



OUR ADELAIDE.
BOLD.
ASPIRATIONAL.
INNOVATIVE.

Long Term Financial Plan

2024–2025 to 2033–2034



CITY OF
ADELAIDE

Acknowledgement of Country

City of Adelaide tampendi, ngadlu Kurna yertangga banbabanbalyarnendi (inbarendi). Kurna meyunna yaitya mattanya Womma Tardanyako. Parnako yailtya, parnuko tappa purruna, parnuko yerta ngadlu tampendi. Yellaka Kurna meyunna itto yailtya, tappa purruna, yerta kuma burro martendi, burro warriappendi, burro tangka martulyaiendi. Kumarta yaitya miyurna iyangka yalaka ngadlu tampinhi.

City of Adelaide acknowledges the traditional Country of the Kurna people of the Adelaide Plains and pays respect to Elders past and present. We recognise and respect their cultural heritage, beliefs and relationship with the land. We acknowledge that they are of continuing importance to the Kurna people living today. And we also extend that respect to other Aboriginal Language Groups and other First Nations.



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Executive Summary

The City of Adelaide's Long Term Financial Plan (LTFP) is a 10 year forecast of Council's financial performance and position. The plan is based on Council's current 2024–2028 Strategic Plan, and reflects anticipated service levels and social, economic and political indicators. The LTFP is one of Council's Strategic Management Plans and is integral to Council's Strategic Framework and financial planning.

The LTFP assists Council to monitor the City of Adelaide's financial sustainability and Council's ability to deliver services and maintain/upgrade the city's infrastructure fairly and equitably across generations.

This document outlines the context of the LTFP and importance of Council's financial sustainability. It explains the approach to preparing and reviewing the LTFP, key assumptions and risks, and the measures used to manage and monitor the Council's longer term financial sustainability.

Council has recently reviewed the LTFP within the context of the 2024/25 Business Plan and Budget (BP&B) process and considered a number of factors identified during the budget development process.

Of particular note is this Council's recognition of our financial position and the need for budget repair and investment in the city post the COVID-19 pandemic. This is reflected in a projected operating surplus of \$9.67 million and capital investment in excess of \$112 million.

Key outcomes include:

- A base operating surplus position over the life of the plan
- All Key Financial Indicators (KFIs) are within target ranges, except for Cashflow from Operations between 2027/28 to 2030/31, due to the outlay on significant renewals
- A more gradual return of the Asset Renewal Funding Ratio (ARFR) over eight years to achieve 100% from 2031/32 onwards (previously four years to 2027/28)
- Introduction of an Asset Renewal Repair Fund (ARRF) to fund the annual increase of \$14.9 million

associated with the recently adopted Infrastructure Asset Management Plans (AMPs). Whilst AMPs are funded through operating revenue, in recognition of the need to balance the community's capacity to pay while ensuring community expectations are met, this LTFP assumes the use of short term borrowings to fund the ARRF.

- Significant renewals are required in the mid-long term of the LTFP, in accordance with our AMPs. These assets by nature are intergenerational, and as such it is intended to fund them through external contributions, in addition to borrowings. As the external funding is not yet secured, there is a risk that Council will need to fund the entire renewal of the assets (which would be \$42 million in excess of the current assumption).

The projections indicate that the City of Adelaide is currently financially sustainable and can remain so for the forecast period covered by the 2024/25 to 2033/34 Long Term Financial Plan. In all cases, Council remains within the limits for each key financial indicator, except for the Cashflow from Operations ratio which exceeds the target band resulting from the need to fund Significant Renewals.

The plan highlights matters where Council decisions can impact future financial sustainability. Long term financial sustainability is therefore subject to ongoing decisions and effort, particularly (but not limited to):

- Ensuring decisions are consistent with Council's adopted financial principles
- Continued growth in revenue, through both rates and commercial activities, at or above the rate of growth in expenses
- Commitment to investment in new and upgrade assets in line with prudential borrowing limits
- Successfully securing external funding for the renewal of the Torrens Weir and Adelaide Bridge
- Use of the Future Fund for particular projects and initiatives.

Strategic Context

Under the *Local Government Act (SA) 1999*, Council must develop and adopt Strategic Management Plans which identify Council's objectives, how Council intends to achieve its objectives, how they fit with the objectives of other levels of government, performance measures and estimates of revenue and expense.

The City of Adelaide's Strategic Management Plans comprise:

- Strategic Plan
- Long Term Financial Plan
- Suite of Infrastructure and Asset Management Plans
- City Plan

The Long Term Financial Plan is a 10 year forecast of Council's financial performance and position based on its strategic plans, anticipated service levels and social, economic and political indicators. It provides guidance to support Council decision making and confirms Council's financial capacity to deliver services, maintain assets and achieve its strategic objectives in a financially sustainable manner.

The LTFP is an integral part of Council's Strategic Framework. It is built upon the 2024/25 Business Plan and Budget, the City of Adelaide's 2024–2028 Strategic Plan and six 2024 Infrastructure and Asset Management Plans.

The LTFP is updated annually to reflect the latest available information using the latest Business Plan and Budget as its base. Key outputs include a comprehensive set of financial indicators and forecast financial statements in accordance with legislative requirements.

Our suite of Strategic Management plans



Statement on Financial Sustainability

Financial Sustainability

The Australian Local Government Association's adopted definition of financial sustainability is as follows:

"A council's long-term financial performance and position is sustainable where planned long-term service infrastructure levels and standards are met without unplanned increases in rates or disruptive cuts to services."

It is based on the principles that:

- The current generation are able to 'pay their way' by funding the services and infrastructure they utilise
- Investments in new infrastructure and assets funded through borrowings will not over burden future generations.

Financial Sustainability is monitored with reference to three key ratios:

- **Operating Surplus Ratio** which monitors the affordability of Council's services relative to its operational income
- **Net Financial Liabilities Ratio** which monitors the affordability of Council's borrowings relative to its operational income
- **Asset Renewal Funding Ratio** which monitors the rate at which Council is renewing its assets relative to its use of the assets.

In addition to these core ratios, Council has a suite of other ratios it uses to monitor its performance and sustainability.

The role and purpose of each ratio is discussed in further detail in a later section.

Financial Principles and Finance Strategy

As part of the 2023/24 budget process, Council adopted a set of financial principles to assist with future decision-making to support our long term financial sustainability. These principles seek to ensure an equitable approach to rating, fees and charges which match the cost of related Council services, a prudent approach to the use of borrowings and proceeds from the sale of assets, and sustainable investment in our infrastructure and delivery of services.

The financial principles previously adopted by Council include:

- Transparency in decision making
- Approach to rates, fees and charges is fair and equitable
- Service delivery reflects the needs of the community
- Continue to deliver a minimum of the current suite of services and asset maintenance, indexed in line with Consumer Price Index (CPI)
- Fees and charges reflect cost of services provided
- Maintain the current rating system
- Maintain an operating surplus
- Capitalise on external funding, fast-tracking projects that attract such funding, recognising the potential need for increased borrowings in order to respond to external funding opportunities which require matched funding
- Consider new and different revenue streams and the approach to commercial businesses to reduce reliance on existing revenue sources
- Adjust rate revenue after consideration of all other budget components and use growth in rate revenue to partly fund servicing new rateable properties and to service new borrowings
- New or enhanced services, assets or maintenance requiring an increase in operating costs are to be funded from the adjustment of priorities, rate or other revenues, and/or through savings – not from borrowings
- Capital renewal expenditure will be based on asset management plans and prioritised based on audit condition and risk
- Proceeds from divesting under-performing assets will provision a future fund, to invest in future revenue-generating assets

- Consider the disposal, purchase and/or re-purposing of property assets to unlock the potential and future prosperity of the city, without incurring a financial loss
- Borrowings will be used to fund new and upgrade projects (which include major projects) and not used to fund operations, expenses or renewal projects.

