

Ratio Calculations are for the year 200Y

d) Operating Surplus Ratio	(Operating Revenue MINUS Operating Expense) / Own Source Operating Revenue			
=	[5] [6] [17] ((20,707,319+44,048) -(21,513,908)) / 13,763,772 [18]	=	-762,541 / 13,763,772	= **-5.5% (or -0.055)**

[Numbers drawn from statement of comprehensive income by nature or type and Own Source Operating Revenue same as in c) above]

e) Asset Consumption Ratio	Depreciated Replacement Cost of Depreciable Assets / Current Replacement Cost of Depreciable Assets			
=	[19] [20] (18,847,904+183,226,214) / (29,284,194+283,543,863) [21] [22]	=	202,074,118 / 312,828,057	= **64.6% (or 0.646)**

[Numbers drawn from notes 7a. and 8a.]

f) Asset Sustainability Ratio	Capital Renewal and Replacement Expenditure / Depreciation Expense			
=	[23] [24] [25] [26] 660,185*+2,031,457+46,798+2,976,240 / 6,907,407 [10]	=	5,714,680 / 6,907,407	= **82.7% (or 0.827)**

*Note: while described as land and building in the rate setting statement, for the purpose of this example the expenditure is assumed to all relate to buildings.
[Numbers drawn from rate setting statement]

g) Asset Renewal Funding Ratio	NPV of Planned Capital Renewals over 10 years / NPV of Required Capital Expenditure over 10 years			
NPV Planned from LTF Plan / NRV Required from AM Plan		=	[27] 67,398 / 73,099 [28]	= **92.2% (or 0.922)**

[Numbers drawn from Long Term Financial Plan (planned renewals) and Asset Management Plan (required renewals)]

6. Extracts of Financial Information from which ratios are calculated

6.1 Annual Financial Statements Extracts

Statement Of Financial Position For The Year Ended 30 June 201Y				
	NOTE	Current Actual $		Prior Actual $
Current Assets				
Cash and Cash Equivalents	3	6,781,850		6,005,704
Investments	4	190,000		0
Trade and Other Receivables		527,980		594,914
Inventories		656,313		590,852
Total Current Assets		**8,156,143**	(1)	**7,191,470**
Non-Current Assets				
Receivables		475,355		461,669
Inventories		2,878,873		2,000,000
Property, Plant and Equipment		31,578,071		31,445,812
Infrastructure		183,226,214	(20)	181,334,195
Total Non-Current Assets		**218,158,483**		**215,241,676**
Total Assets		**226,314,626**		**222,433,146**
Current Liabilities				
Trade and Other Payables		1,126,295		893,304
Long Term Borrowings		83,612		64,886
Provisions	11	823,783		924,356
Total Current Liabilities		**2,033,690**	(3)	**1,882,546**
Non-Current Liabilities				
Long Term Borrowings		2,358,215		419,894
Provisions	11	459,277		648,258
Total Non-Current Liabilities		**2,817,492**		**1,068,152**
Total Liabilities		**4,851,182**		**2,950,698**
Net Assets		**221,463,444**		**219,482,448**
Equity				
Retained Surplus		113,817,172		112,717,798
Reserves - Cash/Investment Backed	12	5,162,318		3,530,196
Reserves - Asset Revaluation		102,483,954		103,234,454
Total Equity		**221,463,444**		**219,482,448**

Statement Of Comprehensive Income
By Nature Or Type
For The Period Ended 30 June 201Y

	NOTE	201Y Actual $		201Y Budget $	201X Actual $
Revenue					
Rates	24	8,165,843	(13)	8,074,469	7,633,920
Operating Grants, Subsidies and Contributions	30	6,987,595		5,548,348	5,609,425
Fees and Charges	29	4,999,717	(14)	4,253,486	4,165,652
Service Charges	26	0		0	0
Interest Earnings	2(a)	498,964	(15)	385,100	413,708
Other Revenue		55,200	(16)	27,304	30,435
		20,707,319	(5)	**18,288,707**	**17,853,140**
Expenses					
Employee Costs		(8,896,802)		(8,772,958)	(7,826,475)
Materials and Contracts		(4,120,422)		(3,926,230)	(3,064,784)
Utilities		(443,972)		(435,600)	(404,245)
Depreciation	2(a)	(6,907,407)	(10)	(7,100,000)	(7,435,789)
Interest Expenses	2(a)	(96,257)	(11)	(399,441)	(37,753)
Insurance		(336,390)		(333,163)	(326,578)
Other Expenditure		(564,333)		(828,951)	(512,377)
		(21,365,583)	(7)	**(21,796,343)**	**(19,608,001)**
		(658,264)		(3,507,636)	(1,754,861)
Non-Operating Grants, Subsidies and Contributions	30	3,494,037		5,856,328	4,933,510
Fair Value Adjustments to financial assets at fair value through profit and loss	2(a)	(50,000)	(8)	0	0
Profit on Asset Disposals	21	44,048	(6)	2,333,736	96,518
Loss on Asset Disposal	21	(98,325)	(9)	(49,155)	(43,985)
		3,389,760		**8,140,909**	**4,986,043**
Net Result		**2,731,496**		**4,633,273**	**3,231,182**
Other Comprehensive Income					
Changes on revaluation of non-current assets	13	(750,500)		0	0
Total Other Comprehensive Income		**(750,500)**		**0**	**0**
Total Comprehensive Income		**1,980,996**		**4,633,273**	**3,231,182**

