

Annual Financial Statements

2022-2023



Shoalhaven City Council

ANNUAL FINANCIAL STATEMENTS
for the year ended 30 June 2023

Shoalhaven City Council

GENERAL PURPOSE FINANCIAL STATEMENTS
for the year ended 30 June 2023

Shoalhaven City Council

General Purpose Financial Statements

for the year ended 30 June 2023

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Overview

Shoalhaven City Council is constituted under the *Local Government Act 1993 (NSW)* and has its principal place of business at:

36 Bridge Road
Nowra NSW 2541

Council's guiding principles are detailed in Chapter 3 of the LGA and includes:

- principles applying to the exercise of functions generally by council,
- principles to be applied when making decisions,
- principles of community participation,
- principles of sound financial management, and
- principles for strategic planning relating to the development of an integrated planning and reporting framework.

A description of the nature of Council's operations and its principal activities are provided in Note B1-2.

Through the use of the internet, we have ensured that our reporting is timely, complete and available at minimum cost. All press releases, financial statements and other information are publicly available on our website: www.shoalhaven.nsw.gov.au.

Shoalhaven City Council

General Purpose Financial Statements

for the year ended 30 June 2023

Statement by Councillors and Management made pursuant to Section 413 (2c) of the *Local Government Act 1993* (NSW)

The attached general purpose financial statements have been prepared in accordance with:

- the *Local Government Act 1993* and the regulations made thereunder,
- the Australian Accounting Standards and other pronouncements of the Australian Accounting Standards Board
- the Local Government Code of Accounting Practice and Financial Reporting.

To the best of our knowledge and belief, these statements:

- present fairly the Council's operating result and financial position for the year
- accord with Council's accounting and other records.

We are not aware of any matter that would render these statements false or misleading in any way.

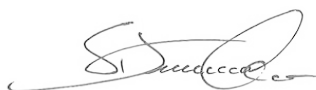
Signed in accordance with a resolution of Council made on 11 December 2023.



Amanda Findley
Mayor
12 December 2023



Evan Christen
Deputy Mayor
12 December 2023



Stephen Dunshea
Chief Executive Officer
12 December 2023



Katie Buckman
Responsible Accounting Officer
12 December 2023

Shoalhaven City Council

Income Statement

for the year ended 30 June 2023

Original unaudited budget 2023 \$ '000		Notes	Actual 2023 \$ '000	Actual 2022 \$ '000
Income from continuing operations				
167,655	Rates and annual charges	B2-1	167,708	159,895
90,636	User charges and fees	B2-2	92,478	78,955
4,058	Other revenues	B2-3	5,073	3,758
20,784	Grants and contributions provided for operating purposes	B2-4	52,485	33,831
40,370	Grants and contributions provided for capital purposes	B2-4	60,115	54,029
3,019	Interest and investment income	B2-5	4,930	1,922
–	Other income	B2-6	4,245	1,327
–	Net gain from the disposal of assets	B4-1	–	4,928
326,522	Total income from continuing operations		387,034	338,645
Expenses from continuing operations				
94,264	Employee benefits and on-costs	B3-1	112,733	101,588
91,274	Materials and services	B3-2	117,752	90,161
6,150	Borrowing costs	B3-3	6,366	5,702
75,135	Depreciation, amortisation and impairment of non-financial assets	B3-4	85,230	79,521
15,668	Other expenses	B3-5	19,180	18,102
–	Net loss from the disposal of assets	B4-1	3,799	–
282,491	Total expenses from continuing operations		345,060	295,074
44,031	Operating result from continuing operations		41,974	43,571
44,031	Net operating result for the year attributable to Council		41,974	43,571
3,661	Net operating result for the year before grants and contributions provided for capital purposes		(18,141)	(10,458)

The above Income Statement should be read in conjunction with the accompanying notes.

Shoalhaven City Council

Statement of Comprehensive Income

for the year ended 30 June 2023

	Notes	2023 \$ '000	2022 \$ '000
Net operating result for the year – from Income Statement		41,974	43,571
Other comprehensive income:			
Amounts which will not be reclassified subsequently to the operating result			
Gain (loss) on revaluation of infrastructure, property, plant and equipment	C1-7	514,287	575,568
Amounts which will be reclassified subsequently to the operating result when specific conditions are met			
Other movements		–	(339)
Amounts that will be reclassified subsequent to operating result when specific conditions are met		–	(339)
Total other comprehensive income for the year		514,287	575,229
Total comprehensive income for the year attributable to Council		556,261	618,800

The above Statement of Comprehensive Income should be read in conjunction with the accompanying notes.

Shoalhaven City Council

Statement of Financial Position

as at 30 June 2023

	Notes	2023 \$ '000	2022 \$ '000
ASSETS			
Current assets			
Cash and cash equivalents	C1-1	27,431	21,416
Investments	C1-2	136,927	153,778
Receivables	C1-4	56,190	36,455
Inventories	C1-5	2,284	2,456
Other	C1-10	1,017	1,875
Non-current assets classified as held for sale	C1-6	2,581	3,381
Total current assets		226,430	219,361
Non-current assets			
Investments	C1-2	2,000	22,000
Receivables	C1-4	5,737	5,010
Inventories	C1-5	5,503	5,512
Infrastructure, property, plant and equipment (IPPE)	C1-7	4,745,251	4,128,553
Investment property	C1-8	3,497	3,400
Intangible assets	C1-9	501	493
Right of use assets	C2-1	225	135
Other	C1-10	2,717	1,712
Total non-current assets		4,765,431	4,166,815
Total assets		4,991,861	4,386,176
LIABILITIES			
Current liabilities			
Payables	C3-1	43,657	27,367
Contract liabilities	C3-2	32,326	39,129
Lease liabilities	C2-1	186	78
Borrowings	C3-3	19,140	16,303
Employee benefit provisions	C3-4	34,929	34,361
Provisions	C3-5	974	2,229
Total current liabilities		131,212	119,467
Non-current liabilities			
Lease liabilities	C2-1	55	75
Borrowings	C3-3	177,999	143,718
Employee benefit provisions	C3-4	1,217	1,368
Provisions	C3-5	11,599	8,030
Total non-current liabilities		190,870	153,191
Total liabilities		322,082	272,658
Net assets		4,669,779	4,113,518
EQUITY			
Accumulated surplus	C4-1	1,786,879	1,742,552
IPPE revaluation reserve	C4-1	2,882,900	2,370,966
Total equity		4,669,779	4,113,518

The above Statement of Financial Position should be read in conjunction with the accompanying notes.

Shoalhaven City Council

Statement of Changes in Equity

for the year ended 30 June 2023

	Notes	2023			2022		
		Accumulated surplus \$ '000	IPPE revaluation reserve \$ '000	Total equity \$ '000	Accumulated surplus \$ '000	IPPE revaluation reserve \$ '000	Total equity \$ '000
Opening balance at 1 July		1,742,552	2,370,966	4,113,518	1,693,822	1,800,896	3,494,718
Restated opening balance		1,742,552	2,370,966	4,113,518	1,693,822	1,800,896	3,494,718
Net operating result for the year		41,974	–	41,974	43,571	–	43,571
Other comprehensive income							
Gain (loss) on revaluation of infrastructure, property, plant and equipment	C1-7	–	514,287	514,287	–	575,568	575,568
Realised Gain (loss) on infrastructure, property, plant and equipment		2,353	(2,353)	–	5,498	(5,498)	–
– Other movements – inclusion of management committees retained earnings		–	–	–	–	–	–
- Other movements - derecognition of management committee retained earnings		–	–	–	(339)	–	(339)
Other comprehensive income		2,353	511,934	514,287	5,159	570,070	575,229
Total comprehensive income		44,327	511,934	556,261	48,730	570,070	618,800
Closing balance at 30 June		1,786,879	2,882,900	4,669,779	1,742,552	2,370,966	4,113,518

The above Statement of Changes in Equity should be read in conjunction with the accompanying notes.

Shoalhaven City Council

Statement of Cash Flows

for the year ended 30 June 2023

Original unaudited budget 2023 \$ '000		Notes	Actual 2023 \$ '000	Actual 2022 \$ '000
Cash flows from operating activities				
Receipts:				
167,655	Rates and annual charges		167,812	161,561
90,635	User charges and fees		97,573	88,547
3,019	Interest received		3,789	2,151
61,154	Grants and contributions		85,068	93,392
–	Bonds, deposits and retentions received		1,169	3,032
4,058	Other		29,146	18,880
Payments:				
(93,075)	Payments to employees		(111,928)	(100,647)
(90,593)	Payments for materials and services		(133,091)	(96,938)
(6,150)	Borrowing costs		(6,145)	(5,783)
–	Bonds, deposits and retentions refunded		(1,312)	(903)
(11,781)	Waste Levy		(14,055)	(11,341)
(3,761)	Other		(418)	(24,209)
121,161	Net cash provided from operating activities	G1-1	117,608	127,742
Cash flows from investing activities				
Receipts:				
69,000	Sale of investments		130,150	83,497
4,900	Sale of real estate assets		–	4,369
2,973	Proceeds from sale of IPPE		5,968	3,127
–	Deferred debtors receipts		49	14
Payments:				
–	Purchase of investments		(14,866)	(4,028)
–	Acquisition of term deposits		(75,500)	(83,000)
–	Purchase of investment property		(14)	–
(237,019)	Payments for IPPE		(194,154)	(140,032)
(9,920)	Purchase of real estate assets		–	–
–	Purchase of intangible assets		(137)	–
–	Deferred debtors and advances made		(26)	(34)
(170,066)	Net cash flows (used in) investing activities		(148,530)	(136,087)
Cash flows from financing activities				
Receipts:				
21,080	Proceeds from borrowings		54,895	2,601
Payments:				
(18,129)	Repayment of borrowings		(17,777)	(17,517)
–	Principal component of lease payments		(181)	(68)
2,951	Net cash flows provided from/(used in) financing activities		36,937	(14,984)
(45,954)	Net change in cash and cash equivalents		6,015	(23,329)
108,199	Cash and cash equivalents at beginning of year		21,416	44,745
62,245	Cash and cash equivalents at end of year	C1-1	27,431	21,416

The above Statement of Cash Flows should be read in conjunction with the accompanying notes.

Shoalhaven City Council

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A About Council and these financial statements

A1-1 Basis of preparation

These financial statements were authorised for issue by Council on 11 December 2023. Council has the power to amend and reissue these financial statements in cases where critical information is received from public submissions or where the Office of Local Government directs Council to amend the financial statements.

The principal accounting policies adopted in the preparation of these consolidated financial statements are set out below.

These policies have been consistently applied to all the years presented, unless otherwise stated.

These general purpose financial statements have been prepared in accordance with Australian Accounting Standards and Australian Accounting Interpretations, the *Local Government Act 1993 (Act)*, *Local Government (General) Regulation 2005 (Regulation)s*, and the Local Government Code of Accounting Practice and Financial Reporting.

Council is a not-for-profit entity.

The financial statements are presented in Australian dollars and are rounded to the nearest thousand dollars.

Unless otherwise indicated, all amounts disclosed in the financial statements are actual amounts. Specific budgetary amounts have been included for comparative analysis (to actuals) in the following reports and notes:

- Income statement
- Statement of cash flows
- Note B5-1 – Material budget variations

and are clearly marked.

Historical cost convention

These financial statements have been prepared under the historical cost convention, as modified by the revaluation of certain infrastructure, property, plant and equipment and investment property.

Significant accounting estimates and judgements

The preparation of financial statements requires the use of certain critical accounting estimates. It also requires management to exercise its judgement in the process of applying the Council's accounting policies.

Estimates and judgements are continually evaluated and are based on historical experience and other factors, including expectations of future events that may have a financial impact on the Council and that are believed to be reasonable under the circumstances.

Critical accounting estimates and assumptions

Council makes estimates and assumptions concerning the future.

The resulting accounting estimates will, by definition, seldom equal the related actual results.

The estimates and assumptions that have a significant risk of causing a material adjustment to the carrying amounts of assets and liabilities within the next financial year include:

- (i) fair values of investment properties – refer Note C1-8
- (ii) fair values of infrastructure, property, plant and equipment – refer Note C1-7
- (iii) tip remediation provisions – refer Note C3-5
- (iv) employee benefit provisions – refer Note C3-4.

Significant judgements in applying the Council's accounting policies

- (i) Impairment of receivables - refer note C1-4
- (ii) Determination of whether performance obligations are sufficiently specific and whether the contract is within the scope of AASB 15 *Revenue from Contracts with Customers* and / or AASB 1058 *Income of Not-for-Profit Entities* - refer notes B2-2 to B2-4
- (iii) Assessment of asset impairment - refer note C1-7
- (iv) Estimated tip remediation provisions - refer Note C3-5
- (v) Employee benefit provisions - refer Note C3-4

A1-1 Basis of preparation (continued)

Monies and other assets received by Council

The Consolidated Fund

In accordance with the provisions of Section 409(1) of the Local Government Act 1993 (NSW), all money and property received by Council is held in the Council's Consolidated Fund unless it is required to be held in the Council's Trust Fund.

The Consolidated Fund has been included in the financial statements of Shoalhaven City Council.

Cash and other assets of the following entities have been included as part of the Consolidated Fund:

- general purpose operations
- water service
- sewer service
- domestic waste management
- southern water services

The Trust Fund

In accordance with the provisions of Section 411 of the *Local Government Act 1993*, a separate and distinct Trust Fund is maintained to account for all money and property received by Council in trust which must be applied only for the purposes of, or in accordance with, the trusts relating to those monies.

Trust monies and property subject to Council's control have been included in these reports.

A separate statement of monies held in the Trust Fund is available for inspection at the council office by any person free of charge.

Goods and Services Tax (GST)

Revenues, expenses and assets are recognised net of the amount of associated GST, unless the GST incurred is not recoverable from the taxation authority. In this case it is recognised as part of the cost of acquisition of the asset or as part of the expense.

Receivables and payables are stated inclusive of the amount of GST receivable or payable. The net amount of GST recoverable from, or payable to, the taxation authority is included with other receivables or payables in the Statement of Financial Position.

Cash flows are presented on a gross basis. The GST components of cash flows arising from investing or financing activities that are recoverable from, or payable to, the taxation authority, are presented as operating cash flows.

Volunteer services

Council has about 1,373 volunteers who provided around 38,131 hours with an estimated \$2,380,126 across several Council departments including bush care, park committees, community care, cultural heritage and tourism, and library services. Their services are vital to the success of Shoalhaven City Council with many Council programs and initiatives relying heavily on assistance from local volunteers.

The use of volunteer services have not been recognised as they are not considered financially material and cannot be reliably measured.

New accounting standards and interpretations issued but not yet effective

Certain new accounting standards and interpretations (ie. pronouncements) have been published by the Australian Accounting Standards Board that are not mandatory for the 30 June 2023 reporting period.

None of these standards had a significant impact on reported position or performance.

As at the date of authorisation of these financial statements Council does not consider that any of these new (and still to be applied) standards and interpretations are likely to have a material impact on the Council's future financial statements, financial position, financial performance or cash flows.

New accounting standards adopted during the year

During the year, NSW Council adopted all standards which were mandatorily effective for the first time at 30 June 2023.

None of these standards had a significant impact on reported position or performance.

B Financial Performance

B1 Functions or activities

B1-1 Functions or activities – income, expenses and assets

Income, expenses and assets have been directly attributed to the following functions or activities. Details of those functions or activities are provided in Note B1-2.

	Income		Expenses		Operating result		Grants and contributions		Carrying amount of assets	
	2023 \$ '000	2022 \$ '000	2023 \$ '000	2022 \$ '000	2023 \$ '000	2022 \$ '000	2023 \$ '000	2022 \$ '000	2023 \$ '000	2022 \$ '000
Functions or activities										
Buildings and Property	1,772	1,212	14,115	11,046	(12,343)	(9,834)	442	98	639,002	507,410
Commercial Undertakings	39,824	32,089	44,686	36,129	(4,862)	(4,040)	762	535	273,495	219,855
Community and Culture	5,123	5,621	10,355	9,559	(5,232)	(3,938)	4,646	5,027	14,525	13,486
Economic Development	2,124	8,240	682	883	1,442	7,357	2,187	4,616	16,778	12,919
Environmental Management	1,508	1,696	3,008	3,064	(1,500)	(1,368)	1,497	1,689	4,354	3,035
Fire Protection and Emergency Services	27,642	11,126	17,916	7,695	9,726	3,431	27,680	11,154	58,997	16,834
Governance and Civic	40	73	8,032	8,010	(7,992)	(7,937)	–	–	4	–
Internal Corporate Services	121,443	111,658	28,471	27,343	92,972	84,315	26,940	25,005	324,029	272,493
Land Use Planning	781	581	3,741	3,520	(2,960)	(2,939)	82	49	155	23
Open Space, Sport and Recreation	4,944	4,492	20,166	18,303	(15,222)	(13,811)	4,576	4,344	155,038	144,993
Regulatory Services	8,481	5,950	18,385	18,133	(9,904)	(12,183)	330	309	639	727
Roads and Transport	38,557	27,826	52,761	45,856	(14,204)	(18,030)	38,433	27,748	1,975,509	1,825,247
Waste and Recycling Program	46,626	42,598	41,446	36,042	5,180	6,556	621	908	77,539	59,382
Water and Sewer Services	88,169	85,483	81,296	69,491	6,873	15,992	4,404	6,378	1,451,797	1,309,772
Total functions and activities	387,034	338,645	345,060	295,074	41,974	43,571	112,600	87,860	4,991,861	4,386,176

B1-2 Components of functions or activities

Details relating to the Council's functions or activities as reported in B1-1 are as follows:

Buildings and Property

Management, operations, maintenance and construction of community, residential, commercial and corporate buildings and property.

Commercial Undertakings

Management, operations, maintenance and construction of the category 1 and category 2 business units: bereavement services, entertainment centre, mechanical services, aquatic recreation facilities, Holiday Haven tourist parks.

Community and Culture

Community services, arts centre operations and maintenance, family day care, library operations, maintenance and capital, tourism and events.

Economic Development

Promotion of economic development within the Shoalhaven and the construction and sale of industrial land.

Environmental Management

Maintenance and capital expenditure on coastal areas, estuaries, floodplains, natural areas and noxious weeds.

Fire Protection and Emergency Services

Emergency services levy payment, Rural Fire Service maintenance and station construction and emergency events.

Governance and Civic

Chief Executive Officer's duties, customer service, councillors, council meetings, elections, governance and council donations.

Internal Corporate Services

Asset planning and development management, financial planning and management, internal fleet management, human resources and organisation development, information technology, insurance and risk management and other management and support provided to the organisation.

Land Use Planning

Strategic planning for town planning and social and infrastructure planning.

Open Space, Sport and Recreation

Management, operations, maintenance and construction of recreation areas (active and passive), tree management and beach patrol.

Regulatory Services

Development, building, regulatory compliance (including rangers), companion animals, environmental and public health regulations.

Roads and Transport

Management, operations, maintenance and construction of roads, car parks, footpaths, stormwater, street lighting, streetscapes, traffic management and waterway infrastructure.

Waste and Recycling Program

Domestic waste management and land fill and transfer station operation.

Water and Sewer Services

Management, operations, maintenance and construction of water and sewer infrastructure.

B2 Sources of income

B2-1 Rates and annual charges

	2023 \$ '000	2022 \$ '000
Ordinary rates		
Residential	77,805	73,903
Farmland	2,134	2,081
Business	5,309	5,102
Less: pensioner rebates	(2,068)	(2,125)
Rates levied to ratepayers	83,180	78,961
Pensioner rate subsidies received	1,064	1,108
Total ordinary rates	84,244	80,069
Special rates		
Town improvement	17	16
Town planning	451	451
Total special rates	468	467
Annual charges (pursuant to s.496, s.496A, s.496B, s.501 & s.611)		
Domestic waste management services	27,853	25,596
Stormwater management services	1,166	1,155
Water supply services	4,267	4,502
Sewerage services	49,457	48,007
Waste management services (non-domestic)	1,551	1,416
Less: pensioner rebates (mandatory)	(2,635)	(2,680)
Annual charges levied	81,659	77,996
Pensioner annual charges subsidies received:		
– Water	472	483
– Sewerage	469	478
– Domestic waste management	396	402
Total annual charges	82,996	79,359
Total rates and annual charges	167,708	159,895

Council has used 2019 year valuations provided by the NSW Valuer General in calculating its rates.

Accounting policy

Rates and annual charges are recognised as revenue at the beginning of the rating period to which they relate. Prepaid rates are recognised as a financial liability until the beginning of the rating period.

Pensioner rebates relate to reductions in rates and certain annual charges for eligible pensioners' place of residence in the local government council area that are not subsidised by the NSW Government.

Pensioner rate subsidies are received from the NSW Government to provide a contribution towards the pensioner rebates and are recognised within the underlying revenue item based on their substance.

B2-2 User charges and fees

	2023 \$ '000	2022 \$ '000
User charges		
Water supply services	19,011	17,550
Sewerage services	3,998	3,542
Waste management services (non-domestic)	16,290	14,206
Total user charges	39,299	35,298
Fees		
Cemeteries	2,025	1,958
Communication charges	1,768	1,665
Entertainment centre	2,179	730
Family day care	56	50
Health licence fees	121	126
Leaseback fees – Council vehicles	1,608	1,526
Library	172	169
Tourism	54	32
Animal charges	299	265
Swimming / leisure centres	5,873	4,077
Food inspection fees	186	129
Hire of council property	591	450
Tourist parks	29,750	25,248
Other	215	99
Planning and building regulation	5,688	4,088
Private works - s67	1,827	2,202
Section 10.7 certificates (EPA Act)	559	558
Section 603 certificates	208	285
Total fees	53,179	43,657
Total user charges and fees	92,478	78,955
Timing of revenue recognition for user charges and fees		
User charges and fees recognised over time	5,873	4,077
User charges and fees recognised at a point in time	86,605	74,878
Total user charges and fees	92,478	78,955

Accounting policy

Revenue arising from user charges and fees is recognised when or as the performance obligation is completed and the customer receives the benefit of the goods / services being provided.

The performance obligation relates to the specific services which are provided to the customers and generally the payment terms are within 30 days of the provision of the service or in some cases such as caravan parks, the customer is required to pay on arrival. There is no material obligation for Council in relation to refunds or returns.

Where an upfront fee is charged such as membership fees for the leisure centre the fee is recognised on a straight-line basis over the expected life of the membership. Licences granted by Council are all either short-term or low value and all revenue from licences is recognised at the time that the licence is granted rather than the term of the licence.

B2-3 Other revenues

	2023 \$ '000	2022 \$ '000
Commissions and agency fees	10	25
Credit card service fees	67	81
Discounts received	24	9
Fines – other	1,597	1,205
Fines – parking	186	141
Fuel tax credit	381	421
Insurance claims recoveries	779	452
Legal fees recovery – other	85	32
Legal fees recovery – rates and charges (extra charges)	153	170
Library – other councils	15	15
Miscellaneous sales	13	29
Recovery of other costs	717	314
Recycled material refunds	153	387
Sponsorships	–	116
Other	893	361
Total other revenue	5,073	3,758

Timing of revenue recognition for other revenue

Other revenue recognised over time	–	–
Other revenue recognised at a point in time	5,073	3,758
Total other revenue	5,073	3,758

Accounting policy for other revenue

Where the revenue is earned for the provision of specified goods / services under an enforceable contract, revenue is recognised when or as the obligations are satisfied.

Statutory fees and fines are recognised as revenue when the service has been provided, the payment is received or when the penalty has been applied, whichever occurs first.

Other revenue is recorded when the payment is due, the value of the payment is notified, or the payment is received, whichever occurs first.

B2-4 Grants and contributions

	Operating 2023 \$ '000	Operating 2022 \$ '000	Capital 2023 \$ '000	Capital 2022 \$ '000
General purpose grants and non-developer contributions (untied)				
General purpose (untied)				
Current year allocation				
Financial assistance – general component	2,449	4,773	–	–
Financial assistance – local roads component	1,226	1,892	–	–
Payment in advance - future year allocation				
Financial assistance – general component	10,444	7,327	–	–
Financial assistance – local roads component	4,437	2,918	–	–
Amount recognised as income during current year	18,556	16,910	–	–
Special purpose grants and non-developer contributions (tied)				
Cash contributions				
Previously specific grants:				
Bushfire and emergency services	948	615	463	823
– Domestic waste management	–	–	599	–
Community care	1,703	1,441	949	2
– Other	–	–	544	–
Community centres	–	–	54	60
Economic development	255	30	4,242	3,974
Environmental programs	1,561	1,107	771	1,338
Heritage and cultural	152	132	27	12
Library	341	320	450	–
Library – special projects	27	9	–	–
LIRS subsidy & Low Cost Loan Initiative	281	224	–	–
Noxious weeds	238	181	–	–
Recreation and culture	207	587	4,376	6,559
Sewerage services	–	–	297	526
Storm/flood damage	21,666	8,372	6,588	2,437
Street lighting	270	265	–	–
Transport (other roads and bridges funding)	1,526	215	29,130	19,265
Water supplies	58	(5)	884	3,070
Transport (roads to recovery)	–	–	74	1,478
Waste Management	–	88	–	819
Other specific grants	206	354	–	(85)
Previously contributions:				
Transport for NSW contributions (regional roads, block grant)	4,241	2,198	1,258	–
Other contributions	249	788	–	5
Total special purpose grants and non-developer contributions – cash	33,929	16,921	50,706	40,283
Non-cash contributions				
Bushfire services	–	–	–	527
Environmental Protection	–	–	–	1,012
Recreation and culture	–	–	–	10
Roads and bridges	–	–	–	1,651
Sewerage (excl. section 64 contributions)	–	–	569	1,567
Other	–	–	777	–
Water supplies (excl. section 64 contributions)	–	–	1,096	547
Total other contributions – non-cash	–	–	2,442	5,314
Total special purpose grants and non-developer contributions (tied)	33,929	16,921	53,148	45,597
Total grants and non-developer contributions	52,485	33,831	53,148	45,597

B2-4 Grants and contributions (continued)

	Operating 2023 \$ '000	Operating 2022 \$ '000	Capital 2023 \$ '000	Capital 2022 \$ '000
Comprising:				
– Commonwealth funding	19,853	18,266	7,657	6,687
– State funding	32,529	15,565	39,903	33,580
– Other funding	103	–	5,588	5,330
	52,485	33,831	53,148	45,597

Developer contributions

	Notes	Operating 2023 \$ '000	Operating 2022 \$ '000	Capital 2023 \$ '000	Capital 2022 \$ '000
Developer contributions:	G4				
(s7.4 & s7.11 - EP&A Act, s64 of the LGA):					
Cash contributions					
S 7.11 – contributions towards amenities/services		–	–	4,378	5,644
S 64 – water supply contributions		–	–	1,155	1,301
S 64 – sewerage service contributions		–	–	1,434	1,487
Total developer contributions – cash		–	–	6,967	8,432
Total developer contributions		–	–	6,967	8,432
Total contributions		–	–	6,967	8,432
Total grants and contributions		52,485	33,831	60,115	54,029
Timing of revenue recognition for grants and contributions					
Grants and contributions recognised over time		24,272	2,321	48,633	30,813
Grants and contributions recognised at a point in time		28,213	31,510	11,482	23,216
Total grants and contributions		52,485	33,831	60,115	54,029

B2-4 Grants and contributions (continued)

Unspent grants and contributions

Certain grants and contributions are obtained by Council on the condition they be spent in a specified manner or in a future period but which are not yet spent in accordance with those conditions are as follows:

	Operating 2023 \$ '000	Operating 2022 \$ '000	Capital 2023 \$ '000	Capital 2022 \$ '000
Unspent grants and contributions				
Unspent funds at 1 July	4,319	1,504	27,635	7,920
Add: Funds recognised as revenue in the reporting year but not yet spent in accordance with the conditions	3,940	254	702	–
Add: Funds received and not recognised as revenue in the current year	2,400	3,812	14,958	25,091
Less: Funds recognised as revenue in previous years that have been spent during the reporting year	(261)	(789)	(86)	(1,152)
Less: Funds received in prior year but revenue recognised and funds spent in current year	(3,319)	(462)	(20,735)	(4,224)
Unspent funds at 30 June	7,079	4,319	22,474	27,635
Contributions				
Unspent funds at 1 July	–	–	37,293	34,884
Add: contributions recognised as revenue in the reporting year but not yet spent in accordance with the conditions	–	–	3,412	2,738
Less: contributions recognised as revenue in previous years that have been spent during the reporting year	–	–	(3,910)	(329)
Unspent contributions at 30 June	–	–	36,795	37,293

Accounting policy

Grants and contributions – enforceable agreement with sufficiently specific performance obligations

Grant and contribution revenue from an agreement which is enforceable and contains sufficiently specific performance obligations is recognised as or when control of each performance obligations is transferred.

The performance obligations vary according to the agreement. Payment terms vary depending on the terms of the grant, cash is received upfront for some grants and on the achievement of certain payment milestones for others.