These principles are foundational to a financial management approach that supports the achievement of long term financial sustainability.

The following additional financial principles have been used in the development of this LTFP to enhance financial sustainability whilst balancing the needs of the community:

- Short term borrowings will be used to fund the Asset Renewal Repair Fund, to ensure the increased spending required through the revised Asset Management Plans can be spread over a longer period to meet community expectation and their capacity to pay is managed over time through sustainable rate increases
- Generate a cash flow from operations ratio greater than 100% to generate adequate cash from operations to replace assets over time and to service new debt associated with new and upgraded assets by being able to repay the principal and interest associated with those borrowings.

Context for Budget Repair

The 2024/25 BP&B focuses on repairing our budget. Historical financial pressures associated with frozen rates and the COVID-19 pandemic, impacted our ability to renew assets, upgrade infrastructure and provide core community services.

Council, like other entities and households, has experienced significant increases in expenses and expenditure associated with inflation and the highest CPI levels experienced in recent times.

In 2024, Council adopted six Infrastructure and Asset Management Plans (AMPs) which, on average, require an annual increase in funding of \$14.9 million per annum (in today's dollars) compared to the previous AMPs. In line with Council's financial principles and local government good practice, the AMPs are funded through operating revenue.



Property Strategy

Sale proceeds of assets identified through the Property Strategy have been used to establish a Future Fund, enabling Council to fund the future purchase of income generating assets and to invest in strategic capital projects.

This strategy outlines a detailed assessment approach for future property investigations, grouped into the following categories:

- Redevelopment or re-purposing of assets to improve public value and to support income generating and city shaping initiatives.
- Sale of non-performing assets which provide limited strategic, community and commercial value.
- Retention of property assets where no action is currently required.

Future Fund and Investment Policy

In 2021/22, Council endorsed the Future Fund and Investment Policy and separated out the Future Fund from the Treasury Policy. This clarified policy intent for Future Fund operation, defining how the Fund would be used for investment, and the factors to be considered for sound decision making.

Requests to use funds from the Future Fund require a business case clearly demonstrating that the financial return to Council outweighs the present value of future financing costs. Council approval is required for all requests to use these funds.

The balance of the Future Fund at the end of the 2024/25 financial year is forecast to be approximately \$34 million, accumulated from proceeds of non-performing assets sold in line with the Strategic Property Review, and Future Fund and Investment Policy. This figure is subject to any transactions yet to be identified and subsequently approved by Council.

Basis of Preparation

This document presents the Long Term Financial Plan (LTFP) for the years 2024/25 to 2033/34. The basis of the LTFP is the 2024/25 Business Plan and Budget, the 2024–2028 Strategic Plan, and 2024 Asset Management Plan projections for new, upgraded and renewed assets for 2024/25 to 2033/34.

The LTFP is a projective report developed and adopted in consultation with Council each year, based on known information at a point in time. As such the review process of the LTFP is iterative and changes as new or updated information is presented.

In projecting forward performance, the LTFP considers:

- Council's Strategic Plan and Asset Management Plans (including planned investment in new projects and infrastructure)
- The social, economic and political environment including indicators such as population growth, inflationary growth and interest rates
- Anticipated changes in future service levels that reflect the needs and expectations of the community in accordance with service delivery plans
- Funding and expenditure levers available to Council, including revenue and financing guidelines, such as Council's Rating Policy and Treasury Policy
- Revenue opportunities and cost drivers, including the impact of climate change and other factors on the city
- A rigorous assessment of Council's current financial position and financial sustainability.



Key Assumptions

Assumptions underpinning this LTFP are:

- Rate revenue growth is in line with forecast inflation (over and above growth from new developments and significant alterations and additions)
- Increase in fees and charges is in line with forecast inflation
- Salaries and wages forecasts are based on current enterprise agreements and, upon expiry, the inflation forecast will apply as the assumed increase
- Other revenue and expenditure increases in line with forecast inflation
- Interest rates reflect market expectations
- Capital expenditure is in line with the Asset Management Plans.
- Further detail regarding these and other assumptions is outlined below.

Forecast Inflation

The South Australian Centre for Economic Studies (SACES) forecasts are the source for Adelaide's projected Consumer Price Index (CPI) in the 2024/25 BP&B. The LTFP from 2025/26 uses SACES annual forecasts where available, defaulting to the Reserve Bank of Australia midpoint within the target range of 2%–3%. These reputable data sources ensure assumption consistency across the life of the plan, and the SACES state-based projection increases LTFP forecast precision and relevance.

Rates

The 2024/25 LTFP assumes rate revenue increases (excluding growth) are in line with CPI and can be achieved through a combination of valuations and rate-in-the-dollar adjustments.

Years two to ten of the LTFP currently assume an annual rates revenue increase of between 3.5%–4.0% through a combination of:

- Growth from new developments and capital improvements of 1.0%
- An uplift in property valuations and/or a change in the rate in the dollar to achieve 2.5%–3.0% growth in existing rates revenue, in line with the current price index forecast

The application of CPI as a rate of valuation increase is relevant as the annual assessed value is based on income derived from a property and, generally, most property incomes are either indexed each year or increased by a fixed percentage linked to CPI.

Rates income is dependent upon three primary variables:

- The rate in the dollar for residential and non-residential property (set by Council)
- The increase/(decline) in property values, based on annual assessed value
- Growth from new developments and capital improvements.

The 2024/25 annual budget changed the dollar rate for the first time in 11 years to generate the exact level of rate income determined necessary to meet operational requirements. A mass valuation was undertaken across the city and North Adelaide for the 2024/25 financial year, which increased rate revenue by 10.6% (including the growth component). This was then reduced to 6.9% by 3.7% through a reduced dollar rate.

Valuations are heavily reliant on the receipt of information from ratepayers and as such valuations are generally conservative.

These assumptions are monitored as further information on the consumer price index and property valuations becomes available.

Fees and Charges

There are three principal types of fees charged by Council:

- General fees and charges set by statute (via the State Government)
- General fees and charges set by Council (or under delegation)
- Commercial fees and charges set under delegation.

Statutory charges, such as fees associated with services regulated under the *Road Traffic Act*, the *Planning, Development and Infrastructure Act*, the *South Australian Public Health Act*, the *Food Act* and the *Dog & Cat Management Act* reflect dollar increments or percentage increases as specified by the respective authority or body.

Fees and charges set by Council or under delegation are reviewed each year in conjunction with the development of the Business Plan and Budget. The review ensures that the fees:

- Reflect (or move progressively toward) the cost of the services delivered
- Are comparable with market rates, where appropriate
- Take into account benefit derived by users of community facilities
- Are consistent with directions articulated through our existing policies or plans
- Are consistent with our Strategic Financial Parameters

For the purposes of the LTFP, it is assumed that fees and charges will increase, on average, in line with CPI unless there are specific circumstances that will have a material impact on the quantum of fees and charges, such as changes in property tenancies associated with the Adelaide Central Market Arcade expansion.

Fees for Council's commercial operations, including commercial properties, the UPark car parks and North Adelaide Golf Course, will be subject to market conditions and commercial considerations on a year by year basis. However, for the LTFP, increases have been aligned to the movement in the price index.