Rate Setting Statement For The Period Ended 30 June 201Y				
	NOTE	201Y Actual $	201Y Budget $	201X Actual $
Revenue				
Governance		108,566	93,221	81,376
General Purpose Funding (Excl Rates)		4,104,679	3,970,416	3,855,332
Law, Order, Public Safety		686,829	556,802	864,126
Health		262,378	176,240	175,879
Education and Welfare		1,660,935	1,416,806	1,291,279
Housing		520	600	460
Community Amenities		1,688,168	1,803,650	1,324,894
Recreation and Culture		1,328,903	2,171,562	1,403,700
Transport		4,783,531	3,960,367	5,365,366
Economic Services		503,702	387,060	385,897
Other Property and Services		1,000,611	3,916,478	499,839
		16,128,822	**18,453,202**	**15,248,148**
Expenses				
Governance		(826,169)	(908,185)	(763,010)
General Purpose Funding		(171,816)	(158,077)	(154,898)
Law, Order, Public Safety		(1,137,630)	(1,349,794)	(928,250)
Health		(356,604)	(331,717)	(296,011)
Education and Welfare		(1,743,528)	(1,682,025)	(1,495,536)
Housing		(1,657)	(1,500)	(1,432)
Community Amenities		(2,859,238)	(3,057,906)	(2,755,017)
Recreation and Culture		(4,259,938)	(4,243,523)	(3,800,603)
Transport		(8,641,626)	(8,380,666)	(8,156,823)
Economic Services		(616,182)	(598,183)	(469,186)
Other Property and Services		(899,520)	(1,133,922)	(831,220)
		(21,513,908)	**(21,845,498)**	**(19,651,986)**
Net Result Excluding Rates		**(5,385,086)**	**(3,392,296)**	**(4,403,838)**
Adjustments for Cash Budget Requirements: Non-Cash Expenditure and Revenue				
(Profit)/Loss on Asset Disposals	21	54,277	(2,284,581)	(52,533)
Movements in Assets/Liabilities		2,077	0	104,502
Depreciation on Assets	2(a)	6,907,407	7,100,000	7,435,789
Net Non-Cash Expenditure/Revenue		**6,963,761**	**4,815,419**	**7,487,758**

Rate Setting Statement For The Period Ended 30 June 201Y					
	NOTE	201Y Actual $		201Y Budget $	201X Actual $
Capital Expenditure/Revenue					
Purchase of Land Held for Resale		(2,056,759)		(4,076,189)	(702,227)
Purchase Land and Buildings	20	(660,185)	(23)	(1,787,479)	(957,226)
Purchase Plant and Equipment	20	(2,031,457)	(24)	(2,686,903)	(2,165,913)
Purchase Furniture and Equipment	20	(46,798)	(25)	0	0
Infrastructure Assets	20	(2,976,240)	(26)	(3,704,824)	(6,319,171)
Infrastructure Assets – New		(3,710,100)		(7,500,000)	0
Repayment of Debentures	23(a)	(70,597)	(12)	(70,597)	(68,526)
Proceeds from Disposal of Assets	21	759,429		5,904,712	655,232
Proceeds from New Debentures	23	2,027,644		2,188,452	350,000
SS Loan Principal Income	23	24,393		24,393	48,098
Transfers to Reserves	12	(3,376,061)		(1,478,584)	(2,952,482)
Transfers from Reserves	12	1,743,939		2,447,854	1,883,320
ADD Surplus/(Deficit) July 1 B/F	24(b)	1,841,049		1,290,473	1,351,004
LESS Surplus/(Deficit) June 30 C/F	24(b)	1,163,514		0	1,841,049
Amount Required to be Raised from Rates	**24(a)**	**(8,116,582)**		**(8,025,569)**	**(7,635,020)**