Performance obligations may be satisfied either at a point in time or over time and this is reflected in the revenue recognition pattern. Point in time recognition occurs when the beneficiary obtains control of the goods / services at a single time (e.g. completion of the project when a report / outcome is provided), whereas over time recognition is where the control of the services is ongoing throughout the project (e.g. provision of community health services through the year).

Where control is transferred over time, generally the input methods being either costs or time incurred are deemed to be the most appropriate methods to reflect the transfer of benefit.

Capital grants

Capital grants received by Council under an enforceable contract for the acquisition or construction of infrastructure, property, plant and equipment to identified specifications which will be under Council's control on completion are recognised as revenue as and when the obligation to construct or purchase is completed.

For construction projects, this is generally as the construction progresses in accordance with costs incurred since this is deemed to be the most appropriate measure of the completeness of the construction project.

For acquisitions of assets, the revenue is recognised when the asset is acquired and controlled by the Council.

B2-4 Grants and contributions (continued)

Developer contributions

Council has obligations to provide facilities from contribution revenues levied on developers under the provisions of sections 7.4, 7.11 and 7.12 of the *Environmental Planning and Assessment Act 1979* (EP&A Act).

While Council generally incorporates these amounts as part of a Development Consents Order, such developer contributions are only recognised as income upon receipt by Council, due to the possibility that individual development consents may not be acted upon by the applicant and, accordingly, would not be payable to Council.

Developer contributions may only be expended for the purposes for which the contributions were required, but Council may apply contributions according to the priorities established in work schedules for the contribution plan.

Other grants and contributions

Assets, including cash, received from other grants and contributions are recognised at fair value when the asset is received. Council considers whether there are any related liability or equity items associated with the asset which are recognised in accordance with the relevant accounting standard.

Once the assets and liabilities have been recognised then income is recognised for any remaining asset value at the time that the asset is received.

B2-5 Interest and investment income

	2023 \$ '000	2022 \$ '000
Interest on financial assets measured at amortised cost		
– Overdue rates and annual charges (incl. special purpose rates)	578	146
– Cash and investments	4,350	1,776
Amortisation of premiums and discounts		
– Interest free (and interest reduced) loans provided	2	–
Total interest and investment income (losses)	4,930	1,922

Accounting policy

Interest income is recognised using the effective interest rate at the date that interest is earned.

Dividends are recognised as income in profit or loss when the shareholder's right to receive payment is established unless the dividend clearly represents a recovery of part of the cost of the investment.

B2-6 Other income

	Notes	2023 \$ '000	2022 \$ '000
Fair value increment on investment properties	C1-8	83	400
Rental income - investment property		281	134
Rental income - other		1,065	793
Fair value increment on investments through profit and loss		2,816	–
Total other income		4,245	1,327

B3 Costs of providing services

B3-1 Employee benefits and on-costs

	2023 \$ '000	2022 \$ '000
Salaries and wages	86,765	80,987
Employee termination costs	72	44
Travel expenses	239	233
Employee leave entitlements (ELE)	16,001	17,741
Employee leave entitlement discounting adjustment	1,172	(1,197)
Superannuation	10,531	9,697
Workers' compensation insurance	1,067	1,021
Workers' compensation provision adjustment	2,046	1,168
Fringe benefit tax (FBT)	527	434
Payroll tax	1,022	733
Training costs (other than salaries and wages)	1,379	894
Other	1,037	680
Total employee costs	121,858	112,435
Less: capitalised costs	(9,125)	(10,847)
Total employee costs expensed	112,733	101,588

Accounting policy

Employee benefit expenses are recorded when the service has been provided by the employee.

Retirement benefit obligations

All employees of the Council are entitled to benefits on retirement, disability or death. Council contributes to various defined benefit plans and defined contribution plans on behalf of its employees.

Superannuation plans

Contributions to defined contribution plans are recognised as an expense as they become payable. Prepaid contributions are recognised as an asset to the extent that a cash refund or a reduction in the future payments is available.

Council participates in a defined benefit plan under the Local Government Superannuation Scheme, however, sufficient information to account for the plan as a defined benefit is not available and therefore Council accounts for its obligations to defined benefit plans on the same basis as its obligations to defined contribution plans, i.e. as an expense when it becomes payable – refer to Note E3-1 for more information.

B3-2 Materials and services

	Notes	2023 \$ '000	2022 \$ '000
Raw materials and consumables		20,548	14,968
Contractor costs and consultancy costs		63,228	45,570
Audit Fees	F2-1	295	275
Councillor and Mayoral fees and associated expenses	F1-2	739	658
Advertising		1,649	1,513
Bank charges		794	733
Computer software, equipment and maintenance		6,327	3,953
COVID-19 financial assistance to ratepayers		–	4
Expenses from leases of low value assets		469	400
Fuel		3,663	3,097
Insurance		3,773	3,422
Light, power and heating		7,266	5,632
Motor vehicle registrations		602	578
Postage		265	338
Printing and stationery		426	474
Street lighting		1,965	1,762
Subscriptions and publications		1,037	1,234
Telephone and communications		599	981
Valuation fees		537	529
Other expenses		1,442	2,669
Legal expenses:			
– Legal expenses: planning and development		–	677
– Legal expenses: other		2,128	694
Total materials and services		117,752	90,161

Accounting policy

Expenses are recorded on an accruals basis as the Council receives the goods or services.

Software-as-a-Service (SaaS) arrangement

A SaaS arrangement is a service contract that provides Council with access to TechnologyOne's application software for the life of the contract. Costs incurred to configure or customise, and the ongoing access fees, are recognised as operating expenses when the services are received.

B3-3 Borrowing costs

	2023 \$ '000	2022 \$ '000
(i) Interest bearing liability costs		
Interest on loans	6,328	5,645
Interest on advances	10	23
Total interest bearing liability costs	6,338	5,668
(ii) Other borrowing costs		
Fair value adjustments on recognition of advances and deferred debtors		
– Interest free (or favourable) loans and advances made by Council	28	34
Total other borrowing costs	28	34
Total borrowing costs expensed	6,366	5,702

Accounting policy

Borrowing costs incurred for the construction of any qualifying asset are capitalised during the period of time that is required to complete and prepare the asset for its intended use or sale. Other borrowing costs are expensed as incurred.

B3-4 Depreciation, amortisation and impairment of non-financial assets

	Notes	2023 \$ '000	2022 \$ '000
Depreciation and amortisation			
Plant and equipment		9,450	9,948
Rural Fire Service Red Fleet		860	816
Office equipment		539	499
Furniture and fittings		286	271
Land improvements (depreciable)		151	51
Infrastructure:	C1-7		
– Buildings – non-specialised		45	37
– Buildings – specialised		9,280	8,131
– Other structures		3,907	1,269
– Roads		23,475	24,104
– Bridges		1,895	1,615
– Footpaths		1,995	1,556
– Stormwater drainage		2,810	2,687
– Water supply network		11,587	8,822
– Sewerage network		14,242	13,265
– Swimming pools		554	452
– Other open space/recreational assets		2,397	2,348
– Other infrastructure		1,092	2,864
Other assets:			
– Library books		410	205
Reinstatement, rehabilitation and restoration assets:			
– Tip assets	C3-5, C1-7	126	484
Intangible assets	C1-9	129	97
Total depreciation and amortisation costs		85,230	79,521
Total depreciation, amortisation and impairment for non-financial assets		85,230	79,521

Accounting policy

Depreciation and amortisation

Depreciation and amortisation are calculated using the straight line method to allocate their cost, net of their residual values, over their estimated useful lives. Useful lives are included in Note C1-7 for IPPE assets and Note C1-9 for intangible assets.

Impairment of non-financial assets

Council assets held at fair value that are not held primarily for their ability to generate net cash flow, and that are deemed to be specialised, are not tested for impairment since these assets are assessed on an annual basis to ensure that the carrying amount is not materially different from fair value and therefore an impairment loss would be captured during this assessment.

Intangible assets not yet available for use, are tested annually for impairment, or more frequently if events or changes in circumstances indicate that they might be impaired.

Other non-financial assets that do not meet the criteria above are tested for impairment whenever events or changes in circumstances indicate that the carrying amount may not be recoverable. An impairment loss is recognised for the amount by which the asset's carrying amount exceeds its recoverable amount. The recoverable amount is the higher of an asset's fair value less costs to sell and value in use.

For the purposes of assessing impairment, assets are grouped at the lowest levels for which there are separately identifiable cash inflows that are largely independent of the cash inflows from other assets or groups of assets (cash-generating units).

Impairment losses for revalued assets are firstly offset against the amount in the revaluation surplus for the class of asset, with only the excess to be recognised in the Income Statement.

B3-5 Other expenses

	Notes	2023 \$ '000	2022 \$ '000
Impairment of receivables			
Other		1	427
Total impairment of receivables	C1-4	1	427
Fair value decrement on investments			
Fair value decrement on investments through profit and loss		–	2,182
Total Fair value decrement on investments	C1-2	–	2,182
Other			
Contributions/levies to other levels of government			
– NSW fire brigade levy		553	485
– NSW rural fire service levy		1,711	1,282
– State Emergency Services levy		287	155
– Waste levy		14,056	11,341
– Other contributions/levies		1,543	1,246
Donations, contributions and assistance to other organisations (Section 356)		1,029	984
Total other		19,179	15,493
Total other expenses		19,180	18,102

Accounting policy

Other expenses are recorded on an accruals basis when Council has an obligation for the expenses.

Impairment expenses are recognised when identified.

B4 Gains or losses

B4-1 Gain or loss from the disposal, replacement and de-recognition of assets

	Notes	2023 \$ '000	2022 \$ '000
Gain (or loss) on disposal of property (excl. investment property)	C1-7		
Proceeds from disposal – property		2,958	–
Less: carrying amount of property assets sold/written off		(1,769)	–
Gain (or loss) on disposal		1,189	–
Gain (or loss) on disposal of plant and equipment	C1-7		
Proceeds from disposal – plant and equipment		2,858	3,127
Less: carrying amount of plant and equipment assets sold/written off		(1,564)	(1,473)
Gain (or loss) on disposal		1,294	1,654
Gain (or loss) on disposal of infrastructure	C1-7		
Proceeds from disposal – infrastructure		42	–
Less: carrying amount of infrastructure assets sold/written off		(5,751)	(355)
Gain (or loss) on disposal		(5,709)	(355)
Gain (or loss) on disposal of real estate assets held for sale	C1-5		
Proceeds from disposal – real estate assets		–	4,369
Less: carrying amount of real estate assets sold/written off		–	(733)
Gain (or loss) on disposal		–	3,636
Gain (or loss) on disposal of investments	C1-2		
Proceeds from disposal/redemptions/maturities – investments		31,792	17,497
Less: carrying amount of investments sold/redeemed/matured		(31,675)	(17,504)
Gain (or loss) on disposal		117	(7)
Gain (or loss) on disposal of non-current assets classified as 'held for sale'	C1-6		
Proceeds from disposal – non-current assets 'held for sale'		110	–
Less: carrying amount of 'held for sale' assets sold/written off		(800)	–
Gain (or loss) on disposal		(690)	–
Net gain (or loss) from disposal of assets		(3,799)	4,928

Accounting policy

Gains and losses on disposals are determined by comparing proceeds with carrying amount. The gain or loss on sale of an asset is determined when control of the asset has irrevocably passed to the buyer and the asset is de-recognised.

B5 Performance against budget

B5-1 Material budget variations

Council's original budget was adopted by the Council on 27 June 2022 and is not required to be audited. The original projections on which the budget was based have been affected by a number of factors. These include state and federal government decisions, including new grant programs, changing economic activity, environmental factors, and by decisions made by Council.

While these General Purpose Financial Statements include the original budget adopted by Council, the Act requires Council to review its financial budget on a quarterly basis, so it is able to manage the variation between actuals and budget that invariably occur during the year.

Material variations of more than 10% between original budget and actual results or where the variance is considered material by nature are explained below.

Variation Key: **F** = Favourable budget variation, **U** = Unfavourable budget variation.

\$ '000	2023 Budget	2023 Actual	2023 ----- Variance -----	
Revenues				
Rates and annual charges	167,655	167,708	53	0% F
User charges and fees	90,636	92,478	1,842	2% F
Other revenues	4,058	5,073	1,015	25% F
The favourable variance is due to insurance claims received during the year and recovery of Council costs (which were unbudgeted).				
Operating grants and contributions	20,784	52,485	31,701	153% F
The favourable variance is due to the receipt of disaster recovery funding, Regional and Local Roads repair program, and Fixing Local Roads Potholes.				
Capital grants and contributions	40,370	60,115	19,745	49% F
The favourable variance is due to the receipt of capital grants and contributions relating to disaster recovery funding and Fixing Country Bridges.				
Interest and investment income	3,019	4,930	1,911	63% F
The favourable variance in interest income is due to the unanticipated rate hikes implemented by the RBA during FY2023.				
Net gains from disposal of assets	—	—	—	∞ F
Other income	—	4,245	4,245	∞ F
There is no budget set for Other Income - Other Income is combined with Other Revenues for the purpose of the budget. There was a favourable variance in fair value increments on Council investment (through profit and loss) compared to original budget				
Expenses				
Employee benefits and on-costs	94,264	112,733	(18,469)	(20)% U
The unfavourable variance in employee costs is primarily due to additional labour related costs associated with the natural disaster recovery works. There was also an increase in self insurance costs, workers compensation/medical costs and training.				
Materials and services	91,274	117,752	(26,478)	(29)% U
The unfavourable variance in materials and services is due to additional costs incurred for the maintenance of local roads and stormwater assets, maintenance of parks & precincts, building maintenance, as well as legal costs and electricity costs.				
Borrowing costs	6,150	6,366	(216)	(4)% U
Depreciation, amortisation and impairment of non-financial assets	75,135	85,230	(10,095)	(13)% U

B5-1 Material budget variations (continued)

\$ '000	2023 Budget	2023 Actual	2023 ----- Variance -----	
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The unfavourable variance is due to the significant FY2022 asset revaluations which took place after the original FY2023 budget was set.

Other expenses	15,668	19,180	(3,512)	(22)%	U
Net losses from disposal of assets	–	3,799	(3,799)	∞	U

The unfavourable variance on disposal of assets is due to the disposal of infrastructure assets.

Statement of cash flows

Cash flows from operating activities	121,161	117,608	(3,553)	(3)%	U
Cash flows from investing activities	(170,066)	(148,530)	21,536	(13)%	F

The favourable variance from investing activities is due to large capital works projects included in the budget not being completed during the year, resulting in higher than budgeted cash reserves at 30 June 2023.

Cash flows from financing activities	2,951	36,937	33,986	1,152%	F
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The unfavourable variance in financing activities is due to loans budgeted in the 2021/2022 year being drawn down in the 2022/2023 year, resulting in 2 years worth of budgeted loans being drawn down during the year.

C Financial position

C1 Assets we manage

C1-1 Cash and cash equivalents

	2023 \$ '000	2022 \$ '000
Cash on hand and at bank	23,125	17,192
Deposits at call	4,306	4,224
Total cash and cash equivalents	27,431	21,416

Reconciliation of cash and cash equivalents

Total cash and cash equivalents per Statement of Financial Position	27,431	21,416
Balance as per the Statement of Cash Flows	27,431	21,416

Accounting policy

For Statement of Cash Flow presentation purposes, cash and cash equivalents include: cash on hand; deposits held at call with financial institutions; other short-term, highly liquid investments with original maturities of three months or less that are readily convertible to known amounts of cash and which are subject to an insignificant risk of changes in value; and bank overdrafts. Bank overdrafts are shown within borrowings in current liabilities on the Statement of Financial Position.

C1-2 Financial investments

	2023 Current \$ '000	2023 Non-current \$ '000	2022 Current \$ '000	2022 Non-current \$ '000
Financial assets at fair value through the profit and loss				
Managed funds	20,527	–	18,498	–
Government and semi-government bonds	5,000	–	5,000	–
NCD's, FRN's (with maturities > 3 months)	24,000	–	39,880	–
Total	49,527	–	63,378	–
Debt securities at amortised cost				
Long term deposits	87,400	2,000	90,400	22,000
Total	87,400	2,000	90,400	22,000
Total financial investments	136,927	2,000	153,778	22,000

Accounting policy

Financial instruments are recognised initially on the date that the Council becomes party to the contractual provisions of the instrument.

On initial recognition, all financial instruments are measured at fair value plus transaction costs (except for instruments measured at fair value through profit or loss where transaction costs are expensed as incurred).

Financial assets

All recognised financial assets are subsequently measured in their entirety at either amortised cost or fair value, depending on the classification of the financial assets.

Classification

On initial recognition, Council classifies its financial assets into the following categories – those measured at:

- amortised cost
- fair value through profit and loss (FVTPL)
- fair value through other comprehensive income – equity instrument (FVOCI-equity)

Financial assets are not reclassified subsequent to their initial recognition.

Amortised cost

Council's financial assets measured at amortised cost comprise trade and other receivables, term deposits and cash and cash equivalents in the Statement of Financial Position. Term deposits with an initial term of more than 3 months are classified as investments rather than cash and cash equivalents.

Subsequent to initial recognition, these assets are carried at amortised cost using the effective interest rate method less provision for impairment.

Interest income, impairment and gains or loss on de-recognition are recognised in profit or loss.

Fair value through other comprehensive income – equity instruments

Council has a number of strategic investments in entities over which they do not have significant influence nor control. Council has made an irrevocable election to classify these equity investments as fair value through other comprehensive income as they are not held for trading purposes.

These investments are carried at fair value with changes in fair value recognised in other comprehensive income (financial asset reserve). On disposal any balance in the financial asset reserve is transferred to accumulated surplus and is not reclassified to profit or loss.

Other net gains and losses excluding dividends are recognised in the Other Comprehensive Income Statement.

Financial assets through profit or loss

All financial assets not classified as measured at amortised cost or fair value through other comprehensive income as described above are measured at fair value through profit or loss.

Net gains or losses, including any interest or dividend income, are recognised in profit or loss.

C1-3 Restricted and allocated cash, cash equivalents and investments

	2023 \$ '000	2022 \$ '000
(a) Externally restricted cash, cash equivalents and investments		
Total cash, cash equivalents and investments	166,358	197,194
Less: Externally restricted cash, cash equivalents and investments	(158,213)	(161,400)
Cash, cash equivalents and investments not subject to external restrictions	8,145	35,794

External restrictions

External restrictions included in cash, cash equivalents and investments above comprise:

Specific purpose unexpended loans – general	31,014	12,636
Specific purpose unexpended grants – general fund	21,960	30,239
Specific purpose unexpended grants – water fund	582	583
Specific purpose unexpended grants – sewer fund	2,054	520
Self insurance claims	6,094	4,048
Water fund	29,960	35,460
Sewer fund	17,677	30,661
Developer contributions – general	20,551	18,145
Developer contributions – water fund	16,245	19,148
Specific purpose unexpended grants (recognised as revenue) – general fund	4,957	612
Domestic waste management	7,095	8,774
Stormwater management	24	233
Other special levies	–	341
Total external restrictions	158,213	161,400

Cash, cash equivalents and investments subject to external restrictions are those which are only available for specific use by Council due to a restriction placed by legislation or third-party contractual agreement.

C1-3 Restricted and allocated cash, cash equivalents and investments (continued)

	2023	2022
	\$ '000	\$ '000
(b) Internal allocations		
Internal allocations		
At 30 June, Council has internally allocated funds to the following:		
Arts collection	–	48
Coastal Management	–	392
Committed capital works	–	1,140
Communication towers	–	4,431
Critical asset compliance	–	480
Deposits, retentions and bonds	4,761	4,862
Dog off leash	–	91
Economic development projects	–	637
Employees leave entitlement	3,384	5,881
Financial assistance grant	–	3,904
General insurance	–	208
Jervis Bay Territory	–	93
Jetty Licensing	–	19
Land development reserve	–	4,138
Plant and vehicle replacement	–	1,224
Plant replacement cemeteries	–	29
Renewal Energy Reserve	–	100
S7.11 matching funds	–	311
S7.11 recoupment funds	–	3,261
Shoalhaven Foreshore Development	–	1,097
Strategic projects	–	867
Total internal allocations	8,145	33,213

Cash, cash equivalents and investments not subject to external restrictions may be internally allocated by resolution or policy of the elected Council.

At 30 June 2023, Council had spent \$35m in grants spent in advance (\$17.9m Federal Natural Disaster Funding and \$17.1m Other Grants and Subsidies). This receivable is reflected in Note C1-4 Receivables (Government grants and subsidies). Council has utilised its internal restrictions to fund the grants spent in advance. In accordance with Council's adopted Liquidity Contingency Plan, Council is able to utilise its internal restrictions to ensure that available funds will be sufficient to meet operational needs.

Since 30 June 2023 and up to 12 September 2023, Council has received \$18.4m of the outstanding Government grants and subsidies balance (\$14.6m Federal Natural Disaster Funding and \$3.8m Other Grants and Subsidies).

Refer to Note G3-1 for additional information regarding grants in advance received after balance date.

C1-4 Receivables

	2023 Current \$ '000	2023 Non-current \$ '000	2022 Current \$ '000	2022 Non-current \$ '000
Rates and annual charges	7,372	3,953	7,891	3,309
Interest and extra charges	391	1,361	325	1,178
User charges and fees	8,668	398	7,363	471
Accrued revenues				
– Interest on investments	1,474	–	584	–
– Other income accruals	1,020	–	976	–
Deferred debtors	14	25	36	52
Government grants and subsidies *	35,165	–	16,818	–
Net GST receivable	2,556	–	2,728	–
Other debtors	604	–	818	–
Total	57,264	5,737	37,539	5,010
Less: provision for impairment				
Rates and annual charges	(79)	–	(97)	–
User charges and fees	(995)	–	(987)	–
Total provision for impairment – receivables	(1,074)	–	(1,084)	–
Total net receivables	56,190	5,737	36,455	5,010

(*) Since 30 June 2023 and up to 12 September 2023, Council has received \$18.4m of the outstanding Government grants and subsidies balance (\$14.6m Federal Natural Disaster Funding and \$3.8m Other Grants and Subsidies)

C1-4 Receivables (continued)

Accounting policy

Receivables are recognised initially at fair value and subsequently measured at amortised cost using the effective interest method, less provision for impairment. Receivables are generally due for settlement within 30 days.

Impairment

Impairment of financial assets measured at amortised cost is recognised on an expected credit loss (ECL) basis.

When determining whether the credit risk of a financial asset has increased significantly since initial recognition, and when estimating ECL, the Council considers reasonable and supportable information that is relevant and available without undue cost or effort. This includes both quantitative and qualitative information and analysis based on Council's historical experience and informed credit assessment, and including forward-looking information.

When considering the ECL for rates debtors, Council takes into account that unpaid rates represent a charge against the rateable property that will be recovered when the property is next sold. For non-rates debtors, Council uses the presumption that an asset which is more than 30 days past due has seen a significant increase in credit risk.

The Council uses the presentation that a financial asset is in default when:

- the other party is unlikely to pay its credit obligations to the Council in full, without recourse by the Council to actions such as realising security (if any is held) or
- the financial assets (for non-rates debtors) are more than 90 days past due.

Credit losses are measured as the present value of the difference between the cash flows due to the entity in accordance with the contract, and the cash flows expected to be received. This is applied using a probability weighted approach.

On initial recognition of the asset, an estimate of the expected credit losses for the next 12 months is recognised. Where the asset has experienced significant increase in credit risk then the lifetime losses are estimated and recognised.

Council uses the simplified approach for trade receivables where the expected lifetime credit losses are recognised on day 1.

There has been no change in the estimation techniques or significant assumptions made during the current reporting period.

The Council writes off a trade receivable when there is information indicating that the debtor is in severe financial difficulty and there is no realistic prospect of recovery, e.g. when the debtor has been placed under liquidation or has entered into bankruptcy proceedings, or when the receivables are over 2 years past due, whichever occurs first.

None of the receivables that have been written off are subject to enforcement activity.

Where the Council renegotiates the terms of receivables due from certain customers, the new expected cash flows are discounted at the original effective interest rate and any resulting difference to the carrying value is recognised in profit or loss.

Rates and annual charges outstanding are secured against the property.

C1-5 Inventories

	2023 Current \$ '000	2023 Non-current \$ '000	2022 Current \$ '000	2022 Non-current \$ '000
(i) Inventories at cost				
Real estate for resale	228	5,503	219	5,512
Stores and materials	2,056	–	2,237	–
Total inventories at cost	2,284	5,503	2,456	5,512
Total inventories	2,284	5,503	2,456	5,512

(ii) Other disclosures

	2023 Current \$ '000	2023 Non-current \$ '000	2022 Current \$ '000	2022 Non-current \$ '000
Notes				
Details for real estate development				
Industrial/commercial	228	5,503	219	5,512
Total real estate for resale	228	5,503	219	5,512

(Valued at the lower of cost and net realisable value)

Represented by:

Acquisition costs	228	5,503	219	5,512
Total costs	228	5,503	219	5,512
Total real estate for resale	228	5,503	219	5,512

Movements:

Real estate assets at beginning of the year	219	5,512	654	5,810
– WDV of sales (expense)	–	–	(484)	(249)
Transfer out to IPP&E	–	–	–	–
Transfer in from IPP&E	–	–	–	–
Re-classification between Current and Non-current	9	(9)	49	(49)
Total real estate for resale	228	5,503	219	5,512

Accounting policy

Raw materials and stores, work in progress and finished goods

Raw materials and stores, work in progress and finished goods are stated at the lower of cost and net realisable value. Costs are assigned to individual items of inventory on the basis of weighted average costs. Costs of purchased inventory are determined after deducting rebates and discounts. Net realisable value is the estimated selling price in the ordinary course of business less the estimated costs of completion and the estimated costs necessary to make the sale.

Land held for resale

Land held for resale is stated at the lower of cost and net realisable value. Cost is assigned by specific identification and includes the cost of acquisition, and development and borrowing costs during development. When development is completed, borrowing costs and other holding charges are expensed as incurred.

Borrowing costs included in the cost of land held for resale are those costs that would have been avoided if the expenditure on the acquisition and development of the land had not been made. Borrowing costs incurred while active development is interrupted for extended periods are recognised as expenses.

C1-6 Non-current assets classified as held for sale

	2023 Current \$ '000	2022 Current \$ '000
Non-current assets held for sale		
Land	1,225	2,025
Buildings	1,356	1,356
Total non-current assets classified as held for sale	2,581	3,381

Details of assets

Two parcels of land, and one building, have been advertised for sale.

Accounting policy

Non-current assets (or disposal groups) are classified as held for sale if their carrying amount will be recovered principally through a sale transaction rather than through continued use and are measured at the lower of their carrying amount and fair value less costs to sell.

Non-current assets (including those that are part of a disposal group) are not depreciated or amortised while they are classified as held for sale.

