



Revenue Policy 2008/2009





1. REVENUE POLICY 2008/2009

The purpose of this revenue policy is to set out the principles used by Council in the:

- the making of rates and charges;
- the levying of rates;
- the recovery of rates and charges;
- concessions for rates and charges.

The period covered by this policy applies to the financial year **2008/2009**.

1.1.1. INTRODUCTION

Isaac Regional Council has been formed as a result of the State Government Reform of Queensland's Local Government Sector, with the former shires of Broadsound, Belyando and Nebo being amalgamated to form the new Regional Council called "Isaac".

The Isaac Regional Council will cover an area of 58,862 km² and will have a projected population of 28,678 by 2026. The area is economically dependant on cropping, irrigated cropping, managed resources including cattle, limited forestry and aquaculture. Mining is a significant contributor to the region with minerals, gold and gas extractive industries continuing to develop. Without question, coal mining forms the backbone of the Councils export industry with the majority of coal extracted from the Isaac Regional Council area being shipped to India and China. The strong future of extractive industries within the Isaac Regional Council ensures that the area will be in a prominent position to continue to contribute to the economic prosperity and social amenity of the region and state well into the next century. The physical size and the economic, social and environmental diversity of the Isaac Regional Council area will deliver many challenges for the Council to address.

Isaac Regional Council's budget will be revenue driven rather than expenditure orientated. This approach will mean that Council provides for the necessary administrative, maintenance and operational expenses through revenue. An amount of revenue will be set aside for capital expenditures in the current budget and another amount set apart for future capital expenditure. It is acknowledged that Council must 'maintain' and 'control' expenses and be prepared to allocate necessary resources over an extended period of time in order to purchase discretionary capital items. Council must also seek out and await the allocation of special grants. Borrowing is not a preferred budget option; however it may be contemplated in special circumstances.

Special rate contributions are sourced from the lands upon which the Shire's mining operations are conducted, to defray the special cost of providing services of a high standard to the townships of Dysart, Middlemount, Moranbah, Clermont and Glenden which essentially serve the local mining industry and are home to the employees and families of the mine operators and to those who work within associated industries.¹

The revenue based budget approach reverses the textbook approach to rating. The usual budget model will see rates calculated so as to deliver the difference between budget expenditure and other income. Although the budget expenditures contemplated under the usual model may have been subject to trimming to fit economic circumstances, the underlying approach differs considerably both in theory and in practice to that used by Isaac Regional Council along with many other Regional councils.

Council has made a decision to trim expenditure so as to permit it to live within its usual income. This may see some expenditure deferred and some temporary acceptance of lower standards for roads or other infrastructure than is ordinarily desirable. However, Council considers that containing rate increases and providing greater certainty about rate levels from year to year is a better option for its community than raising more revenue to fund more or better services that cannot be sustained in the long term.

¹ Refer to the principles stated in Part A, under the heading, " Special Rates and Charges".



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The rate increases in some differential categories may be higher than those in others. However, such adjustments will be directed at achieving greater rating equity within Council's broader strategy of containing, through conservative budgeting, the increase in aggregate general rate revenue.

The overall rating strategy will continue to see differential rating, minimum rates and concessions used to gather necessary revenue equitably and to acknowledge different patterns for the use of Council's services.

1.2. A PRINCIPLES USED FOR THE MAKING OF RATES & CHARGES

In general Council will be guided by the principle of user pays in the making of rates and charges so as to minimise the impact of rating on the efficiency of the local economy.

Council will also have regard to the principles of:

- transparency in the making of rates and charges
- having in place a rating regime that is simple and inexpensive to administer
- equity by taking account of the different levels of capacity to pay within the local community
- flexibility to take account of changes in the local economy.

- a) In accordance with section 963 of the Local Government Act 1993, Council may, for a financial year, make and levy: a general rate or differential general rate; and
- b) minimum general rate; and
- c) separate rate/charge; and
- d) special rate/charge; and
- e) utility charge,

to fund the operation and maintenance of Council services and facilities.

Where possible, Council will endeavour to base all rates and charges on a full cost recovery basis. Full cost recovery however, will not take into account the special arrangements which may exist for the townships of Dysart, Middlemount, Moranbah, Clermont and Glenden where depreciation will not be funded.

In making its decisions regarding the quantum of rates and charges, Council will endeavour to avoid undertaking borrowings. It is understood however, that in order for Council to undertake certain specific projects, borrowing may be a necessary requirement.

1.2.1. GENERAL RATES

Council recognises that different categories of land use will generate different needs and requirements for Council services and facilities. Council also recognises that it will incur a different level of resource expenditure to provide the necessary services and facilities.

Although a single general rate would provide simplicity, its adoption would necessitate Council setting a high minimum rate to deal with the fact that land values in towns and villages are very low in relation to rural land but those who live in towns and villages have greater access to council services.

Council believes that the existing distribution of the general rate burden through its differential rates regime is generally equitable as it reflects incremental changes over many years, as well as the results of many years of accounting by financial division.

Council proposes therefore to continue to levy differential general rates to ensure that the rate burden is distributed in similar fashion to the pattern in recent years. Council will continue to gather data and to consider this information so as to further refine this process.

To ensure that owners of land across all differential categories contribute equitably to the cost of common services, Council applies a minimum rate to each differential rating category.

SPECIAL RATES AND CHARGES

Council may make and levy a special rate or charge on rateable land, to help defray the cost of providing a service, facility and or an activity where, in Council's opinion:



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- the land, or the occupier of the land, has or will especially benefit from the provision of the service, facility or activity; or
- the occupier of the land, or the use made or to be made of the land, has, or will, especially contribute to the need for the service, facility or activity.

