



Yarra Ranges Council
Revenue & Rating Plan

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Purpose

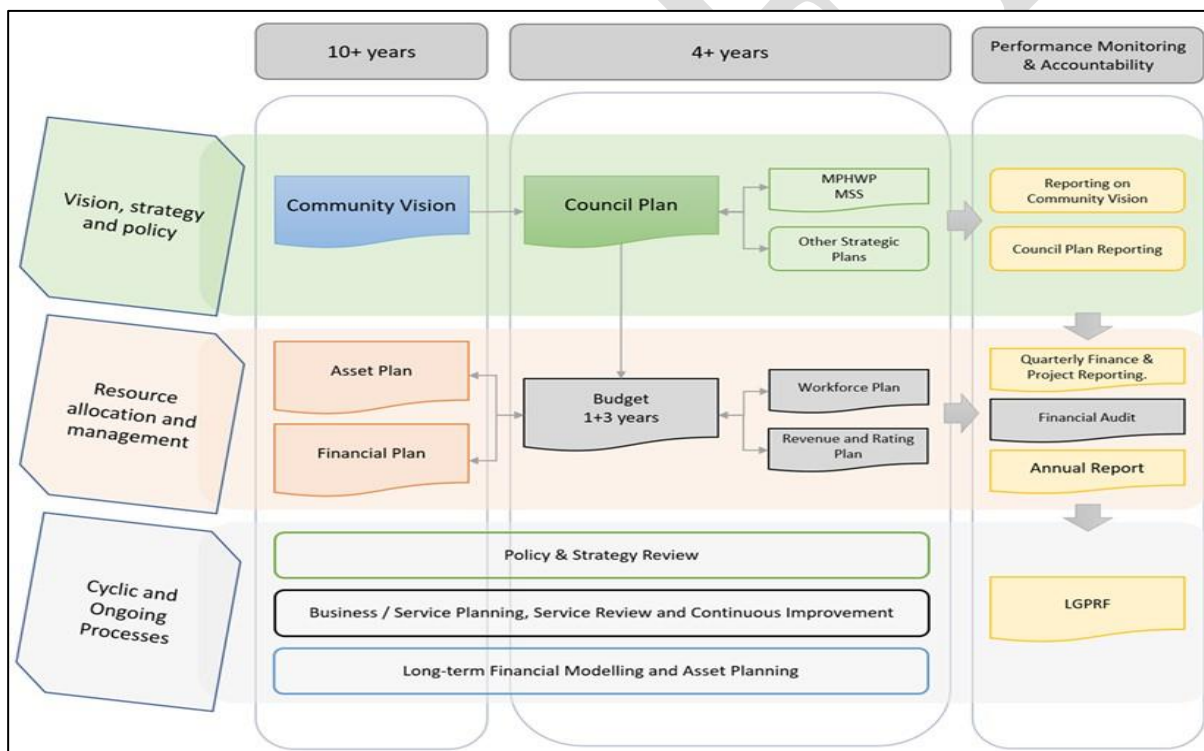
The *Local Government Act 2020* requires each council to prepare a Revenue and Rating Plan to cover a minimum period of four years following each Council election. The Revenue and Rating Plan establishes the revenue raising framework within which the Council proposes to work.

The purpose of the Revenue and Rating Plan is to determine the most appropriate and affordable revenue and rating approach for Yarra Ranges Council which, in conjunction with other income sources, will adequately finance the strategic objectives in its council plan.

Yarra Ranges Council's Revenue and Rating Plan 2020-21 Budget seeks to maintain and improve services and infrastructure as well as deliver projects and services that are valued by our community

Strategies outlined in this plan align with the objectives contained in the Council Plan and will feed into our budgeting and long-term financial planning documents, as well as other strategic planning documents under our Council's strategic planning framework.

The diagram below depicts the integrated planning and reporting framework that applies to local government in Victoria. At each stage of the integrated planning and reporting framework there are opportunities for community and stakeholder input. This is important to ensure transparency and accountability to both residents and ratepayers.



Source: Department of Jobs, Precincts and Regions

This plan will explain how Council calculates the revenue needed to fund its activities, and how the funding burden will be apportioned between ratepayers and other users of Council facilities and services.

This plan will set out decisions that Council has made in relation to rating options available to it under the *Local Government Act 2020* to ensure the fair and equitable distribution of rates across property owners. It will also set out principles that are used in decision making for other revenue sources such as fees and charges.

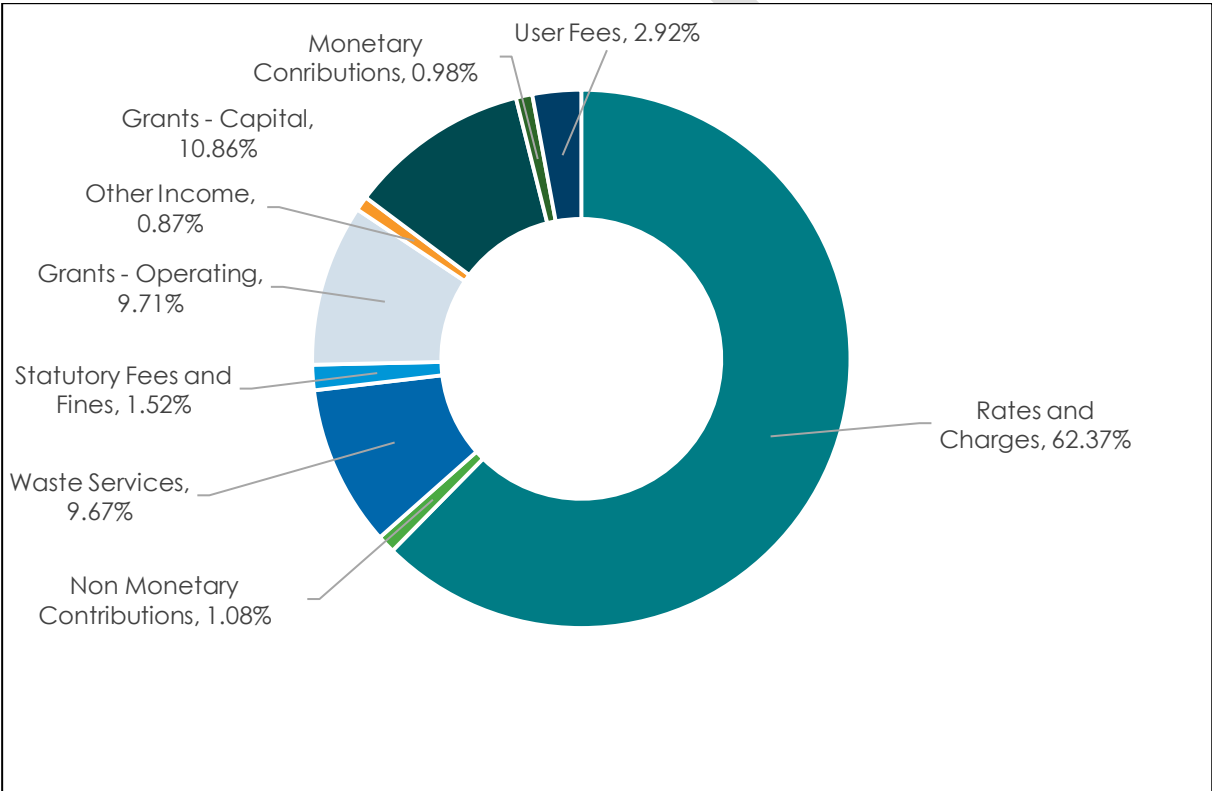
It is also important to note that this plan does not set revenue targets for Council, it outlines the strategic framework and decisions that inform how Council will go about calculating and collecting its revenue.