C1-7 Infrastructure, property, plant and equipment

By aggregated asset class	At 1 July 2022			Asset movements during the reporting period								At 30 June 2023		
	Gross carrying amount	Accumulated depreciation and impairment	Net carrying amount	Additions renewals ¹	Additions new assets	Carrying value of disposals	Depreciation expense	WIP Capitalised	Adjustments and transfers	Revaluation decrements/ impairment to equity (ARR)	Revaluation increments to equity (ARR)	Gross carrying amount	Accumulated depreciation and impairment	Net carrying amount
	\$ '000	\$ '000	\$ '000	\$ '000	\$ '000	\$ '000	\$ '000	\$ '000	\$ '000	\$ '000	\$ '000	\$ '000	\$ '000	\$ '000
Capital work in progress	159,385	–	159,385	–	462,966	–	–	(403,734)	–	–	–	218,617	–	218,617
Plant and equipment	82,886	(35,084)	47,802	15,934	3,014	(1,472)	(9,450)	–	763	–	–	99,500	(42,909)	56,591
Rural Fire Service Red Fleet	27,484	(24,120)	3,364	–	–	–	(860)	–	–	–	–	27,484	(24,980)	2,504
Office equipment	14,417	(12,247)	2,170	87	54	(91)	(539)	–	–	–	–	14,352	(12,671)	1,681
Furniture and fittings	5,061	(2,709)	2,352	31	4	–	(286)	–	–	–	–	5,096	(2,995)	2,101
Land:														
– Crown land	145,830	–	145,830	–	–	–	–	–	–	–	47,915	193,745	–	193,745
– Operational land	208,181	–	208,181	67	–	(440)	–	–	–	–	69,680	277,488	–	277,488
– Community land	197,635	–	197,635	–	–	(680)	–	–	–	–	73,582	270,537	–	270,537
– Land under roads post 30/6/08	1,744	–	1,744	–	–	–	–	–	–	(425)	–	1,319	–	1,319
Land improvements – non-depreciable	47,347	–	47,347	32	131	–	–	–	–	(22)	2,810	50,320	(22)	50,298
Land improvements – depreciable	14,983	(5,444)	9,539	234	950	–	(151)	–	477	–	917	17,524	(5,558)	11,966
Infrastructure:														
– Buildings – non-specialised	2,472	(130)	2,342	52	–	(648)	(45)	–	(3)	–	56	1,878	(124)	1,754
– Buildings – specialised	466,049	(136,171)	329,878	14,137	3,711	(2,326)	(9,280)	–	1,980	(1,082)	34,073	514,991	(143,900)	371,091
– Other structures	148,011	(30,878)	117,133	3,338	1,017	(652)	(3,907)	–	(2,698)	(30,701)	–	140,159	(56,629)	83,530
– Roads	1,556,326	(509,345)	1,046,981	41,621	19,349	(1,716)	(23,475)	–	1,809	–	92,306	1,709,034	(532,159)	1,176,875
– Bridges	129,289	(55,978)	73,311	2,255	1,382	(19)	(1,895)	–	–	–	7,645	140,545	(57,866)	82,679
– Footpaths	105,539	(31,884)	73,655	1,123	7,193	–	(1,995)	–	216	–	6,271	120,367	(33,904)	86,463
– Bulk earthworks	318,431	(1,364)	317,067	122	107	–	–	–	–	–	18,821	337,481	(1,364)	336,117
– Stormwater drainage	291,174	(112,286)	178,888	1,542	2,300	(198)	(2,810)	–	(17)	–	17,188	311,812	(114,919)	196,893
– Water supply network	858,129	(435,591)	422,538	2,251	2,905	–	(11,587)	–	–	–	66,387	929,471	(446,977)	482,494
– Sewerage network	947,709	(292,853)	654,856	2,048	3,954	(9)	(14,242)	–	–	–	73,191	1,026,823	(307,025)	719,798
– Swimming pools	25,791	(14,100)	11,691	96	14	(71)	(554)	–	1,550	–	8,110	39,305	(18,469)	20,836
– Other open space/recreation	66,741	(28,458)	38,283	161	2,232	(758)	(2,397)	–	(4,077)	(15)	25,107	87,102	(28,566)	58,536
– Other infrastructure	57,724	(25,877)	31,847	1,013	2,215	(4)	(1,092)	–	–	(444)	2,917	63,863	(27,411)	36,452
Other assets:														
– Library books	10,012	(8,653)	1,359	–	421	–	(410)	–	–	–	–	2,783	(1,413)	1,370
Reinstatement, rehabilitation and restoration assets (refer Note C3-5):														
– Tip assets	5,562	(2,187)	3,375	267	–	–	(126)	–	–	–	–	5,510	(1,994)	3,516
Total infrastructure, property, plant and equipment	5,893,912	(1,765,359)	4,128,553	86,411	513,919	(9,084)	(85,101)	(403,734)	–	(32,689)	546,976	6,607,106	(1,861,855)	4,745,251

(1) Renewals are defined as the replacement of existing assets (as opposed to the acquisition of new assets).

C1-7 Infrastructure, property, plant and equipment (continued)

By aggregated asset class	At 1 July 2021			Asset movements during the reporting period									At 30 June 2022		
	Gross carrying amount	Accumulated depreciation and impairment	Net carrying amount	Additions renewals	Additions new assets	Carrying value of disposals	Depreciation expense	Impairment loss / revaluation decrements (recognised in P/L)	WIP Capitalised	Adjustments and transfers	Revaluation decrements/ impairment to equity (ARR)	Revaluation increments to equity (ARR)	Gross carrying amount	Accumulated depreciation and impairment	Net carrying amount
	\$ '000	\$ '000	\$ '000	\$ '000	\$ '000	\$ '000	\$ '000	\$ '000	\$ '000	\$ '000	\$ '000	\$ '000	\$ '000	\$ '000	\$ '000
Capital work in progress	79,015	–	79,015	–	137,224	–	–	–	(56,854)	–	–	–	159,385	–	159,385
Plant and equipment	75,344	(29,333)	46,011	8,050	5,262	(1,472)	(9,948)	–	–	(101)	–	–	82,886	(35,084)	47,802
Rural Fire Services Red Fleet	26,566	(23,014)	3,552	–	527	–	(816)	–	–	101	–	–	27,484	(24,120)	3,364
Office equipment	14,261	(11,811)	2,450	–	220	(1)	(499)	–	–	–	–	–	14,417	(12,247)	2,170
Furniture and fittings	4,948	(2,435)	2,513	–	103	–	(271)	–	–	7	–	–	5,061	(2,709)	2,352
Land:															
– Operational land	184,590	–	184,590	–	592	–	–	–	–	694	–	22,305	208,181	–	208,181
– Community land	117,327	–	117,327	–	–	–	–	–	–	(694)	–	81,002	197,635	–	197,635
– Crown land	119,623	–	119,623	–	–	–	–	–	–	–	–	26,207	145,830	–	145,830
– Land under roads (post 30/6/08)	1,744	–	1,744	–	–	–	–	–	–	–	–	–	1,744	–	1,744
Land improvements – non-depreciable	127,740	–	127,740	–	–	–	–	(3)	–	(80,955)	–	565	47,347	–	47,347
Land improvements – depreciable	1,829	(1,449)	380	229	515	–	(51)	–	–	7,076	–	1,390	14,983	(5,444)	9,539
Infrastructure:															
– Buildings – non-specialised	1,909	(101)	1,808	–	328	–	(37)	–	–	8	–	235	2,472	(130)	2,342
– Buildings – specialised	415,479	(128,224)	287,255	4,055	2,771	(127)	(8,131)	–	–	(18)	(335)	44,408	466,049	(136,171)	329,878
– Other structures	40,132	(23,918)	16,214	1,003	741	(97)	(1,269)	–	–	85,150	(2,998)	18,389	148,011	(30,878)	117,133
– Roads	1,384,719	(458,420)	926,299	6,414	1,994	–	(24,104)	–	–	18,392	(758)	118,744	1,556,326	(509,345)	1,046,981
– Bridges	114,688	(51,597)	63,091	515	80	–	(1,615)	–	–	1,534	(161)	9,867	129,289	(55,978)	73,311
– Footpaths	73,859	(25,852)	48,007	343	1,892	–	(1,556)	–	–	6,571	–	18,398	105,539	(31,884)	73,655
– Bulk earthworks (non-depreciable)	291,973	–	291,973	5	–	–	–	–	–	–	(1,364)	26,453	318,431	(1,364)	317,067
– Stormwater drainage	261,047	(106,934)	154,113	911	1,340	–	(2,687)	–	–	1,067	(45)	24,189	291,174	(112,286)	178,888
– Water supply network	680,983	(333,542)	347,441	2,561	2,146	(118)	(8,822)	–	–	–	(968)	80,298	858,129	(435,591)	422,538
– Sewerage network	874,356	(298,172)	576,184	2,791	6,521	(7)	(13,265)	–	–	3	–	82,629	947,709	(292,853)	654,856
– Swimming pools	23,372	(13,648)	9,724	–	–	–	(452)	–	–	(784)	–	3,203	25,791	(14,100)	11,691
– Other open space/recreational assets	47,305	(26,158)	21,147	2,655	6,146	–	(2,348)	–	–	2,425	(2)	8,260	66,741	(28,458)	38,283
– Other infrastructure	118,554	(59,838)	58,716	746	74	(6)	(2,864)	–	–	(40,476)	–	15,657	57,724	(25,877)	31,847
Other assets:															
– Library books	9,583	(8,448)	1,135	–	429	–	(205)	–	–	–	–	–	10,012	(8,653)	1,359
Reinstatement, rehabilitation and restoration assets (refer Note C3-5):															
– Tip assets	2,542	(1,703)	839	–	3,020	–	(484)	–	–	–	–	–	5,562	(2,187)	3,375
Total infrastructure, property, plant and equipment	5,093,488	(1,604,597)	3,488,891	30,278	171,925	(1,828)	(79,424)	(3)	(56,854)	–	(6,631)	582,199	5,893,912	(1,765,359)	4,128,553

C1-7 Infrastructure, property, plant and equipment (continued)

Accounting policy

Initial recognition of infrastructure, property, plant and equipment (IPPE)

IPPE is measured initially at cost. Cost includes the fair value of the consideration given to acquire the asset (net of discounts and rebates) and any directly attributable cost of bringing the asset to working condition for its intended use (inclusive of import duties and taxes).

When infrastructure, property, plant and equipment is acquired by Council at significantly below fair value, the assets are initially recognised at their fair value at acquisition date.

Subsequent costs are included in the asset's carrying amount or recognised as a separate asset, as appropriate, only when it is probable that future economic benefits associated with the item will flow to Council and the cost of the item can be measured reliably. All other repairs and maintenance are charged to the Income Statement during the financial period in which they are incurred.

Useful lives of IPPE

Land is not depreciated. Depreciation on other assets is calculated using the straight-line method to allocate their cost, net of their residual values, over their estimated useful lives as follows:

Plant and equipment	Years	Other equipment	Years
Office equipment	5 to 10	Playground equipment	15 to 20
Office furniture	10 to 20	Benches, seats etc.	20
Computer equipment	4		
Vehicles	5 to 8	Buildings	
Heavy plant/road making equipment	5 to 8	Buildings: Masonry	50 to 100
Other plant and equipment	5 to 15	Buildings: Other	20 to 40
Water and sewer assets		Stormwater assets	
Dams and reservoirs	80 to 100	Drains	80 to 100
Bores	20 to 40	Culverts	50 to 80
Reticulation pipes: PVC	70 to 80	Flood control structures	80 to 100
Reticulation pipes: other	25 to 75		
Pumps and telemetry	15 to 20	Library Books	5
Transportation assets		Other infrastructure assets	
Sealed roads: surface	20	Bulk earthworks	indefinite
Sealed roads: structure	50	Swimming pools	60
Unsealed roads	20	Unsealed roads	20
Bridge: concrete	100	Other open space/recreational assets	5 to 100
Bridge: other	50	Other infrastructure: Fish tables	20 to 25
Road pavements	60	Other infrastructure: Platforms / Jetties	45
Kerb and gutter	40	Other infrastructure: Coastal	50 to 80
Footpaths	30 to 60	Depreciable Land Improvements	8 to 60

The assets' residual values and useful lives are reviewed, and adjusted if appropriate, at each reporting date.

Revaluation model

Infrastructure, property, plant and equipment are held at fair value. Comprehensive valuations are performed at least every 5 years, however the carrying amount of assets not subject to comprehensive revaluation are indexed in accordance with published indices relevant to their asset class annually.

Water and sewerage network assets are indexed at each reporting period in accordance with the Rates Reference Manual issued by Department of Planning, Industry and Environment – Water.

Increases in the carrying amounts arising on revaluation are credited to the IPPE revaluation reserve. To the extent that the increase reverses a decrease previously recognising profit or loss relating to that asset class, the increase is first recognised as profit or loss. Decreases that reverse previous increases of assets in the same class are first charged against IPPE revaluation reserve to the extent of the remaining reserve attributable to the class; all other decreases are charged to the Income Statement.

C1-7 Infrastructure, property, plant and equipment (continued)

Land under roads

Land under roads is land under roadways and road reserves including land under footpaths, nature strips and median strips.

Council has elected not to recognise land under roads acquired before 1 July 2008. Land under roads acquired after 1 July 2008 is recognised in accordance with the IPPE accounting policy.

Crown reserves

Crown reserves under Council's care and control are recognised as assets of the council. While ownership of the reserves remains with the Crown, Council retains operational control of the reserves and is responsible for their maintenance and use in accordance with the specific purposes to which the reserves are dedicated.

Improvements on Crown reserves are also recorded as assets, while maintenance costs incurred by Council and revenues relating to the reserves are recognised within Council's Income Statement.

Rural Fire Service assets

Under Section 119 of the *Rural Fire Services Act 1997 (NSW)*, "all firefighting equipment purchased or constructed wholly or from money to the credit of the Fund is to be vested in the council of the area for or on behalf of which the firefighting equipment has been purchased or constructed".

The Framework for the Preparation and Presentation of Financial Statements defines an asset as '...a resource controlled by the entity as a result of past events and from which future economic benefits are expected to flow', while the Accounting Standards refer to control of an asset as being the ability to direct the use of and obtain substantially all of the remaining benefits from the asset. There are various provisions in the Rural Fires Act 1997 that, in theory, can be read to see 'Red Fleet' assets meeting these definitions. On this basis, Council has recognised 'Red Fleet' assets in its financial statements.

Infrastructure, property, plant and equipment – current year impairments

	2023 \$ '000	2022 \$ '000
(iii) Impairment losses recognised direct to equity (ARR):		
Buildings	1,082	–
Land Improvements	22	–
Open Space & Recreation	15	–
Other Infrastructure	445	–
Other Structures	23	–
Total impairment losses	1,587	–
Impairment of assets – direct to equity (ARR)	1,587	–

C1-8 Investment properties

	2023 \$ '000	2022 \$ '000
Owned investment property		
Investment property on hand at fair value	3,497	3,400
Total owned investment property	3,497	3,400

Owned investment property

At fair value

Opening balance at 1 July	3,400	3,000
Capitalised subsequent expenditure	14	—
Net gain/(loss) from fair value adjustments	83	400
Closing balance at 30 June	3,497	3,400

Accounting policy

Investment property, principally comprising freehold office buildings, is held for long-term rental yields and is not occupied by the Council. Changes in fair values are recorded in the Income Statement as a separate line item.

Properties that are under construction for future use as investment properties are regarded as investment property. These are also carried at fair value unless the fair value cannot yet be reliably determined. Where that is the case, the property will be accounted for at cost until either the fair value becomes reliably determinable or construction is complete.

C1-9 Intangible assets

	2023 \$ '000	2022 \$ '000
Software		
Opening values at 1 July		
Gross book value	1,099	1,150
Accumulated amortisation	(606)	(528)
Net book value – opening balance	493	622
Movements for the year		
Other movements	–	(32)
Purchases	137	–
Amortisation charges	(129)	(97)
Closing values at 30 June		
Gross book value	1,236	1,099
Accumulated amortisation	(735)	(606)
Total software – net book value	501	493
Total intangible assets – net book value	501	493

Accounting policy

IT development and software

Costs incurred in developing products or systems and costs incurred in acquiring software and licenses that will contribute to future period financial benefits through revenue generation and/or cost reduction are capitalised to software and systems.

Costs capitalised include external direct costs of materials and service, direct payroll, and payroll related costs of employees' time spent on the project. Amortisation is calculated on a straight line basis over periods generally ranging from three to five years. IT development costs include only those costs directly attributable to the development phase and are only recognised following completion of technical feasibility, and where Council has an intention and ability to use the asset.

C1-10 Other

Other assets

	2023 Current \$ '000	2023 Non-current \$ '000	2022 Current \$ '000	2022 Non-current \$ '000
Prepayments	1,017	–	1,875	–
Work in progress - service concession asset - Waste Processing Facility ¹	–	2,717	–	1,712
Total other assets	1,017	2,717	1,875	1,712

(1) Waste Processing Facility – Council had entered into a contract with Bioelektra Pty Ltd for the construction and operation of a waste processing facility in West Nowra. Under the contract, Council was required to make payments to Bioelektra during the construction phase. These, together with other expenses incurred by Council prior to the facility becoming operational, will be carried as work in progress until the facility becomes operational. At that point a service concession asset will be recognised in accordance with AASB 1059 - Service Concession Arrangements: Grantors. On 14 August 2023, Council resolved to terminate their contract with Bioelektra Pty Ltd. Subsequent to the cessation of the contract, some delegated Council staff have undertaken unsolicited meetings with Green Waste management companies as well as Alternative Waste Technology (AWT) providers or potential financiers. The purpose of these meetings is to have without prejudice discussions about what options may exist for the Council. While the contract has been terminated, an alternate waste solution will need to be pursued, as without it, the life of Council's landfill will contract from approximately 50 year to approximately 8 years. Therefore, the assets that have been created on site to date will remain assets and will be incorporated into domiciling the assets that will need to be created as result of the creation of an alternative waster technology solution.

C2 Leasing activities

C2-1 Council as a lessee

Council has leased building assets. Information relating to the leases in place and associated balances and transactions is provided below.

Terms and conditions of leases

Depot building: 8 McIntyre Way - 5 year lease - 2 year option exercised extending lease to 31 May 2024. Option to purchase not available.

Depot building: 2 McIntyre Way - 3 year lease - to 31 August 2025 - 2 year option available. Option to purchase not available.

Office building: 1/51 Graham Street - 3 year lease - to 4 June 2024 - 3 year option available. Option to purchase not available.

Buildings

Council leases buildings during the year; the leases are generally between 2 - 3 years and some of them include renewal options to allow Council to renew for up to two years at their discretion.

The building leases contain an annual pricing mechanism based on either fixed or CPI movements at each anniversary of the lease inception.

Extension options

Council includes options in the building leases to provide flexibility and certainty to Council operations and reduce costs of moving premises; and the extension options are at Council's discretion.

At commencement date and each subsequent reporting date, Council assesses where it is reasonably certain that the extension options will be exercised.

There are \$266,850 in potential future lease payments which are not included in lease liabilities as Council has assessed that the exercise of the option is not reasonably certain.

(a) Right of use assets

	Buildings \$ '000	Total \$ '000
2023		
Opening balance at 1 July	135	135
Additions to right-of-use assets	269	269
Adjustments to right-of-use assets due to re-measurement of lease liability	–	–
Depreciation charge	(179)	(179)
Balance at 30 June	225	225
2022		
Opening balance at 1 July	76	76
Additions to right-of-use assets	–	–
Adjustments to right-of-use assets due to re-measurement of lease liability	59	59
Depreciation charge	–	–
Balance at 30 June	135	135

C2-1 Council as a lessee (continued)

(b) Lease liabilities

	2023 Current \$ '000	2023 Non-current \$ '000	2022 Current \$ '000	2022 Non-current \$ '000
Lease liabilities	186	55	78	75
Total lease liabilities	186	55	78	75

(c) The maturity analysis

The maturity analysis of lease liabilities based on contractual undiscounted cash flows is shown in the table below:

	< 1 year \$ '000	1 – 5 years \$ '000	> 5 years \$ '000	Total \$ '000	Total per Statement of Financial Position \$ '000
2023					
Cash flows	145	46	57	248	241
2022					
Cash flows	60	75	–	135	153

(d) Income Statement

	2023 \$ '000	2022 \$ '000
Expenses relating to low-value leases	66	400
	66	400

(e) Statement of Cash Flows

	2023 \$ '000	2022 \$ '000
Total cash outflow for leases	191	116
	191	116

Accounting policy

At inception of a contract, Council assesses whether a lease exists – i.e. does the contract convey the right to control the use of an identified asset for a period of time in exchange for consideration?

Council has elected not to separate non-lease components from lease components for any class of asset and has accounted for payments as a single component.

At the lease commencement, Council recognises a right-of-use asset and associated lease liability for the lease term. The lease term includes extension periods where Council believes it is reasonably certain that the option will be exercised.

The right-of-use asset is measured using the cost model where cost on initial recognition comprises: the lease liability, initial direct costs, prepaid lease payments, estimated cost of removal and restoration, less any lease incentives received. The right-of-use asset is depreciated over the lease term on a straight-line basis and assessed for impairment in accordance with the impairment of asset accounting policy.

The lease liability is initially recognised at the present value of the remaining lease payments at the commencement of the lease. The discount rate is the rate implicit in the lease, however where this cannot be readily determined then the Council's incremental borrowing rate for a similar term with similar security is used.

C2-1 Council as a lessee (continued)

Subsequent to initial recognition, the lease liability is measured at amortised cost using the effective interest rate method. The lease liability is re-measured when there is a lease modification, or change in estimate of the lease term or index upon which the lease payments are based (e.g. CPI).

Where the lease liability is re-measured, the right-of-use asset is adjusted to reflect the re-measurement.

Exceptions to lease accounting

Council has applied the exceptions to lease accounting for both short-term leases (i.e. leases with a term of less than or equal to 12 months) and leases of low-value assets. Council recognises the payments associated with these leases as an expense on a straight-line basis over the lease term.

Leases at significantly below market value / Concessionary leases

Council has elected to measure the right of use asset arising from the concessionary leases at cost which is based on the associated lease liability at initial recognition.

C2-2 Council as a lessor

Operating leases

Council leases out a number of properties and /or plant and equipment to community groups; these leases have been classified as operating leases for financial reporting purposes and the assets are included as investment property (refer note C1-8).

The amounts recognised in the Income Statement relating to operating leases where Council is a lessor are shown below:

	2023 \$ '000	2022 \$ '000
(i) Assets held as investment property		
Description	Lease term	
Nowra - Shop 1, 3 Schofields Lane	04/11/2022 to 03/11/2025	
Nowra - Shop 2, 3 Schofields Lane	19/10/2022 to 18/10/2023	
Nowra - Shop 3, 3 Schofields Lane	01/02/2021 to 31/01/2024	
Nowra - Shop 4, 3 Schofields Lane	01/09/2021 to 31/08/2024	
Nowra - Shop 5, 3 Schofields Lane	01/09/2020 to 31/08/2023	
Nowra Shop 6-7, 3 Schofields Lane	01/10/2021 to 30/09/2024	
Nowra - 37/43 Kinghorne St	10/06/2022 to 09/06/2025	
Nowra - 37A/43 Kinghorne St	Month to month basis	
Nowra - 39/43 Kinghorne St	Month to month basis	
Nowra - 39A/43 Kinghorne St	24/04/2023 to 23/04/2026	
Nowra - 41/43 Kinghorne St	13/03/2021 to 12/03/2024	
Nowra - 43/43 Kinghorne St	15/08/2020 to 14/08/2023	

The amounts recognised in the Income Statement relating to operating leases where Council is a lessor are shown below

Lease income (excluding variable lease payments not dependent on an index or rate)	281	131
Total income relating to operating leases for investment property assets	281	131
Direct operating expenses that generated rental income	66	50
Total expenses relating to operating leases	66	50

Accounting policy

When Council is a lessor, the lease is classified as either an operating or finance lease at inception date, based on whether substantially all of the risks and rewards incidental to ownership of the asset have been transferred to the lessee. If the risks and rewards have been transferred then the lease is classified as a finance lease, otherwise it is an operating lease.

When Council has a sub-lease over an asset and is the intermediate lessor then the head lease and sub-lease are accounted for separately. The classification of the sub-lease is based on the right-of-use asset which arises from the head lease rather than the useful life of the underlying asset.

If the lease contains lease and non-lease components, the non-lease components are accounted for in accordance with AASB 15 *Revenue from Contracts with Customers*.

The lease income is recognised on a straight-line basis over the lease term for an operating lease and as finance income using amortised cost basis for finance leases.

C3 Liabilities of Council

C3-1 Payables

	2023 Current \$ '000	2023 Non-current \$ '000	2022 Current \$ '000	2022 Non-current \$ '000
Goods and services	14,190	–	15,458	–
Accrued expenses:				
– Borrowings	1,476	–	1,283	–
– Salaries and wages	1,745	–	1,263	–
– Other expenditure accruals	17,184	–	405	–
Security bonds, deposits and retentions	4,778	–	4,921	–
Prepaid rates	4,284	–	4,037	–
Total payables	43,657	–	27,367	–

Current payables not anticipated to be settled within the next twelve months

	2023 \$ '000	2022 \$ '000
Total payables	–	–

Council expects to settle all payables within 12 months.

Accounting policy

Council measures all financial liabilities initially at fair value less transaction costs, subsequently financial liabilities are measured at amortised cost using the effective interest rate method.

Payables

Payables represent liabilities for goods and services provided to Council prior to the end of financial year that are unpaid. The amounts are unsecured and are usually paid within 30 days of recognition.

C3-2 Contract Liabilities

	Notes	2023 Current \$ '000	2023 Non-current \$ '000	2022 Current \$ '000	2022 Non-current \$ '000
Grants and contributions received in advance:					
Unexpended capital grants (to construct Council controlled assets)	(i)	20,672	–	27,415	–
Unexpended operating grants (received prior to performance obligation being satisfied)	(ii)	3,926	–	3,926	–
Total grants and contributions received in advance		24,598	–	31,341	–
User fees and charges received in advance:					
Deposits received in advance of services provided	(iii)	7,728	–	7,788	–
Total user fees and charges received in advance		7,728	–	7,788	–
Total contract liabilities		32,326	–	39,129	–

Notes

(i) Council has received funding to construct assets including sporting facilities, bridges, library and other infrastructure. The funds received are under an enforceable contract which require Council to construct an identified asset which will be under Council's control on completion. The revenue is recognised as Council constructs the asset and the contract liability reflects

C3-2 Contract Liabilities (continued)

the funding received which cannot yet be recognised as revenue. The revenue is expected to be recognised in the next 12 months.

(ii) The contract liability relates to grants received prior to the revenue recognition criteria in AASB 15 being satisfied since the performance obligations are ongoing.

(iii) Upfront membership fees for the leisure centre meets the definition of a performance obligation and therefore the funds received are recorded as a contract liability on receipt and recognised as revenue over the expected average membership life.

Revenue recognised that was included in the contract liability balance at the beginning of the period

	2023 \$ '000	2022 \$ '000
Grants and contributions received in advance:		
Capital grants (to construct Council controlled assets)	20,735	4,225
Operating grants (received prior to performance obligation being satisfied)	3,319	462
Operating contributions (received prior to performance obligation being satisfied)	–	–
Total revenue recognised that was included in the contract liability balance at the beginning of the period	24,054	4,687

Accounting policy

Contract liabilities are recorded when consideration is received from a customer / fund provider prior to Council transferring a good or service to the customer, Council presents the funds which exceed revenue recognised as a contract liability.

C3-3 Borrowings

	2023 Current \$ '000	2023 Non-current \$ '000	2022 Current \$ '000	2022 Non-current \$ '000
Loans – secured ¹	19,049	177,880	16,213	143,517
Ratepayers' advances	91	119	90	201
Total borrowings	19,140	177,999	16,303	143,718

(1) Loans are secured over the general rating income of Council. Disclosures on liability interest rate risk exposures, fair value disclosures and security can be found in Note E1-1.

(a) Changes in liabilities arising from financing activities

	2022		Non-cash movements				2023
	Opening Balance \$ '000	Cash flows \$ '000	Acquisition \$ '000	Fair value changes \$ '000	Acquisition due to change in accounting policy \$ '000	Other non-cash movement \$ '000	Closing balance \$ '000
Loans – secured	159,730	37,171	–	28	–	–	196,929
Ratepayers' advances	290	(80)	–	–	–	–	210
Lease liability (Note C2-1b)	153	86	–	–	–	2	241
Total liabilities from financing activities	160,173	37,177	–	28	–	2	197,380

	2021		Non-cash movements				2022
	Opening Balance \$ '000	Cash flows \$ '000	Acquisition \$ '000	Fair value changes \$ '000	Acquisition due to change in accounting policy \$ '000	Other non-cash movement \$ '000	Closing balance \$ '000

C3-3 Borrowings (continued)

	2021		Non-cash movements				2022
	Opening Balance \$ '000	Cash flows \$ '000	Acquisition \$ '000	Fair value changes \$ '000	Acquisition due to change in accounting policy \$ '000	Other non-cash movement \$ '000	Closing balance \$ '000
Loans – secured	174,593	(14,829)	–	(34)	–	–	159,730
Ratepayers' advances	355	(65)	–	–	–	–	290
Lease liability (Note C2-1b)	83	70	–	–	–	–	153
Total liabilities from financing activities	175,031	(14,824)	–	(34)	–	–	160,173

(b) Financing arrangements

	2023 \$ '000	2022 \$ '000
Total facilities		
Credit cards/purchase cards	550	550
Total financing arrangements	550	550
Drawn facilities		
– Credit cards/purchase cards	110	134
Total drawn financing arrangements	110	134
Undrawn facilities		
– Credit cards/purchase cards	440	416
Total undrawn financing arrangements	440	416

Additional financing arrangements information

Breaches and defaults

During the current and prior year, there were no defaults or breaches on any of the loans.

Security over loans

Loans are secured by a charge on the income of Council pursuant to Section 623 of the Local Government Act and clause 229 of the Local Government Regulations.

Accounting policy

Council measures all financial liabilities initially at fair value less transaction costs, subsequently financial liabilities are measured at amortised cost using the effective interest rate method.

Fees paid on the establishment of loan facilities are recognised as transaction costs of the loan to the extent that it is probable that some or all of the facility will be drawn down.

Borrowings are removed from the Statement of Financial Position when the obligation specified in the contract is discharged, cancelled or expired. The difference between the carrying amount of a financial liability that has been extinguished or transferred to another party and the consideration paid, including any non-cash assets transferred or liabilities assumed, is recognised in other income or borrowing costs.

C3-4 Employee benefit provisions

	2023 Current \$ '000	2023 Non-current \$ '000	2022 Current \$ '000	2022 Non-current \$ '000
Annual leave	10,752	–	10,444	–
Sick leave	7,765	–	8,734	–
Long service leave	16,412	1,217	15,183	1,368
Total employee benefit provisions	34,929	1,217	34,361	1,368

Current employee benefit provisions not anticipated to be settled within the next twelve months

	2023 \$ '000	2022 \$ '000
The following provisions, even though classified as current, are not expected to be settled in the next 12 months.		
Provisions – employees benefits	20,206	19,738
	20,206	19,738

Accounting policy

Employee benefit provisions are presented as current liabilities in the Statement of Financial Position if Council does not have an unconditional right to defer settlement for at least 12 months after the reporting date, regardless of when the actual settlement is expected to occur and therefore all annual leave and vested long service leave (or that which vests within 12 months) is presented as current.