3	Cash And Cash Equivalents			
	NOTE	201Y $		201X $
Cash - Unrestricted Muni		52,895		850,416
Cash - Restricted		6,728,955	(2)	5,155,288
	14(a)	6,781,850		6,005,704
The following restrictions have been imposed by regulations or other externally imposed requirements:				
Land Purchase and Development Reserve	12	941,906		434,375
Plant Reserve	12	1,175,544		806,956
Building Reserve	12	1,777,669		1,224,785
Sanitation Services Reserve	12	623,039		406,750
Employee Entitlements	12	644,160	(4)	657,330
Total Reserves		**5,162,318**		**3,530,196**
Unspent Grants	2(d)	1,566,637		1,625,092
Total Unspent Grants and Loans		**1,566,637**		**1,625,092**
Total Restricted Cash		**6,728,955**		**5,155,288**

7a	Property, Plant and Equipment (PP&E)		
	201Y $		201X $
Land – Fair Value	12,730,167		12,457,362
Less Accumulated Depreciation	0		0
	12,730,167		12,457,362
Buildings – Fair Value	15,081,793		14,694,413
Less Accumulated Depreciation	(3,746,056)		(3,379,285)
	11,335,737		11,315,128
Furniture and Equipment – Fair Value	895,174		1,426,495
Less Accumulated Depreciation	(638,235)		(1,115,109)
	256,939		311,386
Plant and Equipment – Fair Value	2,865,445		2,814,165
Less Accumulated Depreciation	(2,123,703)		(1,950,728)
	741,742		863,437
Plant and Equipment Under Lease	2,270,110		2,037,911
Less Accumulated Depreciation	(595,703)		(401,210)
	1,674,407		1,636,701
Road Construction Plant – Fair Value	8,171,672		7,920,130
Less Accumulated Amortisation	(3,332,593)		(3,058,332)
	4,839,079		4,861,798
Depreciated Cost of PP&E at Fair Value	**31,578,071**		**31,445,812**
Current Replacement Cost of Depreciated PP&E at Fair Value	29,284,194	(21)	28,893,114
Less Accumulated Depreciation	(10,436,290)		(9,904,664)
Depreciated Replacement Cost of Depreciated PP&E at Fair Value	18,847,904	(19)	18,988,450
Land (Non-Depreciable)	12,730,167		12,457,362
Depreciated Cost of PP&E at Fair Value	**31,578,071**		**31,445,812**

8a	Infrastructure	
	201Y **$**	**201X** **$**
Roads – Fair Value	260,058,298	253,772,740
Less Accumulated Depreciation	(88,538,837)	(83,677,423)
	171,519,461	170,095,317
Drainage – Fair Value	2,832,873	2,711,180
Less Accumulated Depreciation	(1,044,492)	(976,459)
	1,788,381	1,734,721
Bridges – Fair Value	861,642	811,414
Less Accumulated Depreciation	(285,302)	(244,299)
	576,340	567,115
Footpaths and Cycleways – Fair Value	4,701,608	4,305,552
Less Accumulated Depreciation	(1,352,095)	(1,207,616)
	3,349,513	3,097,936
Parks and Gardens – Fair Value	6,518,991	6,258,991
Less Accumulated Depreciation	(5,009,798)	(4,696,849)
	1,509,193	1,562,142
Airports – Fair Value	2,398,359	2,178,649
Less Accumulated Depreciation	(483,853)	(422,827)
	1,914,506	1,755,822
Sewerage – Fair Value	4,576,113	4,506,113
Less Accumulated Depreciation	(3,388,338)	(3,275,685)
	1,187,775	1,230,428
Other – Fair Value	1,595,979	1,461,034
Less Accumulated Depreciation	(214,934)	(170,320)
	1,381,045	1,290,714
	183,226,214	**181,334,195**
Current Replacement Cost of Infrastructure at Fair Value	**283,543,863** (22)	**276,005,673**
Less Accumulated Depreciation	**(100,317,649)**	**(94,671,478)**
Depeciated Replacement Cost of Infrastructure	**183,226,214** (20)	**181,334,195**

11	Provisions	
	201Y $	201X $
Current		
Provision for Annual Leave	668,540	756,421
Provision for Long Service Leave	155,243	167,935
	823,783	**924,356**
Non-Current		
Provision for Long Service Leave	459,277	648,258
	459,277	**648,258**

12f	Reserves – Cash/Investment Backed	
	201Y $	201X $
Employee Entitlements Purpose: To be used to fund Annual and Long Service Leave		
Opening Balance	657,330	427,366
Amount Set Aside / Transfer to Reserve	171,082	260,529
Amount Used / Transfer from Reserve	(184,252)	(30,565)
	644,160	**657,330**

