

SOUTH WAIRARAPA DISTRICT COUNCIL

29 JUNE 2016

AGENDA ITEM C3

ADOPTION OF ANNUAL PLAN AND SETTING OF RATES

Purpose of Report

To adopt the 2016/17 Annual Plan and set the rates for the 2016/17 year.

Recommendations

Officers recommend that the Council:

1. *Receive the information.*
2. *Adopt the Revenue and Finance Policy.*
3. *Adopt the 2016/17 Annual Plan in accordance with Section 95 of the local Government Act 2002.*
4. *Adopt the rates resolution (to be tabled) for the 2016/17 year in accordance with the Local Government rating Act 2002, including the "Part B" notice.*
5. *Note that the updated fees and charges schedule is included in the adopted Annual Plan.*

1. Executive Summary

Annual Plan consultation has been undertaken in accordance with the Local Government Act.

Annual Plan proposed a rates increase of 3.08% against the Long Term Plan forecast of 3.11%.

Following consideration of submissions, the rates increase has risen slightly to 3.25%.

The key factor in this slight increase was the decision to support the Wairarapa Water Use Project.

The rates resolution, based on the required funding levels and mix required to meet the outputs of this annual plan, has been prepared in accordance with the Local Government Rating Act.

2. Discussion

2.1 Revenue and Finance Policy

Adopt to apportion payments received to the oldest debt.

2.2 Rates Resolution

To be tabled.

2.3 Annual Plan

To be tabled.

3. Appendices

Appendix 1 – Revenue and Finance Policy

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Appendix 1 – Revenue and Finance Policy



REVENUE AND FINANCING POLICY

1. Introduction

The Revenue and Financing Policy (Policy) contains Council's policies with respect to the funding of operating expenditure and capital expenditure from various revenue sources. When read in conjunction with the Funding Impact Statement (Rating), this policy provides the link between the funding decisions taken at the activity level, with the eventual rates assessment that each ratepayer will receive. It is also the lead policy for other funding and financial policies including:

- Liability Management Policy.
- Investment Policy.
- Development and/or Financial Contributions Policy.
- Rates Remission Policies.
- Rates Postponement Policy.

Section 101 (3) of the Local Government Act 2002 (LGA) set out the requirements Council must consider as part of the development of the policy. Section 103 LGA sets out the general contents of the Policy.

The first step requires consideration, at activity level of each of the following:

- Community outcomes - the community outcomes to which the activity primarily contributes (in other words your rationale for service delivery).
- The user/beneficiary pays principle – the distribution of benefits between the community as a whole, any identifiable part of the community, and individuals.
- The intergenerational equity principle – the period in or over which those benefits are expected to accrue.
- The exacerbator pays principle – the extent to which the actions or inaction of particular individuals or a group contribute to the need to undertake the activity.
- The costs and benefits, including consequences for transparency and accountability, of funding the activity distinctly from other activities.

1.1 Community Outcomes

The requirement to consider community outcomes in the funding process is seen as an obligation for Council to consider why it is engaged in an activity and to what level. To that extent, possible funding of activities should be consistent with achievement of desired outcomes.

1.2 Distribution of Benefits

At this stage, Council is required to consider who benefits from the activities performed by Council. This is expressed as the Public/Private split. Economic theory suggests there are two main characteristics that need to be considered when looking at a particular good or service:

1.2.1 Rivalry in Consumption

A good is a rival in consumption if one person's consumption of the good or service prevents others from doing so, e.g. a chocolate bar is a good with a large degree of rivalry in consumption, i.e. if Bill eats it, Jane cannot.

1.2.2 Excludability

A good or service is excludable if a person can be prevented from consuming the good or service, e.g. if Bill does not buy a movie ticket, then the usher can exclude him by preventing him from entering the theatre.