Short-term obligations

Liabilities for wages and salaries (including non-monetary benefits, annual leave and accumulating sick leave expected to be wholly settled within 12 months after the end of the period in which the employees render the related service) are recognised in respect of employees' services up to the end of the reporting period and are measured at the amounts expected to be paid when the liabilities are settled. The liability for annual leave and accumulating sick leave is recognised in the provision for employee benefits. All other short-term employee benefit obligations are presented as payables.

Other long-term employee benefit obligations

The liability for long-service leave and annual leave that is not expected to be wholly settled within 12 months after the end of the period in which the employees render the related service is recognised in the provision for employee benefits and measured as the present value of expected future payments to be made in respect of services provided by employees up to the end of the reporting period using the projected unit credit method. Consideration is given to expected future wage and salary levels, experience of employee departures, and periods of service. Expected future payments are discounted using market yields at the end of the reporting period on national government bonds with terms to maturity and currency that match, as closely as possible, the estimated future cash outflows.

On-costs

The employee benefit provisions include the aggregate on-cost liabilities that will arise when payment of current employee benefits is made in future periods.

These amounts include superannuation, payroll tax and workers compensation expenses which will be payable upon the future payment of certain leave liabilities which employees are entitled to at the reporting period.

C3-5 Provisions

	2023 Current \$ '000	2023 Non-Current \$ '000	2022 Current \$ '000	2022 Non-Current \$ '000
Self insurance – workers compensation	974	5,120	987	3,061
Asset remediation/restoration (future works)	–	6,479	1,242	4,969
Total provisions	974	11,599	2,229	8,030

C3-5 Provisions (continued)

Movements in provisions

	Self insurance \$ '000	Asset remediation \$ '000	Total \$ '000
2023			
At beginning of year	4,048	6,211	10,259
Changes to provision:			
– Revised costs	2,046	268	2,314
Total	6,094	6,479	12,573
2022			
At beginning of year	2,880	3,392	6,272
Changes to provision:			
– Revised costs	1,168	3,504	4,672
Amounts used (payments)	–	(685)	(685)
Total	4,048	6,211	10,259

Nature and purpose of provisions

Asset remediation

The asset remediation provision represents the present value estimate of future costs Council will incur to restore, rehabilitate and reinstate the tip and quarry as a result of past operations.

Self-insurance

To recognise liabilities for outstanding claims (uninsured losses) arising from Council's decision to undertake self-insurance for certain risks faced.

Accounting policy

Provisions are recognised when Council has a present legal or constructive obligation as a result of past events, it is probable that an outflow of resources will be required to settle the obligation, and the amount has been reliably estimated.

Where there are a number of similar obligations, the likelihood that an outflow will be required in settlement is determined by considering the class of obligations as a whole. A provision is recognised even if the likelihood of an outflow with respect to any one item included in the same class of obligations may be small.

Provisions are measured at the present value of management's best estimate of the expenditure required to settle the present obligation at the reporting date. The discount rate used to determine the present value reflects current market assessments of the time value of money and the risks specific to the liability. The increase in the provision due to the passage of time is recognised as a borrowing cost.

Asset remediation – tips and quarries

Restoration

Close-down and restoration costs include the dismantling and demolition of infrastructure, and the removal of residual materials and remediation of disturbed areas. Estimated close-down and restoration costs are provided for in the accounting period when the obligation arising from the related disturbance occurs, whether this occurs during the development or during the operation phase, based on the net present value of estimated future costs.

Provisions for close-down and restoration costs do not include any additional obligations which are expected to arise from future disturbance. The costs are estimated on the basis of a closure plan. The cost estimates are calculated annually during the life of the operation to reflect known developments, e.g. updated cost estimates and revisions to the estimated lives of operations, and are subject to formal review at regular intervals.

Rehabilitation

Where rehabilitation is conducted systematically over the life of the operation, rather than at the time of closure, provision is made for the estimated outstanding continuous rehabilitation work at each reporting date, and the cost is charged to the Income Statement.

Provision is made for the estimated present value of the costs of environmental clean-up obligations outstanding at the reporting date. These costs are charged to the Income Statement. Movements in the environmental clean-up provisions are presented as an operating cost, except for the unwinding of the discount which is shown as a borrowing cost.

C3-5 Provisions (continued)

Remediation procedures generally commence soon after the time the damage, remediation process, and estimated remediation costs become known, but may continue for many years depending on the nature of the disturbance and the remediation techniques.

As noted above, the ultimate cost of environmental remediation is uncertain and cost estimates can vary in response to many factors, including changes to the relevant legal requirements, the emergence of new restoration techniques, or experience at other locations. The expected timing of expenditure can also change, for example in response to changes in quarry reserves or production rates. As a result, there could be significant adjustments to the provision for close down and restoration and environmental clean-up, which would affect future financial results.

Other movements in the provisions for close-down and restoration costs, including those resulting from new disturbance, updated cost estimates, changes to the estimated lives of operations, and revisions to discount rates, are capitalised within property, plant and equipment. These costs are then depreciated over the lives of the assets to which they relate.

Close-down and restoration costs are a normal consequence of tip and quarry operations, and the majority of close-down and restoration expenditure is incurred at the end of the life of the operations. Although the ultimate cost to be incurred is uncertain, Council estimates the respective costs based on feasibility and engineering studies using current restoration standards and techniques.

Self-insurance

Council has decided to self-insure for workers compensation.

A provision for self-insurance has been made to recognise outstanding claims. Council also maintains cash and investments to meet expected future claims; refer to Note C1-3.

C4 Reserves

C4-1 Nature and purpose of reserves

IPPE Revaluation reserve

The infrastructure, property, plant and equipment (IPPE) revaluation reserve is used to record increments and decrements in the revaluation of infrastructure, property, plant and equipment.

Fair value through other comprehensive income reserve (FVOCI)

Changes in the fair value of financial assets are taken through the fair value through other comprehensive income revaluation reserve. The accumulated changes in fair value are transferred to profit or loss when the financial asset is derecognised or impaired.

D Council structure

D1 Results by fund

General fund refers to all Council activities other than water and sewer. All amounts disclosed in this note are gross i.e. inclusive of internal charges and recoveries made between the funds. Assets and liabilities shown in the water and sewer columns are restricted for use for these activities.

D1-1 Income Statement by fund

	General 2023 \$ '000	Water 2023 \$ '000	Sewer 2023 \$ '000
Income from continuing operations			
Rates and annual charges	113,592	4,661	49,455
User charges and fees	65,794	22,194	4,490
Interest and investment income	2,367	1,662	901
Other revenues	4,547	503	24
Grants and contributions provided for operating purposes	52,427	58	—
Grants and contributions provided for capital purposes	54,105	3,711	2,299
Net gains from disposal of assets	—	92	13
Other income	4,245	—	—
Total income from continuing operations	297,077	32,881	57,182
Expenses from continuing operations			
Employee benefits and on-costs	85,182	12,292	15,259
Materials and services	95,077	8,827	13,848
Borrowing costs	2,951	—	3,415
Depreciation, amortisation and impairment of non-financial assets	56,348	13,519	15,364
Other expenses	19,089	56	35
Net losses from the disposal of assets	3,904	—	—
Total expenses from continuing operations	262,551	34,694	47,921
Operating result from continuing operations	34,526	(1,813)	9,261
Net operating result for the year	34,526	(1,813)	9,261
Net operating result attributable to each council fund	34,526	(1,813)	9,261
Net operating result for the year before grants and contributions provided for capital purposes	(19,579)	(5,524)	6,962

D1-2 Statement of Financial Position by fund

	General 2023 \$ '000	Water 2023 \$ '000	Sewer 2023 \$ '000
ASSETS			
Current assets			
Cash and cash equivalents	15,564	8,613	3,254
Investments	77,694	42,993	16,240
Receivables **	45,694	6,923	4,763
Inventories	985	1,299	–
Other	1,017	–	–
Non-current assets classified as held for sale	2,581	–	–
Total current assets	143,535	59,828	24,257
Non-current assets			
Investments	1,135	628	237
Receivables	3,689	823	1,225
Inventories	5,503	–	–
Infrastructure, property, plant and equipment	3,386,579	541,508	817,164
Investment property	3,497	–	–
Intangible assets	372	120	9
Right of use assets	225	–	–
Other	2,717	–	–
Total non-current assets	3,403,717	543,079	818,635
Total assets	3,547,252	602,907	842,892
LIABILITIES			
Current liabilities			
Payables	38,401	3,614	1,642
Contract liabilities	29,050	1,228	2,048
Lease liabilities	186	–	–
Borrowings **	14,307	–	6,023
Employee benefit provision	34,929	–	–
Provisions	974	–	–
Total current liabilities	117,847	4,842	9,713
Non-current liabilities			
Lease liabilities	55	–	–
Borrowings	103,793	–	74,206
Employee benefit provision	1,217	–	–
Provisions	11,599	–	–
Total non-current liabilities	116,664	–	74,206
Total liabilities	234,511	4,842	83,919
Net assets	3,312,741	598,065	758,973
EQUITY			
Accumulated surplus	1,103,361	228,999	454,519
Revaluation reserves	2,209,380	369,066	304,454
Council equity interest	3,312,741	598,065	758,973
Total equity	3,312,741	598,065	758,973

(**) The amounts in this statement by fund do not agree with the face of the consolidated statement due to the internal loan between Water and Sewer funds. The \$1.19M variance in receivables nets off with the \$1.19M variance in borrowings.

D1-3 Details of internal loans

(in accordance with s410(3) of the *Local Government Act 1993*)

Details of individual internal loans	Min9/542
Borrower (by purpose)	Sewer Fund
Lender (by purpose)	Water Fund
Date of Minister's approval	11/06/2009
Date raised	30/06/2009
Term years	15
Dates of maturity	30/06/2024
Rate of interest (%)	6.28%
Amount originally raised (\$'000)	12,000
Total repaid during year (principal and interest) (\$'000)	1,247
Principal outstanding at end of year (\$'000)	1,190

D2 Interests in other entities

D2-1 Subsidiaries

Council's consolidated financial statements incorporate the assets, liabilities and results of the following subsidiaries in accordance with AASB 10 and the accounting policy described below.

Accounting policy for subsidiaries

Subsidiaries are all entities (including structured entities) over which Council has control. Control is established when Council is exposed to, or has rights to variable returns from, its involvement with the entity and has the ability to affect those returns through its power to direct the relevant activities of the entity.

These consolidated financial statements include the financial position and performance of controlled entities from the date on which control is obtained until the date that control is lost. Intragroup assets, liabilities, equity, income, expenses and cash flows relating to transactions between entities in the consolidated entity have been eliminated in full for the purpose of these financial statements. Appropriate adjustments have been made to a controlled entity's financial position, performance and cash flows where the accounting policies used by that entity were different from those adopted by the Council. All controlled entities have a June financial year end.

Name of Operation/Entity	Principal activity
Southern Water Services Pty Ltd	Provision of water, sewerage and related services

Interests in Subsidiary	Principal place of business	Ownership 2023	Ownership 2022
Council's interest in Subsidiary	Nowra	100%	100%

The nature and extent of significant restrictions relating to the Subsidiary

Southern Water Services is limited by shares under the Corporations Act (2001)

As sole shareholder Council controls full voting rights over Southern Water Services.

Dividends paid by Southern Water Services to Council are restricted by S254T of Corporations Act (2001)

The nature of risks associated with Council's interests in the Subsidiary

Council's liability is limited to the value of its fully paid shares

Summarised financial information for the Subsidiary

	2023 \$ '000	2022 \$ '000
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Summarised statement of comprehensive income

Revenue	7	—
Expenses	(1)	1
Profit for the period	6	1
Total comprehensive income	6	1

Summarised statement of financial position

Current assets	473	466
Total assets	473	466
Net assets	473	466

Summarised statement of cash flows

Cash flows from operating activities	4	(1)
Net increase (decrease) in cash and cash equivalents	4	(1)

D2-2 Subsidiaries, joint arrangements and associates not recognised

The following subsidiaries, joint arrangements and associates have not been recognised in this financial report.

Name of entity/operation	Principal activity/type of entity	2023	2023
		(\$'000) Net profit	(\$'000) Net assets
Shoalhaven City Council Management Committees	Use and management of community land and assets	54	260

Reasons for non-recognition

Council has assessed this operation as not material for recognition in these statements.

From 30 June 2022 Council no longer discloses its s355 Management Committees in its financial statements in Note D2-1 Subsidiaries. Historically, Council has had an inconsistent response from Management Committees submitting their annual financial statements. This had resulted in the disclosure of not only a different number of Committees from one year to the next, but different Committees as well. This inconsistency affected the meaningfulness of the disclosures.

It is important to note in this regard that Council will continue to receive Committees' financial statements, monitor their financial wellbeing, and provide subsidies in order to maintain their operations. The values disclosed in D2-2 are Council's best estimate of the committees performance as at 30 June 2023.

Name of entity/operation	Principal activity/type of entity	2023	2023
		(\$'000) Net profit	(\$'000) Net assets
Illawarra Shoalhaven Joint Organisation	Inter-Governmental Collaboration Joint Venture	(93)	777

Reasons for non-recognition

Council has assessed this operation as not material for recognition in these statements.

E Risks and accounting uncertainties

E1-1 Risks relating to financial instruments held

Council's activities expose it to a variety of financial risks including **(1)** price risk, **(2)** credit risk, **(3)** liquidity risk and **(4)** interest rate risk.

The Council's overall risk management program focuses on the unpredictability of financial markets and seeks to minimise potential adverse effects on the financial performance of the Council.

Council's objective is to maximise its return on cash and investments whilst maintaining an adequate level of liquidity and preserving capital. The finance team manages the cash and Investments portfolio with the assistance of independent advisors. Council has an investment policy which complies with the s 625 of the Act and the Ministerial Investment Order. The policy is regularly reviewed by Council and a monthly investment report is provided to Council setting out the make-up performance of the portfolio as required by local government regulations.

Council does not engage in transactions expressed in foreign currencies and is therefore not subject to foreign currency risk.

Financial risk management is carried out by Council's finance section under policies approved by the Council.

The fair value of Council's financial assets and financial liabilities approximates their carrying amount.

	Carrying value 2023 \$ '000	Carrying value 2022 \$ '000	Fair value 2023 \$ '000	Fair value 2022 \$ '000
Financial assets				
Measured at amortised cost				
Cash and cash equivalents	27,431	21,416	27,431	21,416
Receivables	61,927	41,465	61,927	41,465
Investments				
– Debt securities at amortised cost	89,400	112,400	89,400	112,400
Fair value through profit and loss				
Cash and cash equivalents	–	–	–	–
Investments				
Cash and cash equivalents				
– Held for trading	49,527	63,378	49,527	63,378
Total financial assets	228,285	238,659	228,285	238,659
Financial liabilities				
Payables	43,657	27,367	43,657	37,307
Loans/advances	197,139	160,021	197,139	160,021
Total financial liabilities	240,796	187,388	240,796	197,328

Fair value is determined as follows:

- **Cash and cash equivalents, receivables, payables** – are estimated to be the carrying value that approximates market value.
- **Borrowings and measure at amortised cost investments** – are based upon estimated future cash flows discounted by the current market interest rates applicable to assets and liabilities with similar risk profiles, unless quoted market prices are available.
- Financial assets classified (i) **at fair value through profit and loss** or (ii) **at fair value through other comprehensive income** – are based upon quoted market prices (in active markets for identical investments) at the reporting date or independent valuation.

Council's objective is to maximise its return on cash and investments whilst maintaining an adequate level of liquidity and preserving capital.

Council's finance area manages the cash and investments portfolio with the assistance of independent advisors.

E1-1 Risks relating to financial instruments held (continued)

Council has an investment policy which complies with the Local Government Act 1993 and Minister's Investment Order. This policy is regularly reviewed by Council and its staff. An investment report is tabled before Council on a monthly basis setting out the portfolio breakup and its performance as required by Local Government Regulations.

The risks associated with the instruments held are:

- **Price risk** – the risk that the capital value of investments may fluctuate due to changes in market prices, whether they are changes caused by factors specific to individual financial instruments or their issuers or are caused by factors affecting similar instruments traded in a market.
- **Interest rate risk** – the risk that movements in interest rates could affect returns and income.
- **Liquidity risk** – the risk that Council will not be able to pay its debts as and when they fall due.
- **Credit risk** – the risk that the investment counterparty will not complete their obligations particular to a financial instrument, resulting in a financial loss to Council – be it of a capital or income nature.

Council manages these risks (amongst other measures) by diversifying its portfolio and only purchasing investments with high credit ratings or capital guarantees.

Council also seeks advice from independent advisers before placing any funds in cash equivalents and investments.

(a) Market risk – interest rate and price risk

	2023 \$ '000	2022 \$ '000
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The impact on the results for the year and equity of a reasonably possible movement in the price of investments held and interest rates is shown below. The reasonably possible movements were determined based on historical movements and economic conditions in place at the reporting date.

Impact of a 1% movement in interest rates		
– Equity / Income Statement	2,283	2,279
Impact of a 10% movement in price of investments		
– Equity / Income Statement	4,953	6,338

E1-1 Risks relating to financial instruments held (continued)

(b) Credit risk

Council's major receivables comprise (i) rates and annual charges and (ii) user charges and fees.

Council manages the credit risk associated with these receivables by monitoring outstanding debt and employing stringent debt recovery procedures.

The credit risk for liquid funds and other short-term financial assets is considered negligible, since the counterparties are reputable banks with high quality external credit ratings.

There are no significant concentrations of credit risk, whether through exposure to individual customers, specific industry sectors and/or regions.

The level of outstanding receivables is reported to Council monthly and benchmarks are set and monitored for acceptable collection performance. The balances of receivables that remain within initial terms (as detailed in the table) are considered to be of high credit quality.

The maximum exposure to credit risk at the reporting date is the carrying amount of each class of receivable in the financial statements.

Council makes suitable provision for doubtful receivables as required and carries out credit checks on most non-rate debtors.

There are no material receivables that have been subjected to a re-negotiation of repayment terms.

Credit risk profile

Receivables – rates and annual charges

Credit risk on rates and annual charges is minimised by the ability of Council to recover these debts as a secured charge over the land; that is, the land can be sold to recover the debt. Council is also able to charge interest on overdue rates and annual charges at higher than market rates which further encourages payment.

	Not yet overdue \$ '000	overdue rates and annual charges < 5 years \$ '000	≥ 5 years \$ '000	Total \$ '000
2023				
Gross carrying amount	2,415	7,797	1,113	11,325
2022				
Gross carrying amount	2,559	7,536	1,105	11,200

Receivables - non-rates and annual charges and contract assets

Council applies the simplified approach for non-rates and annual charges debtors and contract assets to provide for expected credit losses, which permits the use of the lifetime expected loss provision at inception. To measure the expected credit losses, non-rates and annual charges debtors and contract assets have been grouped based on shared credit risk characteristics and the days past due.

The loss allowance provision is determined as follows. The expected credit losses incorporate forward-looking information.

	Not yet overdue \$ '000	0 - 30 days \$ '000	Overdue debts 31 - 60 days \$ '000	61 - 90 days \$ '000	> 90 days \$ '000	Total \$ '000
2023						
Gross carrying amount	43,351	2,087	959	387	4,892	51,676
Expected loss rate (%)	0.00%	0.00%	0.00%	0.00%	0.53%	0.12%
ECL provision	—	—	—	—	26	26
2022						
Gross carrying amount	25,261	853	659	627	3,949	31,349
Expected loss rate (%)	0.00%	0.00%	0.00%	0.00%	10.02%	1.26%
ECL provision	—	—	—	—	396	396

E1-1 Risks relating to financial instruments held (continued)

(c) Liquidity risk

Payables, lease liabilities and borrowings are both subject to liquidity risk; that is, the risk that insufficient funds may be on hand to meet payment obligations as and when they fall due.

Council manages this risk by monitoring its cash flow requirements and liquidity levels, and by maintaining an adequate cash buffer. Payment terms can be extended, and overdraft facilities drawn upon in extenuating circumstances.

Borrowings are also subject to interest rate risk: the risk that movements in interest rates could adversely affect funding costs. Council manages this risk through diversification of borrowing types, maturities and interest rate structures.

The finance team regularly reviews interest rate movements to determine if it would be advantageous to refinance or renegotiate part or all of the loan portfolio.

The timing of cash flows presented in the table below to settle financial liabilities reflects the earliest contractual settlement dates. The timing of expected outflows is not expected to be materially different from contracted cashflows.

The amounts disclosed in the table are the undiscounted contracted cash flows for non-lease liabilities (refer to Note C2-1(c) for lease liabilities) and therefore the balances in the table may not equal the balances in the Statement of Financial Position due to the effect of discounting.

	Weighted average interest rate %	Subject to no maturity \$ '000	payable in: ≤ 1 Year \$ '000	1 - 5 Years \$ '000	> 5 Years \$ '000	Total cash outflows \$ '000	Actual carrying values \$ '000
2023							
Payables	0.00%	4,778	38,879	–	–	43,657	43,657
Borrowings	3.92%	–	19,118	76,068	101,953	197,139	197,139
Lease liabilities	0.00%	–	145	46	57	248	248
Total financial liabilities		4,778	58,142	76,114	102,010	241,044	241,044
2022							
Payables	0.00%	4,921	22,446	–	–	27,367	27,367
Borrowings	3.85%	–	16,275	58,372	85,374	160,021	160,021
Lease liabilities	0.00%	–	78	75	–	153	153
Total financial liabilities		4,921	38,799	58,447	85,374	187,541	187,541

E2-1 Fair value measurement

The Council measures the following asset and liability classes at fair value on a recurring basis:

- Infrastructure, property, plant and equipment
- Investment property
- Financial assets

During the reporting period, Council has also fair value measured the following assets on a non-recurring basis:

- Non-current assets classified as ‘held for sale’

The fair value of assets and liabilities must be estimated in accordance with various accounting standards for either recognition and measurement requirements or for disclosure purposes.

Fair value hierarchy

AASB 13 Fair Value Measurement requires all assets and liabilities measured at fair value to be assigned to a ‘level’ in the fair value hierarchy as follows:

Level 1: Unadjusted quoted prices in active markets for identical assets or liabilities that the entity can access at the measurement date.

Level 2: Inputs other than quoted prices included within level 1 that are observable for the asset or liability, either directly or indirectly.

Level 3: Inputs for the asset or liability that are not based on observable market data (unobservable inputs).

The table below shows the assigned level for each asset and liability held at fair value by Council:

E2-1 Fair value measurement (continued)

		Fair value measurement hierarchy							
\$ '000	Notes	Date of latest valuation		Level 2 Significant observable inputs		Level 3 Significant unobservable inputs		Total	
		2023	2022	2023	2022	2023	2022	2023	2022
Recurring fair value measurements									
Financial assets									
Financial investments	C1-2								
– 'Fair value through profit and loss' / 'Held for trading'		30/06/23	30/06/22	–	–	49,527	63,378	49,527	63,378
– 'Financial assets at fair value through other comprehensive income' / 'Available for sale'		30/06/23	30/06/22	–	–	–	–	–	–
Total financial assets				–	–	49,527	63,378	49,527	63,378
Investment property									
	C1-8								
Shops, 37-43 Kinghorne Street, Nowra		30/06/23	30/06/22	1,850	1,800	–	–	1,850	1,800
Shops, 3 Schofields Lane, Nowra		30/06/23	30/06/22	1,647	1,600	–	–	1,647	1,600
Total investment property				3,497	3,400	–	–	3,497	3,400

E2-1 Fair value measurement (continued)

\$ '000	Notes	Fair value measurement hierarchy							
		Date of latest valuation		Level 2 Significant observable inputs		Level 3 Significant unobservable inputs		Total	
		2023	2022	2023	2022	2023	2022	2023	2022
Infrastructure, property, plant and equipment	C1-7								
Plant and equipment		30/06/23	30/06/22	–	–	56,591	47,802	56,591	47,802
Rural Fire Service Red Fleet		30/06/23	30/06/22	–	–	2,504	3,364	2,504	3,364
Office equipment		30/06/23	30/06/22	–	–	1,681	2,170	1,681	2,170
Furniture and fittings		30/06/23	30/06/22	–	–	2,101	2,352	2,101	2,352
Crown land		30/06/23	30/06/22	–	–	193,745	145,830	193,745	145,830
Operational land		30/06/23	30/06/21	–	–	277,488	208,181	277,488	208,181
Community land		30/06/23	30/06/22	–	–	270,537	197,635	270,537	197,635
Land under roads (post 30/06/08)		30/06/23	30/06/20	–	–	1,319	1,744	1,319	1,744
Land improvements – non-depreciable		30/06/23	30/06/22	–	–	50,298	47,347	50,298	47,347
Land improvements – depreciable		30/06/23	30/06/22	–	–	11,966	9,539	11,966	9,539
Buildings – non-specialised		30/06/23	30/06/19	1,754	2,342	–	–	1,754	2,342
Buildings – specialised		30/06/23	30/06/19	–	–	371,091	329,878	371,091	329,878
Other structures		31/03/23	30/06/16	–	–	83,530	117,133	83,530	117,133
Roads		30/06/23	30/06/21	–	–	1,176,875	1,046,981	1,176,875	1,046,981
Bridges		30/06/23	30/06/21	–	–	82,679	73,311	82,679	73,311
Footpaths		30/06/23	30/06/22	–	–	86,463	73,655	86,463	73,655
Bulk earthworks (non-depreciable)		30/06/23	30/06/21	–	–	336,117	317,067	336,117	317,067
Stormwater drainage		30/06/23	30/06/21	–	–	196,893	178,888	196,893	178,888
Water supply network		30/06/23	30/06/22	–	–	482,494	422,538	482,494	422,538
Sewerage network		30/06/23	30/06/22	–	–	719,798	654,856	719,798	654,856
Swimming pools		31/03/23	30/06/16	–	–	20,836	11,691	20,836	11,691
Other open space / recreational assets		31/03/23	30/06/16	–	–	58,536	38,283	58,536	38,283
Other infrastructure		30/06/23	30/06/22	–	–	36,452	31,847	36,452	31,847
Library books		30/06/23	30/06/22	–	–	1,370	1,359	1,370	1,359
Tip asset		30/06/23	30/06/22	–	–	3,516	3,375	3,516	3,375
Total infrastructure, property, plant and equipment				1,754	2,342	4,524,880	3,966,826	4,526,634	3,969,168
Non-recurring fair value measurements									
Non-current assets classified as held for sale	C1-6								
Operational Land		30/06/23	30/06/22	–	–	1,225	2,025	1,225	2,025
Buildings		30/06/23	30/06/22	–	–	1,356	1,356	1,356	1,356
Total NCA's classified as held for sale				–	–	2,581	3,381	2,581	3,381

E2-1 Fair value measurement (continued)

Valuation techniques

Where Council is unable to derive fair valuations using quoted market prices of identical assets (ie. level 1 inputs) Council instead utilises a spread of both observable inputs (level 2 inputs) and unobservable inputs (level 3 inputs).

The fair valuation techniques Council has employed while utilising level 2 and level 3 inputs are as follows:

Financial assets

Investments - "At fair value through profit or loss" is represented by Floating Rate Notes. Council obtains valuations from its Safe Custody Operations on a monthly basis and at the end of each reporting period to ensure that the financial statements reflect the most up-to-date valuation.

There has been no change to the valuation process during the reporting period.

Investment property

Council obtains independent valuations every year for all investment properties. The valuation for this financial year was undertaken by Mr Adam Hopcroft, AAPI, of Walsh & Monaghan Pty Ltd as at 30 June 2023.

The valuation has been determined by the "capitalisation of net rental" approach where the net market rental of the property is capitalised at an appropriate market rate determined from the analysis of comparable sales.

This result was compared to the "rate per square metre of building area" method of similar building sales.

There has been no change to the valuation process during the reporting period.

Infrastructure, property, plant and equipment (IPPE)

Plant & Equipment, Office Equipment and Furniture & Fittings are valued at cost but are disclosed at fair value in the notes. The carrying amount of these assets is assumed to approximate fair value due to the nature of the items.

Examples of assets within these classes are as follows:

- Plant and Equipment - Graders, trucks, rollers, tractors and motor vehicles.
- Office Equipment - Computers, photocopiers, calculators, etc.
- Furniture & Fittings - Chairs, desks and display boards.

There has been no change to the valuation process during the reporting period.

Operational Land

This asset class comprises all of Council's land and Council managed land classified as Operational Land under the NSW Local Government Act 1993. The key unobservable input to the valuation is the price per square metre.

The last comprehensive valuation was undertaken by Mr Adam Hopcroft, AAPI, of Walsh & Monaghan effective 30th June 2023.