Introduction

Council provides a number of services and facilities to our local community, and in doing so, must collect revenue to cover the cost of providing these services and facilities.

Council’s revenue sources include:

- rates and charges
- waste and garbage charges
- grants from other levels of government
- statutory fees and fines
- user fees
- cash and non-cash contributions from other parties (ie developers, community groups)
- interest from investments
- sale of assets.



Rates are the most significant revenue source for Council and in 2020/2021 made up roughly 62.37% of its annual income.

The introduction of the Fair Go Rates System (rate capping) has provided substantial financial challenges to Council’s long-term financial sustainability and continues to restrict Council’s ability to raise revenue to maintain service delivery levels and invest in community assets. This strategy will address Council’s reliance on rate income and the policy endorsed to ensure Council can achieve its financial requirements.

Council provides a wide range of services to the community, often for a fee or charge. The nature of these fees and charges generally depends on whether they relate to statutory or discretionary services. Some of these, such as statutory planning fees are set by State Government statute and are commonly known as regulatory fees. In these cases, Council has no control over service pricing. However, in relation to other services, Council has the ability to set a fee or charge and will set that fee based on the principles outlined in this revenue and rating plan.

Council revenue can also be adversely affected by changes to funding from other levels of government. Some grants are tied to the delivery of council services, whilst many are tied directly to the delivery of new community assets, such as roads or sports pavilions. It is important for Council to be clear about what grants it intends to apply for, and the obligations that grants create in the delivery of services or infrastructure.

Community engagement

The Revenue and Rating Plan outlines Council's decision-making process on how revenues are calculated and collected. A public consultation process will be followed to ensure due consideration and feedback is received from relevant stakeholders.

This will be conducted as part of the community engagement process in conjunction with Council's Annual Budget.

Rates and charges

Rates are property taxes that allow Council to raise revenue to fund essential public services to cater to the population of Yarra Ranges. Importantly, it is a taxation system that includes flexibility for Council to utilise different tools in its rating structure to accommodate issues of equity and to ensure fairness in rating for all ratepayers.

Council has established a rating structure comprised of two key elements. These are:

- **General Rates** – based on property values (using the Capital Improved Valuation methodology), which are indicative of capacity to pay and form the central basis of rating under the Local Government Act 1989
- **Service Charges** - a 'user pays' component to use special charges to reflect benefits provided by Council to ratepayers who benefit from a service.

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

A third rating element that is provided for by the Local Government Act 1989, but not charged by Yarra Ranges Council is the municipal charge. A municipal charge is a minimum rate per property and declared for the purpose of covering some of the administrative costs of Council.

The formula for calculating General Rates, excluding any additional charges, arrears or additional supplementary rates is:

- Valuation (Capital Improved Value) x Rate in the Dollar (Differential Rate Type).

The rate in the dollar for each rating differential category is included in Council's annual budget.

Rates and charges are an important source of revenue, accounting for over 60% of operating revenue received by Council. The collection of rates is an important factor in funding Council services.

Planning for future rate increases is therefore an essential component of the long term financial planning process, and plays a significant role in funding both additional service delivery and the increasing costs related to providing Council services.

Council is aware of the balance between rate revenue (as an important income source) and community sensitivity to rate increases. With the introduction of the State Government's Fair Go Rates legislation, all rate increases are capped to a rate declared by the Minister for Local Government, which is usually announced in December for the following financial year.

When calculating the rating cap each year, the Minister for Local Government draws heavily from Consumer Price Index increases to establish the percentage figure applicable to the Rates cap. As Council's expenditure historically increases at levels higher than that of the inflation rate, Council intends to charge rates to recover the capped amount.

Council currently utilises a service charge to fully recover the cost of Council's waste services and provides for future landfill rehabilitation costs. The garbage service charge is not capped under the Fair Go Rates legislation, and Council will continue to allocate surplus funds from this charge towards the provision of waste services.

Rating legislation

The legislative framework set out in the Local Government Act 1989 determines Council's ability to develop a rating system. The framework provides significant flexibility for Council to tailor a system that suits its needs.

Section 155 of the Local Government Act 1989 provides that Council may declare the following rates and charges on rateable land:

- general rates under Section 158
- municipal charges under Section 159
- differential Rates and Charges Section 161
- service rates and charges under Section 162
- special rates and charges under Section 163
- Cultural and Recreational Land Act 1963 (section 4).

Council's adopted strategy in relation to service rates and charges and special rates and charges are discussed later in this document.

In raising Council rates, Council is required to primarily use the valuation of the rateable property to levy rates. Section 157(1) of the Local Government Act 1989 provides Council with three choices in terms of which valuation base to utilise. They are: Site Valuation, Capital Improved Valuation and Net Annual Value.

The choice of valuation base also leads to Councils ability to charge General Rates by applying rating differentials based on the purpose for which the property is used as provided for in Local Government Act 1989 Section 161. The use of differential rates within Yarra Ranges Council is discussed further in this document.

In accordance with Section 4(4) of the Cultural and Recreational Lands Act 1963, Council charges a Cultural and Recreational Land differential general rate to properties that fit certain criteria provided for in the legislation.

Further advantages and disadvantages of the respective valuation basis are discussed further in this document. Whilst this document outlines Council's strategy regarding rates revenue, rates data will be contained in the Council's Annual Budget as required by the Local Government Act 2020 and the integrated planning and reporting requirements of the act.