Grants, Subsidies and Contributions

Annual grants, subsidies and contributions are assumed to continue for the duration of the LTFP at current levels, indexed in line with CPI, unless agreements are known to expire or change.

Where grants, subsidies and contributions are for specific projects or related to specific events, they will be recognised in the LTFP in line with the relevant accounting standards.

Of note are the grants assumed to assist with funding significant renewals, which commensurately offset the amount of debt drawn and the operating position, where such grants must be recognised as operating revenue (refer Table 2: Significant Renewals Costs and Timing).

Employee Costs

Salaries and wages forecasts are based on current and/or expected enterprise agreement outcomes. Increase is assumed for all enterprise agreements in line with agreed enterprise agreements. Where no agreement exists, due to expiry, the increase assumption is based on CPI. Actual increases will be dependent upon future enterprise agreement negotiations, with new agreements reflected in the LTFP upon the completion of negotiations. Increases in the Superannuation Guarantee are consistent with Australian Taxation Office advice.

Contractual Expenditure and Materials (including Utilities)

Expenditure is generally increased by the price index unless there are specific costs of a material value that are known or forecast to vary significantly from the price index (eg electricity contract, hard waste levy).

Service Delivery

City of Adelaide is responsible for the delivery of a range of service offerings to its rate paying community and visitors alike. Council delivers these services through its 17 Programs and three wholly owned subsidiaries. The LTFP assumes that service delivery remains unchanged and is delivered at the same, consistent levels assumed in the 2024/25 annual budget. Any changes to service levels are required to be resolved by Council and will impact the LTFP in the future should changes to the service have financial implications.

Asset Maintenance, Renewal and Upgrade

City of Adelaide is responsible for the management, operation and maintenance of the city's infrastructure, a diverse property portfolio and plant, fleet and equipment.

Asset Management Plans (AMPs), which form part of Council's Strategic Management Plans, are reviewed in detail every four years to identify asset condition and consumption to assist in resource and maintenance planning. Detailed modelling enables Council to optimise maintenance and renewal expenditure to ensure optimal asset lifecycles and

sustainability. The 10-year AMPs will also consider new infrastructure needs to meet future community service expectations in a sustainable manner.

Forecast expenditure in the LTFP is presently based on the 2024 AMPs. Asset Renewal costs for the life of the LTFP are \$695 million (in today's dollars), with the majority of spend allocated to infrastructure of \$599 million and the remainder on corporate or commercial based assets as detailed below.

Whilst the AMPs include all forecast renewal expenditure, there are significant renewals identified within the AMP over the next 10 years. This section and the table below exclude them for the purposes of identifying funding pathways to ensure intergenerational equity.

Significant Renewals

It is worth noting that mid-long term, the LTFP reflects significant assets that will require renewal in accordance with our AMPs. The current assumption within the LTFP is that Levels of Service will remain the same.

Table 1: Summary of 10-Year Asset Renewal program

10 Year Asset Renewal Program \$'000s	100% AMP Un-indexed	Renewal Program Un-indexed	Renewal Program Indexed
Transportation	276,205	267,663	299,905
Buildings	110,509	106,977	119,573
Water Infrastructure	85,970	83,378	93,590
Urban Elements	48,822	47,340	53,114
Lighting & Electrical	48,764	47,347	53,281
Park Lands & Open Space	28,476	27,615	30,993
Total Infrastructure Renewals	598,746	580,320	650,455
Delivery Resources	61,240	59,311	66,367
Plant, Fleet & Equipment Replacement	34,688	33,589	37,566
Total Renewal & Replacement of Assets	694,674	673,219	754,389

Table 2: Significant Renewals Costs and Timing

Significant Renewals \$'000s	Financial Year	Un-indexed	Indexed	External Funding
Adelaide Bridge	2027/28 - 2028/29	60,000	65,550	(15,000)
Torrens Weir Structure	2028/29 - 2029/30	40,000	44,700	(26,666)
Rundle UPark	2029/30 - 2030/31	15,000	17,138	-

It is also assumed that all significant renewals will be funded 100% by Council with assistance from other spheres of government through advocacy efforts where available. However, the risk and opportunities section of this document highlights the required actions of Council to reduce the burden of these significant renewals in future years.

Adelaide Bridge

The Transportation AMP assumes that the Adelaide Bridge will be renewed on a like-for-like basis with existing load bearing. This once in a generation renewal will place substantial pressure on the existing ratepayer base. As such, ongoing structural audits are being undertaken in conjunction with an options analysis to provide more detailed approaches and costs. For the purposes of the LTFP, it is renewal with existing load bearing is assumed with Council funding 75% of the renewal based on existing grant funding programs available (yet to be secured).

This holding position paves a way forward for continued advocacy with other levels of government.

Torrens Weir Structure

The Water Infrastructure AMP assumes that the Torrens Weir Structure will be renewed on a like-for-like basis. This once in a generation renewal will place substantial pressure on the existing rate payer base. As such, ongoing structural audits are being undertaken in conjunction with options analysis to provide more detailed information on potential approaches and costs. For the purposes of the LTFP, a like-for-like renewal is assumed with and Council funding 33% of the renewal based on existing grant funding programs available (yet to be secured).

The options analysis being undertaken may recommend an alternative solution for which new and upgraded funding will be required with a commensurate increase in debt. As such, this position is one of holding to progress development of the LTFP.

Rundle UPark

The Building AMP assumes that the UPark will be renewed on a like-for-like basis. The previous term of Council removed the like-for-like renewal from the LTFP on the basis that it would undertake an EOI process to explore joint venture opportunities that would realise the property's development potential, and that the EOI process would consider adaptive reuse opportunities.

Whilst the future of the site is still to be determined, Council has resolved to reinstate the renewal of the UPark and associated income and expenditure into the LTFP. The renewal is assumed to be an extension of its useful life, rather than a replacement. A structural condition audit will determine risks, timing and associated costs with extending the useful life of the building, however for the purpose of the LTFP, a \$15 million allocation has been included.

Asset Renewal Repair Fund

Council has recognised that maintaining an Asset Renewal Funding Ratio (ARFR) of below 100% for an extended period equates to an underinvestment in its assets and infrastructure. The 2023/24 to 2032/33 LTFP assumed returning to a 100% ARFR over four years. In 2024, the Council updated its AMPs, identifying an increase in funding requirement of \$14.9 million per annum when compared to the previous AMPs and LTFP. This funding shortfall gave rise to the Asset Renewal Repair Fund (ARRF). The ARRF is the additional amount required to be expended on asset renewals as a result of the recently adopted AMPs, when compared to the previous AMPs.

The AMPs, in line with adopted principles, are funded through operating revenue. The 2024/25 LTFP recognises the need to balance the community's capacity to pay while ensuring community expectation is met. As a result, Council has resolved to transition to a 100% ARFR over an eight year period, reaching 100% in 2031/32. In addition, short term borrowings will be used to fund the ARRF, to ensure the increase spend required through the revised Asset Management Plans are smoothed through sustainable rate increases, mitigating the immediate burden that would otherwise be incurred by current ratepayers.

Adelaide Aquatic Centre

The Adelaide Aquatic Centre ceased operations on 1 August 2024 and the site has been handed over to the State Government. Council has committed up to \$20 million towards demolishing the existing Adelaide Aquatic Centre and reinstating parklands and community sports grounds.