Generally, fair value is the most advantageous price reasonably obtainable by the seller and the most advantageous price reasonably obtained by the buyer. This is not necessarily the market selling price of the asset, rather, it is regarded as the maximum value that Council would rationally pay to acquire the asset if it did not hold it, taking into account quoted market price in an active and liquid market, the current market price of the same or similar asset, the cost of replacing the asset, if management intend to replace the asset, the remaining useful life and condition of the asset; and cash flows from the future use and disposal.

There has been no change to the valuation process during the reporting period.

Community Land

Valuations of all Council's Community Land and Council managed land were based on either the land values provided by the Valuer-General or an average unit rate based on the land values for similar properties where the Valuer-General did not provide a land value having regard to the highest and best use for this land. As these rates were not considered to be observable market evidence they have been classified as level 3.

The last comprehensive valuation was undertaken effective 30th June 2022. Valuations were undertaken inhouse as at 30 June 2023 using publically available indices to calculate the movement in fair value since the last comprehensive valuation date.

E2-1 Fair value measurement (continued)

There has been no change to the valuation process during the reporting period.

Land Under Roads

Council has elected to recognise Land Under Roads where the road was acquired on or after 1 July 2008. 'Land under Roads' have been valued using the square metres rates applicable for all of the valued land within the Shoalhaven local government area and a discount for restricted use applied.

The last comprehensive valuation was undertaken effective 30th June 2020. Valuations were undertaken inhouse as at 30 June 2023 using publically available indicies to calculate the movement in fair value since the last comprehensive valuation date.

There has been no change to the valuation process during the reporting period.

Land Improvements - depreciable and non-depreciable

This asset class comprises land improvements such as spectator mounds, swales, berms, gardens, mulched areas, streetscaping and landscaping. These assets may be located on parks, reserves and also within road reserves.

The cost approach has been utilised whereby the replacement cost was estimated for each asset by taking into account a range of factors. Inputs such as estimates of pattern of consumption, residual value, asset condition and useful life required extensive professional judgement and impacted significantly on the final determination of fair value. As such these assets were all classified as having been valued using level 3 valuation inputs.

The last comprehensive valuation was undertaken effective 30th June 2022. Valuations were undertaken inhouse as at 30 June 2023 using publically available indicies to calculate the movement in fair value since the last comprehensive valuation date.

Buildings – Non specialised and Specialised

The fair value of buildings were determined by independent valuer, APV Valuers and Asset Management effective 30 June 2019. Where there is a market for Council building assets, fair value has been derived from the sales prices of comparable properties after adjusting for differences in key attributes such as property size. The most significant inputs into this valuation approach were price per square metre.

Where Council buildings are of a specialist nature and there is no active market for the assets, fair value has been determined on the basis of replacement cost of the modern equivalent (or cost of reproduction where relevant) and then adjusting for the level of consumed future economic benefit and impairment. To assess the level of remaining service potential, the separate components of the building are assessed considering both holistic factors (functionality, capacity, utilisation, obsolescence) and component specific factors such as physical condition.

The gross current values have been derived from reference to market data for recent projects and costing guides issued by the Australian Institute of Quantity Surveyors, Rawlinson's (Australian Construction Handbook). Where a depth in market can be identified, the net current value of a building asset is the difference between the market value of the asset as a whole (including land) and the market value of the land component. Where there is no depth of market, the net current value of a building asset is the gross current value less accumulated depreciation to reflect the consumed or expired service potential of the asset.

In determining the level of accumulated depreciation the asset has been disaggregated into significant components which exhibit useful lives. Allowance has been made for the typical asset life cycle and renewal treatments of each component, residual value at the time the asset is considered to be no longer available for use and the condition of the asset. Condition was assessed taking into account both physical characteristics as well as holistic factors such as functionality, capability, utilisation and obsolescence.

Valuations were undertaken inhouse as at 30 June 2023 using publically available indicies to calculate the movement in fair value since the last comprehensive valuation date.

There has been no change to the valuation process during the reporting period.

Other Structures

This asset class comprises Boardwalks, Viewing platforms, Floodlighting Systems, Pedestrian bridges and fencing.

The last valuation was undertaken as at 31 March 2023, and has been performed by Morrison Low Consultants P/L.

The cost approach has been utilised whereby the replacement cost was estimated for each asset by taking into account a range of factors. Inputs such as estimates of pattern of consumption, residual value, asset condition and useful life required

E2-1 Fair value measurement (continued)

extensive professional judgement and impacted significantly on the final determination of fair value. As such these assets were all classified as having been valued using level 3 valuation inputs.

There has been no change to the valuation process during the reporting period.

Roads

Roads comprise road carriageway, roadside shoulders and kerb & gutter. The cost approach using level 3 inputs was used to value this asset class. Valuations for this asset class were undertaken externally by Morrison Low Consultants P/L. No market based evidence (level 2) inputs are available therefore level 3 valuation inputs were used for this asset class.

The last comprehensive valuation of road infrastructure was undertaken effective 30 June 2021. Valuations were undertaken inhouse as at 30 June 2023 using publically available indicies to calculate the movement in fair value since the last comprehensive valuation date.

There has been no change to the valuation process during the reporting period.

Bridges

The last comprehensive valuation of bridges was undertaken effective 30th June 2021.

Each bridge was assessed individually, with the valuation varying according to the material type used for construction, the deck area, condition and size. Construction estimates were determined on a similar basis to roads.

Valuations were undertaken inhouse as at 30 June 2023 using publically available indicies to calculate the movement in fair value since the last comprehensive valuation date.

There has been no change to the valuation process during the reporting period.

Footpaths

Council's footpath register consists of all pedestrian walkways and cycleways within the Council area.

The last comprehensive valuation was undertaken effective 30th June 2022. Valuations were undertaken inhouse as at 30 June 2023 using publically available indicies to calculate the movement in fair value since the last comprehensive valuation date.

There has been no change to the valuation process during the reporting period.

Bulk earthworks

The 'Cost Approach' estimated the replacement cost for each asset. The last comprehensive valuation was completed by Morrison Low Consulting P/L based on actual costs and assumptions and the last valuation was completed effective 30th June 2021.

Valuations were undertaken inhouse as at 30 June 2023 using publically available indicies to calculate the movement in fair value since the last comprehensive valuation date.

There has been no change to the valuation process during the reporting period.

Stormwater Drainage

Assets within this class comprise pits, pipes, open channels, headwalls and various types of water quality devices.

The cost approach estimated the replacement cost for each asset by componentising the assets into significant parts with different useful lives and taking into account a range of factors. While the unit rates based on linear metres of certain diameter pipes and prices per pit or similar could be supported from market evidence (level 2) other inputs (such as estimates of pattern of consumption, residual value, asset condition and useful life) required extensive professional judgement and impacted significantly on the final determination of fair value. Additionally, due to limitations in the historical records of very long lived assets, there is uncertainty regarding the actual design, specifications and dimensions of some assets.

The last comprehensive valuation as completed by Morrison Low Consultants P/L based on actual costs and assumptions effective 30th June 2021. Valuations were undertaken inhouse as at 30 June 2023 using publically available indicies to calculate the movement in fair value since the last comprehensive valuation date.

There has been no change to the valuation process during the reporting period.

E2-1 Fair value measurement (continued)

Water Supply Network

Assets within this class comprise dams, treatment works, pumping stations and water mains.

The cost approach estimated the replacement cost for each asset by componentising the assets into significant parts with different useful lives and taking into account a range of factors. While the unit rates based on linear metres of certain diameter pipes and prices per pit or similar may be supported from market evidence (level 2) other inputs (such as estimates of pattern of consumption and useful life) required extensive professional judgement and impacted significantly on the final determination of fair value. Additionally, due to limitations in the historical records of very long lived assets, there is uncertainty regarding the actual design, specifications and dimensions of some assets. These assets are indexed each year in line with the NSW Reference Rates Manual as published by the Office of Water (Department of Primary Industries). According to this manual, the calculation of reference rates is based on "competitive contract prices obtained by NSW Public Works for water supply and sewerage projects within NSW, supplemented by published rates for water supply, sewerage and stormwater works and also rates obtained from a number of Local Water Utilities and other agencies".

The last full valuation of the water supply network was undertaken effective 30 June 2022. Valuations were undertaken inhouse as at 30 June 2023 using publically available indices to calculate the movement in fair value since the last comprehensive valuation date.

There has been no change to the valuation process during the reporting period.

Sewerage Network

Assets within this class comprise treatment works, pumping stations and, sewerage mains.

The cost approach estimated the replacement cost for each asset by componentising the assets into significant parts with different useful lives and taking into account a range of factors. While the unit rates based on linear metres of certain diameter pipes and prices per pit or similar may be supported from market evidence (level 2) other inputs (such as estimates of pattern of consumption and useful life) required extensive professional judgement and impacted significantly on the final determination of fair value. Additionally, due to limitations in the historical records of very long lived assets, there is uncertainty regarding the actual design, specifications and dimensions of some assets. These assets are indexed each year in line with the NSW Reference Rates Manual as published by the Office of Water (Department of Primary Industries). According to this manual, the calculation of reference rates is based on "competitive contract prices obtained by NSW Public Works for water supply and sewerage projects within NSW, supplemented by published rates for water supply, sewerage and stormwater works and also rates obtained from a number of Local Water Utilities and other agencies".

The last full valuation of the sewerage network was undertaken effective 30 June 2022. Valuations were undertaken inhouse as at 30 June 2023 using publically available indices to calculate the movement in fair value since the last comprehensive valuation date.

There has been no change to the valuation process during the reporting period.

Swimming Pools

Assets within this class comprise Council's rock pools, outdoor swimming pools and indoor swimming pools (component of Aquatic Centre). The swimming pools were valued in-house by experienced staff in Council's Engineering Department using the cost approach. The approach estimated the replacement cost for each pool by componentising its significant parts.

While some elements of gross replacement values may be supported from market evidence (level 2 input) other inputs (such as estimates of pattern of consumption, residual value, asset condition and useful life) required extensive professional judgement and impacted significantly on the final determination of fair value.

The last valuation has been undertaken as at 31 March 2023 and has been performed by Morrison Low Consultants P/L.

There has been no change to the valuation process during the reporting period.

Other Open Space / Recreation

Assets within this class include playground equipment, BBQs and outdoor fitness facilities.

The last valuation has been undertaken as at 31 March 2023, and has been performed by Morrison Low Consultants P/L.

While some elements of gross replacement values may be supported from market evidence (level 2 input) other inputs (such as estimates of pattern of consumption, residual value, asset condition and useful life) required extensive professional judgement and impacted significantly on the final determination of fair value.

E2-1 Fair value measurement (continued)

There has been no change to the valuation process during the reporting period.

Other Infrastructure

Assets within this class include jetties, boat ramps, sea/rock/retaining walls.

These were valued externally by Morrison Low Consultants P/L using the cost approach. The approach estimated the replacement cost for asset by componentising its significant parts.

While some elements of gross replacement values may be supported from market evidence (level 2 input) other inputs (such as estimates of pattern of consumption, residual value, asset condition and useful life) required extensive professional judgement and impacted significantly on the final determination of fair value.

The last revaluation was undertaken effective 30th June 2022. Valuations were undertaken inhouse as at 30 June 2023 using publically available indicies to calculate the movement in fair value since the last comprehensive valuation date.

There has been no change to the valuation process during the reporting period.

Library Books

Library Books are valued at cost but are disclosed at fair value in the notes. The carrying amount of these assets is assumed to approximate fair value due to the nature of the items.

Council reviews the value of these assets against quoted prices for the gross current replacement cost of similar assets and by taking account of the pattern of consumption, estimated remaining useful life and the residual value.

There has been no change to the valuation process during the reporting period.

Non-current assets classified as held for sale

This comprises operational land and buildings.

Assets held for sale continue to be valued consistently with the underlying assets classes, i.e. operational land and buildings. The basis of valuations for these asset classes appear above.

There has been no change to the valuation process during the reporting period.

E2-1 Fair value measurement (continued)

Fair value measurements using significant unobservable inputs (level 3)

The valuation process for level 3 fair value measurements

At the end of each financial year Council assess changes in carrying value of each of the asset class and if the movement is considered to be material, a comprehensive revaluation is performed. In addition, five year assets revaluation cycle is used as a guidance.

The whole valuation process is undertaken with all the relevant staff consulted. This includes: Asset Management Units (Assets and Works and Shoalhaven Water), Finance and the Asset Custodians.

Significant unobservable valuation inputs used (for level 3 asset classes) and their relationship to fair value.

The following table summarises the quantitative information relating to the significant unobservable inputs used in deriving the various level 3 asset class fair values.

	Valuation technique/s	Unobservable inputs
Financial assets		
Investments	Independent Investment Advisor Reports	<ul style="list-style-type: none"> Unit price
Infrastructure, property, plant and equipment		
Plant and equipment	Cost used to approximate fair value	<ul style="list-style-type: none"> Gross replacement cost Remaining useful life Residual value
Office equipment	Cost used to approximate fair value	<ul style="list-style-type: none"> Gross replacement cost Remaining useful life Residual value
Furniture and fittings	Cost used to approximate fair value	<ul style="list-style-type: none"> Gross replacement cost Remaining useful life
Operational land	External Valuer	<ul style="list-style-type: none"> Land value (price per square metre)
Community land	Land Values obtained from the NSW Valuer-General	<ul style="list-style-type: none"> Land value (price per square metre)
Land under roads (post 30/06/08)	Valuation of road segments at the average unit value of valued land within the Shoalhaven local government area with a discount for restricted use	<ul style="list-style-type: none"> Average value of valued land within the Shoalhaven local government area discount rate for restricted use
Land improvements and other infrastructure	Replacement Cost used to approximate fair value	<ul style="list-style-type: none"> Gross replacement cost Remaining useful life Asset condition
Buildings – specialised	External Valuer - Replacement Cost used to approximate fair value	<ul style="list-style-type: none"> Gross replacement cost Remaining useful life Asset condition
Other structures	Replacement Cost used to approximate fair value	<ul style="list-style-type: none"> Gross replacement cost Remaining useful life Asset condition
Roads	External Valuer - Replacement Cost used to approximate fair value	<ul style="list-style-type: none"> Gross replacement cost Remaining useful life Asset condition
Bridges	External Valuer - Replacement Cost used to approximate fair value	<ul style="list-style-type: none"> Gross replacement cost Remaining useful life Asset condition
Footpaths	External Valuer - Replacement Cost used to approximate fair value	<ul style="list-style-type: none"> Gross replacement cost Remaining useful life Asset condition
Bulk earthworks (nondepreciable)	External Valuer - Replacement Cost used to approximate fair value	<ul style="list-style-type: none"> Replacement cost
Stormwater drainage	External Valuer - Replacement Cost used to approximate fair value	<ul style="list-style-type: none"> Gross replacement cost Remaining useful life Asset condition
Water supply network	Replacement Cost used to approximate fair value	<ul style="list-style-type: none"> Gross replacement cost Remaining useful life

E2-1 Fair value measurement (continued)

	Valuation technique/s	Unobservable inputs
Sewerage network	Replacement Cost used to approximate fair value	<ul style="list-style-type: none"> • Gross replacement cost • Remaining useful life
Swimming pools – other open space / recreational assets	Replacement Cost used to approximate fair value	<ul style="list-style-type: none"> • Gross replacement cost • Remaining useful life • Residual value • Asset condition
Library books	Cost used to approximate fair value	<ul style="list-style-type: none"> • Gross replacement cost • Remaining useful life • Residual value • Asset condition
Tip asset	Present value of future expenditures expected to be incurred on waste depot sites restoration	<ul style="list-style-type: none"> • Estimated restoration costs
Other open space / recreational assets	Replacement Cost used to approximate fair value	<ul style="list-style-type: none"> • Gross replacement cost • Remaining useful life
Other infrastructure	External Valuer - Replacement Cost used to approximate fair value	<ul style="list-style-type: none"> • Gross replacement cost • Remaining useful life

A reconciliation of the movements in recurring fair value measurements allocated to Level 3 of the hierarchy is provided below:

	Investments		IPP&E		Total	
	2023 \$ '000	2022 \$ '000	2023 \$ '000	2022 \$ '000	2023 \$ '000	2022 \$ '000
Opening balance	63,378	64,964	3,966,826	3,408,068	4,030,204	3,473,032
Total gains or losses for the period						
Recognised in profit or loss – realised (refer to Note B2-6)	2,200	(2,182)	–	–	2,200	(2,182)
Other movements						
Purchases (GBV)	15,600	18,100	138,065	64,643	153,665	82,743
Disposals (WDV)	(31,650)	(17,504)	(8,437)	(1,828)	(40,087)	(19,332)
Depreciation and impairment	–	–	(85,056)	(79,390)	(85,056)	(79,390)
Asset revaluation reserve	–	–	514,231	575,333	514,231	575,333
Closing balance	49,528	63,378	4,525,629	3,966,826	4,575,157	4,030,204

Highest and best use

All of Council's non-financial assets are considered as being utilised for their highest and best use.

E3-1 Contingencies

The following assets and liabilities do not qualify for recognition in the Statement of Financial Position, but their knowledge and disclosure is considered relevant to the users of Council's financial report.

LIABILITIES NOT RECOGNISED

1. Guarantees

(i) Defined benefit superannuation contribution plans

Council is party to an Industry Defined Benefit Plan under the Local Government Superannuation Scheme, named The Local Government Superannuation Scheme – Pool B (the Scheme) which is a defined benefit plan that has been deemed to be a 'multi-employer fund' for purposes of AASB119 Employee Benefits for the following reasons:

- Assets are not segregated within the sub-group according to the employees of each sponsoring employer.
- The contribution rates have been the same for all sponsoring employers. That is, contribution rates have not varied for each sponsoring employer according to the experience relating to the employees of that sponsoring employer.
- Benefits for employees of all sponsoring employers are determined according to the same formulae and without regard to the sponsoring employer.
- The same actuarial assumptions are currently used in respect of the employees of each sponsoring employer.

Given the factors above, each sponsoring employer is exposed to the actuarial risks associated with current and former employees of other sponsoring employers, and hence shares in the associated gains and losses (to the extent that they are not borne by members).

Description of the funding arrangements

Pooled Employers are required to pay future service employer contributions and past service employer contributions to the Fund.

The standard service employer contributions were determined using the new entrant rate method under which a contribution rate sufficient to fund the total benefits over the working life-time of a typical new entrant is calculated. The current future service employer contribution rates are:

Division B	1.9 times member contributions for non-180 Point Members; Nil for 180 Point Members*
Division C	2.5% salaries
Division D	1.64 times member contributions

* For 180 Point Members, Employers are required to contribute 8.0% of salaries for the year ending 30 June 2023 (increasing to 8.5% in line with the increase in the Superannuation Guarantee) to these members' accumulation accounts, which are paid in addition to members' defined benefits.

The past service contribution for each Pooled Employer is a share of the total past service contributions of \$20.0 million per annum for 1 July 2022 to 31 December 2024, apportioned according to each employer's share of the accrued liabilities as at 30 June 2022. These past service contributions are used to maintain the adequacy of the funding position for the accrued liabilities.

The adequacy of contributions is assessed at each triennial actuarial investigation and monitored annually between triennials.

Description of the extent to which the entity can be liable to the plan for other entities' obligations under the terms and conditions of the multi-employer

As stated above, each sponsoring employer is exposed to the actuarial risks associated with current and former employees of other sponsoring employers and hence shares in the associated gains and losses.

However, there is no relief under the Fund's trust deed for employers to walk away from their defined benefit obligations. Under limited circumstances, an employer may withdraw from the plan when there are no active members, on full payment of outstanding past service contributions. There is no provision for allocation of any surplus which may be present at the date of withdrawal of the entity.

A description of any agreed allocation of a deficit or surplus on:

(i) wind-up of the plan

There are no specific provisions under the Fund's trust deed dealing with deficits or surplus on wind-up.

(ii) the entity's withdrawal from the plan

E3-1 Contingencies (continued)

There is no provision for allocation of any surplus which may be present at the date of withdrawal of an employer.

The expected contributions to the plan for the next annual reporting period are \$647,828.40.

The estimated employer reserves financial position for the Pooled Employers at 30 June 2023 is:

Defined Benefit reserves only*	\$millions	Asset Coverage
Assets	2,290.9	
Past Service Liabilities	2,236.1	102.4%
Vested Benefits	2,253.6	101.7%
• excluding other accumulation accounts and reserves in both assets and liabilities.		

The key economic long term assumptions used to calculate the present value of accrued benefits are:

Investment return	6.0% per annum
Salary inflation	3.5% per annum
Increase in CPI	6.0% for FY 22/23
	2.5% per annum thereafter

The contribution requirements may vary from the current rates if the overall sub-group experience is not in line with the actuarial assumptions in determining the funding program; however, any adjustment to the funding program would be the same for all sponsoring employers in the Pooled Employers group. Please note that the estimated employer reserves financial position above is a preliminary calculation, and once all the relevant information has been received by the Funds Actuary, the final end of year review will be completed by December 2023.

An indication of the level of participation of the entity in the plan compared with other participating entities

An employer's past service contribution per annum was 2.04% as a percentage of the total past service contributions for all Pooled Employers (\$20m for each year from 1 July 2022 to 31 December 2024 provides an indication of the level of participation of that employer compared with other employers in the Pooled Employer sub-group.

(ii) Statewide Limited

Council is a member of Statewide Mutual, a mutual pool scheme providing liability insurance to local government.

Membership includes the potential to share in either the net assets or liabilities of the fund depending on its past performance. Council's share of the net assets or liabilities reflects Council's contributions to the pool and the result of insurance claims within each of the fund years.

The future realisation and finalisation of claims incurred but not reported to 30 June this year may result in future liabilities or benefits as a result of past events that Council will be required to fund or share in respectively.

(iii) Potential Insurance Losses

Council is a multi-purpose organisation providing a large range of buildings, parks, infrastructure, playgrounds and other facilities accessible to the public. At any time, it is likely that claims will have been made against Council that remain unsettled. Council insures against all known insurable risks using a range of insurance policies, each of which is subject to a deductible insurance excess, the amount of which varies according to the class of insurance.

(iv) Other guarantees

Council has provided no other guarantees other than those listed above (no bank guarantees).

E3-1 Contingencies (continued)

2. Other liabilities

(i) Legal Expenses

Council is the planning consent authority for its area under the Environmental Planning and Assessment Act (as amended). Pursuant to that Act, certain persons aggrieved by a planning decision of the Council may appeal to the Land and Environment Court. It is the Court's normal practice that parties bear their own legal costs. At the date of these reports, Council had notice of three appeals against planning decisions made prior to the reporting date. All known costs have been recognised, but the amount of further costs cannot be known until the appeals are determined.

(ii) Third party claims

The Council is involved from time to time in various claims incidental to the ordinary course of business including claims for damages relating to its services.

Council believes that it is appropriately covered for all claims through its insurance coverage and does not expect any material liabilities to eventuate.

Contingent liabilities: Council has estimated the sum of \$1,728,900 as a potential liability that could arise due to ongoing legal cases with different parties. Council believes that the liabilities are appropriately covered for all claims through its insurance coverage and does not expect any material liabilities to eventuate.

(iii) S7.11 and S64 Developer Contributions Plans

Council levies Section 7.11 and Section 64 Contributions upon various developments across the Council area through the required Contributions Plans. As part of these Plans, Council has received funds which it will be required to expend in accordance with those Plans. As well, these Plans indicate propose future expenditure to be undertaken by Council, which will be funded by making levies and receipting funds in future years or where a shortfall exists by the use of Council's General, Water or Sewer Funds. These future exposures do not qualify as liabilities as at the Reporting Date, but represent Council's intention to spend funds in the manner and timing set out in those Plans.

ASSETS NOT RECOGNISED

(i) Land under roads

As permitted under AASB 1051, Council has elected not to bring to account land under roads that it owned or controlled up to and including 30/6/08.

(ii) Infringement notices/fines

Fines and penalty income, the result of Council issuing infringement notices is followed up and collected by the Infringement Processing Bureau. Council's revenue recognition policy for such income is to account for it as revenue on receipt. Accordingly, at year end, there is a potential asset due to Council representing issued but unpaid infringement notices. Due to the limited information available on the status, value and duration of outstanding notices, Council is unable to determine the value of outstanding income.

(iii) S7.11 and S64 Developer Contributions

Council calculates the amount of the Developer Contributions applicable for each Development Application at the time of application and Council recognises this revenue over a period of time.

F People and relationships

F1 Related party disclosures

F1-1 Key management personnel (KMP)

Key management personnel (KMP) of the council are those persons having the authority and responsibility for planning, directing and controlling the activities of the council, directly or indirectly. Specifically, KMP of Council are the:

(a) Mayor, (b) Councillors, (c) CEO (d) Directors and (e) any person who fills an above role in an 'acting' capacity.

Key management personnel (KMP) as defined in the previous Related Party Disclosure policy applicable to the 2022 financial year included department managers. For comparison with 2023 department managers have been excluded from compensation values for 2022 and restated to comply with the current policy.

The aggregate amount of KMP compensation included in the Income Statement is:

	2023	2022 Restated
	\$ '000	\$ '000
Compensation:		
Short-term benefits	2,191	2,101
Post-employment benefits	243	165
Other long-term benefits	64	89
Total	2,498	2,355

F1-2 Councillor and Mayoral fees and associated expenses

	2023	2022
	\$ '000	\$ '000

The aggregate amount of Councillor and Mayoral fees and associated expenses included in materials and services expenses in the Income Statement are:

Mayoral fee	65	57
Councillors' fees	335	306
Other Councillors' expenses (including Mayor)	339	295
Total	739	658

F1-3 Other related parties

	Ref	Transactions during the year \$ '000	Outstanding balances including commitments \$ '000	Terms and conditions	Impairment provision on outstanding balances \$ '000	Impairment expense \$ '000
2023						
Illawarra Shoalhaven Joint Organisation (ISJO) - income	D2-2	128	–	Council provide accounting services to ISJO with payments made at arm's length	–	–
Illawarra Shoalhaven Joint Organisation (ISJO) - expenses 2022	D2-2	79	–	ISJO provides goods and services to Council with payments made at arm's length	–	–
Illawarra Shoalhaven Joint Organisation (ISJO) - income	D2-2	95	–	Council provide accounting services to ISJO with payments made at arm's length	–	–
Illawarra Shoalhaven Joint Organisation (ISJO) - expenses	D2-2	125	–	ISJO provides goods and services to Council with payments made at arm's length	–	–

F2 Other relationships

F2-1 Audit fees

	2023 \$ '000	2022 \$ '000
Audit and other assurance services: Auditors of NSW Council - NSW Auditor-General		
Audit of financial statements	232	167
2021/22 Financial Statement Audit Overruns	63	—
Total fees paid or payable to the Auditor-General	295	167
Other services	—	108
Total audit fees	295	275

G Other matters

G1-1 Statement of Cash Flows information

(a) Reconciliation of net operating result to cash provided from operating activities

	2023 \$ '000	2022 \$ '000
Net operating result from Income Statement	41,974	43,571
Add / (less) non-cash items:		
Depreciation and amortisation	85,230	79,521
(Gain) / loss on disposal of assets	3,799	(4,928)
Non-cash capital grants and contributions	(2,442)	(5,314)
Losses/(gains) recognised on fair value re-measurements through the P&L:		
– Investments classified as 'at fair value' or 'held for trading'	(2,816)	2,182
– Investment property	(83)	(400)
– Interest-free advances made by Council (deferred debtors)	28	34
Amortisation of premiums, discounts and prior period fair valuations		
– Interest on all fair value adjusted interest free advances made by Council	(2)	–
– Financial asset at fair value through other comprehensive income / available for sale (2018)	–	–
Movements in operating assets and liabilities and other cash items:		
(Increase) / decrease of receivables	(20,501)	(12,869)
Increase / (decrease) in provision for impairment of receivables	(10)	411
(Increase) / decrease of inventories	181	(329)
(Increase) / decrease of other current assets	(147)	(2,657)
Increase / (decrease) in payables	(1,089)	3,958
Increase / (decrease) in accrued interest payable	193	(115)
Increase / (decrease) in other accrued expenses payable	17,261	(9,580)
Increase / (decrease) in other liabilities	104	2,236
Increase / (decrease) in contract liabilities	(6,803)	27,491
Increase / (decrease) in employee benefit provision	417	475
Increase / (decrease) in other provisions	2,314	3,987
Net cash flows from operating activities	117,608	127,674

(b) Non-cash investing and financing activities

Other dedications	–	2,115
Total non-cash investing and financing activities	–	2,115

G2-1 Commitments

Capital commitments (exclusive of GST)

	2023 \$ '000	2022 \$ '000
Capital expenditure committed for at the reporting date but not recognised in the financial statements as liabilities:		
Property, plant and equipment		
Natural Disaster Recovery	41,323	—
Buildings	148	3,991
Industrial Land Development	21	9,851
Parks and Reserves	364	8,611
Plant and equipment	1,260	6,350
Roads	3,325	39,116
Sewer assets	2,091	25,439
Swimming pools	12	144
Tourist Parks	972	3,340
Waste Management	1,358	26,687
Water assets	6,729	12,942
Other	1,036	3,724
Total commitments	58,639	140,195

Details of capital commitments

Below is a list of the 10 largest capital commitments totalling \$54.4M:

Abernethy's Rd Budgong Natural Disaster \$41.0M
 Nowra Sth, Flinders Depot electrical work \$3.4M
 Water Renewals \$2.4M
 Meroo Rd - LRRP CH0.3 CH1.5 Cons Urban Renewal (R2R) \$2.0M
 Fleet Vehicle Purchases \$1.3M
 Waste Plant and Vehicle Purchases \$1.2M
 Fleet Plant Purchases \$1.0M
 Water Plant Purchases \$0.8M
 Sewer Renewals \$0.8M
 Ulladulla Headland Trails \$0.5M

G3-1 Events occurring after the reporting date

Council is unaware of any material or significant 'non-adjusting events' that should be disclosed.