At one end of the continuum there are so-called 'public goods'. These are goods which are both non-rival and non-excludable, i.e. everyone can consume them and no one can be prevented from consuming them if they wish. A good example of a public good is national defence, where the whole community is protected from an invasion by the armed forces whether it wishes to be or not, and this protection cannot be removed from anyone in New Zealand.

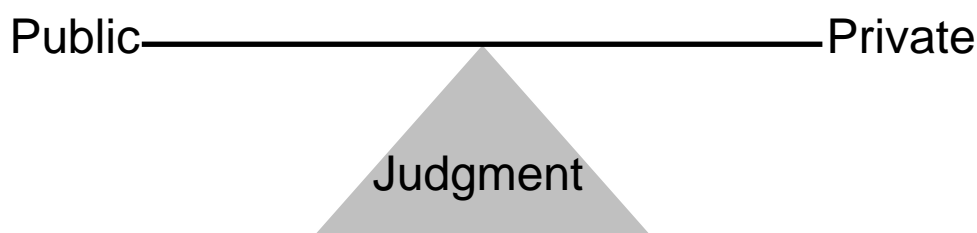
At the other end of the continuum are 'private goods' which are both rival and excludable. Most daily consumables are private goods.

Very few goods and services are entirely public goods or private goods. Most goods and services are 'mixed goods' and fall somewhere between the two ends of the continuum.

The characteristics of a good or service determine what type of funding mechanism might be used to fund a particular service. Council has already made judgements about what it considers are public goods when deciding whether or not to undertake a particular activity.

For example, a good towards the public end of the continuum may not be a good candidate for user charges as people cannot be prevented from consuming it, or because everyone consumes it whether they wish to or not. Such goods will generally be candidates for funding from some general source such as a general rate. A good towards the private end of the spectrum may be a candidate for a targeted rate or a user charge.

In the end, it is likely to come down to 'reasonable' judgment. Both the LGA and previous case law place the responsibility on elected members to make decisions about who benefits and who should pay.



1.3 Distribution of Benefits Over Time

Council needs to consider something called 'intergenerational equity' which means that funding decisions are required to consider future generations, not just today. Many of the activities provided by local government are either network or community infrastructure which has long service lives. Benefits from these services can be expected to accrue over the entire life of the asset. Current ratepayers should not be expected to subsidise the benefits that future ratepayers receive nor should future ratepayers subsidise current ratepayers.

One way that Council applies the intergeneration equity principle is by spreading costs over the future. Council will typically borrow to fund the cost of a project and future ratepayers will repay the loan (and interest cost), say over a 25 year period. Council typically only borrows to fund capital expenditure but Council may use short term borrowing to spread some operating costs smooth funding over a limited period to avoid rate spikes.

Council also needs to ensure that appropriate funding has been allocated to reasonably meet the levels of service that each activity is targeting to meet and financial sustainability into the future needs to be considered.

1.4 Actions or Inactions of Individuals or Groups

This generally refers to how to make the 'exacerbators' pay. This could include funding mechanisms to allow for the fining of people that cause unwanted Council activity, e.g. cleaning up abandoned cars or rubbish. However, Council has very limited funding mechanisms to enable targeted charging and, in many cases, it is not possible to pass this cost on to the exacerbator and, therefore, it becomes more a case of identifying the quantum of the issue and deciding who then should bear the cost, if not the exacerbator.

1.5 Costs, Benefits and Separate Funding

Council is required to consider whether an activity should be separately funded and what the cost implications might be. There are administration costs associated with separate funding and these need to be weighed against any benefits of targeting specific beneficiaries/users of a service, including transparency and accountability.

Transparency and accountability are most evident when an activity is totally distinctly funded. This allows ratepayers, or payers of user charges, as the case may be, to see exactly how much money is being raised for and spent on the activity, and to assess more readily whether or not the cost to them of the activity represents good value.