The latest estimates and agreed contributions, based on high level projections result in an overall financial impact of:

- removal of all operating income and expenses post 1 August 2024
- recognition of a rehabilitation reserve for the demolition of the Centre in line with the latest estimates provided
- future capital commitment for the community level sports grounds

The expectation is that any transaction associated with the contribution towards demolition, rehabilitation and restatement of park lands will not have an operating position impact.

New and Upgraded Assets

New and Upgraded Assets, including property transactions and developments such as Central Market Arcade redevelopment and 88 O'Connell Street, have been incorporated in the LTFP where a Council decision or commitment to progress the project has been made.

The total spend on identified new and significant upgrades for the life of the LTFP is \$176 million, as detailed below.

Table 3: New and Significant Upgrade Projects

Projects	Financial Year	\$'000s
Central Market Arcade Redevelopment	2024/25 - 2025/26	24,696
Hindley Street Upgrade	2024/25 - 2025/26	14,220
Gouger Street Upgrade	2024/25 - 2026/27	14,500
O'Connell Street Upgrade	2024/25 - 2027/28	14,950
Melbourne Street Upgrade	2025/26 - 2027/28	6,500
Hutt Street Upgrade	2024/25 - 2026/27	12,450
Brown Hill Keswick Creek	2024/25 - 2033/34	3,200
Aquatic Centre Community Playing Field	2025/26	6,157
218-232 Flinders Street	2025/26 - 2026/27	1,000
Public Realm Greening Program	2024/25	1,700
Charles Street	2024/25	5,925
Upgrade to Park Lands Buildings (1.5% Rates Revenue)	2024/25 - 2033/34	25,237
Other ^	2024/265	22,604
Assumed forward Commitment	2028/29 - 2033/34	23,178
Total New and Upgraded Assets		176,316

The 2023/24 to 2032/33 LTFP assumed a forward commitment of \$15 million per annum for the entire life of the LTFP, in line with its commitment to upgrade Mainstreets. This has ramifications for the level of borrowings and associated costs which is discussed in more detail below.

The 2024/25 to 2033/34 LTFP adjusts the Capital Program in the outer years to fit within current Prudential Borrowing Limits (after considering all other LTFP components). Any forward commitment is subject to a Business Case approved by Council.

During the 2024/25 BP&B process, Council made a commitment to invest 1.5% of Rates Revenue to Upgrade buildings within the Adelaide Park Lands, equating to \$25.2 million in today's dollars over the life of the LTFP.

Where capital expenditure is in excess of \$4 million (escalated in line with the Prudential Management Policy), prior to commencement, approval is subject to a prudential report being presented and considered by Council to understand the impact on the LTFP.

Depreciation, Amortisation and Impairment

Depreciation is informed by Asset Management Plans and reflects increases in valuations and new asset additions.

Amortisation and impairments are determined by condition audits and revaluations. This has not been factored into the LTFP but will be incorporated into the base budget and LTFP each year, if and when adjustments are necessary.

Interest and Borrowings

Council's services, projects and infrastructure works are predominantly funded through rates, fees and charges, grants and subsidies. Borrowings are principally utilised for new and upgrade infrastructure projects, including city shaping projects such as the development of Central Market Arcade, significant community infrastructure and commercially focused projects with a financial return on investment.

For significant renewals, such as Adelaide Bridge and the Torrens Weir, debt may have to be utilised to deliver these projects. The LTFP assumes that Council funds these projects offset by drawing on debt.

As such, Council's debt is set to increase significantly in the years in which this expenditure is forecast to occur. To mitigate the significant financial impact of these two projects, Council will need to actively seek funding assistance with these projects.

City of Adelaide has utilised the Deloitte Access Economics data as a source for projecting interest rates for the purposes of the LTFP. The rates are reviewed quarterly and are based on the latest information and indicators.

Council's Subsidiaries

City of Adelaide has three subsidiaries: Adelaide Central Market Authority; Adelaide Economic Development Agency; and Kadaltilla/Adelaide Park Lands Authority.

The LTFP assumes that service delivery of the subsidiaries will remain unchanged and is delivered at the same, consistent levels assumed in the 2024/25 annual budget.

Capital, funding and operating costs required for the Adelaide Central Market Authority expansion have been assessed for amounts and timing from 2024/25 onwards and have been incorporated into the LTFP. Increased operating revenues and expenses are assumed once the expanded Market begins to operate in 2026.



Risks and Opportunities

Although the Long Term Financial Plan is based upon the latest available information, it is a future projection and is therefore subject to risk. It cannot anticipate inherent risks such as unforeseen economic, political, environmental and market changes and so on this basis should be considered as a guide to future actions and opportunities, a tool for Council to assess the long-term financial sustainability of its decisions.

Issue 1: Council Rate Growth

Forecast growth in rate revenue has a material impact on the LTFP, as the growth factor is incorporated into the base for property valuations in the following year. Any changes to the growth forecast will impact on the outer financial years.

In 2024/25 Council sought valuations across the entire city. As such, rate revenue increased by 6.9% (including growth). This has elevated the base rate revenue and had a commensurate impact on revenue over the life of the LTFP.

Notwithstanding this, it is crucial that revenue keeps pace with increases in costs to ensure that Council can continue to deliver services at current levels.

Council Action:

Market indicators, combined with analysis from the Council rates and valuations team, will be closely monitored and assumptions for rates growth will be updated with the latest available data.

Issue 2: Government Legislation

The LG reform has introduced a Rates Oversight scheme to be monitored by the Essential Services Commission (ESCOSA). The potential impact of such legislation is still to be gauged, however it could impact Council's capacity to increase rates in response to emerging financial challenges.

Council Action:

To continue to work with ESCOSA, the LGA and SA Government working groups to ensure a fair and equitable rating system is maintained to enable sustained delivery of community services.

Issue 3: Fees and Charges

During 2023/24, patronage across the city returned to pre-COVID-19 levels. In the 2024/25 annual budget, approximately 36% of Council's income is derived from fees and charges, including on-street parking, parking expiations and off street parking. Through the COVID-19 pandemic, Council experienced a loss in this revenue stream, where it became apparent how reliant Council was on this income source to deliver its services.

Council Action:

The ongoing recovery of fees and charges will be monitored on a quarterly basis, with the LTFP updated as required.

Issue 4: Interest rates

Interest rates are currently at levels significantly above the historical low experienced over the last few years as the Reserve Bank of Australia sought to stimulate the economy to ward of the negative effects of the global pandemic and are now using sustained higher interest rates in an attempt to control inflation.

There has been much speculation on whether interest rates will be held at current levels for some time or start to decline in 2024. With current CPI levels, interest rates are likely to be maintained at current levels until the Reserve Bank reaches its target for inflation of between 2–3%.

With the investment mindset of the current Council, debt levels are expected to increase and as such, changes in interest rates could have either a beneficial or negative impact on the LTFP.

Council Action:

Council's current interest rate is 5.60%. Deloitte Access Economics interest rate forecasts can be seen in Table 3: Interest Rate Projections. Notwithstanding this, the risk of potential increases in interest rates will be monitored and mitigated where possible in accordance with Council's Treasury Policy.

Issue 5: External Funding

The LTFP has been prepared on the basis that Council's operating income is expected to fully fund all service delivery and asset renewals. However, it is common for other levels of government to offer various grant programs which provide assistance to Council to fund larger projects. With the exception of the Significant Renewals, where there is certainty in those funding sources, they have been included in the LTFP; if uncertain then the assumption is that Council will provide 100% funding. This is a conservative position for Council and leaves an opportunity to ensure the burden of funding these projects are transparent to the community and allows for discussion with other levels of government for consideration.