Section 94(2) of the Local Government Act 2020 states that Council must adopt a budget by 30 June each year (or at another time fixed by the Minister) to include:

- a. the total amount that the Council intends to raise by rates and charges
- b. a statement as to whether the rates will be raised by the application of a uniform rate or a differential rate
- c. a description of any fixed component of the rates, if applicable
- d. if the Council proposes to declare a uniform rate, the matters specified in section 160 of the Local Government Act 1989
- e. if the Council proposes to declare a differential rate for any land, the matters specified in section 161(2) of the Local Government Act 1989.

Section 94(3) of the Local Government Act 2020 also states that Council must ensure that, if applicable, the budget also contains a statement –

- a. that the Council intends to apply for a special order to increase the Council's average rate cap for the financial year or any other financial year or
- b. that the Council has made an application to the ESC for a special order and is waiting for the outcome of the applications or
- c. that a special Order has been made in respect of the Council and specifying the average rate cap that applies for the financial year or any other financial year.

This plan outlines the principles and strategic framework that Council will utilise in calculating and distributing the rating burden to property owners, however, the quantum of rate revenue and rating differential amounts will be determined in the annual Yarra Ranges Council budget.

In 2019 the Victorian State Government ran the Local Government Rating System Review, which may or may not substantially change the way Council calculates rates and distributes the rating burden in the future. At the time of publication, no changes from the Local Government Rating System Review had been implemented, and no timeline for implementation announced.

Rating principles

Taxation principles

When developing a rating strategy, in particular with reference to differential rates, Yarra Ranges Council has given consideration to the following good practice taxation principles:

- wealth tax
- equity
- efficiency
- simplicity
- benefit
- capacity to pay
- diversity.

Wealth Tax

The “wealth tax” principle implies that the rates paid are dependent upon the value of a ratepayer's real property and have no correlation to the individual ratepayer's consumption of services or the perceived benefits derived by individual ratepayers from the expenditures funded from rates.

Equity

Horizontal equity – ratepayers in similar situations should pay similar amounts of rates (ensured mainly by accurate property valuations, undertaken in a consistent manner, their classification into homogenous property classes and the right of appeal against valuation).

Vertical Equity – those who are better off should pay more rates than those worse off (the rationale applies for the use of progressive and proportional income taxation. It implies a “relativity” dimension to the fairness of the tax burden)

Efficiency

Economic efficiency is measured by the extent to which production and consumption decisions by people are affected by rates.

Simplicity

How easily a rates system can be understood by ratepayers and the practicality and ease of administration.

Benefit

The extent to which there is a nexus between consumption/benefit and the rate burden.

Capacity to Pay

The capacity of ratepayers or groups of ratepayers to pay rates.

Diversity

The capacity of ratepayers within a group to pay rates.

The rating challenge for Council therefore is to determine the appropriate balancing of competing considerations.

Rates and charges revenue principles

Property rates will:

- be reviewed annually
- not change dramatically from one year to next and
- be sufficient to fund:
 - current expenditure commitments
 - Council’s Vision and
 - Deliverables outlined in the Council Plan, Long Term Plan, and Asset Plan.

Differential rating should be applied as equitably as is practical and will comply with the [Ministerial Guidelines for Differential Rating 2013](#).

Determining which valuation base to use

Under the *Local Government Act 1989*, Council has three options as to the valuation base it elects to use. They are:

- **Capital Improved Valuation (CIV)** – Value of land and improvements upon the land
- **Site Valuation (SV)** – Value of land only
- **Net Annual Value (NAV)** – Rental valuation based on CIV.

For residential and farm properties, NAV is calculated at 5 per cent of the Capital Improved Value. For commercial and industrial properties, NAV is calculated as the greater of the estimated annual rental value or 5 per cent of the CIV.

Capital improved value (CIV)

Capital Improved Value is the most commonly used valuation base by Local Government with over 90% of Victorian Councils applying this methodology. Based on the value of both land and all improvements on the land, it is generally easily understood by ratepayers as it equates the market value of the property.

CIV includes all property improvements, and hence is often supported on the basis that it more closely reflects “capacity to pay”. The CIV rating method takes into account the full development value of the property, and hence better meets the equity criteria than Site Value and NAV.

The concept of the market value of property is more easily understood with CIV rather than NAV or SV, generally ratepayers have a better knowledge of what their CIV might be, compared to SIV and NAV.

Site value (SV)

There are currently no Victorian Councils that use this valuation base. With valuations based simply on the valuation of land and with only very limited ability to apply differential rates, the implementation of Site Value in a Victorian City Council context would cause a shift in rate burden from the industrial/commercial sectors onto the residential sector, and would hinder Council’s objective of a fair and equitable rating system.

Net annual value (NAV)

NAV, in concept, represents the annual rental value of a property. However, in practice, NAV is loosely linked to capital improved value for residential and farm properties. Valuers derive the NAV directly as 5 per cent of CIV.

In contrast to the treatment of residential and farm properties, NAV for commercial and industrial properties are assessed with regard to actual market rental. This differing treatment of commercial versus residential and farm properties has led to some suggestions that all properties should be valued on a rental basis.

Overall, the use of NAV is not largely supported. For residential and farm ratepayers, actual rental values pose some problems. The artificial rental estimate used may not represent actual market value, and means the base is the same as CIV but is harder to understand.

Preferred Valuation Method

Yarra Ranges Council applies a Capital Improved Valuation (CIV) to all properties within the municipality to take into account the fully developed value of the property. This basis of valuation takes into account the total market value of the land plus buildings and other improvements.

Property Valuations

The *Valuation of Land Act 1960* is the principle legislation in determining property valuations. Under the *Valuation of Land Act 1960*, the Victorian Valuer-General conducts property valuations on an annual basis

The value of land is always derived by the principal of valuing land for its highest and best use at the relevant time of valuation.

Supplementary Valuations

Supplementary valuations are carried out for a variety of reasons including rezoning, subdivisions, amalgamations, renovations, new constructions, extensions, occupancy changes and corrections. The Victorian Valuer-General is tasked with undertaking supplementary revaluations and advises Council on a monthly basis of valuation and Australian Valuation Property Classification Code (AVPCC) changes.

Supplementary valuations bring the value of the affected property into line with the general valuation of other properties within the municipality. Objections to supplementary valuations can be lodged in accordance with Part 3 of the *Valuation of Land Act 1960*. Any objections must be lodged with Council within two months of the issue of the supplementary rate notice.

Objections to property valuations

Part 3 of the *Valuation of Land Act 1960* provides that a property owner may lodge an objection against the valuation of a property or the Australian Valuation Property Classification Code (AVPCC) within two months of the issue of the original or amended (supplementary) Rates and Valuation Charges Notice (Rates Notice), or within four months if the notice was not originally issued to the occupier of the land.