However, funding every activity this way would be extremely complex. For some activities, the quantity of rates funding to be collected amounts to only a few cents per ratepayer. The administrative costs and lack of significance lead Council to fund a number of activities by way of a general rate. To aid in transparency and accountability, Council separates the total general rate into reasonable activity breakdowns when presenting the ratepayer with their rates assessment notices. This then allows the ratepayer to make some form of meaningful assessment down to activity level.

2 Selection of Tools

Section 103(1) requires Council to identify the funding of operational expenditure and capital expenditure.

Operational expenditure is normally funded by way of revenue (income) while capital expenditure can be funded by way of both revenue and non-revenue items such as borrowings and the use of Council created reserves.

Capital expenditure is expenditure when the benefit of that expenditure is greater than one year and therefore benefits obtained by those assets spread according to the life of the asset.

Section 103 (2) LGA requires Council to identify its funding tools.

A number of tools can be used to allocate both public and private good. The use of targeted rates is good example of this. An activity with a very high percentage of public good can be allocated over a small geographical area and therefore the most appropriate tool to recover the expenditure would be a targeted rate. Therefore in this instance a targeted rate is used to recover a public good. However targeted rates can be used to recover a private good such as use of water from a closed network. This is where Council can restrict people using that network and before they can join they have to formally join to it and are charged the appropriate fee(s).

3 Revenue

3.2 General Rates

Including Uniform Annual General Charge.

The Council differentiates the General Rate based on land valuation (Schedule 2 Local Government (Rating) Act 2002).

The differential categories are:

Group 1 Commercial

All rating units that are used (or available) primarily for any commercial or industrial purpose.

Group 2 Urban

All rating units used for residential and related purposes within the urban areas of the District Plan.

Group 3 Rural

All rating units within the rural area in the District Plan.

This is usually used to recover public good.

Council believes that land of value allocates the costs fairly between the rural and urban communities.

When Council considered the advantages and disadvantages of each option it considered it identified that:

- The ratio of land to capital value was inconsistent across the district and this would have lead more ratepayers having an increase than those decreases) in rates payable.

RATIO OF LAND CAPITAL VALUES	
MOVEMENT IN GENERAL RATES	PERCENT OF GENERAL PROPERTIES WITH MOVEMENT
Decrease between 0% and 30%	35%
Increase between 0% and 30%	14%
Increase between 30% and 100%	31%
Increase greater than 100%	20%

- As land value is the current method it is accepted and understood by the majority of ratepayers.
- There would be additional costs in both moving to capital value and additional costs in maintaining the rating database without out any significant increase in value.

3.3 Targeted rates

Any other rate includes, Uniform Annual Changes, rate set on a differential on value, rates set over at area of benefit and rates for a service or for an activity.

This can be used for both private good and public good.

Current targeted rates include the amenity rates.

3.4 Lump sum contributions

For the recovery of specific capital expenditure, otherwise loan funded (optional for ratepayer).

This must have a high component of private good.

3.5 Fees and charges

Any fee, recovery fine or charge made Council for service or activity.

Must have a high component of private good.

3.6 Interest and dividends from investments

Income from an investment. This would be generally public good.

3.7 Financial & development contributions

There are used to recover costs to mitigate the effects of development. Council has a Financial Contributions Policy under the Resource Management Act 1991 which explains the application and the levying of these fees. Council does not have a development contributions policy.

This must have a high component of private good.

3.8 Grants and subsidies

Income from external funding entity. These generally would be of a public good.

3.9 Borrowing

Loans, both short term and long term. This is a funding tool and does not need a split between public and private good as it is only deferring the eventual charge.

3.10 Proceeds from asset sales

This would only need to be recognized where an asset was being sold and not replaced with a similar asset. For the example where the proceeds from the sale of corporate property where used to fund another activity. Again this is a funding tool.

3.11 Council Created reserves

Council created reserves result from surplus revenues over expenditure being held for a particular purpose or the transfer of non-cash expenditure (e.g. depreciation).