Examples of services that may necessitate a special rate or charge are:

- improvements to road construction standards and maintenance procedures necessitated by mining operations; and
- rural fire prevention and firefighting services.

1.2.2. UTILITY CHARGES

Council may make and levy a utility charge on any land, whether vacant or occupied, and whether or not it is rateable land; or a structure; to recover costs in relation to the provision of services and/or facilities. Examples may include cleansing, sewerage and water charges.

Generally, utility charges will be calculated on a full cost recovery basis.

1.2.3. REGULATORY AND NON-REGULATORY CHARGES

Regulatory charges shall be measured on the basis of the estimated cost of providing the goods or service. Non-regulatory charges shall be measured on a commercial basis unless it is considered necessary to reduce the charge in order to maintain access to certain services for disadvantaged persons.

1.2.4. INTEREST

Council may impose interest on rates and charges that remain unpaid after the appointed date for payment (ie: the date on which the discount period closes) and includes assessments that are making payments of outstanding rates by instalment.

1.3. B PRINCIPLES USED FOR THE LEVYING OF RATES

In levying rates Council will apply the principles of:

- making clear what is the Council's and each ratepayers responsibility to the rating system
- making the levying system simple and inexpensive to administer
- timing the levy of rates to take into account the financial cycle of local economic activity, in order to assist smooth running of the local economy
- equity through flexible payment arrangements for ratepayers with a lower capacity to pay.

1.3.1. LEVYING OF RATES AND CHARGES

In accordance with section 1008 of the Act, Council will issue a rates notice to the owner of the land on which a rate or charge has been applied. Rates notices shall include the date the notice was issued, the date by which time the rate must be paid and any discounts, rebates or concessions applied.

Council will issue notices on a six monthly basis during the periods 01 July to 31 December, 01 January to 30 June in the respective financial year.

Council will responsibly ensure that the rates and charges applied are correct and are generally issued within the months of March and September to better take into account the financial cycle of the local economy.

1.3.2. PAYMENT OF RATES AND CHARGES

Owner Liability

Section 1010 of the act details the liability of the 'owner' to pay rates and charges levied against land held in their name. It also describes the liability of persons' at whose request a service is supplied to a structure or land that is not rateable land.

Where joint ownership of a property exists or other persons are liable to pay a rate, all owners or other persons are jointly and severally liable.

Rates and charges will exist with the land ie. where a change in ownership occurs and a rate or charge exists against the land the 'owner' of the land will become liable for payment.

Where land ceases to be rateable land under section 1012 of the act the owner of said land immediately before it ceased to be rateable land is taken to continue as the owner of the land, and the land is taken to continue to be rateable land for the levy, collection or refund of a rate on the land for any period before it ceased to be rateable land.

Methods of Payment

Council may accept the payment of rates and charges by differing methods. These may include cheque, cash, direct debit and or electronic means.

Payments in Advance

Payments in advance by way of lump sum or instalments may be accepted, however interest will not be payable on any credit balances held.

Payment by Instalments

Council may allow payments by instalment where it will benefit both the individual and the collection of overdue rates and charges.

1.4. C PRINCIPLES USED FOR THE RECOVERY OF RATES AND CHARGES

Council will exercise its rate recovery powers in order to reduce the overall rate burden on ratepayers. It will be guided by the principles of:

- transparency by making clear the obligations of ratepayers and the processes used by Council in assisting them meet their financial obligations;
- making the processes used to recover outstanding rates and charges clear, simple to administer and cost effective;
- capacity to pay in determining appropriate arrangements for different sectors of the community;
- equity by having regard to providing the same treatment for ratepayers with similar circumstances; and
- flexibility by responding where necessary to changes in the local economy.

What is an 'overdue rate'? Section 1016 of the act describes an 'overdue rate' as "an amount of a rate payable to a local government that remains unpaid at the end of the period specified in the rate notice as the period within which the amount of the rate is payable, (including any amount of interest on the rate under section 1018)".

With due regard for financial hardship, Council shall actively pursue the collection of outstanding rates and charges.

Council may use the following as a referral guide for the recovery of rates and charges:

Standard Performance:

- Council may refer overdue rates to a mercantile agent or a solicitor for recovery.
- Generally an account will not be referred for external recovery action unless it is \$500.00 or greater in value.
- No payment plans will be issued through Council for any debt referred to an external recovery agent.

1.5. D CONCESSIONS FOR RATES AND CHARGES

In considering the application of concessions, Council will be guided by the principles of:

- equity by having regard to the different levels of capacity to pay within the local community
- the same treatment for ratepayers with similar circumstances
- transparency by making clear the requirements necessary to receive concessions
- flexibility to allow Council to respond to local economic issues.

Consideration may be given by Council to granting a class concession in the event all or part of the local government area is declared a natural disaster area by the State Government.

Discount

In accordance with section 1019 of the Local Government Act 1993, Council may allow a discount on all General Rates and on the Special Rates levied on Mining Leases, if payment is made within 30 clear days from the date of issue of the notice.

If Council is satisfied that a person liable to pay a rate has been prevented, by circumstances beyond the person's control, from paying the rate in time to benefit from a discount under section 1019 of the Local Government Act 1993, then Council under section 1021 of the act, may still allow the discount following written application by the ratepayer.

General Rate Caps

Because general rates are made and levied upon the unimproved value of land determined by the Department of Natural Resources and Mines, Council recognizes that the statutory valuation process may result in unusually high valuation increases for at least some classes of land, if not for all land. Where it considers that applying the differential general rate to affected lands or classes of land will produce inequities between ratepayers or classes of ratepayer, Council may cap general rate increases for the lands or classes of land concerned.

Other Rebates and Concessions

Council may, at its discretion allow other concessions or remissions. These may include pensioner rebates, natural hardship and or social and economic incentives.