Update on grants spent in advance (refer note C1-3 (b))

As noted in note C1-3 (b), Council had spent \$35m in grants spent in advance (\$17.9m Federal Natural Disaster Funding and \$17.1m Other Grants and Subsidies). This receivable is reflected in Note C1-4 Receivables (Government grants and subsidies). Council has utilised its internal restrictions to fund the grants spent in advance. In accordance with Council's adopted Liquidity Contingency Plan, Council is able to utilise its internal restrictions to ensure that available funds will be sufficient to meet operational needs.

Since 30 June 2023 and up to 12 September 2023, Council has received \$18.4m of the outstanding Government grants and subsidies balance (\$14.6m Federal Natural Disaster Funding and \$3.8m Other Grants and Subsidies).

The receipt of these grants has allowed Council to reinstate its internal reserve balances to their original amounts. Council's internal reserves as at 30 September 2023 are reported in the July - September 2023 Quarterly Budget Review (unaudited) and is available on Council's website.

G4 Statement of developer contributions as at 30 June 2023

G4-1 Summary of developer contributions

	Opening balance at 1 July 2022 \$ '000	Contributions received during the year			Interest and investment income earned \$ '000	Amounts expended \$ '000	Internal borrowings \$ '000	Held as restricted asset at 30 June 2023 \$ '000	Cumulative balance of internal borrowings (to)/from \$ '000
		Cash \$ '000	Non-cash Land \$ '000	Non-cash Other \$ '000					
Drainage	236	17	—	—	6	(17)	—	242	—
Roads	6,911	870	—	—	182	(386)	—	7,577	—
Parking	1,670	265	—	—	46	(230)	—	1,751	—
Open space	2,410	456	—	—	64	(367)	—	2,563	—
Community facilities	4,576	1,116	—	—	116	(582)	—	5,226	—
Other	536	498	—	—	8	(455)	—	587	—
Active recreation	1,806	1,156	—	—	56	(413)	—	2,605	—
S7.11 contributions – under a plan	18,145	4,378	—	—	478	(2,450)	—	20,551	—
Total S7.11 and S7.12 revenue under plans	18,145	4,378	—	—	478	(2,450)	—	20,551	—
S64 contributions	19,148	2,589	—	—	513	(6,005)	—	16,245	—
Total contributions	37,293	6,967	—	—	991	(8,455)	—	36,796	—

Under the *Environmental Planning and Assessment Act 1979*, Council has significant obligations to provide Section 7.11 (contributions towards provision or improvement of amenities or services) infrastructure in new release areas. It is possible that the funds contributed may be less than the cost of this infrastructure, requiring Council to borrow or use general revenue to fund the difference.

G4-2 Developer contributions by plan

	Opening balance at 1 July 2022 \$ '000	Contributions received during the year			Interest and investment income earned \$ '000	Amounts expended \$ '000	Internal borrowings \$ '000	Held as restricted asset at 30 June 2023 \$ '000	Cumulative balance of internal borrowings (to)/from \$ '000
		Cash \$ '000	Non-cash Land \$ '000	Non-cash Other \$ '000					
Shoalhaven Contributions Plan									
Drainage	236	17	—	—	6	(17)	—	242	—
Roads	6,911	870	—	—	182	(386)	—	7,577	—
Parking	1,670	265	—	—	46	(230)	—	1,751	—
Open space	2,410	456	—	—	64	(367)	—	2,563	—
Community facilities	4,576	1,116	—	—	116	(582)	—	5,226	—
Active recreation	1,806	1,156	—	—	56	(413)	—	2,605	—
Other	536	498	—	—	8	(455)	—	587	—
Total	18,145	4,378	—	—	478	(2,450)	—	20,551	—

G Other matters

G5 Statement of performance measures

G5-1 Statement of performance measures – consolidated results

\$ '000	Amounts 2023	Indicator 2023	Indicators 2022 2021		Benchmark
1. Operating performance ratio					
Total continuing operating revenue excluding capital grants and contributions less operating expenses ^{1, 2}	(17,240)	(5.32)%	(4.72)%	(3.55)%	> 0.00%
Total continuing operating revenue excluding capital grants and contributions ¹	324,020				
2. Own source operating revenue ratio					
Total continuing operating revenue excluding all grants and contributions ¹	271,535	70.69%	73.64%	82.43%	> 60.00%
Total continuing operating revenue inclusive of all grants and contributions ¹	384,135				
3. Unrestricted current ratio					
Current assets less all external restrictions	47,094	0.67x	1.27x	1.53x	> 1.50x
Current liabilities less specific purpose liabilities	70,710				
4. Debt service cover ratio					
Operating result before capital excluding interest and depreciation/impairment/amortisation ¹	74,356	3.06x	3.09x	3.47x	> 2.00x
Principal repayments (Statement of Cash Flows) plus borrowing costs (Income Statement)	24,324				
5. Rates and annual charges outstanding percentage					
Rates and annual charges outstanding	12,998	7.18%	7.22%	8.57%	< 10.00%
Rates and annual charges collectable	181,045				
6. Cash expense cover ratio					
Current year's cash and cash equivalents plus all term deposits	116,831	4.92	6.53	8.03	> 3.00
Monthly payments from cash flow of operating and financing activities	23,742	months	months	months	months

(1) Excludes fair value increments on investment properties, reversal of revaluation decrements, reversal of impairment losses on receivables, net gain on sale of assets and net share of interests in joint ventures and associates using the equity method and includes pensioner rate subsidies

(2) Excludes impairment/revaluation decrements of IPPE, fair value decrements on investment properties, net loss on disposal of assets and net loss on share of interests in joint ventures and associates using the equity method

G5-2 Statement of performance measures by fund

\$ '000	General Indicators ³		Water Indicators		Sewer Indicators		Benchmark
	2023	2022	2023	2022	2023	2022	
1. Operating performance ratio							
Total continuing operating revenue excluding capital grants and contributions less operating expenses ^{1, 2}	(7.78)%	(8.52)%	(18.94)%	(9.97)%	12.69%	19.17%	> 0.00%
Total continuing operating revenue excluding capital grants and contributions ¹							
2. Own source operating revenue ratio							
Total continuing operating revenue excluding all grants and contributions ¹	63.77%	68.14%	88.54%	84.29%	95.98%	93.63%	> 60.00%
Total continuing operating revenue inclusive of all grants and contributions ¹							
3. Unrestricted current ratio							
Current assets less all external restrictions	0.67x	1.27x	8.88x	14.14x	2.29x	3.79x	> 1.50x
Current liabilities less specific purpose liabilities							
4. Debt service cover ratio							
Operating result before capital excluding interest and depreciation/impairment/amortisation ¹	1.94x	2.96x	∞	∞	7.54x	2.47x	> 2.00x
Principal repayments (Statement of Cash Flows) plus borrowing costs (Income Statement)							
5. Rates and annual charges outstanding percentage							
Rates and annual charges outstanding	6.12%	5.65%	15.81%	16.82%	8.63%	9.63%	< 10.00%
Rates and annual charges collectable							
6. Cash expense cover ratio							
Current year's cash and cash equivalents plus all term deposits	3.54	4.52	20.80	26.18	4.27	6.83	> 3.00
Monthly payments from cash flow of operating and financing activities	months	months	months	months	months	months	months

(1) - (2) Refer to Notes at Note G5-1 above.

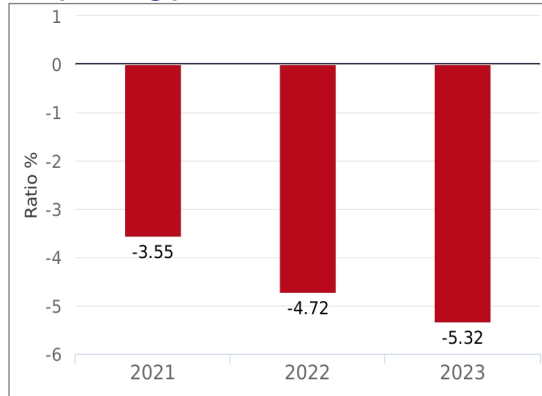
(3) General fund refers to all of Council's activities except for its water and sewer activities which are listed separately.

End of the audited financial statements

H Additional Council disclosures (unaudited)

H1-1 Statement of performance measures – consolidated results (graphs)

1. Operating performance ratio



Purpose of operating performance ratio

This ratio measures Council's achievement of containing operating expenditure within operating revenue.

Commentary on 2022/23 result

2022/23 ratio (5.32)%

The continued recovery efforts from the 2021/22 natural disasters alongside the additional natural disasters experienced in 2022/23 resulted in a further deterioration in the operating performance ratio. Additional depreciation arising from asset revaluations and re-assessment of assets' useful lives has also contributed to the fall in this ratio.

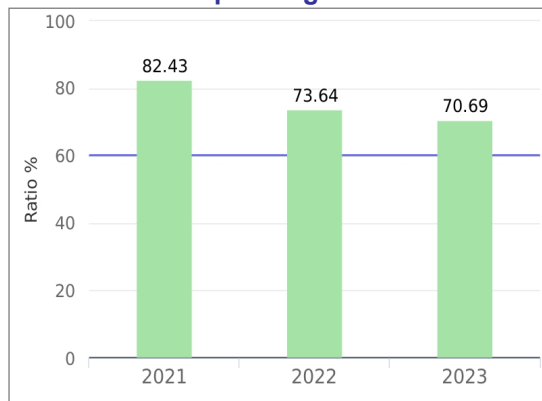
Benchmark: — > 0.00%

Source of benchmark: Code of Accounting Practice and Financial Reporting

Ratio achieves benchmark

Ratio is outside benchmark

2. Own source operating revenue ratio



Purpose of own source operating revenue ratio

This ratio measures fiscal flexibility. It is the degree of reliance on external funding sources such as operating grants and contributions.

Commentary on 2022/23 result

2022/23 ratio 70.69%

Council's own source operating revenue has remained well above the benchmark of 60% which continues to indicate that Council has sufficient financial flexibility in the event of being faced with unforeseen events.

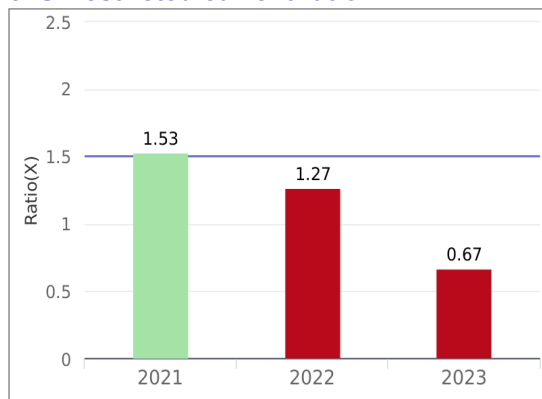
Benchmark: — > 60.00%

Source of benchmark: Code of Accounting Practice and Financial Reporting

Ratio achieves benchmark

Ratio is outside benchmark

3. Unrestricted current ratio



Purpose of unrestricted current ratio

To assess the adequacy of working capital and its ability to satisfy obligations in the short term for the unrestricted activities of Council.

Commentary on 2022/23 result

2022/23 ratio 0.67x

This ratio has been impacted by the timing of receiving compensation for expenses related to the recovery efforts of natural disasters during the 2021/22 and 2022/23 financial years. Council expenses a significant amount of money ahead of receiving funding. This ratio will improve when those funds are received.

Benchmark: — > 1.50x

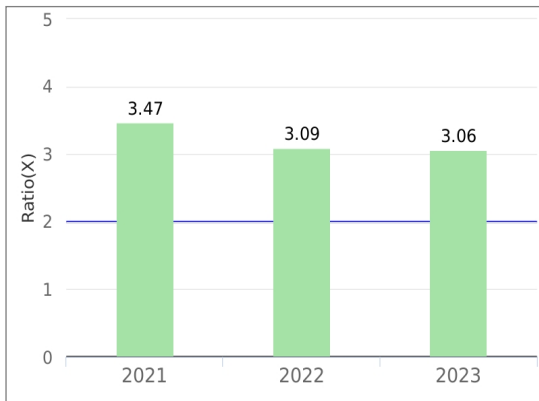
Source of benchmark: Code of Accounting Practice and Financial Reporting

Ratio achieves benchmark

Ratio is outside benchmark

H1-1 Statement of performance measures – consolidated results (graphs) (continued)

4. Debt service cover ratio



Purpose of debt service cover ratio

This ratio measures the availability of operating cash to service debt including interest, principal and lease payments

Commentary on 2022/23 result

2022/23 ratio 3.06x

Council's debt service cover ratio remains well above benchmark which indicates an ongoing ability for operating cash to service our principle and interest repayments.

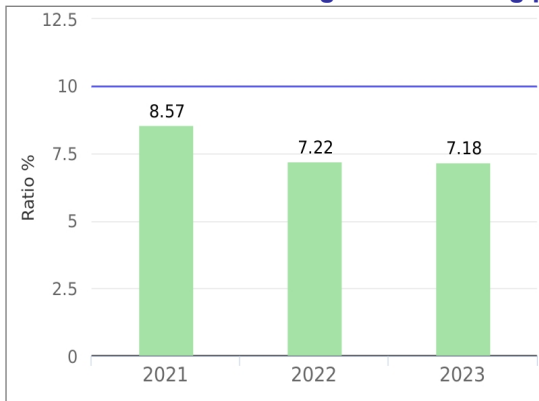
Benchmark: — > 2.00x

Source of benchmark: Code of Accounting Practice and Financial Reporting

Ratio achieves benchmark

Ratio is outside benchmark

5. Rates and annual charges outstanding percentage



Purpose of rates and annual charges outstanding percentage

To assess the impact of uncollected rates and annual charges on Council's liquidity and the adequacy of recovery efforts.

Commentary on 2022/23 result

2022/23 ratio 7.18%

This ratio remains well below the 10% benchmark. The slight further reduction in rates and annual charges outstanding can be attributed to the continued debt recovery processes of charging interest and issuing reminder notices.

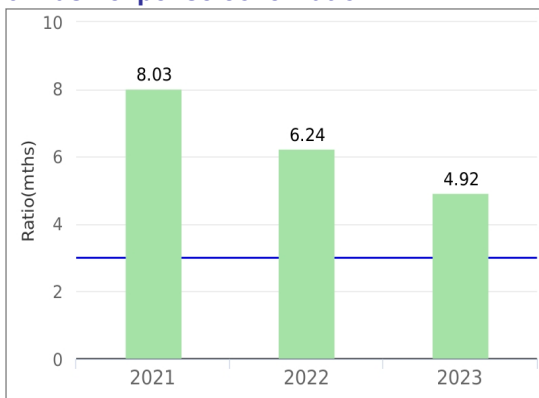
Benchmark: — < 10.00%

Source of benchmark: Code of Accounting Practice and Financial Reporting

Ratio achieves benchmark

Ratio is outside benchmark

6. Cash expense cover ratio



Purpose of cash expense cover ratio

This liquidity ratio indicates the number of months a Council can continue paying for its immediate expenses without additional cash inflow.

Commentary on 2022/23 result

2022/23 ratio 4.92 months

Council's cash expense cover ratio remains well above benchmark and continues to indicate that we can continue to pay immediate expenses without the need for additional cash inflow.

Benchmark: — > 3.00months

Source of benchmark: Code of Accounting Practice and Financial Reporting

Ratio achieves benchmark

Ratio is outside benchmark



INDEPENDENT AUDITOR'S REPORT

Report on the general purpose financial statements

Shoalhaven City Council

To the Councillors of Shoalhaven City Council

Opinion

I have audited the accompanying financial statements of Shoalhaven City Council (the Council), which comprise the Statement by Councillors and Management, the Income Statement and Statement of Comprehensive Income for the year ended 30 June 2023, the Statement of Financial Position as at 30 June 2023, the Statement of Changes in Equity and Statement of Cash Flows for the year then ended and notes comprising a summary of significant accounting policies and other explanatory information.

In my opinion:

- the Council's accounting records have been kept in accordance with the requirements of the *Local Government Act 1993*, Chapter 13, Part 3, Division 2 (the Division)
- the financial statements:
 - have been prepared, in all material respects, in accordance with the requirements of this Division
 - are consistent with the Council's accounting records
 - present fairly, in all material respects, the financial position of the Council as at 30 June 2023, and of its financial performance and its cash flows for the year then ended in accordance with Australian Accounting Standards
- all information relevant to the conduct of the audit has been obtained
- no material deficiencies in the accounting records or financial statements have come to light during the audit.

My opinion should be read in conjunction with the rest of this report.

Basis for Opinion

I conducted my audit in accordance with Australian Auditing Standards. My responsibilities under the standards are described in the 'Auditor's Responsibilities for the Audit of the Financial Statements' section of my report.

I am independent of the Council in accordance with the requirements of the:

- Australian Auditing Standards
- Accounting Professional and Ethical Standards Board's APES 110 'Code of Ethics for Professional Accountants (including Independence Standards)' (APES 110).

Parliament promotes independence by ensuring the Auditor-General and the Audit Office of New South Wales are not compromised in their roles by:

- providing that only Parliament, and not the executive government, can remove an Auditor-General
- mandating the Auditor-General as auditor of councils
- precluding the Auditor-General from providing non-audit services.

I have fulfilled my other ethical responsibilities in accordance with APES 110.

I believe the audit evidence I have obtained is sufficient and appropriate to provide a basis for my audit opinion.

Other Information

The Council's annual report for the year ended 30 June 2023 includes other information in addition to the financial statements and my Independent Auditor's Report thereon. The Councillors are responsible for the other information. At the date of this Independent Auditor's Report, the other information I have received comprises the special purpose financial statements and Special Schedules (the Schedules).

My opinion on the financial statements does not cover the other information. Accordingly, I do not express any form of assurance conclusion on the other information. However, as required by the *Local Government Act 1993*, I have separately expressed an opinion on the special purpose financial statements and Special Schedule - Permissible income for general rates.

In connection with my audit of the financial statements, my responsibility is to read the other information and, in doing so, consider whether the other information is materially inconsistent with the financial statements or my knowledge obtained in the audit, or otherwise appears to be materially misstated.

If, based on the work I have performed, I conclude there is a material misstatement of the other information, I must report that fact.

I have nothing to report in this regard.

The Councillors' Responsibilities for the Financial Statements

The Councillors are responsible for the preparation and fair presentation of the financial statements in accordance with Australian Accounting Standards and the *Local Government Act 1993*, and for such internal control as the Councillors determine is necessary to enable the preparation and fair presentation of financial statements that are free from material misstatement, whether due to fraud or error.

In preparing the financial statements, the Councillors are responsible for assessing the Council's ability to continue as a going concern, disclosing, as applicable, matters related to going concern and using the going concern basis of accounting.

Auditor's Responsibilities for the Audit of the Financial Statements

My objectives are to:

- obtain reasonable assurance about whether the financial statements as a whole are free from material misstatement, whether due to fraud or error
- issue an Independent Auditor's Report including my opinion.

Reasonable assurance is a high level of assurance, but does not guarantee an audit conducted in accordance with Australian Auditing Standards will always detect material misstatements. Misstatements can arise from fraud or error. Misstatements are considered material if, individually or in aggregate, they could reasonably be expected to influence the economic decisions users take based on the financial statements.

A description of my responsibilities for the audit of the financial statements is located at the Auditing and Assurance Standards Board website at: www.auasb.gov.au/auditors_responsibilities/ar4.pdf. The description forms part of my auditor's report.

The scope of my audit does not include, nor provide assurance:

- that the Council carried out its activities effectively, efficiently and economically
- on the Original Budget information included in the Income Statement, Statement of Cash Flows, and Note B5-1 'Material budget variations
- on the Special Schedules. A separate opinion has been provided on Special Schedule - Permissible income for general rates
- about the security and controls over the electronic publication of the audited financial statements on any website where they may be presented
- about any other information which may have been referenced or hyperlinked to/from the financial statements.



David Daniels
Delegate of the Auditor-General for New South Wales

13 December 2023
SYDNEY



Cr Amanda Findley
Mayor
Shoalhaven City Council
PO Box 42
NOWRA NSW 2541

Contact: David Daniels
Phone no: 02 9275 7103
Our ref: R008-16585809-48334

13 December 2023

Dear Mayor

**Report on the Conduct of the Audit
for the year ended 30 June 2023
Shoalhaven City Council**

I have audited the general purpose financial statements (GPFS) of the Shoalhaven City Council (the Council) for the year ended 30 June 2023 as required by section 415 of the *Local Government Act 1993* (the Act).

I expressed an unmodified opinion on the Council's GPFS.

This Report on the Conduct of the Audit (the Report) for the Council for the year ended 30 June 2023 is issued in accordance with section 417 of the Act. This Report should be read in conjunction with my audit opinion on the GPFS issued under section 417(2) of the Act.

SIGNIFICANT AUDIT ISSUES AND OBSERVATIONS

I identified the following significant audit issues and observations during my audit of the Council's financial statements. These issues and observations were addressed as part of my audit.

Quality and timeliness of financial statements





While we noted some improvements compared to the prior year, delays were again encountered in relation to the provision of financial statements to the audit team, which were due at the start of the audit on 28 August 2023, but not provided in entirety until 18 October 2023.

An incomplete draft set of financial statements was provided on 15 September 2023, but this version contained a number of misstatements and disclosure deficiencies. In addition, not all supporting work papers were provided by the agreed dates.

The Council requested and received extensions for the lodgement of the Audited Financial Statements with the Office of Local Government initially to 30 November 2023, and then to 21 December 2023.

INCOME STATEMENT

Operating result

	2023 \$m	2022 \$m	Variance %
Rates and annual charges revenue	167.7	159.9	 4.9
Grants and contributions revenue	112.6	87.9	 28.1
Operating result from continuing operations	42.0	43.6	 3.7
Net operating result before capital grants and contributions	-18.1	-10.5	 72.4

The Council's operating result from continuing operations of \$42.0 million (including depreciation and amortisation costs of \$85.2 million) was \$1.6 million lower than the 2021–22 result.

Compared to 2021-22, expenditure in the current year increased by \$50.0 million to \$345 million, primarily due to an \$11.1 million increase in employee benefits and on-costs, and a \$27.6 million increase in materials and services. This was largely offset by a \$48.4 million increase in income from continuing operations, which increased to \$387 million. The 2021-22 reported amounts were at times impacted by COVID-19.

Grants and contributions revenue increased by \$24.7 million to \$112.6 million, mainly due to increases in special purpose grants of \$17.4 million for storm and flood damage, and \$11.2 million relating to transport (other roads and bridges funding).

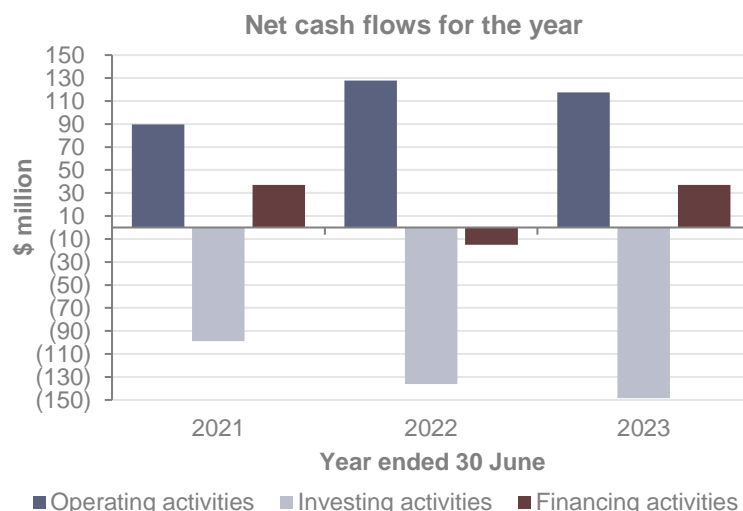
User charges and fees increased by \$13.5 million to \$92.5 million, while rates and annual charges revenue increased by \$7.8 million to \$167.7 million.

STATEMENT OF CASH FLOWS

Cash inflows from operating activities decreased compared to 2021-22, largely due to increased payments for materials and services, and payments to employees. The payments increase partly reflects Council using its internal allocations in advance of the receipt of grant funding, for certain works.

Cash outflows from investing activities increased mainly due to increased purchases of investments and infrastructure, property plant and equipment.

Cash from financing activities increased primarily due to borrowings.



FINANCIAL POSITION

Cash and investments

Cash and investments	2023	2022	Commentary
	\$m	\$m	
Total cash, cash equivalents and investments	166.4	197.2	Externally restricted balances include specific purpose unspent loans and grants, developer contributions, and water and sewer funds.
Restricted and allocated cash, cash equivalents and investments:			Internal allocations are determined by council policies or decisions for forward plans including the works program. The decrease is primarily due to Council using its internal allocations to fund certain works, in advance of the receipt of grant funding.
• External restrictions	158.2	161.4	
• Internal allocations	8.2	33.2	
• Unrestricted allocations	-	2.6	

Debt

At 30 June 2023, Council had \$196.9 million in secured loans (\$159.7 million in 2021-22).

PERFORMANCE

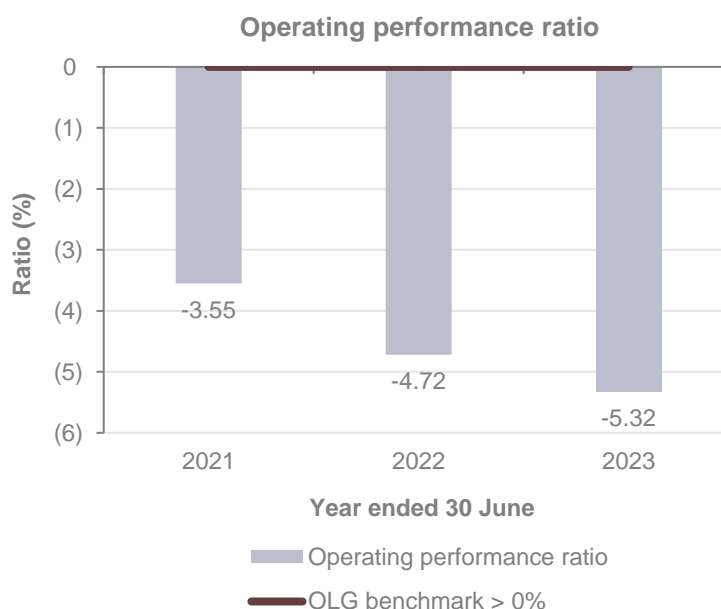
Performance measures

The following section provides an overview of the Council's performance against the performance measures and performance benchmarks set by the Office of Local Government (OLG) within the Department of Planning and Environment.

Operating performance ratio

The Council did not meet the benchmark for the current reporting period.

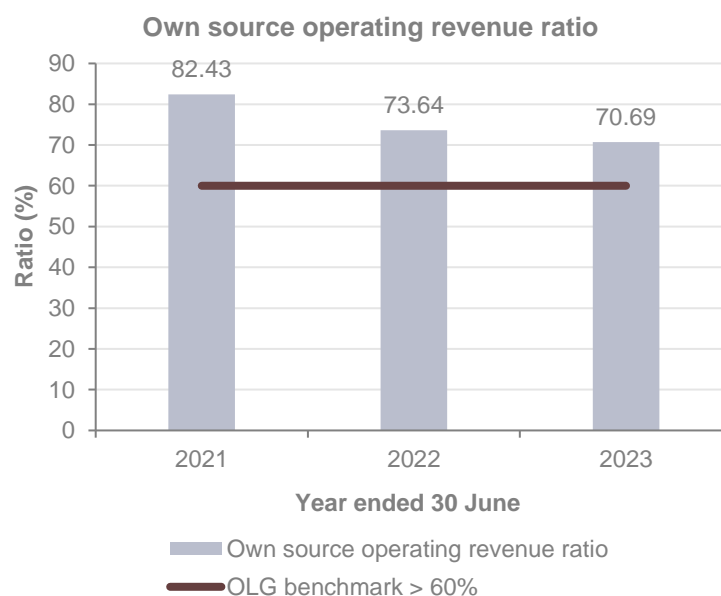
The 'operating performance ratio' measures how well council contained operating expenditure within operating revenue (excluding capital grants and contributions, fair value adjustments, and reversal of revaluation decrements). The benchmark set by OLG is greater than zero per cent.