A property owner must lodge their objection to the valuation or the AVPCC in writing to the Victorian City Council. Property owners also have the ability to object to the site valuations on receipt of their Land Tax Assessment. Property owners can appeal their land valuation within two months of receipt of their Council Rate Notice (via Council) or within two months of receipt of their Land Tax Assessment (via State Revenue Office).

Rating differentials

Under Section 161 of Local Government Act 1989 The use of CIV as the preferred rateable valuation allows Council to apply differential rates when charging the general rate.

Section 161(1) of the *Local Government Act 1989* outlines the regulations relating to differential rates, which include:

- a. a Council may raise any general rates by the application of a differential rate, if Council considers that the differential rate will contribute to the equitable and efficient carrying out of its functions
- b. if a Council declares a differential rate for any land, the Council must specify the objectives of the differential rate, which must be consistent with the equitable and efficient carrying out of the Councils functions and must include the following:
 - i. a definition of the types of classes of land which are subject to the rate and a statement of the reasons for the use and level of that rate
 - ii. an identification of the type or classes of land which are subject to the rate in respect of the uses, geographic location (other than location on the basis of whether or not the land is within a specific ward in Council's district)
 - iii. specify the characteristics of the land, which are the criteria for declaring the differential rate.

The purpose is to ensure that Council has a sound basis on which to develop the various charging features when determining its revenue strategies and ensure that these are consistent with the provisions of the Local Government Act.

The distinction is based on the concept that different property categories should pay a fair and equitable contribution, taking into account the benefits those properties derive from the local community and their anticipated capacity to pay rates and charges.

The general objectives of each of the differential rates are to ensure that all rateable land makes an equitable financial contribution to cost of carrying out the functions of Council. There is no limit on the number or types of differential rates that can be levied, but the highest differential rate can be no more than four times the lowest differential rate.

Advantages of a differential rating system

The advantages of utilising a differential rating system summarised below are:

- there is greater flexibility to distribute the rate burden between all classes of property, and therefore link rates with the ability to pay and reflecting the tax deductibility of rates for commercial and industrial premises
- differential rating allows Council to better reflect the investment required by Council to establish infrastructure to meet the needs of the commercial and industrial sector
- allows Council to reflect the unique circumstances of farm land rating categories where the application of a uniform rate may create an inequitable outcome
- allows Council discretion in the imposition of rates to facilitate and encourage appropriate development of its municipal district in the best interest of the community. (ie. Vacant Commercial properties still attract the commercial differential rate).

Disadvantages of a differential rating system

The disadvantages in applying differential rating summarised below are:

- the justification of the differential rate can at times be difficult for the various groups to accept giving rise to queries and complaints where the differentials may seem to be excessive
- differential rates can be confusing to ratepayers, as they may have difficulty to understand the system. Some rating categories may feel they are unfavourably treated because they are paying a higher level of rates than other ratepayer groups
- differential rating involves a degree of administrative complexity as properties continually shift from one type to another (eg residential to commercial,) requiring Council to update its records. Ensuring the accuracy/integrity of Council's data base is critical to ensure that properties are correctly classified into their right category
- Council may not achieve the objectives it aims for through differential rating. For example, Council may set its differential rate objectives to levy a higher rate on land not developed, however it may be difficult to prove whether the rate achieves those objectives.

Yarra Ranges Council is mindful of the impacts of revaluations on the various property types in implementing the differential rating strategy outlined in the previous section to ensure that rises and falls in Council rates remain affordable and that rating 'shocks' are mitigated to some degree.

Yarra Ranges Council rating structure comprises five differential rates structured in accordance with the requirements of Section 161 'Differential Rates' of the Local Government Act 1989, and the Ministerial Guidelines for Differential Rating 2013, the sixth differential rate is established under separate legislation, discussed below.

The differential rates are currently set as follows:

- residential 100%
- vacant sub standard 100%

- commercial 150%
- industrial 150%
- farm land 70%
- cultural and recreational land 60%.

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

Residential land

Definition: Residential Land is any land which does not have the characteristics of Vacant Sub Standard Land, Farm Land, Commercial Land or Industrial Land, and which is:

- used, designed or adapted to be used primarily for residential purposes or
- vacant land but which, by reason of its locality and zoning under the relevant Planning Scheme would, if developed, be or be likely to be used primarily for residential purposes or
- any other land which does not have the characteristics of Vacant Sub Standard Land, Farm Land, Commercial Land or Industrial Land.

Objectives: The objective of this differential rate is to ensure that such rateable land makes an equitable financial contribution to the cost of carrying out the functions of Council having regard to the capacity of such land to be used to yield income and the demands such land makes on Council's infrastructure. Those functions include the:

- implementation of good governance and sound financial stewardship
- construction, renewal, upgrade, expansion and maintenance of infrastructure assets
- development and provision of health, environmental, conservation, leisure, recreation, youth and family community services
- provision of strategic and economic management, town planning and general support services and
- promotion of cultural, heritage and tourism aspects of Council's municipal district.

Characteristics: The types and classes of rateable land within this category are those having the relevant characteristics described above. (see definition)

Use of Rate: The differential rate will be used to fund items of expenditure described in the Budget adopted by Council. The level of the differential rate is the level which Council considers is necessary to achieve the objectives specified above.

Level of Rate: 100% of Residential Rate.

Use of Land: Any use permitted under the Yarra Ranges Council Planning Scheme.

Geographic Location: The geographic location of the land within this category is wherever it is located within the municipal district, without reference to ward boundaries

Planning Scheme Zoning: The zoning applicable to each rateable land within this category, as determined by consulting maps referred to in the relevant Yarra Ranges Council Planning Scheme.

Types of Buildings: All buildings which are already constructed on the land or which are constructed prior to the expiry of the financial year.

Vacant sub standard land

Definition: Vacant Sub Standard Land is any land which does not have the characteristics of Residential Land, Farm Land, Commercial Land or Industrial Land, and which is vacant land on which, by reason of its locality and zoning under the relevant Planning Scheme, no building can be erected except in accordance with an adopted restructure plan.

Objectives: The objective of this differential rate is to ensure that all rateable land makes an equitable financial contribution to the cost of carrying out the functions of Council having regard to the capacity of such land to be used to yield income and the demands such land makes on Council's infrastructure. Those functions include the:

- implementation of good governance and sound financial stewardship
- construction, renewal, upgrade, expansion and maintenance of infrastructure assets
- development and provision of health, environmental, conservation, leisure, recreation, youth and family community services
- provision of strategic and economic management, town planning and general support services and
- promotion of cultural, heritage and tourism aspects of Council's municipal district.