3.12 Rates payments applied to oldest debt

Payments received for rates will be applied to the oldest debt first, regardless of whether the payer requests the payment be applied to the current debt. Rates debt becomes unenforceable after a period of time; this policy assists in avoiding debt falling into this category.

Group of Activities, and Activity	Community Outcomes	user/beneficiary pays principle	intergenerational equity principle	exacerbator pays	costs and benefits	Proposed		Rationale	Funding Sources	
						Private	Public		Operational	Capital
Governance/Leadership/Advocacy										
Representing the community	Vibrant and strong communities, Sustainable South Wairarapa	NIL	NIL	L	L	100%		The democracy process is available to all residents and ratepayers, therefore all ratepayers benefit from this activity	General rate & reserve funding	
Public Protection										
Protection of public health		M	NIL	M	M	70%-80%	30%-20%	Council has a statutory obligation to enforce public health legislation	Fees & Charges General Rate	
Noise control and enforcement		NIL	NIL	H	L	10%	90%	Council has the ability to charge for monitoring and recover other costs	Fees & Charges General Rate	
Building consents and enforcement		H	NIL	L	M	80%-90%	20%-10%	Council has statutory obligation to enforce the building act	Fees & Charges General Rate	
Dog and animal control	Healthy & economically secure people	L-M	NIL	H	L	60%-70%	30%-40%	For dog control the urban community receive a higher benefit than the rural community while for animal control the rural community receives a higher benefit than the urban	Fees & Charges General Rate	
Liquor licensing		H	NIL	L	L	70%-80%	30%-20%	Council has a legal obligation to enforce liquor act	Fees & Charges General Rate	
Emergency management and civil defence		NIL	NIL	L	H	0	100%	Emergency management is for the protection of life and restoration of essential services	General rate	
Rural fire		M	NIL	H	M	75%-85%	25%-15%	Council has a statutory obligation to fund combined rural fire activity	Targeted General rate	
Community Development										
Cultural and community development		L	NIL	NIL	H	100%		Supporting community activities for which council believes there is a high public benefit	General rate Targeted rate	
Economic Development	Vibrant and strong communities, Sustainable South Wairarapa	NIL	NIL	NIL	L	100%		Economic development provides a benefit of the district, but there are occasions where parts of the district benefit to a different degree	General rate Targeted rate	
Economic Development - Tourism		M	NIL	NIL	M	60%-70%	40%-30%	Tourism is a very important part of economic activity within Swai therefore has a high public good. However the benefit received from tourism develop also directly benefits the tourist related businesses	General rate Targeted rate	
Resource Management										
Educated and knowledgeable people										
Vibrant and strong communities										
Sustainable South Wairarapa										
District Plan (reviews and development)		L	NIL	M	L	5%	95%	DP is a strategic and statutory planning document for the benefit of the district however members of the community can apply and fund a private plan change (1-3 yrs)	General rate, fees and charges, reserves short term loans (1-3 yrs)	
Resource consent applications		H	NIL	H	H	95%	5%	Element public good for enquiries, and consents that have a high public interest	General rates, F & C surpluses	
Resource consent appeals		H	NIL	H	L	50%	50%	Appeals potentially cover a wide range of effects and have a wide range of benefits	General rates / surpluses	