Council Action:

Strategic items that will require significant funding over the next 10 years are characterised as significant renewal projects. Council will continue to have open discussions with all levels of government to ensure significant city assets are funded appropriately without placing the sole burden on ratepayers and seek contributions from all those who experience the city and its surrounds.

Issue 6: Delivery of Property Strategy and Action Plan

The LTFP includes the delivery of the property strategy and action plan endorsed by Council. This action plan is based around divesting non-performing assets and allocating the proceeds to the Future Fund.

The delivery of this plan is subject to variables, and in particular market conditions. The sale of substantial assets must be timed and managed to ensure maximum value is achieved and is strategically aligned.

Council Action:

Identified assets will be reviewed on a regular basis and forward actions will continue to be updated as property asset performance changes over time. This will ensure the optimum use of the property portfolio.

Each identified property asset will be the subject of further detailed analysis with the results of such further investigations to be the subject of Council Member consideration and decision making.

Issue 7: Wages and Materials inflationary pressures

The impacts of COVID-19 on the global supply market have been significant and continue to have an impact. Government stimulus initiatives pushed prices higher resulting from higher demand. This was exacerbated by the war in the Ukraine with the flow-on effects being felt globally, particularly with regard to energy-reliant commodities and products.

Whilst increases are easing, the cost of materials hit 20-year highs, with some material costs presenting between 20–40% greater than in recent years. These material costs are most significant in the infrastructure markets and have created not only cost pressures but also delivery issues in the market. The market is still heavily weighted in favour of the vendors.

And while costs increased significantly, wages did not immediately follow suit. However, the pressure on governments to manage these two significant factors in the economy have been increasing and are a risk to sustainability. There is an expectation that wages will start to trend upwards however this is minimal based on current data. The ability for Council to influence these is limited and as a result City of Adelaide will continue to be a price taker which could result in increased costs for some time to come, particularly in the short to medium term of the LTFP.

Issue 8: Asset Valuations

The cost of materials noted above may also impact the value of Council's assets. Council undertakes Asset Valuations on a regular basis and within a 5-year period in line with Legislation. Where asset valuations increase, it is a result of the cost to construct those assets. This has an impact on Council's AMPs and operating position through the renewal of assets and annual depreciation expense.

Council Action:

While legislation dictates that asset revaluations must be performed every five years, Council will undertake a desktop revaluation through an indexation of unit rates on an annual basis to smooth any large increases between valuations. These unit rates will also be utilised to update the AMPs. This will ensure that both the LTFP through depreciation, and AMP through renewals are funded through rates revenue at the appropriate level.

Sensitivity Analysis

In order to test the assumptions contained within the LTFP, a range of sensitivity analysis have been undertaken. Only those with material impacts have been included, noting the sensitivities related to CPI and interest rate variations are immaterial in relative terms. For example, a 1% movement in CPI does not have a material impact on the financials and hence to the users of the LTFP, as both income and expenditure are inflated by CPI across the LTFP.

Asset Renewal Funding Ratio (ARFR)

The 2023/24 adopted LTFP assumed a transition to 100% ARFR over four years from 2023/24 to 2027/28. The 2024/25 LTFP has extended that transition to eight years, primarily as a result of the increase funding required through the recently adopted AMPs, to reduce the short term impact on ratepayers. The following analysis compares the ARFR transition over four and eight years showing the relative impact on rates revenue.

Asset Renewal Repair Fund (ARRF)

As identified within this document, Council has recently updated its AMPs, identifying an increase in funding requirement of \$14.9 million per annum over the life of the LTFP when compared to the previous AMPs and LTFP. This funding shortfall represents Asset Renewal Repair Fund (ARRF).

AMPs are to be funded through operating revenue, and by recognising the need to balance the community's capacity to pay while ensuring community expectation is met, the parameters within this LTFP assumes the use of short term borrowings to fund the ARRF. The following table compares the impact on rates revenue if the increase in funding requirement was not smoothed over a three year period. The impact on 2025/26 is an increase in rates revenue of 6.7% above CPI.

Significant Renewals

As identified within this document, in the mid-long term, the LTFP reflects significant renewals required in accordance with our AMPs. These assets by nature are intergenerational, and as such, it is intended to fund them through external contributions, in addition to borrowings. This will eliminate the burden on existing rate payers, and smooth the cost over those who will benefit from the assets.

As the external funding is not yet secured, there is a risk that Council will need to pay for the entire renewal of the assets of \$115 million (an increase of \$42 million in excess of the current assumption). In this event, Council will exceed its Prudential Borrowing Limit (assuming all else remains constant) or reduce its ability to deliver on new and upgraded assets assumed in the LTFP.

If additional funding is secured to renew these significant assets, then either a reduction in borrowings, and/or additional funding will be available for new and upgraded assets.

Mainstreets

In the 2023/24 Budget decision, Council committed to funding the delivery of five Mainstreet Upgrades within the current term of council. The allocation within the LTFP is \$62.6 million within new and upgrade assets, which limits the funding available to deliver on other new and upgraded projects outside of the commitment to Mainstreets.

One option available is to defer the delivery of these upgrades to one Mainstreet at a time, planning and designing the next upgrade as the current upgrade is delivered. This will provide capacity to deliver on other priorities within Council's adopted strategies, including the Strategic Plan and Integrated Climate Strategy.

Table 4: Impact of Spreading Asset Renewal Repair Fund Over Three Years

Renewal Impact on Rate Revenue	2024-25		2025-26		2026-27		2027-28		2028-29		2029-30		20230-31		2031-32		Total Increase	
\$000's	\$	%	\$	%	\$	%	\$	%	\$	%	\$	%	\$	%	\$	%	\$	%
Asset Renewal Repair Fund (exc ARFR Increase) over 1 year	4,582	3.4%	9,330	6.7%	-	0.0%	-	0.0%	-	0.0%	-	0.0%	-	0.0%	-	0.0%	13,912	10.12%
Asset Renewal Repair Fund (exc ARFR Increase) over 3 years	4,582	3.4%	3,110	2.2%	3,110	2.0%	3,110	2.0%	-	0.0%	-	0.0%	-	0.0%	-	0.0%	13,912	9.65%
Variance	-	0.0%	6,220	4.5%	(3,110)	(2.0%)	(3,110)	(2.0%)	-	0.0%	-	0.0%	-	0.0%	-	0.0%	0	(0.46%)

Table 5: Impact of Transitioning to 100% ARFR Over Eight Years

Renewal Impact on Rate Revenue	2024-25		2025-26		2026-27		2027-28		2028-29		2029-30		20230-31		2031-32		Total Increase	
\$000's	\$	%	\$	%	\$	%	\$	%	\$	%	\$	%	\$	%	\$	%	\$	%
ARFR Transition over 4 years	1,514	1.1%	1,514	1.1%	1,764	1.2%	1,760	1.1%	-	0.0%	-	0.0%	-	0.0%	-	0.0%	6,552	4.50%
ARFR Transition over 8 years	1,514	1.1%	606	0.4%	705	0.5%	704	0.5%	704	0.4%	705	0.4%	704	0.4%	1,058	0.6%	6,701	4.36%
Variance	-	0.0%	908	0.7%	1,058	0.7%	1,056	0.7%	(704)	(0.4%)	(705)	(0.4%)	(704)	(0.4%)	(1,058)	(0.6%)	(149)	0.14%