Characteristics: The types and classes of rateable land within this category are those having the relevant characteristics described above.

Use of Rate: The differential rate will be used to fund items of expenditure described in the Budget adopted by Council. The level of the differential rate is the level which Council considers is necessary to achieve the objectives specified above.

Level of Rate: 100% of the Residential Rate.

Use of Land: Any use permitted under the Yarra Ranges Council Planning Scheme.

Geographic Location: The geographic location of the land within this category is wherever it is located within the municipal district, without reference to ward boundaries

Planning Scheme Zoning: The zoning applicable to each rateable land within this category, as determined by consulting maps referred to in the relevant Yarra Ranges Council Planning Scheme.

Types of Buildings: All buildings which are already constructed on the land or which are constructed prior to the expiry of the financial year.

Commercial rate

Definition: Commercial Land is any land which does not have the characteristics of Residential Land, Vacant Sub Standard Land, Farm Land or Industrial Land, and which is:

- used, designed or adapted to be used primarily for the sale of goods or services or other commercial purposes or
- vacant land but which, by reason of its locality and zoning under the relevant Planning Scheme, would, if developed, be or be likely to be used primarily for the sale of goods or services or other commercial purposes.

Objectives: The objective of this differential rate is to ensure that all rateable land makes an equitable financial contribution to the cost of carrying out the functions of Council having regard to the capacity of such land to be used to yield income and the demands such land makes on Council's infrastructure. Those functions include the:

- implementation of good governance and sound financial stewardship

- construction, renewal, upgrade, expansion and maintenance of infrastructure assets
- development and provision of health, environmental, conservation, leisure, recreation, youth and family community services
- provision of strategic and economic management, town planning and general support services and
- promotion of cultural, heritage and tourism aspects of Council's municipal district.

The commercial rate is set at 150% of the residential rate and the reasons for the use and level of this differential rate are:

- to reduce the rate distribution to Residential Land by applying a higher differential to Commercial Land in recognition of the tax deductibility of rates that is not available to owners of most Residential Land
- in recognition of the extra services, when compared to Residential Land, that Commercial Land derives from Council, which include but are not limited to economic development activities for businesses, the impact that heavy vehicles (servicing businesses) have on road infrastructure, street cleaning and local laws monitoring car park overstays.

Characteristics: The types and classes of rateable land within this category are those having the relevant characteristics described above.

Use of Rate: The differential rate will be used to fund items of expenditure described in the Budget adopted by Council. The level of the differential rate is the level which Council considers is necessary to achieve the objectives specified above.

Level of Rate: 150% of the Residential Rate.

Use of Land: Any use permitted under the Yarra Ranges Council Planning Scheme.

Geographic Location: The geographic location of the land within this category is wherever it is located within the municipal district, without reference to ward boundaries

Industrial rate

Definition: Industrial Land is any land which does not have the characteristics of Residential Land, Vacant Sub Standard Land, Farm Land or Industrial Land, and which is:

- used, designed or adapted to be used primarily for the sale of goods or services or other commercial purposes or
- vacant land but which, by reason of its locality and zoning under the relevant Planning Scheme, would, if developed, be or be likely to be used primarily for the sale of goods or services or other commercial purposes.

Objectives: The objective of this differential rate is to ensure that all rateable land makes an equitable financial contribution to the cost of carrying out the functions of Council having regard to the capacity of such land to be used to yield income and the demands such land makes on Council's infrastructure. Those functions include the:

- implementation of good governance and sound financial stewardship
- construction, renewal, upgrade, expansion and maintenance of infrastructure assets
- development and provision of health, environmental, conservation, leisure, recreation, youth and family community services
- provision of strategic and economic management, town planning and general support services and

- promotion of cultural, heritage and tourism aspects of Council's municipal district.

The industrial rate is set at 150% of the residential rate and the reasons for the use and level of this differential rate are:

- to reduce the rate distribution to residential land by applying a higher differential to Industrial Land in recognition of the tax deductibility of rates that is not available to owners of most Residential Land
- in recognition of the extra services, when compared to Residential Land, that Industrial Land derives from Council, which include but are not limited to economic development activities for businesses, the impact that heavy vehicles (servicing businesses) have on road infrastructure, street cleaning and local laws monitoring car park overstay.

Characteristics: The types and classes of rateable land within this category are those having the relevant characteristics described above.

Use of Rate: The differential rate will be used to fund items of expenditure described in the Budget adopted by Council. The level of the differential rate is the level which Council considers is necessary to achieve the objectives specified above.

Level of Rate: 150% of the Residential Rate.

Use of Land: Any use permitted under the Yarra Ranges Council Planning Scheme.

Geographic Location: The geographic location of the land within this category is wherever it is located within the municipal district, without reference to ward boundaries.

Planning Scheme Zoning: The zoning applicable to each rateable land within this category, as determined by consulting maps referred to in the relevant Yarra Ranges Council Planning Scheme.

Types of Buildings: All buildings which are already constructed on the land or which are constructed prior to the end of the financial year.

Farm land rate

Definition: Farm Land is any land which does not have the characteristics of Residential Land, Vacant Sub Standard Land, Commercial Land or Industrial Land, and which is:

- 'farm land' within the meaning of section 2(1) of the Valuation of Land Act 1960 and
- approved by Council as farm land, following the receipt of an application by an owner of land in accordance with the rules and application process detailed on Council's website.

Objectives: The objective of this differential rate is to ensure that all rateable land makes an equitable financial contribution to the cost of carrying out the functions of Council having regard to the capacity of such land to be used to yield income and the demands such land makes on Council's infrastructure. Those functions include the:

- implementation of good governance and sound financial stewardship
- construction, renewal, upgrade, expansion and maintenance of infrastructure assets
- development and provision of health, environmental, conservation, leisure, recreation, youth and family community services
- provision of strategic and economic management, town planning and general support services and
- promotion of cultural, heritage and tourism aspects of Council's municipal district.

The farm rate is set at 70% of the residential rate and the reasons for the use and level of this differential rate are:

- to encourage the continuation of farming pursuits on rural land in support of the strategic objective to support the economic development of the agricultural sector
- in recognition that the size of the landholding required to conduct a farm business is far greater than other non-farm businesses with similar turnover and (pre-tax) profitability. Therefore, farms in comparison have a higher valuation and would pay higher rates if a lower differential rate was not applied
- in recognition that farm businesses' profitability is affected by weather, which means that their income is more susceptible and fragile than many other businesses.