Group of Activities, Community Outcomes and Activity	user/beneficiary pays principle	intergenerational equity principle	exacerbator pays	costs and benefits	Proposed		Rationale	Funding Sources	
					Private	Public		Operational	Capital
Amenities									
Parks and Reserves including playgrounds	L	H	M	M	10%-15%	90%-85%	Reserves are there for recreational purposes and are open to all without restriction except for specific areas and times	Targeted rates, fees and charges	Targeted rates, contributions, surplus funds & Loans
Swimming Pools in Featherston, Greytown and Martinborough.	H	M-H	L	L	30%-40%	70%-60%	While pools provide recreation value council can restrict access	Targeted rates, fees and charges	Targeted rates, contributions, surplus funds & Loans
Ownership of Camping Grounds in Martinborough and Greytown.	H	M	L	L	70%-85%	15%-30%	Martinborough is a restricted area and Greytown is unrestricted however council may in the future may look at options for Greytown	Targeted rates, fees and charges	Targeted rates, surplus funds & Loans
Civic Amenities									
Libraries in Featherston, Greytown and Martinborough.	H	L-H	L	M	30%-40%	60%-70%	This activity provides public benefit by increasing people's knowledge, but also provides a private benefit.	General rate, fees & charges	General rates, surplus funds & Loans
Pensioner housing units in Featherston, Greytown and Martinborough.	H	M	L	L	95%	5%	There is high private benefit by the tenants and council provides this facility for the wellbeing of a select number of the community	Fees & charges	Surplus funds & Loans
Public toilets in Featherston, Greytown and Martinborough and at various rural and coastal sites.	H	M	H	M	80%-90%	20%-10%	Providing essential service to ensure a clean environment	Targeted rates	Targeted rates, surplus funds & Loans
Public halls, Sports Stadium in Featherston, Greytown and Martinborough.	M-H	M	M	L	40%-60%	60%-40%	Halls while used for private benefit there are wider community benefits of having halls available. Halls are the focal point of the community	Targeted rates, fees and charges	Targeted rates, contributions, surplus funds & Loans
Cemeteries in Featherston, Greytown and Martinborough.	H	H	L	L	90%	10%	Can restrict access and there are alternatives, providing service to public there are benefits from memorial status	Targeted rates, fees and charges	Targeted rates, surplus funds & Loans
Roading / Land Transport									
	H	H	H	H	70%-80%	30%-20%	Road corridor provides high public good however the use of the road is predominantly for private benefit purposes	Fees & charges, NZTA subsidy, tolls, contributions, general rates	Surplus funds, NZTA subsidy, tolls, contributions, general rates
Solid Waste Management									
Waste collection	H	L	H	M	70%-80%	30%-20%	Service provision public benefit by keeping the district clean	Fees & Charges, targeted rates	Surplus funds, fees & charges, targeted rates and loans
Closed Landfill	NIL	M	L	L	100%		Protect environment from impacts of previous events	General rates	General rates, surplus funds & Loans
Transfer stations	H	L	H	M	70%-80%	30%-20%	Service provision public benefit by keeping the district clean	Fees & Charges, targeted rates	Surplus funds, fees & charges, targeted rates and loans
Recycling	H	L	H	M	70%-80%	30%-20%	Service provision public benefit by keeping the district clean	Fees & Charges, targeted rates	Surplus funds, fees & charges, targeted rates and loans

Group of Activities, Community Outcomes and Activity	user/beneficiary pays principle	intergenerational equity principle	exacerbator pays	costs and benefits	Proposed		Rationale	Funding Sources	
					Private	Public		Operational	Capital
Stormwater									
Healthy & economically secure people Sustainable South Wairarapa.									
Stormwater Collection	H	H	H	L-M	20%	80%	Collection predominantly to prevent flooding of private and public property	Fees & Charges, targeted rates, general rates, surplus funds and loans	Fees & Charges, contributions, targeted rates, general rates, surplus funds and loans
Stormwater Treatment	L	H	H	L-M	5%	95%	To protect the environment	Fees & Charges, targeted rates, general rates	Fees & Charges, targeted rates, general rates, surplus funds and loans
Water Supply									
Healthy & economically secure people									
Water Supply	H	H	H	M	90%	10%	Provides safe potable drinking water	Fees & Charges, targeted rates, contributions	Fees & Charges, targeted rates, contributions, surplus funds and loans
Sewerage									
Healthy & economically secure people, Sustainable South Wairarapa.									
Sewerage	H	H	H	M	75%	25%	Provide safe/sanitary treatment & disposal environment for waste	Fees & Charges, targeted rates, contributions	Fees & Charges, targeted rates, contributions, surplus funds and loans