6.2 Long-term Financial Plan and Asset Management Plan Extracts

Renewals / Upgrades	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8	Year 9	Year 10
	$000s	$000s	$000s	$000s	$000s	$000s	$000s	$000s	$000s	$000s
Long Term Financial Plan										
Buildings	570	600	700	750	800	850	1,500	1,500	1,500	1,500
Motor Vehicles	182	200	215	220	250	235	260	270	270	280
Plant and Equipment	885	385	290	930	790	390	1,045	790	545	1,050
Infrastructure Roads	7,184	6,359	6,728	7,100	4,744	5,084	5,426	5,772	6,119	6,221
Infrastructure Other	1,235	250	350	400	750	750	800	800	850	850
Total Planned Renewals	**10,056**	**7,794**	**8,283**	**9,400**	**7,334**	**7,309**	**9,031**	**9,132**	**9,284**	**9,901**
Asset Management Plan										
Buildings	600	650	750	800	850	875	1,700	1,700	1,800	1,800
Motor Vehicles	182	200	215	220	250	235	260	270	270	280
Plant and Equipment	885	385	290	930	790	390	1,045	790	545	1,050
Infrastructure Roads	7,500	7,700	7,900	8,000	5,200	5,400	5,700	6,000	6,400	6,500
Infrastructure Other	1,250	250	380	420	800	800	850	850	900	900
Total Required Renewals	**10,417**	**9,185**	**9,535**	**10,370**	**7,890**	**7,700**	**9,555**	**9,610**	**9,915**	**10,530**

Discount Rate =	0.05	
NPV Planned Renewals	67,398	(27)
NPV Required Renewals	73,099	(28)

Ratio = 67,398/73,099 92.2%

These guidelines are also available on the Department's website at www.dlgc.wa.gov.au

Government of **Western Australia**
Department of **Local Government and Communities**

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This document and others in the series are intended as a guide to good practice and should not be taken as a compliance requirement. The content is based on Department officer knowledge, understanding, observation of, and appropriate consultation on contemporary good practice in local government. Guidelines may also involve the Department's views on the intent and interpretation of relevant legislation.

All guidelines are subject to review, amendment and re-publishing as required. Therefore, comments on any aspect of the guideline are welcome. Advice of methods of improvement in the area of the guideline topic that can be reported to other local governments will be especially beneficial.

For more information about this and other guidelines, contact the Local Government Regulation and Support Branch at:

Department of Local Government and Communities
Gordon Stephenson House, 140 William Street, Perth WA 6000
GPO Box R1250, Perth WA 6844
Telephone: (08) 6551 8700 Fax: (08) 6552 1555
Freecall (Country only): 1800 620 511
Email: info@dlgc.wa.gov.au Website: www.dlgc.wa.gov.au

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Appendix 3: Strategic Resource Plan 2019 2034 Extract – Forecast Financial Ratios

Appendix B11 – Forecast Ratios 2019-2034

	Target Range		Average	2019-20	2020-21	2021-22	2022-23	2023-24	2024-25	2025-26	2026-27	2027-28	2028-29	2029-30	2030-31	2031-32	2032-33	2033-34
	Basic	Advanced																
LIQUIDITY RATIOS																		
Current Ratio	> 1.00	> 1.20	0.69	0.66	0.66	0.68	0.68	0.68	0.67	0.68	0.69	0.69	0.70	0.73	0.73	0.73	0.73	0.73
OPERATING RATIOS																		
Operating Surplus Ratio	> 1.00%	> 15.00%	(40.97%)	(65.58%)	(58.96%)	(52.58%)	(46.60%)	(40.45%)	(39.28%)	(38.24%)	(37.16%)	(36.05%)	(34.98%)	(34.91%)	(33.71%)	(32.72%)	(32.34%)	(30.99%)
Own Source Revenue Coverage Ratio	> 40.00%	> 60.00%	57.26%	48.38%	50.41%	52.54%	54.71%	57.11%	57.59%	58.04%	58.51%	59.01%	59.50%	59.66%	60.19%	60.68%	60.94%	61.58%
BORROWINGS RATIOS																		
Debt Service Cover Ratio	> 3	> 5	16.18	4.09	4.60	5.99	9.21	11.24	11.84	12.48	14.77	17.79	18.75	67.23	-	-	-	-
FIXED ASSET RATIOS																		
Asset Sustainability Ratio	> 90.00%	> 110.00%	61.01%	85.15%	30.69%	49.97%	46.24%	55.08%	51.14%	54.95%	51.08%	78.59%	71.52%	112.26%	50.12%	56.31%	50.50%	71.51%
Asset Consumption Ratio	> 50.00%	> 60.00%	67.08%	72.54%	71.57%	70.65%	69.75%	69.05%	68.39%	67.65%	66.89%	66.32%	65.64%	65.14%	64.36%	63.54%	62.70%	62.00%
Asset Renewal Funding Ratio	> 75.00%	> 95.00%	68.24%	111.66%	96.37%	51.00%	41.57%	40.59%	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A

Refer to Appendix B15 – Forecast Significant Accounting Policies