Table 6: Asset Renewal Funding Ratio

Asset Renewal Funding Ratio	2024-25		2025-26		2026-27		2027-28		2028-29		2029-30		20230-31		2031-32		Total Increase	
ARFR Transition over 4 years	92.5%		95.0%		97.5%		100.0%		100.0%		100.0%		100.0%		100.0%			7.5%
ARFR Transition over 8 years	92.5%		93.5%		94.5%		95.5%		96.5%		97.5%		98.5%		100.0%			7.5%
Variance	0.0%		1.5%		3.0%		4.5%		3.5%		2.5%		1.5%		0.0%			0.0%

Table 7: Effect of Spreading Mainstreets Program

\$000's	2024-25 Budget	2025-26 Plan	2026-27 Plan	2027-28 Plan	2028-29 Plan	2029-30 Plan	2030-31 Plan	2031-32 Plan	2032-33 Plan	2033-34 Plan	Total 12 years
Current Mainstreet Allocation											
Hindley Street Upgrade	4,980	9,240	-	-	-	-	-	-	-	-	14,220
Gouger Street Upgrade	1,250	4,000	9,250	-	-	-	-	-	-	-	14,500
O'Connell Street Upgrade	1,000	1,500	1,000	11,450	-	-	-	-	-	-	14,950
Melbourne Street Upgrade	100	1,400	1,000	4,000	-	-	-	-	-	-	6,500
Hutt Street Upgrade	1,250	5,000	6,200	-	-	-	-	-	-	-	12,450
Total Current Mainstreet Allocation	8,580	21,140	17,450	15,450	-	-	-	-	-	-	62,620
Deferral Option											
Hindley Street Upgrade	4,980	9,240	-	-	-	-	-	-	-	-	14,220
Gouger Street Upgrade	-	-	-	1,250	4,000	9,250	-	-	-	-	14,500
O'Connell Street Upgrade	-	-	-	-	1,000	1,500	1,000	11,450	-	-	14,950
Melbourne Street Upgrade	-	-	-	-	-	100	1,400	1,000	4,000	-	6,500
Hutt Street Upgrade	-	1,250	5,000	6,200	-	-	-	-	-	-	12,450
Total Deferral Option	4,980	10,490	5,000	7,450	5,000	10,850	2,400	12,450	4,000	-	62,620
Variance	3,600	10,650	12,450	8,000	(5,000)	(10,850)	(2,400)	(12,450)	(4,000)	-	-



Key Financial Indicators

A suite of financial indicators (KFIs) is used to measure Council's financial performance, to guide decision making on major projects and significant components within the LTFP, and to secure its continued financial sustainability.

Three nationally recognised financial sustainability indicators have been adopted in principle by Local Government in Australia and are utilised by City of Adelaide. These are:

- The Operating Surplus Ratio
- The Net Financial Liabilities Ratio
- The Asset Renewal Funding Ratio.

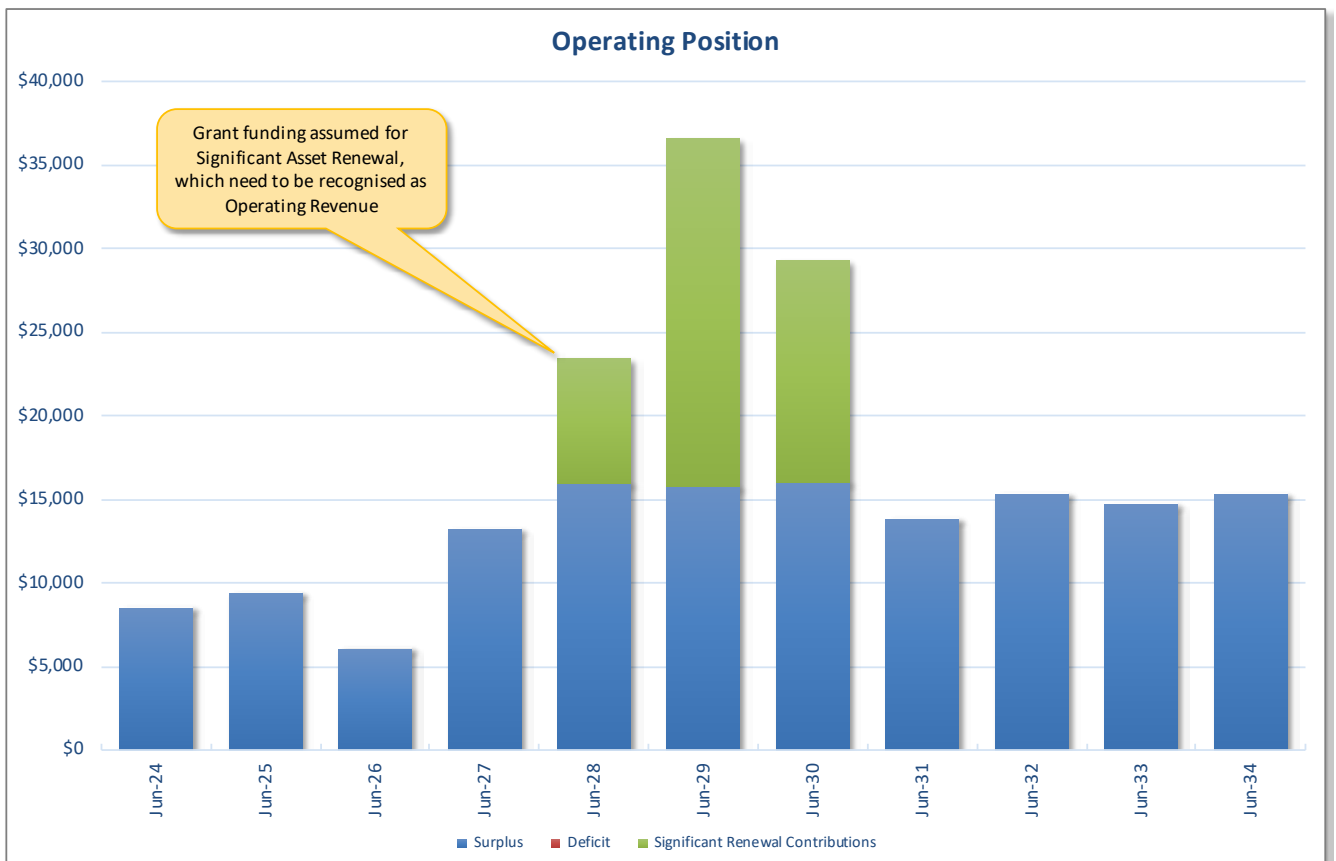
Council also considers an additional four indicators to review the ability to borrow in line with its Prudential Borrowing Limit:

- Asset Test Ratio
- Interest Expense Ratio
- Leverage Test Ratio
- Cashflow from Operations Ratio.

For each indicator a description of exactly what is being measured, an explanation of the target, the projected results (shaded in green when the result is within target, orange when near being outside of the target range and red when the result is outside the target range) and a summary of the explanation of LTFP projected results from the analysis is provided.

It is important to understand that any stand alone one year does not define Council's financial sustainability. Sustainability refers to the achievement of the ratio targets in more years than less in a long term period. For example, significant one-off items can have an impact in a given year without affecting the ongoing sustainability of Council. The effects of the Adelaide Bridge, Rundle UPark and Torrens Weir are good examples of this.

Chart 1: Operating Surplus showing Effect of Grant Funding



Operating Surplus

This indicator represents the difference between day-to-day income and expenses for a period.

A council’s long-term financial sustainability is dependent upon ensuring that, on average over time, its expenses are less than associated revenues. If a council is not generating an operating surplus in most periods then it is unlikely to be operating sustainably. The target is to achieve between \$2m and \$10m in any given year.