Own source operating revenue ratio

The Council continued to exceed the benchmark.

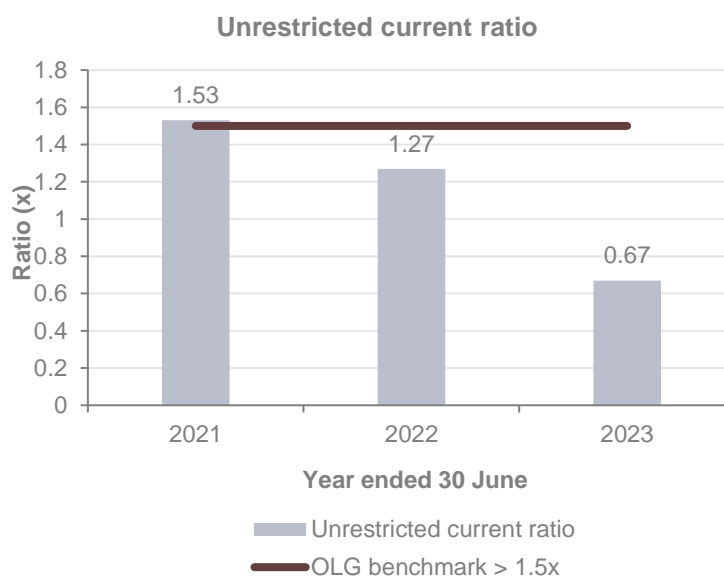
The 'own source operating revenue ratio' measures council's fiscal flexibility and the degree to which it relies on external funding sources such as operating grants and contributions. The benchmark set by OLG is greater than 60 per cent.



Unrestricted current ratio

The Council did not meet the benchmark for the current reporting period.

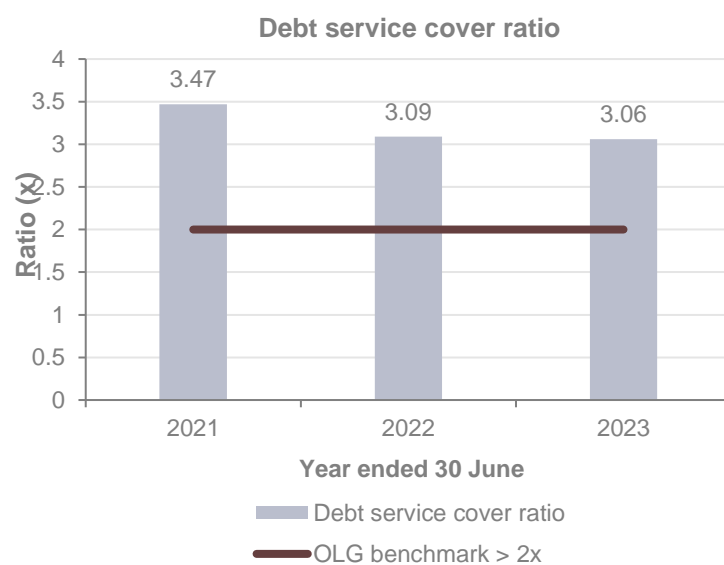
The 'unrestricted current ratio' is specific to local government and represents council's ability to meet its short-term obligations as they fall due. The benchmark set by OLG is greater than 1.5 times.



Debt service cover ratio

The Council continued to meet the benchmark.

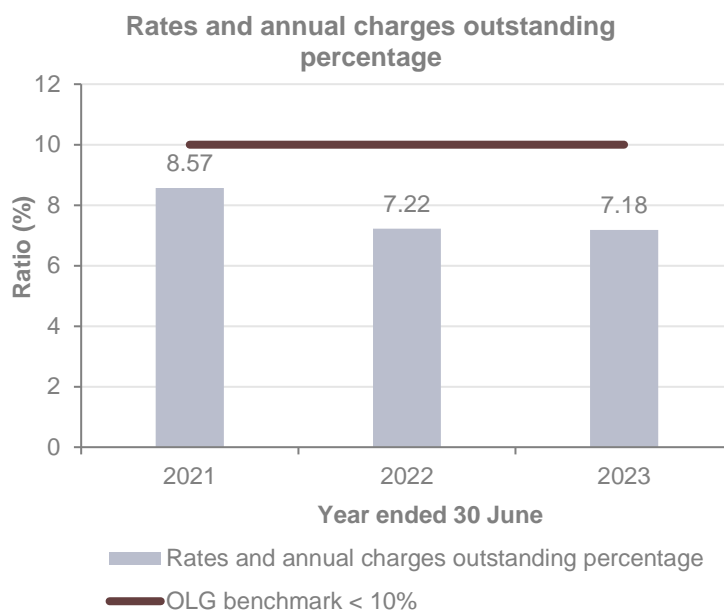
The 'debt service cover ratio' measures the operating cash to service debt including interest, principal and lease payments. The benchmark set by OLG is greater than two times.



Rates and annual charges outstanding percentage

The Council continued to meet the benchmark.

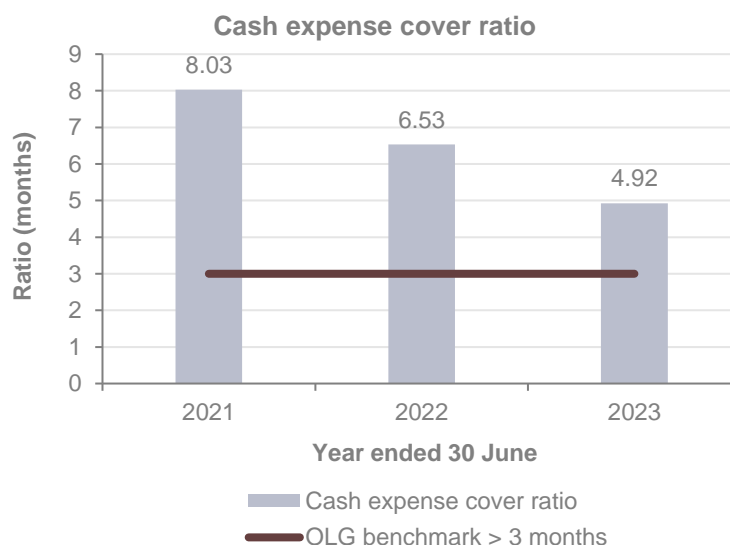
The 'rates and annual charges outstanding percentage' assesses the impact of uncollected rates and annual charges on council's liquidity and the adequacy of debt recovery efforts. The benchmark set by OLG is less than 10 per cent for regional and rural councils.



Cash expense cover ratio

The Council met the benchmark for the current reporting period.

This liquidity ratio indicates the number of months the council can continue paying for its immediate expenses without additional cash inflow. The benchmark set by OLG is greater than three months.



Infrastructure, property, plant and equipment renewals

Council renewed \$86.4 million of infrastructure, property, plant and equipment (IPPE) during the 2022-23 financial year. This was mainly spent on roads, specialised buildings, and plant and equipment.

Council's total IPPE increased by \$617 million to \$4.7 billion, inclusive of asset revaluation increments of \$547 million.

OTHER MATTERS

Legislative compliance

My audit procedures did not identify any instances of non-compliance with legislative requirements or a material deficiency in the Council's accounting records or financial statements.

The Council's:

- accounting records were maintained in a manner and form to allow the GPFS to be prepared and effectively audited
- staff provided all accounting records and information relevant to the audit.



David Daniels
Director, Financial Audit

Delegate of the Auditor-General for New South Wales

Unaudited Additional Information

for the year ended 30 June 2023

Update on Council's internal reserves

At 30 June 2023, Council had spent \$35m in grants spent in advance (\$17.9m Federal Natural Disaster Funding and \$17.1m Other Grants and Subsidies). This receivable is reflected in Note C1-4 Receivables (Government grants and subsidies).

Council has utilised its internal restrictions to fund the grants spent in advance. In accordance with Council's adopted Liquidity Contingency Plan, Council is able to utilise its internal restrictions to ensure that available funds will be sufficient to meet operational needs. The closing internal restrictions balance after activating the Liquidity Contingency Plan, have been disclosed in Note C1-3 (b), and are include in the table below under "June 2023 Balance Note C1-3(b) (audited)"

Had Council not been required to fund Government grants and subsidies in advance, the final balance of Council's internal reserves would be those disclosed in the table below under "June 2023 Revised internal allocations (unaudited)".

Since 30 June 2023 and up to 12 September 2023, Council has received \$18.4m of the outstanding Government grants and subsidies balance (\$14.6m Federal Natural Disaster Funding and \$3.8m Other Grants and Subsidies).

As at 30 September 2023, after returning the received funds to their internal allocations, Council has reported the following internally allocated funds as part of the 30 September 2023 Quarterly Budget Review (unaudited):

	June 2023 Balance Note C1-3(b) (audited)	June 2023 Revised internal allocations (unaudited)	30 September 2023 balance (unaudited)
Arts Collection	0	45	45
Cemeteries	0	60	68
Coastal Management	0	477	393
Committed Capital Works	0	0	0
Communication Towers	0	5,403	4,732
Critical Asset Compliance	0	314	304
Deposits, retentions and bonds	4,761	4,761	4,868
Dog-Off leash	0	40	46
Economic Development Projects	0	233	217
Employee Leave Entitlement	3,384	5,880	5,880
Financial Assistance Grant	0	14,882	3,271
General Insurance	0	296	346
Jervis Bay Territory Contract	0	56	89
Jetty Licensing	0	19	19
Land Development reserve	0	1,846	641
Plant Replacement	0	419	0
REFund Reserve	0	244	238
S7.11 Matching Funds	0	0	0
S7.11 Recoupment	0	2,292	4,545
Shoalhaven Foreshore Development	0	985	907
Sporting Facilities	0	28	68
Strategic Projects	0	0	0
Strategic Property Reserve	0	856	840
Total Internally Restricted	8,145	39,136	27,517

Special Purpose Financial Statements

2022-2023



Shoalhaven City Council

SPECIAL PURPOSE FINANCIAL STATEMENTS
for the year ended 30 June 2023

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Background

- i. These Special Purpose Financial Statements have been prepared for the use by both Council and the Office of Local Government in fulfilling their requirements under National Competition Policy.
- ii. The principle of competitive neutrality is based on the concept of a 'level playing field' between persons/entities competing in a market place, particularly between private and public sector competitors.

Essentially, the principle is that government businesses, whether Commonwealth, state or local, should operate without net competitive advantages over other businesses as a result of their public ownership.

- iii. For Council, the principle of competitive neutrality and public reporting applies only to declared business activities.

These include **(a)** those activities classified by the Australian Bureau of Statistics as business activities being water supply, sewerage services, abattoirs, gas production and reticulation, and **(b)** those activities with a turnover of more than \$2 million that Council has formally declared as a business activity (defined as Category 1 activities).

- iv. In preparing these financial statements for Council's self-classified Category 1 businesses and ABS-defined activities, councils must **(a)** adopt a corporatisation model and **(b)** apply full cost attribution including tax-equivalent regime payments and debt guarantee fees (where the business benefits from Council's borrowing position by comparison with commercial rates).

Shoalhaven City Council

Special Purpose Financial Statements

for the year ended 30 June 2023

Statement by Councillors and Management made pursuant to the Local Government Code of Accounting Practice and Financial Reporting

The attached special purpose financial statements have been prepared in accordance with:

- NSW Government Policy Statement, *Application of National Competition Policy to Local Government*
- Division of Local Government Guidelines, *Pricing and Costing for Council Businesses: A Guide to Competitive Neutrality*
- The Local Government Code of Accounting Practice and Financial Reporting
- Sections 3 and 4 of the NSW Department of Planning and Environment, Water's *Regulatory and assurance framework for local water utilities*.

To the best of our knowledge and belief, these statements:

- present fairly the operating result and financial position for each of Council's declared business activities for the year,
- accord with Council's accounting and other records; and
- present overhead reallocation charges to the water and sewerage businesses as fair and reasonable.

We are not aware of any matter that would render these statements false or misleading in any way.

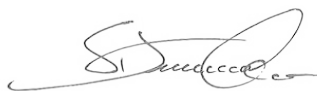
Signed in accordance with a resolution of Council made on 11 December 2023.



Amanda Findley
Mayor
12 December 2023



Evan Christen
Deputy Mayor
12 December 2023



Stephen Dunshea
Chief Executive Officer
12 December 2023



Katie Buckman
Responsible Accounting Officer
12 December 2023

Shoalhaven City Council

Income Statement of water supply business activity

for the year ended 30 June 2023

	2023 \$ '000	2022 \$ '000
Income from continuing operations		
Access charges	4,661	4,585
User charges	18,975	18,003
Fees	3,219	2,799
Interest and investment income	1,662	741
Grants and contributions provided for operating purposes	58	(5)
Net gain from the disposal of assets	92	11
Other income	503	227
Total income from continuing operations	29,170	26,361
Expenses from continuing operations		
Employee benefits and on-costs	12,292	8,007
Materials and services	8,827	10,277
Depreciation, amortisation and impairment	13,519	10,694
Calculated taxation equivalents	222	163
Other expenses	56	–
COVID-19 financial assistance to ratepayers	–	–
Total expenses from continuing operations	34,916	29,141
Surplus (deficit) from continuing operations before capital amounts	(5,746)	(2,780)
Grants and contributions provided for capital purposes	3,711	4,917
Surplus (deficit) from continuing operations after capital amounts	(2,035)	2,137
Surplus (deficit) from all operations before tax	(2,035)	2,137
Surplus (deficit) after tax	(2,035)	2,137
Plus opening accumulated surplus	230,915	229,140
Plus/less: prior period adjustments	59	(97)
Plus adjustments for amounts unpaid:		
– Taxation equivalent payments	222	163
Less:		
– Tax equivalent dividend paid	(163)	(164)
– Surplus dividend paid	–	(265)
Closing accumulated surplus	228,998	230,914
Return on capital %	(1.1)%	(0.6)%
Subsidy from Council	27,515	19,691
Calculation of dividend payable:		
Surplus (deficit) after tax	(2,035)	2,137
Less: capital grants and contributions (excluding developer contributions)	(3,711)	(3,616)
Surplus for dividend calculation purposes	–	–
Potential dividend calculated from surplus	–	–

Shoalhaven City Council

Income Statement of sewerage business activity

for the year ended 30 June 2023

	2023 \$ '000	2022 \$ '000
Income from continuing operations		
Access charges	49,455	47,999
User charges	3,507	3,371
Liquid trade waste charges	471	329
Fees	512	578
Interest and investment income	901	344
Net gain from the disposal of assets	13	83
Other income	24	4
Total income from continuing operations	54,883	52,708
Expenses from continuing operations		
Employee benefits and on-costs	15,259	11,316
Borrowing costs	3,415	3,776
Materials and services	13,848	12,878
Depreciation, amortisation and impairment	15,364	14,565
Calculated taxation equivalents	573	462
Other expenses	35	–
COVID-19 financial assistance to ratepayers	–	–
Total expenses from continuing operations	48,494	42,997
Surplus (deficit) from continuing operations before capital amounts	6,389	9,711
Grants and contributions provided for capital purposes	2,299	3,581
Surplus (deficit) from continuing operations after capital amounts	8,688	13,292
Surplus (deficit) from all operations before tax	8,688	13,292
Less: corporate taxation equivalent (25%) [based on result before capital]	(1,597)	(2,428)
Surplus (deficit) after tax	7,091	10,864
Plus opening accumulated surplus	446,737	426,866
Plus/less: prior period adjustments	87	7,667
Plus adjustments for amounts unpaid:		
– Taxation equivalent payments	573	462
– Corporate taxation equivalent	1,597	2,428
Less:		
– Tax equivalent dividend paid	(157)	(155)
– Surplus dividend paid	(1,411)	(1,395)
Closing accumulated surplus	454,517	446,737
Return on capital %	1.2%	1.9%
Subsidy from Council	23,046	12,927
Calculation of dividend payable:		
Surplus (deficit) after tax	7,091	10,864
Less: capital grants and contributions (excluding developer contributions)	(2,299)	(2,094)
Surplus for dividend calculation purposes	4,792	8,770
Potential dividend calculated from surplus	2,396	4,385

Shoalhaven City Council

Income Statement of Holiday Haven Tourist Parks

for the year ended 30 June 2023

	2023 Category 1 \$ '000	2022 Category 1 \$ '000
Income from continuing operations		
User charges	29,618	26,085
Net gain from the disposal of assets	292	—
Other income	31	810
Total income from continuing operations	29,941	26,895
Expenses from continuing operations		
Employee benefits and on-costs	972	1,387
Borrowing costs	506	318
Materials and services	15,877	14,772
Depreciation, amortisation and impairment	3,884	3,611
Calculated taxation equivalents	976	761
Other expenses	1,333	—
Total expenses from continuing operations	23,548	20,849
Surplus (deficit) from continuing operations before capital amounts	6,393	6,046
Surplus (deficit) from continuing operations after capital amounts	6,393	6,046
Surplus (deficit) from all operations before tax	6,393	6,046
Less: corporate taxation equivalent (25%) [based on result before capital]	(1,598)	(1,512)
Surplus (deficit) after tax	4,795	4,534
Plus opening accumulated surplus	41,903	41,904
Plus adjustments for amounts unpaid:		
– Taxation equivalent payments	976	761
– Corporate taxation equivalent	1,598	1,512
Less:		
– Dividend paid	(7,369)	(6,808)
Closing accumulated surplus	41,903	41,903
Return on capital %	6.7%	5.7%

Shoalhaven City Council

Income Statement of Bereavement Services

for the year ended 30 June 2023

	2023 Category 2 \$ '000	2022 Category 2 \$ '000
Income from continuing operations		
User charges	1,860	1,969
Net gain from the disposal of assets	40	—
Other income	35	2
Total income from continuing operations	1,935	1,971
Expenses from continuing operations		
Employee benefits and on-costs	1,179	1,280
Borrowing costs	24	23
Materials and services	1,066	898
Depreciation, amortisation and impairment	372	321
Calculated taxation equivalents	63	65
Total expenses from continuing operations	2,704	2,587
Surplus (deficit) from continuing operations before capital amounts	(769)	(616)
Surplus (deficit) from continuing operations after capital amounts	(769)	(616)
Surplus (deficit) from all operations before tax	(769)	(616)
Surplus (deficit) after tax	(769)	(616)
Plus opening accumulated surplus	—	—
Plus adjustments for amounts unpaid:		
– Taxation equivalent payments	63	65
– Subsidy paid/contribution to operations	706	551
– Dividend paid	—	—
Closing accumulated surplus	—	—
Return on capital %	(4.6)%	(4.0)%
Subsidy from Council	1,394	1,137

Shoalhaven City Council

Income Statement of Mechanical Services

for the year ended 30 June 2023

	2023 Category 1 \$ '000	2022 Category 1 \$ '000
Income from continuing operations		
User charges	2,064	1,672
Other income	8	31
Total income from continuing operations	2,072	1,703
Expenses from continuing operations		
Employee benefits and on-costs	847	586
Materials and services	2,708	2,121
Depreciation, amortisation and impairment	16	43
Calculated taxation equivalents	114	98
Total expenses from continuing operations	3,685	2,848
Surplus (deficit) from continuing operations before capital amounts	(1,613)	(1,145)
Surplus (deficit) from continuing operations after capital amounts	(1,613)	(1,145)
Surplus (deficit) from all operations before tax	(1,613)	(1,145)
Surplus (deficit) after tax	(1,613)	(1,145)
Plus opening accumulated surplus	855	1,902
Plus adjustments for amounts unpaid:		
– Taxation equivalent payments	114	98
Closing accumulated surplus	(644)	855
Return on capital %	(427.9)%	(20.8)%
Subsidy from Council	1,628	1,346

Shoalhaven City Council

Income Statement of Shoalhaven Entertainment Centre

for the year ended 30 June 2023

	2023 Category 2 \$ '000	2022 Category 2 \$ '000
Income from continuing operations		
User charges	2,170	851
Other income	3	245
Total income from continuing operations	2,173	1,096
Expenses from continuing operations		
Employee benefits and on-costs	1,775	1,273
Materials and services	2,316	1,508
Depreciation, amortisation and impairment	531	503
Calculated taxation equivalents	148	102
Other expenses	1	—
Total expenses from continuing operations	4,771	3,386
Surplus (deficit) from continuing operations before capital amounts	(2,598)	(2,290)
Surplus (deficit) from continuing operations after capital amounts	(2,598)	(2,290)
Surplus (deficit) from all operations before tax	(2,598)	(2,290)
Surplus (deficit) after tax	(2,598)	(2,290)
Plus opening accumulated surplus	—	—
Plus adjustments for amounts unpaid:		
— Taxation equivalent payments	148	102
Add:		
— Subsidy paid/contribution to operations	2,450	2,188
Closing accumulated surplus	—	—
Return on capital %	(7.5)%	(7.9)%
Subsidy from Council	3,998	3,348

Shoalhaven City Council

Income Statement of Aquatic Recreation Facilities

for the year ended 30 June 2023

	2023 Category 1 \$ '000	2022 Category 1 \$ '000
Income from continuing operations		
User charges	5,603	3,978
Net gain from the disposal of assets	132	—
Other income	—	260
Total income from continuing operations	5,735	4,238
Expenses from continuing operations		
Employee benefits and on-costs	5,568	5,051
Borrowing costs	56	74
Materials and services	4,704	4,007
Depreciation, amortisation and impairment	2,957	2,168
Calculated taxation equivalents	386	285
Other expenses	21	—
Total expenses from continuing operations	13,692	11,585
Surplus (deficit) from continuing operations before capital amounts	(7,957)	(7,347)
Surplus (deficit) from continuing operations after capital amounts	(7,957)	(7,347)
Surplus (deficit) from all operations before tax	(7,957)	(7,347)
Surplus (deficit) after tax	(7,957)	(7,347)
Plus opening accumulated surplus	—	—
Plus adjustments for amounts unpaid:		
– Taxation equivalent payments	386	285
Add:		
– Subsidy paid/contribution to operations	7,572	7,062
Closing accumulated surplus	1	—
Return on capital %	(6.7)%	(7.2)%
Subsidy from Council	12,625	10,972

Shoalhaven City Council

Statement of Financial Position of water supply business activity

as at 30 June 2023

	2023 \$ '000	2022 \$ '000
ASSETS		
Current assets		
Cash and cash equivalents	8,613	6,485
Investments	42,993	46,568
Receivables	6,923	5,430
Inventories	1,299	1,307
Total current assets	59,828	59,790
Non-current assets		
Investments	628	6,662
Receivables	823	3,189
Infrastructure, property, plant and equipment	541,508	462,056
Intangible assets	120	12
Total non-current assets	543,079	471,919
Total assets	602,907	531,709
LIABILITIES		
Current liabilities		
Payables	3,614	1,607
Contract liabilities	1,228	1,014
Employee benefit provisions	–	213
Total current liabilities	4,842	2,834
Total liabilities	4,842	2,834
Net assets	598,065	528,875
EQUITY		
Accumulated surplus	228,999	230,915
Revaluation reserves	369,066	297,960
Total equity	598,065	528,875

Shoalhaven City Council

Statement of Financial Position of sewerage business activity

as at 30 June 2023

	2023 \$ '000	2022 \$ '000
ASSETS		
Current assets		
Cash and cash equivalents	3,254	3,386
Investments	16,240	24,316
Receivables	4,763	5,281
Total current assets	24,257	32,983
Non-current assets		
Investments	237	3,479
Receivables	1,225	1,127
Infrastructure, property, plant and equipment	817,164	721,698
Intangible assets	9	17
Total non-current assets	818,635	726,321
Total assets	842,892	759,304
LIABILITIES		
Current liabilities		
Payables	1,642	1,373
Borrowings	6,023	6,535
Contract liabilities	2,048	513
Employee benefit provisions	–	145
Total current liabilities	9,713	8,566
Non-current liabilities		
Borrowings	74,206	80,229
Total non-current liabilities	74,206	80,229
Total liabilities	83,919	88,795
Net assets	758,973	670,509
EQUITY		
Accumulated surplus	454,519	446,737
Revaluation reserves	304,454	223,772
Total equity	758,973	670,509

Shoalhaven City Council

Statement of Financial Position of Holiday Haven Tourist Parks

as at 30 June 2023

	2023 Category 1 \$ '000	2022 Category 1 \$ '000
ASSETS		
Current assets		
Receivables	1,447	1,778
Total current assets	1,447	1,778
Non-current assets		
Infrastructure, property, plant and equipment	102,965	111,291
Other	5,291	10,471
Total non-current assets	108,256	121,762
Total assets	109,703	123,540
LIABILITIES		
Current liabilities		
Payables	1,277	5,194
Borrowings	2,282	1,701
Total current liabilities	3,559	6,895
Non-current liabilities		
Borrowings	14,833	8,278
Total non-current liabilities	14,833	8,278
Total liabilities	18,392	15,173
Net assets	91,311	108,367
EQUITY		
Accumulated surplus	41,903	41,903
Revaluation reserves	49,408	66,464
Total equity	91,311	108,367

Shoalhaven City Council

Statement of Financial Position of Bereavement Services

as at 30 June 2023

	2023 Category 2 \$ '000	2022 Category 2 \$ '000
ASSETS		
Current assets		
Receivables	693	495
Total current assets	693	495
Non-current assets		
Infrastructure, property, plant and equipment	16,134	14,862
Total non-current assets	16,134	14,862
Total assets	16,827	15,357
LIABILITIES		
Current liabilities		
Payables	21	57
Borrowings	76	73
Total current liabilities	97	130
Non-current liabilities		
Borrowings	293	368
Other Liabilities	10,107	11,870
Total non-current liabilities	10,400	12,238
Total liabilities	10,497	12,368
Net assets	6,330	2,989
EQUITY		
Revaluation reserves	6,330	2,989
Total equity	6,330	2,989

Shoalhaven City Council

Statement of Financial Position of Mechanical Services

as at 30 June 2023

	2023 Category 1 \$ '000	2022 Category 1 \$ '000
ASSETS		
Non-current assets		
Infrastructure, property, plant and equipment	377	5,497
Other	1,595	—
Total non-current assets	1,972	5,497
Total assets	1,972	5,497
LIABILITIES		
Current liabilities		
Payables	44	200
Total current liabilities	44	200
Non-current liabilities		
Other Liabilities	—	3,379
Total non-current liabilities	—	3,379
Total liabilities	44	3,579
Net assets	1,928	1,918
EQUITY		
Accumulated surplus	1,903	1,903
Revaluation reserves	25	16
Total equity	1,928	1,919

Shoalhaven City Council

Statement of Financial Position of Shoalhaven Entertainment Centre

as at 30 June 2023

	2023 Category 2 \$ '000	2022 Category 2 \$ '000
ASSETS		
Current assets		
Receivables	9	30
Total current assets	9	30
Non-current assets		
Infrastructure, property, plant and equipment	34,814	28,901
Total non-current assets	34,814	28,901
Total assets	34,823	28,931
LIABILITIES		
Current liabilities		
Payables	79	836
Borrowings	1,064	857
Total current liabilities	1,143	1,693
Non-current liabilities		
Borrowings	6,807	5,853
Other Liabilities	12,525	10,283
Total non-current liabilities	19,332	16,136
Total liabilities	20,475	17,829
Net assets	14,348	11,102
EQUITY		
Revaluation reserves	14,348	11,102
Total equity	14,348	11,102

Shoalhaven City Council

Statement of Financial Position of Aquatic Recreation Facilities

as at 30 June 2023

	2023 Category 1 \$ '000	2022 Category 1 \$ '000
ASSETS		
Current assets		
Receivables	480	134
Total current assets	480	134
Non-current assets		
Infrastructure, property, plant and equipment	117,504	101,056
Total non-current assets	117,504	101,056
Total assets	117,984	101,190
LIABILITIES		
Current liabilities		
Payables	89	179
Borrowings	1,002	972
Total current liabilities	1,091	1,151
Non-current liabilities		
Borrowings	2,654	3,656
Other Liabilities	34,154	33,160
Total non-current liabilities	36,808	36,816
Total liabilities	37,899	37,967
Net assets	80,085	63,223
EQUITY		
Revaluation reserves	80,085	63,223
Total equity	80,085	63,223

Note – Significant Accounting Policies

A statement summarising the supplemental accounting policies adopted in the preparation of the special purpose financial statements (SPFS) for National Competition Policy (NCP) reporting purposes follows.

These financial statements are SPFS prepared for use by Council and the Office of Local Government. For the purposes of these statements, the Council is a non-reporting not-for-profit entity.

The figures presented in these special purpose financial statements have been prepared in accordance with the recognition and measurement criteria of relevant Australian Accounting Standards, other authoritative pronouncements of the Australian Accounting Standards Board (AASB) and Australian Accounting Interpretations.

The disclosures in these special purpose financial statements have been prepared in accordance with the *Local Government Act 1993* (Act), the *Local Government (General) Regulation 2021* (Regulation) and the Local Government Code of Accounting Practice and Financial Reporting.

The statements are prepared on an accruals basis. They are based on historic costs and do not take into account changing money values or, except where specifically stated, fair value of non-current assets. Certain taxes and other costs, appropriately described, have been imputed for the purposes of the National Competition Policy.