Characteristics: The types and classes of rateable land within this category are those having the relevant characteristics described above.

Use of Rate: The differential rate will be used to fund items of expenditure described in the Budget adopted by Council. The level of the differential rate is the level which Council considers is necessary to achieve the objectives specified above.

Level of Rate: 70% of the Residential Rate.

Use of Land: Any use permitted under the Yarra Ranges Council Planning Scheme.

Geographic Location: The geographic location of the land within this category is wherever it is located within the municipal district, without reference to ward boundaries.

Planning Scheme Zoning: The zoning applicable to each rateable land within this category, as determined by consulting maps referred to in the relevant Yarra Ranges Council Planning Scheme.

Types of Buildings: All buildings which are already constructed on the land or which are constructed prior to the end of the financial year.

Cultural and recreational land

Definition – Under the Cultural and Recreational Lands Act 1963 Sect 2a Recreational land is considered land that is:

- vested in or occupied by any body corporate or unincorporate which exists for the purpose of providing or promoting cultural or sporting recreational or similar facilities or objectives and which applies its profits in promoting its objects and
- used for out-door sporting recreational or cultural purposes or similar out-door activities or
- lands which are used primarily as agricultural showgrounds or
- lands (whether or not otherwise rateable) which are declared by Order of the Governor in Council under section 2A to be recreational lands.

Objectives: The objective of this differential rate is to ensure that all rateable land makes an equitable financial contribution to the cost of carrying out the functions of Council having regard to the capacity of such land to be used to yield income and the demands such land makes on Council's infrastructure. Those functions include the:

- implementation of good governance and sound financial stewardship
- construction, renewal, upgrade, expansion and maintenance of infrastructure assets
- development and provision of health, environmental, conservation, leisure, recreation, youth and family community services
- provision of strategic and economic management, town planning and general support services and

- promotion of cultural, heritage and tourism aspects of Council's municipal district.

Characteristics: The types and classes of rateable land within this category are those having the relevant characteristics described above.

Use of Rate: The Cultural and Recreational rate will be used to fund items of expenditure described in the Budget adopted by Council. The level of the differential rate is the level which Council considers is necessary to achieve the objectives specified above.

Level of Rate: 60% of the Residential Rate.

Use of Land: Any use permitted under the Yarra Ranges Council Planning Scheme.

Geographic Location: The geographic location of the land within this category is wherever it is located within the municipal district, without reference to ward boundaries.

Planning Scheme Zoning: The zoning applicable to each rateable land within this category, as determined by consulting maps referred to in the relevant Yarra Ranges Council Planning Scheme.

Types of Buildings: All buildings which are already constructed on the land or which are constructed prior to the end of the financial year.

Municipal charge

Another principal rating option available to Councils is the application of a municipal charge. Under Section 159 of the Local Government Act (1989), Council may declare a municipal charge to cover some of the administrative costs of the Council. The legislation is not definitive on what comprises administrative costs and does not require Council to specify what is covered by the charge.

The application of a municipal charge represents a choice to raise a portion of the rates by a flat fee for all properties, rather than sole use of the CIV valuation method.

Under the Local Government Act, A Council's total revenue from a municipal charge in a financial year must not exceed 20% of the combined sum total of the Council's total revenue from the municipal charge and the revenue from general rates (total rates).

The municipal charge applies equally to all properties and is based upon the recovery of a fixed cost of providing administrative services irrespective of valuation. The same contribution amount per assessment to cover a portion of Councils administrative costs can be seen as an equitable method of recovering these costs.

Yarra Ranges Council has elected not to charge a Municipal Rates Charge. With the introduction of the Fair Go Rates System, a municipal charge adds no extra benefit to Council, only adjusting the rates burden slightly, therefore complicating the differential rating system already in use.

Special charge schemes

The Local Government Act 1989 recognises that Councils need help to provide improved infrastructure for their local communities. Legislation allows councils to pass on the cost of capital infrastructure to the owner of a property that generally receives a unique benefit from the construction works. The technical explanation of a Special Charge comes from legislation (under the Local Government Act 1989) that allows Councils to recover the cost of works from property owners who will gain special benefit from that work.

The purposes for which special rates and special charges may be used include road construction, kerb and channelling, footpath provision, drainage, and other capital improvement projects.

The special rate or special charges may be declared on the basis of any criteria specified by the Council in the rate (Section 163 (2)). In accordance with Section 163 (3), Council must specify:

- a. the wards, groups, uses or areas for which the special rate or charge is declared and
- b. the land in relation to which the special rate or special charge is declared
- c. the manner in which the special rate or special charge will be assessed and levied and
- d. details of the period for which the special rate or special charge remains in force.

The special rates and charges provisions are flexible and can be used to achieve a wide range of community objectives. The fundamental principle of special rates and charges is proof “special benefit” applies to those being levied. For example, they could be used to fund co-operative fire prevention schemes. This would ensure that there were no ‘free-riders’ reaping the benefits but not contributing to fire prevention.

Landscaping and environmental improvement programs that benefit small or localised areas could also be funded using special rates or charges.

Yarra Ranges Council currently charges for thirteen Special Charge Schemes, consisting of the Solar Saver Scheme, and twelve road constructions. The number of Special Charge Schemes associated with road constructions is expected to increase significantly due to increased Federal Government funding for the Roads for the Community Initiative.

Service rates and charges

Section 162 of the Local Government Act (1989) provides Council with the opportunity to raise service rates and charges for any of the following services:

- the provision of a water supply
- the collection and disposal of refuse
- the provision of sewerage services
- any other prescribed service.

Council currently applies compulsory waste service charges for the collection and disposal of refuse on residential properties with a dwelling and farming properties under 4 hectares.

The provision of waste services (and charges) on all other properties is optional.

Council retains the objective of setting the service charge for waste at a level that fully recovers the cost of the waste services, including providing for the cost of rehabilitation of the Council’s Landfill once it reaches the end of its useful life.

Council intends to retain the existing waste service charge. Should Council elect not to have a waste service charge, this same amount would be required to be raised by way of an increased general rate – meaning that residents in higher valued properties would substantially pay for the waste service of lower valued properties.

Whilst this same principle applies for rates in general, the mix of having a single fixed charge combined with valuation driven rates for the remainder of the rate invoice provides a balanced and equitable outcome.

Collection and administration of rates and charges

The purpose of this section is to outline the rate payment options, processes, and the support provided to ratepayers facing financial hardship.