The chart below shows the impacts of key assumptions assumed in the LTFP. In particular, the assumption to continue to invest in new and upgraded projects (to meet the emerging needs of the community) results in a higher level of assets, and related borrowings. As such, increased depreciation (from a higher asset base) and interest costs (from higher borrowings) see expenses growing at a faster rate than revenue (which is largely based on CPI increases). Depreciation is further exacerbated by the significant increase in the costs to deliver assets, both renewal and new and upgrade (refer Risks and Opportunities Section).

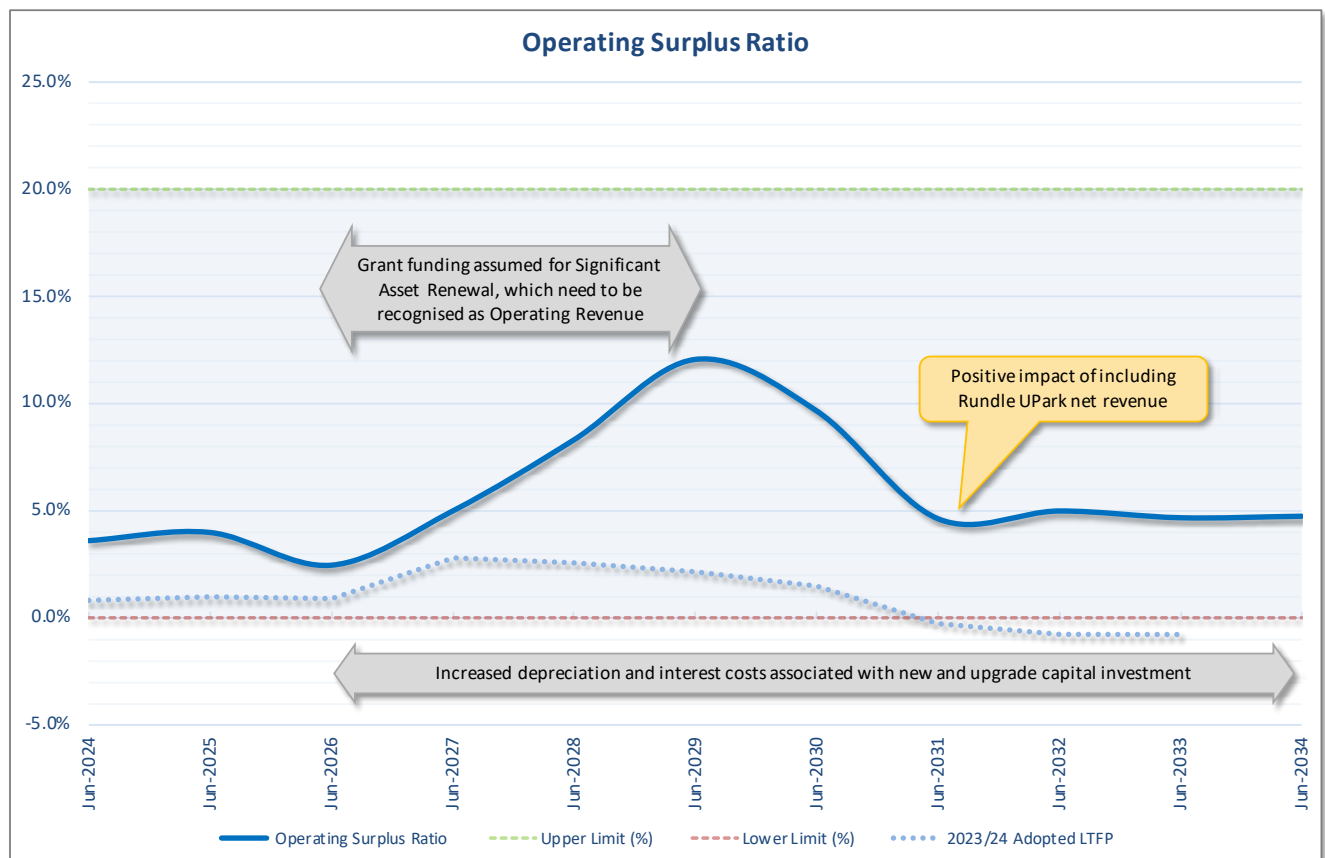
Operating Surplus Ratio

Definition: Operating surplus as a percentage of operating revenue

What is being measured: This indicator represents the percentage by which total revenue varies from day to day operating expenses. Financial sustainability is indicated where a council consistently achieves operating surpluses and has soundly based projections showing it can continue to do so in the future, having regard to asset management and the service level needs of its community.

Target: The *Local Government Act 1999 (SA)* target is to achieve an average operating surplus ratio between 0% and 10% over any five-year period. However, as a Capital City Council, the City of Adelaide has significant responsibilities in improving its public realm and considers that an average operating surplus ratio between 0% and 20%, over any five-year period, is a more appropriate target. A result in excess of this may indicate that council is setting rates and/or other fees and charges at levels well in excess of expenses and this has negative intergenerational equity implications.

Chart 2: Operating Surplus Ratio



In addition, operating deficits are not sustainable or equitable in the long term as they result in services consumed by current ratepayers being paid for by future ratepayers. A fair and equitable tax system is one in which taxes paid by each generation is in proportion to the benefits each generation receives.

Explanation of LTFP Projected Results: The ratio sits within target ranges over the life of the LTFP, reflecting sustainable surpluses based on an increase to base rating revenue to fund renewals, followed by CPI increases thereafter. Of note is the sharp increase from 2028–2029 which reflects treating grant income associated with significant renewals as operating revenue.

The underlying structural budget is sustainable over the life of the LTFP.

Net Financial Liabilities

This indicator represents the money owed to others less money held, invested or owed to Council.

A council's indebtedness should be managed to ensure its liabilities and associated costs can be met without the prospect of disruptive service cuts and/or excessive rate increases (ie without impinging on

financial sustainability). There is in essence no right or wrong target level for net financial liabilities (defined as total liabilities less financial assets) as this depends on infrastructure plans. The ideal target is that net financial liabilities are no greater than annual operating revenue and not less than zero.