The Statement of Financial Position includes notional assets/liabilities receivable from/payable to Council's general fund. These balances reflect a notional intra-entity funding arrangement with the declared business activities.

National Competition Policy

Council has adopted the principle of 'competitive neutrality' in its business activities as part of the National Competition Policy which is being applied throughout Australia at all levels of government. The framework for its application is set out in the June 1996 NSW Government Policy statement titled 'Application of National Competition Policy to Local Government'. *The Pricing and Costing for Council Businesses – A Guide to Competitive Neutrality* issued by the Office of Local Government in July 1997 has also been adopted.

The pricing and costing guidelines outline the process for identifying and allocating costs to activities and provide a standard for disclosure requirements. These disclosures are reflected in Council's pricing and/or financial reporting systems and include taxation equivalents, Council subsidies, and returns on investments (rate of return and dividends paid).

Declared business activities

In accordance with Pricing and Costing for Council Businesses – A Guide to Competitive Neutrality, Council has declared that the following are to be considered as business activities:

Category 1

(where gross operating turnover is over \$2 million)

- a. Shoalhaven Water**
Water Supply
- b. Shoalhaven Water**
Sewer Services
- c. Holiday Haven Tourist Parks**
Caravan Park Operations
- d. Shoalhaven Mechanical Services**
Mechanical Services
- e. Aquatic Recreation Facilities**
Swimming Pools and Aquatic Centres
- f. Shoalhaven Entertainment Centre**
Venue for entertainment, hire and community activities

Category 2

(where gross operating turnover is less than \$2 million)

- a. Bereavement Services**
Cemetery and Crematorium Services

Taxation equivalent charges

Council is liable to pay various taxes and financial duties. Where this is the case, they are disclosed as a cost of operations just like all other costs. However, where Council does not pay some taxes, which are generally paid by private sector businesses, such as income tax, these equivalent tax payments have been applied to all Council-nominated business activities and are reflected in special purpose financial statements. For the purposes of disclosing comparative information relevant to the

Note – Significant Accounting Policies (continued)

private sector equivalent, the following taxation equivalents have been applied to all Council-nominated business activities (this does not include Council's non-business activities):

Notional rate applied (%)

Corporate income tax rate – **25%** (21/22 25%) (20/21 26%)

Land tax – the first \$969,000 of combined land values attracts **0%**. For the combined land values in excess of \$969,000 up to \$5,925,000 the rate is **\$100 + 1.6%**. For the remaining combined land value that exceeds \$5,925,000 a premium marginal rate of **2.0%** applies.

Payroll tax – **5.45%** on the value of taxable salaries and wages in excess of \$1,200,000.

In accordance with the Department of Planning and Environment – Water guidelines, a payment for the amount calculated as the annual tax equivalent charges (excluding income tax) must be paid from water supply and sewerage business activities.

The payment of taxation equivalent charges, referred to in the Best Practice Management of Water Supply and Sewer Guidelines as a 'dividend for taxation equivalent', may be applied for any purpose allowed under the Act.

Achievement of substantial compliance to the DPIE – Water guidelines is not a prerequisite for the payment of the tax equivalent charges; however the payment must not exceed \$3 per assessment.

Income tax

An income tax equivalent has been applied on the profits of the business activities.

Whilst income tax is not a specific cost for the purpose of pricing a good or service, it needs to be taken into account in terms of assessing the rate of return required on capital invested.

Accordingly, the return on capital invested is set at a pre-tax level - gain from ordinary activities before capital amounts, as would be applied by a private sector competitor. That is, it should include a provision equivalent to the corporate income tax rate, currently 25%.

Income tax is only applied where a gain/ (loss) from ordinary activities before capital amounts has been achieved.

Since the taxation equivalent is notional – that is, it is payable to Council as the 'owner' of business operations - it represents an internal payment and has no effect on the operations of the Council. Accordingly, there is no need for disclosure of internal charges in the SPFS.

The rate applied of 25% is the equivalent company tax rate prevalent at reporting date. No adjustments have been made for variations that have occurred during the year.

Local government rates and charges

A calculation of the equivalent rates and charges for all Category 1 businesses has been applied to all assets owned, or exclusively used by the business activity.

Loan and debt guarantee fees

The debt guarantee fee is designed to ensure that Council business activities face 'true' commercial borrowing costs in line with private sector competitors. In order to calculate a debt guarantee fee, Council has determined what the differential borrowing rate would have been between the commercial rate and Council's borrowing rate for its business activities.

(i) Subsidies

Government policy requires that subsidies provided to customers, and the funding of those subsidies, must be explicitly disclosed. Subsidies occur where Council provides services on a less than cost recovery basis. This option is exercised on a range of services in order for Council to meet its community service obligations. The overall effect of subsidies is contained within the Income Statements of business activities.

(ii) Return on investments (rate of return)

The NCP policy statement requires that councils with Category 1 businesses 'would be expected to generate a return on capital funds employed that is comparable to rates of return for private businesses operating in a similar field'.

Note – Significant Accounting Policies (continued)

Funds are subsequently available for meeting commitments or financing future investment strategies. The rate of return is disclosed for each of Council's business activities on the Income Statement.

(iii) Dividends

Council is not required to pay dividends to either itself (as owner of a range of businesses) or to any external entities.

Local government water supply and sewerage businesses are permitted to pay an annual dividend from its water supply or sewerage business surplus.

Each dividend must be calculated and approved in accordance with the Department of Planning and Environment – Water guidelines and must not exceed:

- 50% of this surplus in any one year, or
- the number of water supply or sewerage assessments at 30 June 2022 multiplied by \$30 (less the payment for tax equivalent charges, not exceeding \$3 per assessment).

In accordance with the Department of Planning and Environment – Water guidelines a Dividend Payment form, Statement of Compliance, Unqualified Independent Financial Audit Report and Compliance Audit Report are required to be submitted to the Department of Planning and Environment – Water.



INDEPENDENT AUDITOR'S REPORT

Report on the special purpose financial statements

Shoalhaven City Council

To the Councillors of Shoalhaven City Council

Opinion

I have audited the accompanying special purpose financial statements (the financial statements) of Shoalhaven City Council's (the Council) Declared Business Activities, which comprise the Statement by Councillors and Management, the Income Statement of each Declared Business Activity for the year ended 30 June 2023, the Statement of Financial Position of each Declared Business Activity as at 30 June 2023 and Significant accounting policies note.

The Declared Business Activities of the Council are:

- Water supply
- Sewage
- Holiday haven tourist parks
- Bereavement services
- Mechanical services
- Shoalhaven entertainment centre
- Aquatic recreation facilities

In my opinion, the financial statements present fairly, in all material respects, the financial position of the Council's declared Business Activities as at 30 June 2023, and their financial performance for the year then ended, in accordance with the Australian Accounting Standards described in the Significant accounting policies note and the Local Government Code of Accounting Practice and Financial Reporting 2022–23 (LG Code).

My opinion should be read in conjunction with the rest of this report.

Basis for Opinion

I conducted my audit in accordance with Australian Auditing Standards. My responsibilities under the standards are described in the 'Auditor's Responsibilities for the Audit of the Financial Statements' section of my report.

I am independent of the Council in accordance with the requirements of the:

- Australian Auditing Standards
- Accounting Professional and Ethical Standards Board's APES 110 'Code of Ethics for Professional Accountants (including Independence Standards)' (APES 110).

Parliament promotes independence by ensuring the Auditor-General and the Audit Office of New South Wales are not compromised in their roles by:

- providing that only Parliament, and not the executive government, can remove an Auditor-General
- mandating the Auditor-General as the auditor of councils
- precluding the Auditor-General from providing non-audit services.

I have fulfilled my other ethical responsibilities in accordance with APES 110.

I believe the audit evidence I have obtained is sufficient and appropriate to provide a basis for my audit opinion.

Emphasis of Matter - Basis of Accounting

Without modifying my opinion, I draw attention to the Significant accounting policies note to the financial statements which describes the basis of accounting. The financial statements have been prepared for the purpose of fulfilling the Council's financial reporting responsibilities under the LG Code. As a result, the financial statements may not be suitable for another purpose.

Other Information

The Council's annual report for the year ended 30 June 2023 includes other information in addition to the financial statements and my Independent Auditor's Report thereon. The Councillors are responsible for the other information. At the date of this Independent Auditor's Report, the other information I have received comprises the general purpose financial statements and Special Schedules (the Schedules).

My opinion on the financial statements does not cover the other information. Accordingly, I do not express any form of assurance conclusion on the other information. However, as required by the *Local Government Act 1993*, I have separately expressed an opinion on the general purpose financial statements and Special Schedule 'Permissible income for general rates'.

In connection with my audit of the financial statements, my responsibility is to read the other information and, in doing so, consider whether the other information is materially inconsistent with the financial statements or my knowledge obtained in the audit, or otherwise appears to be materially misstated.

If, based on the work I have performed, I conclude there is a material misstatement of the other information, I must report that fact.

I have nothing to report in this regard.

The Councillors' Responsibilities for the Financial Statements

The Councillors are responsible for the preparation and fair presentation of the financial statements and for determining that the accounting policies, described in the Significant accounting policies note to the financial statements, are appropriate to meet the requirements in the LG Code. The Councillors' responsibility also includes such internal control as the Councillors determine is necessary to enable the preparation and fair presentation of the financial statements that are free from material misstatement, whether due to fraud or error.

In preparing the financial statements, the Councillors are responsible for assessing the Council's ability to continue as a going concern, disclosing, as applicable, matters related to going concern and using the going concern basis of accounting.

Auditor's Responsibilities for the Audit of the Financial Statements

My objectives are to:

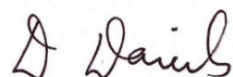
- obtain reasonable assurance about whether the financial statements as a whole are free from material misstatement, whether due to fraud or error
- issue an Independent Auditor's Report including my opinion.

Reasonable assurance is a high level of assurance, but does not guarantee an audit conducted in accordance with Australian Auditing Standards will always detect material misstatements. Misstatements can arise from fraud or error. Misstatements are considered material if, individually or in aggregate, they could reasonably be expected to influence the economic decisions users take based on the financial statements.

A description of my responsibilities for the audit of the financial statements is located at the Auditing and Assurance Standards Board website at: www.auasb.gov.au/auditors_responsibilities/ar4.pdf. The description forms part of my auditor's report.

The scope of my audit does not include, nor provide assurance:

- that the Council carried out its activities effectively, efficiently and economically
- about the security and controls over the electronic publication of the audited financial statements on any website where they may be presented
- about any other information which may have been hyperlinked to/from the financial statements.

A handwritten signature in dark ink, appearing to read 'D Daniels'.

David Daniels
Delegate of the Auditor-General for New South Wales

13 December 2023
SYDNEY

Special Schedules

2022-2023



Shoalhaven City Council

SPECIAL SCHEDULES
for the year ended 30 June 2023

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Permissible income for general rates	3
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Shoalhaven City Council

Permissible income for general rates

	Notes	Calculation 2022/23 \$ '000	Calculation 2023/24 \$ '000
Notional general income calculation ¹			
Last year notional general income yield	a	81,713	86,003
Plus or minus adjustments ²	b	557	453
Notional general income	c = a + b	82,270	86,456
Permissible income calculation			
Or rate peg percentage	e	1.70%	4.60%
Or plus rate peg amount	i = e x (c + g)	1,399	3,977
Sub-total	k = (c + g + h + i + j)	83,669	90,433
Plus (or minus) last year's carry forward total	l	2,387	53
Sub-total	n = (l + m)	2,387	53
Total permissible income	o = k + n	86,056	90,486
Less notional general income yield	p	86,003	90,511
Catch-up or (excess) result	q = o - p	53	(25)
Plus income lost due to valuation objections claimed ⁴	r	—	31
Carry forward to next year ⁶	t = q + r + s	53	6

Notes

- (1) The notional general income will not reconcile with rate income in the financial statements in the corresponding year. The statements are reported on an accrual accounting basis which include amounts that relate to prior years' rates income.
- (2) Adjustments account for changes in the number of assessments and any increase or decrease in land value occurring during the year. The adjustments are called 'supplementary valuations' as defined in the *Valuation of Land Act 1916 (NSW)*.
- (4) Valuation objections are unexpected changes in land values as a result of land owners successfully objecting to the land value issued by the Valuer General. Councils can claim the value of the income lost due to valuation objections in any single year.
- (6) Carry-forward amounts which are in excess (an amount that exceeds the permissible income) require Ministerial approval by order published in the *NSW Government Gazette* in accordance with section 512 of the Act. The OLG will extract these amounts from Council's Permissible income for general rates Statement in the financial data return (FDR) to administer this process.



INDEPENDENT AUDITOR'S REPORT

Special Schedule – Permissible income for general rates

Shoalhaven City Council

To the Councillors of Shoalhaven City Council

Opinion

I have audited the accompanying Special Schedule – Permissible income for general rates (the Schedule) of Shoalhaven City Council (the Council) for the year ending 30 June 2024.

In my opinion, the Schedule is prepared, in all material respects in accordance with the requirements of the Local Government Code of Accounting Practice and Financial Reporting 2022–23 (LG Code) and is in accordance with the books and records of the Council.

My opinion should be read in conjunction with the rest of this report.

Basis for Opinion

I conducted my audit in accordance with Australian Auditing Standards. My responsibilities under the standards are described in the 'Auditor's Responsibilities for the Audit of the Schedule' section of my report.

I am independent of the Council in accordance with the requirements of the:

- Australian Auditing Standards
- Accounting Professional and Ethical Standards Board's APES 110 'Code of Ethics for Professional Accountants (including Independence Standards)' (APES 110).

Parliament promotes independence by ensuring the Auditor-General and the Audit Office of New South Wales are not compromised in their roles by:

- providing that only Parliament, and not the executive government, can remove an Auditor-General
- mandating the Auditor-General as auditor of councils
- precluding the Auditor-General from providing non-audit services.

I have fulfilled my other ethical responsibilities in accordance with APES 110.

I believe that the audit evidence I have obtained is sufficient and appropriate to provide a basis for my audit opinion.

Emphasis of Matter - Basis of Accounting

Without modifying my opinion, I draw attention to the special purpose framework used to prepare the Schedule. The Schedule has been prepared for the purpose of fulfilling the Council's reporting obligations under the LG Code. As a result, the Schedule may not be suitable for another purpose.

Other Information

The Council's annual report for the year ended 30 June 2023 includes other information in addition to the Schedule and my Independent Auditor's Report thereon. The Councillors are responsible for the other information. At the date of this Independent Auditor's Report, the other information I have received comprises the general purpose financial statements, special purpose financial statements and Special Schedule 'Report on infrastructure assets as at 30 June 2023'.

My opinion on the Schedule does not cover the other information. Accordingly, I do not express any form of assurance conclusion on the other information. However, as required by the *Local Government Act 1993*, I have separately expressed an opinion on the general purpose financial statements and the special purpose financial statements.

In connection with my audit of the Schedule, my responsibility is to read the other information and, in doing so, consider whether the other information is materially inconsistent with the Schedule or my knowledge obtained in the audit, or otherwise appears to be materially misstated.

If, based on the work I have performed, I conclude there is a material misstatement of the other information, I must report that fact.

I have nothing to report in this regard.

The Councillors' Responsibilities for the Schedule

The Councillors are responsible for the preparation of the Schedule in accordance with the LG Code. The Councillors' responsibility also includes such internal control as the Councillors determine is necessary to enable the preparation of a Schedule that is free from material misstatement, whether due to fraud or error.

In preparing the Schedule, the Councillors are responsible for assessing the Council's ability to continue as a going concern, disclosing, as applicable, matters related to going concern and using the going concern basis of accounting.

Auditor's Responsibilities for the Audit of the Schedule

My objectives are to:

- obtain reasonable assurance whether the Schedule as a whole is free from material misstatement, whether due to fraud or error
- issue an Independent Auditor's Report including my opinion.

Reasonable assurance is a high level of assurance, but does not guarantee an audit conducted in accordance with Australian Auditing Standards will always detect material misstatements. Misstatements can arise from fraud or error. Misstatements are considered material if, individually or in aggregate, they could reasonably be expected to influence the economic decisions users take based on the Schedule.

A description of my responsibilities for the audit of the Schedule is located at the Auditing and Assurance Standards Board website at: www.auasb.gov.au/auditors_responsibilities/ar8.pdf. The description forms part of my auditor's report.

The scope of my audit does not include, nor provide assurance:

- that the Council carried out its activities effectively, efficiently and economically
- about the security and controls over the electronic publication of the audited Schedule on any website where it may be presented
- about any other information which may have been hyperlinked to/from the Schedule.



David Daniels
Delegate of the Auditor-General for New South Wales

13 December 2023
SYDNEY

Shoalhaven City Council

Report on Infrastructure Assets

as at 30 June 2023

Asset Class	Asset Category	Estimated cost to bring assets to satisfactory standard ^a	Estimated cost to bring to the agreed level of service set by Council ^{b, bl.}	2022/23 Required maintenance ^c	2022/23 Actual maintenance	Net carrying amount	Gross replacement cost (GRC)	Assets in condition as a percentage of gross replacement cost				
		\$ '000	\$ '000	\$ '000	\$ '000	\$ '000	\$ '000	1 ¹	2 ²	3 ³	4 ⁴	5 ⁵
Buildings	Buildings	6,845	3,574	11,206	9,585	372,845	516,869	25.0%	37.0%	33.0%	4.0%	1.0%
	Sub-total	6,845	3,574	11,206	9,585	372,845	516,869	25.0%	37.0%	33.0%	4.0%	1.0%
Other structures	Other structures	8,297	1,065	476	313	83,530	140,159	20.0%	29.0%	27.0%	22.0%	2.0%
	Sub-total	8,297	1,065	476	313	83,530	140,159	20.0%	29.0%	27.0%	22.0%	2.0%
Roads	Sealed roads	105,136	42,837	11,859	10,585	870,953	1,282,543	4.0%	29.0%	38.0%	26.0%	3.0%
	Unsealed roads	3,436	2,695	2,869	2,621	9,067	26,952	2.0%	10.0%	47.0%	31.0%	10.0%
	Bridges	3,876	3,907	381	234	82,679	140,545	41.0%	26.0%	25.0%	5.0%	3.0%
	Footpaths	659	265	827	429	86,463	120,367	30.0%	43.0%	25.0%	2.0%	0.0%
	Other road assets	1,358	1,119	4,276	3,825	296,855	399,539	80.0%	8.0%	11.0%	1.0%	0.0%
	Bulk earthworks	—	—	—	—	336,117	337,481	100.0%	0.0%	0.0%	0.0%	0.0%
	Other road assets (incl. bulk earth works)	—	—	—	—	—	—	0.0%	0.0%	0.0%	0.0%	0.0%
	Sub-total	114,465	50,823	20,212	17,694	1,682,134	2,307,427	34.8%	21.4%	26.4%	15.4%	2.0%
Water supply network	Water supply network	28,302	7,436	9,703	9,531	482,494	929,471	3.0%	26.0%	59.0%	11.0%	1.0%
	Sub-total	28,302	7,436	9,703	9,531	482,494	929,471	3.0%	26.0%	59.0%	11.0%	1.0%
Sewerage network	Sewerage network	14,812	13,349	15,699	15,227	719,798	1,026,823	17.0%	37.0%	42.0%	3.0%	1.0%
	Sub-total	14,812	13,349	15,699	15,227	719,798	1,026,823	17.0%	37.0%	42.0%	3.0%	1.0%
Stormwater drainage	Stormwater drainage	9,432	7,795	1,213	1,319	196,893	311,812	4.0%	62.0%	24.0%	7.0%	3.0%
	Sub-total	9,432	7,795	1,213	1,319	196,893	311,812	4.0%	62.0%	24.0%	7.0%	3.0%
Open space / recreational assets	Swimming pools	1,762	—	3,372	5,986	20,836	39,305	8.0%	10.0%	64.0%	18.0%	0.0%
	Other open space / Recreational Assets	1,692	871	2,603	9,973	58,536	87,102	27.0%	17.0%	49.0%	6.0%	1.0%
	Sub-total	3,454	871	5,975	15,959	79,372	126,407	21.1%	14.8%	53.7%	9.7%	0.7%
Other infrastructure assets	Other infrastructure assets	3,112	3,206	800	530	36,452	63,863	14.0%	22.0%	50.0%	9.0%	5.0%
	Sub-total	3,112	3,206	800	530	36,452	63,863	14.0%	22.0%	50.0%	9.0%	5.0%
Total – all assets		188,719	88,119	65,284	70,158	3,653,518	5,422,831	22.3%	29.0%	36.4%	10.7%	1.6%

continued on next page ...

Shoalhaven City Council

Report on Infrastructure Assets (continued) as at 30 June 2023

- (1) Excellent (normal maintenance)
- (2) Good (Only minor maintenance work required)
- (3) Satisfactory (Maintenance work required)
- (4) Poor (renewal required)
- (5) Very poor (urgent renewal/upgrading required)
- (a) Satisfactory standard - Estimated cost to bring assets to a satisfactory standard is the amount of money that is required to be spent on an asset that is currently not at the condition determined to be satisfactory by the council and community.
- (b) Agreed level of service - Estimated cost to renew or rehabilitate existing assets that have reached the condition-based intervention level adopted by council.
- (bi.) In making decisions regarding intervention levels, councils gave consideration to matters including, but not limited to: i.the impacts on the whole-of-life costs of sustaining the asset, or asset component.
ii.the risk to the community, safety, the environment, financial sustainability, and council's reputation iii.the affordability of managing the overall suite of assets under council's control.
- (c) Required maintenance is the amount identified in Council's asset management plans.

Infrastructure asset condition assessment 'key'

#	Condition	Integrated planning and reporting (IP&R) description
1	Excellent/very good	No work required (normal maintenance)
2	Good	Only minor maintenance work required
3	Satisfactory	Maintenance work required
4	Poor	Renewal required
5	Very poor	Urgent renewal/upgrading required

Shoalhaven City Council

Report on Infrastructure Assets

as at 30 June 2023

Infrastructure asset performance indicators (consolidated) *

\$ '000	Amounts 2023	Indicator 2023	Indicators 2022 2021		Benchmark
Buildings and infrastructure renewals ratio					
Asset renewals ¹	70,708	96.49%	95.25%	75.72%	> 100.00%
Depreciation, amortisation and impairment	73,279				
Infrastructure backlog ratio					
Estimated cost to bring assets to a satisfactory standard	188,719	4.87%	4.22%	2.85%	< 2.00%
Net carrying amount of infrastructure assets	3,872,135				
Asset maintenance ratio					
Actual asset maintenance	70,158	107.47%	89.68%	90.61%	> 100.00%
Required asset maintenance	65,284				
Cost to bring assets to agreed service level					
Estimated cost to bring assets to an agreed service level set by Council	88,119	1.62%	1.36%	1.03%	
Gross replacement cost	5,422,831				

(*) All asset performance indicators are calculated using classes identified in the previous table.

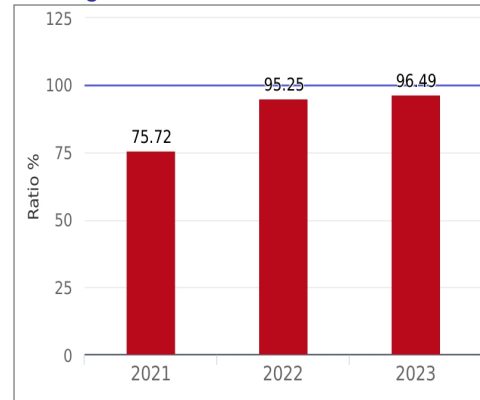
(1) Asset renewals represent the replacement and/or refurbishment of existing assets to an equivalent capacity/performance as opposed to the acquisition of new assets (or the refurbishment of old assets) that increases capacity/performance.

Shoalhaven City Council

Report on Infrastructure Assets

as at 30 June 2023

Buildings and infrastructure renewals ratio



Buildings and infrastructure renewals ratio

To assess the rate at which these assets are being renewed relative to the rate at which they are depreciating.

Commentary on result

22/23 ratio 96.49%

Council's Buildings and Infrastructure renewals ratio continues to show improvement, despite being slightly under the benchmark. A number of projects which commenced during prior financial years were completed in 2022/23.

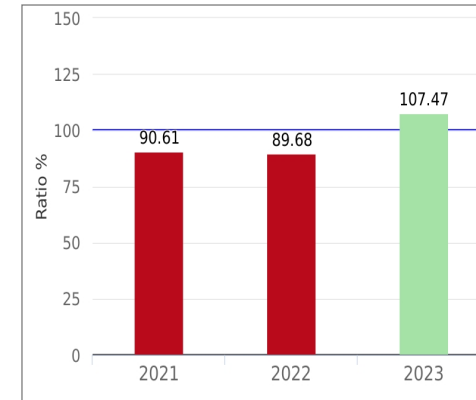
Benchmark: — > 100.00%

Ratio achieves benchmark

Source of benchmark: Code of Accounting Practice and Financial Reporting

Ratio is outside benchmark

Asset maintenance ratio



Asset maintenance ratio

Compares actual vs. required annual asset maintenance. A ratio above 1.0 indicates Council is investing enough funds to stop the infrastructure backlog growing.

Commentary on result

22/23 ratio 107.47%

Council's Asset Maintenance Ratio has improved over the 2022/23 financial year increasing back above the benchmark. This can be attributed to the natural disaster recovery work being prioritised and improving asset conditions.

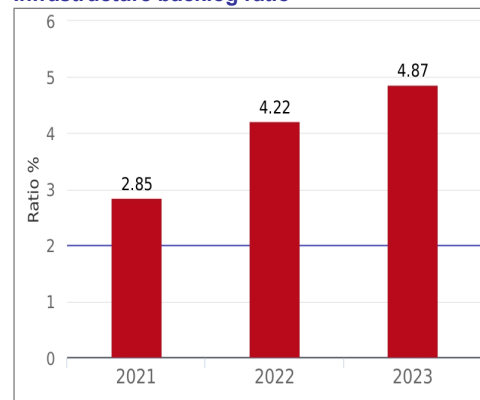
Benchmark: — > 100.00%

Ratio achieves benchmark

Source of benchmark: Code of Accounting Practice and Financial Reporting

Ratio is outside benchmark

Infrastructure backlog ratio



Infrastructure backlog ratio

This ratio shows what proportion the backlog is against the total value of a Council's infrastructure.

Commentary on result

22/23 ratio 4.87%

Council's Infrastructure Backlog Ratio is above the benchmark of 2%. This ratio is impacted due to better asset stocktake and condition assessments occurring throughout the year, as well as a recent asset revaluation on Swimming Pools, Other Structures and Open Space & Recreation Assets.

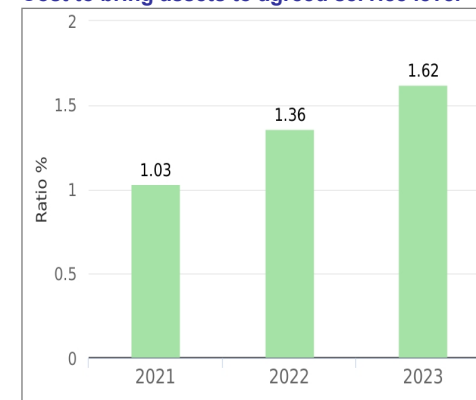
Benchmark: — < 2.00%

Ratio achieves benchmark

Source of benchmark: Code of Accounting Practice and Financial Reporting

Ratio is outside benchmark

Cost to bring assets to agreed service level



Cost to bring assets to agreed service level

This ratio provides a snapshot of the proportion of outstanding renewal works compared to the total value of assets under Council's care and stewardship.

Commentary on result

22/23 ratio 1.62%

The estimated cost to bring assets to an agreed level of service as set by Council has increased due to changes in both the value and condition of the asset portfolio.

Shoalhaven City Council

Report on Infrastructure Assets

as at 30 June 2023

Infrastructure asset performance indicators (by fund)

\$ '000	General fund		Water fund		Sewer fund		Benchmark
	2023	2022	2023	2022	2023	2022	
Buildings and infrastructure renewals ratio							
Asset renewals ¹							
Depreciation, amortisation and impairment	149.02%	110.59%	0.00%	68.93%	0.00%	60.62%	> 100.00%
Infrastructure backlog ratio							
Estimated cost to bring assets to a satisfactory standard							
Net carrying amount of infrastructure assets	5.45%	4.37%	5.87%	6.60%	2.06%	2.17%	< 2.00%
Asset maintenance ratio							
Actual asset maintenance							
Required asset maintenance	113.84%	86.01%	98.23%	90.13%	96.99%	99.90%	> 100.00%
Cost to bring assets to agreed service level							
Estimated cost to bring assets to an agreed service level set by Council							
Gross replacement cost	1.94%	1.56%	0.80%	1.00%	1.30%	1.00%	

(1) Asset renewals represent the replacement and/or refurbishment of existing assets to an equivalent capacity/performance as opposed to the acquisition of new assets (or the refurbishment of old assets) that increases capacity/performance.



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