Payment options

In accordance with the Local Government Act 1989, Section 167(1), Ratepayers must have the option of paying rates and charges by way of four instalments. Payments are due on the prescribed dates below. Direct Debit agreements can be made with Council to make these payments.

- 1st Instalment: 30 September
- 2nd Instalment: 30 November
- 3rd Instalment: 28 February
- 4th Instalment: 31 May.

Yarra Ranges also chooses to allow ratepayers to pay in nine instalments. Payments are due on the prescribed dates below:

- 1st Instalment: 30 September
- 2nd Instalment: 31 October
- 3rd Instalment: 30 November
- 4th Instalment: 31 December
- 5th Instalment: 31 January
- 6th Instalment: 28 February
- 7th Instalment: 31 March
- 8th Instalment: 30 April
- 9th Instalment: 31 May.

Direct debit agreements are also available to all ratepayers, allowing them to pay on a fortnightly or monthly frequency over a twelve month period.

If a customer does not elect to pay by instalments or via direct debit, they must pay in full by 15 February.

Council offers a range of payment options including:

- in person at Council offices (cheques, money orders, EFTPOS, credit/debit cards and cash)
- online via Council's ratepayer portal
- BPAY
- Australia Post (over the counter, over the phone via credit card and on the internet)
- by mail (cheques and money orders only).

Interest on arrears and overdue rates

Interest is charged on all overdue rates in accordance with Section 172 of the Local Government Act 1989. The interest rate applied is fixed under Section 2 of the Penalty Interest Rates Act 1983, which is determined by the Minister and published by notice in the Government Gazette.

Pensioner rebates

Holders of a Centrelink or Veteran Affairs Pension Concession card or a Veteran Affairs Gold card which stipulates TPI or War Widow may claim a rebate on their sole or principal place of residence. Upon initial application, ongoing eligibility is maintained, unless rejected by Centrelink or the Department of Veteran Affairs during the annual verification procedure. Upon confirmation of an eligible pensioner concession status, the pensioner rebate is deducted from the rate account before payment is required by the ratepayer.

With regards to new applicants, after being granted a Pensioner Concession Card (PCC), pensioners can then apply for the rebate at any time throughout the rating year. Retrospective claims up to a maximum of one previous financial year can be approved by Council on verification of eligibility criteria, for periods prior to this, claims may be approved by the relevant government department.

Biodiversity Rebates

Since 2000-01, in accordance with section 169(1) (c) of the Act, Council provides a general rate rebate to all land to which a Trust for Nature (TFN) covenant applies. A TFN covenant is a voluntary agreement between a landowner and TFN which protects and enhances the natural, cultural and/or scientific values of the land. The covenant, which is registered on the property title, permanently binds the current owner and all future owners.

Some covenants cover all of a property while some cover only part of a property. It is recorded that the benefit to the community of this rebate is that land owners may be encouraged to enter into a Trust for Nature covenant that will permanently protect native habitat with high conservation values, which supports Council's strategic objective of a protected and enhanced natural environment.

Council provides a rebate amount per hectare of covenanted land. The rebate applies to minimum of four hectares and a maximum of 12 hectares.

Deferred payments

Under Section 170 of the Local Government Act 1989, Council may defer the payment of any rate or charge for an eligible ratepayers who property is their sole place of residency, allowing ratepayers an extended period of time to make payments or alternatively to forestall payments on an indefinite basis until the ratepayer ceases to own or occupy the land in respect of which rates and charges are to be levied.

Deferral of rates and charges are available to all ratepayers who satisfy the eligibility criteria and have proven financial difficulties. Where Council approves an application for deferral of rates or charges, interest will continue to be levied on the outstanding balance of rates and charges but at an interest rate fixed annually by Council. This deferred interest rate will typically be well under the penalty interest rate levied by Council on unpaid rates and charges.

Ratepayers seeking to apply for such provision will be required to submit a Rates Deferment Application form which is available at the council offices, on the Council website or which can be posted upon request.

Financial hardship policy

It is acknowledged at the outset that various ratepayers may experience financial hardship for a whole range of issues and that meeting rate obligations constitutes just one element of a number of difficulties that may be faced. The purpose of the Financial Hardship Policy is to provide options for ratepayers facing such situations to deal with the situation positively and reduce the strain imposed by financial hardship.

Ratepayers may elect to either negotiate a Special Payment Arrangement or apply for a Financial Hardship Agreement. Ratepayers seeking to apply for such provision will be required to submit an Application for a Financial Hardship Agreement or an Application for a Special Payment Arrangement Application which is available at the council offices, website or can be posted upon request.

For more information regarding Rates Assistance available, to apply, or to view Council Financial Hardship Policy Ratepayers should visit Council's website, visit a Customer Service Link, or phone Council on 1300 368 333.

Debt recovery

Council makes every effort to contact ratepayers at their correct address, but it is the ratepayers' responsibility to properly advise Council of their contact details. The Local Government Act 1989 Section 230 and 231 requires both the vendor and buyer of property, or their agents (eg solicitors and or conveyancers), to notify Council by way of notice disposition or acquisition of an interest in land.

In the event that an account becomes overdue, Council will issue a Late Payment Notice which will include accrued penalty interest. In the event that the account remains unpaid, Council's solicitors may issue a final notice before taking legal action to recover the overdue amount. All fees and court costs incurred will be recoverable from the ratepayer.

If an amount payable by way of rates in respect to land has been in arrears for three years or more, Council may take action to sell the property in accordance with the Local Government Act 1989 Section 181.

In May 2020 Council adopted an addendum to its Financial Hardship Policy suspending the use of legal coercive measures encouraging Ratepayers to pay overdue amounts due the financial strains caused by COVID-19 restrictions. The addendum is currently being reviewed, with any revisions to be adopted by 30 June 2021 in conjunction with this document.

Fire services property levy

In 2016 the Victorian State Government passed legislation requiring the Fire Services Property Levy to be collected from ratepayers. Previously this was collected through building and property insurance premiums. The Fire Services Property Levy helps fund the services provided by the Metropolitan Fire Brigade (MFB) and Country Fire Authority (CFA), and all levies collected by Council are passed through to the State Government.

The Fire Services Property Levy is based on two components, a fixed charge, and a variable charge which is linked to the Capital Improved Value of the property. This levy is not included in the rate cap and increases in the levy are at the discretion of the State Government.

Waived rates

Council does not waive Rates and Charges unless those rates and charges were generated in error. The task of comparing and quantifying one rate payer's situation to another to determine who should have a rate amount waived, and what that amount should be is impossible, and would be unfair on remaining ratepayers left with their rates burden.

Other revenue items

User fees and charges

User fees and charges are those that Council will charge for the delivery of services and use of community infrastructure.

Examples of User Fees and Charges include:

- kindergarten and childcare fees
- leisure centre, gym, and pool visitation and membership fees
- waste management fees
- aged and health care service fees
- leases and facility hire fees.

The provision of infrastructure and services form a key part of Council's role in supporting the local community. In providing these, Council must consider a range of 'Best Value' principles including service cost and quality standards, value-for-money, and community expectations and values. Council must also balance the affordability and accessibility of infrastructure and services with its financial capacity and in the interests of long-term financial sustainability.

Councils must also comply with the government's Competitive Neutrality Policy for significant business activities they provide and adjust their service prices to neutralise any competitive advantages when competing with the private sector.

In providing services to the community, Council must determine the extent of cost recovery for particular services consistent with the level of both individual and collective benefit that the services provide and in line with the community's expectations.

Services are provided on the basis of one of the following pricing methods:

- a. market price
- b. full cost recovery price
- c. subsidised price.

Market pricing (a) is where Council sets prices based on the benchmarked competitive prices of alternate suppliers. In general market price represents full cost recovery plus an allowance for profit. Market prices will be used when other providers exist in the given market, and Council needs meet its obligations under the government's Competitive Neutrality Policy.

It should be noted that if a market price is lower than Council's full cost price, then the market price would represent Council subsidising that service. If this situation exists, and there are other suppliers existing in the market at the same price, this may mean that Council is not the most efficient supplier in the marketplace. In this situation, Council will consider whether there is a community service obligation and whether Council should be providing this service at all.

Full Cost recovery price (b) aims to recover all direct and indirect costs incurred by Council. This pricing should be used in particular where a service provided by Council benefits individual customers specifically, rather than the community as a whole. In principle, fees and charges should be set at a level that recovers the full cost of providing the services unless there is an overriding policy or imperative in favour of subsidisation.

Subsidised pricing (c) is where Council subsidises a service by not passing the full cost of that service onto the customer. Subsidies may range from full subsidies (ie Council provides the service free of charge) to partial subsidies, where Council provides the service to the user with a discount. The subsidy can be funded from Council's rate revenue or other sources such as Commonwealth and state funding programs.

Full Council Subsidy Pricing and Partial Cost Pricing should always be based on knowledge of the full cost of providing a service.

As per the Victorian Auditor General's Office report "Fees and charges – cost recovery by local government" recommendations, Council has developed a user fee pricing policy to help guide the fair and equitable setting of prices. The policy outlines the process for setting fee prices and includes such principles as:

- both direct and indirect costs to be taken into account when setting prices
- accessibility, affordability and efficient delivery of services must be taken into account
- competitive neutrality with commercial providers.

Council will develop a table of fees and charges as part of its annual budget each year. Proposed pricing changes will be included in this table and will be communicated to stakeholders before the budget is adopted, giving them the chance to review and provide valuable feedback before the fees are locked in.

Statutory fees and charges

Statutory fees and fines are those which Council collects under the direction of legislation or other government directives. The rates used for statutory fees and fines are generally advised by the state government department responsible for the corresponding services or legislation, and generally councils will have limited discretion in applying these fees.

Examples of Statutory Fees and Fines include:

- planning and subdivision fees
- building and inspection fees
- infringements and fines
- land information certificate fees.

Penalty and fee units are used in Victoria's Acts and Regulations to describe the amount of a fine or a fee.

Penalty units

Penalty units are used to define the amount payable for fines for many offences. For example, the fine for selling a tobacco product to a person aged under 18 is four penalty units.

One penalty unit is currently \$165.22, from 1 July 2020 to 30 June 2021.

The rate for penalty units is indexed each financial year so that it is raised in line with inflation. Any change to the value of a penalty unit will happen on 1 July each year.

Fee units

Fee units are used to calculate the cost of a certificate, registration or licence that is set out in an Act or Regulation. For example, the cost of depositing a Will with the supreme court registrar of probates is 1.6 fee units.

The value of one fee unit is currently \$14.81. This value may increase at the beginning of a financial year, at the same time as penalty units.

The cost of fees and penalties is calculated by multiplying the number of units by the current value of the fee or unit. The exact cost may be rounded up or down.

Grants

Grant revenue represents income usually received from other levels of government. Some grants are singular and attached to the delivery of specific projects, whilst others can be of a recurrent nature and may or may not be linked to the delivery of projects.

Council will pro-actively advocate to other levels of government for grant funding support to deliver important infrastructure and service outcomes for the community. Council may use its own funds to leverage higher grant funding and maximise external funding opportunities.

When preparing its financial plan, Council considers its project proposal pipeline, advocacy priorities, upcoming grant program opportunities, and co-funding options to determine what grants to apply for. Council will only apply for and accept external funding if it is consistent with the Community Vision and does not lead to the distortion of Council Plan priorities.

Grant assumptions are then clearly detailed in Council's budget document. No project that is reliant on grant funding will proceed until a signed funding agreement is in place.

Contributions

Contributions represent funds received by Council, usually from non-government sources, and are usually linked to projects.

Contributions can be made to Council in the form of either cash payments or asset hand-overs.

Examples of Contributions include:

- monies collected from developers under planning and development agreements
- monies collected under developer contribution plans and infrastructure contribution plans
- contributions from user groups towards upgrade of facilities
- assets handed over to council from developers at the completion of a subdivision, such as roads, drainage, and streetlights.

Contributions should always be linked to a planning or funding agreement. Council will not undertake any work on a contribution-funded project until signed agreement outlining the contribution details is in place.

Contributions linked to developments can be received well before any Council expenditure occurs. In this situation, the funds will identified and held separately for the specific works identified in the agreements.

Interest on investments

Council receives interest on funds managed as part of its investment portfolio, where funds are held in advance of expenditure, or for special purposes. The investment portfolio is managed per Council's investment policy, which seeks to earn the best return on funds, whilst minimising risk.

Borrowings

Whilst not a source of income, borrowings can be an important cash management tool in appropriate circumstances. Loans can only be approved by Council resolution. The following financial sustainability principles must be adhered to with new borrowings:

- borrowings must only be applied for where it can be proven that repayments can be met in the Long Term Financial Plan
- borrowings must not be used to fund ongoing operations
- borrowings are appropriate for funding large capital works where the benefits are provided to future generations
- Council will maintain its debt at levels which are sustainable, with:
 - indebtedness <60% of rate and charges revenue and
 - debt servicing cost <5% of total revenue (excluding capital revenue).

End of Revenue & Rating Plan

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