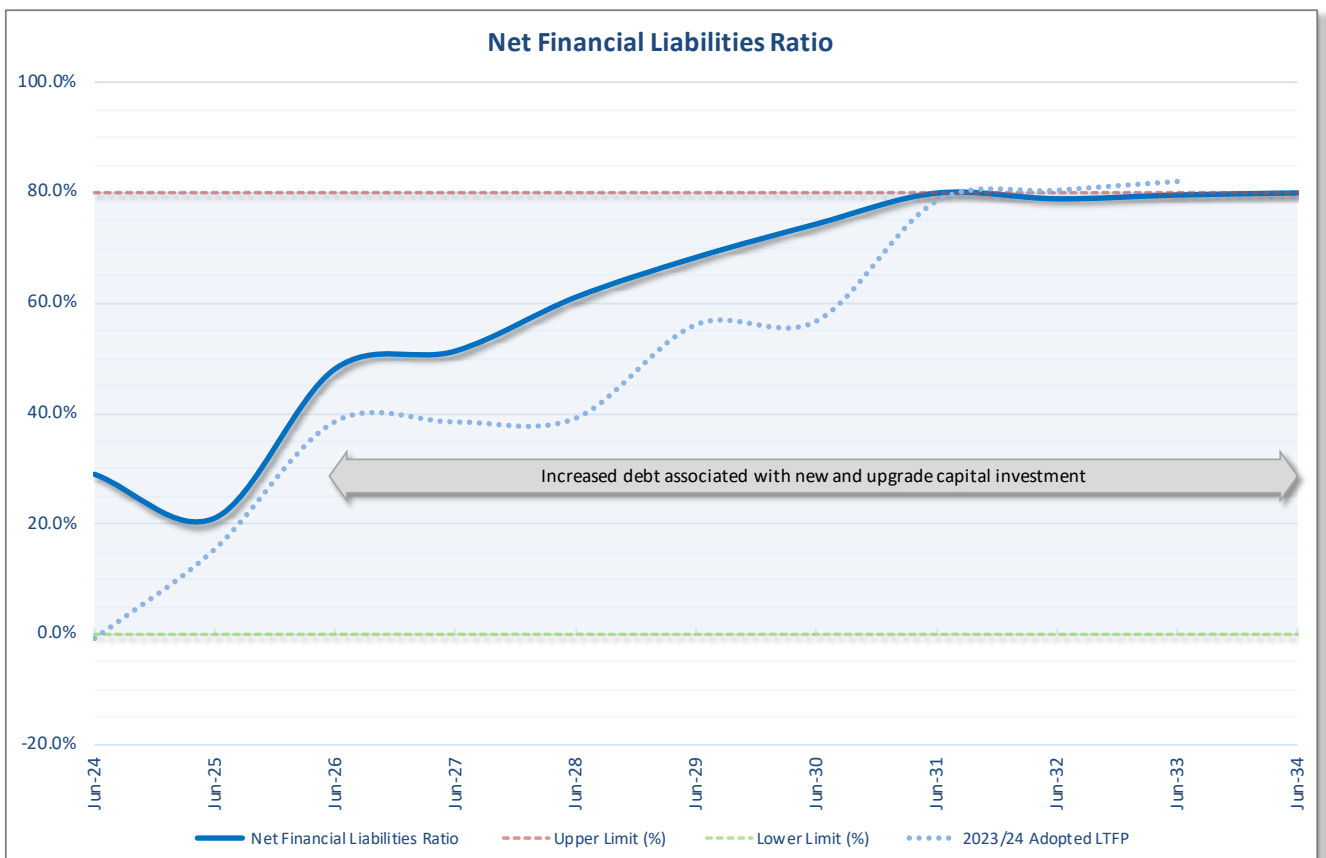
Net Financial Liabilities Ratio

Definition: Financial liabilities as a percentage of operating income

What is being measured: This indicator represents the significance of the net amount owed compared with operating revenue. It measures the extent to which Council is managing its debt and highlights that borrowings are often an effective means of financial sustainability, rather than trying to fund all assets from operating income. A steady ratio means Council is balancing the need to borrow against their affordability of debt. An excessive ratio means Council is borrowing beyond their means and cannot generate the income required to service assets and operations.

Target: The LGA recommends that the target for Net Financial Liabilities should be greater than zero (and

Chart 4: Net Financial Liabilities Ratio



less than 100%, that is, the amount owed is equal to or less than total annual income). A target below zero indicates that Council places a higher priority on accumulated financial assets than applying funds generated from ratepayers to the provision of services and/or infrastructure renewal. This could leave a council open to accusations that it is overcharging ratepayers relative to its funding needs.

The more conservative target set by City of Adelaide is that liabilities as a percentage of total operating revenue will not exceed 80%.

Explanation of LTFP Projected Results: City of Adelaide’s net financial liabilities are within the prescribed target for the life of the plan. Lower ratios in the short term highlight low levels of debt, steadily increasing over the life of the LTFP reflecting increased borrowings to deliver on Council’s commitment to invest in new and upgraded assets and fund a large proportion of significant renewals.

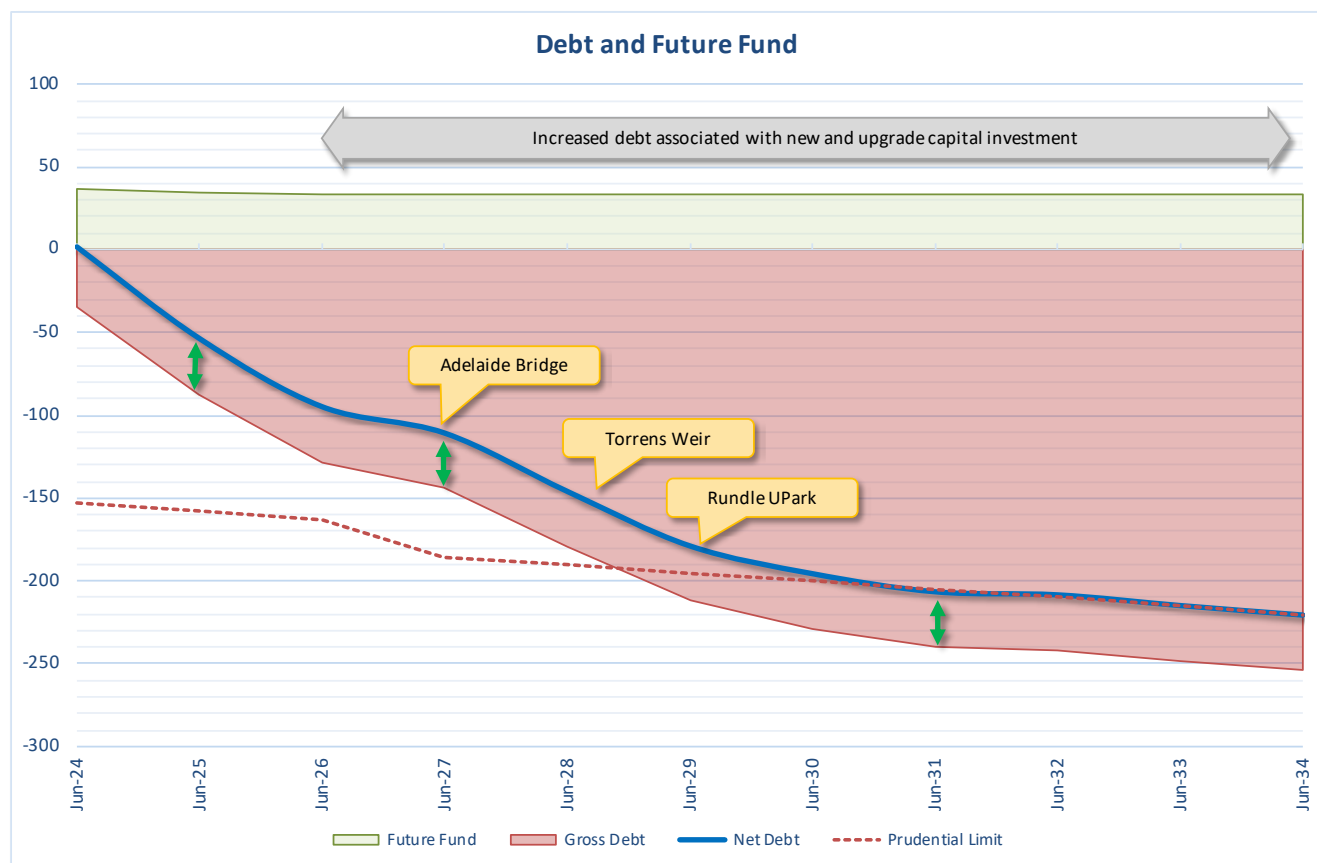
Note that Council’s new and upgrade capital program has been adjusted from 2028/29 onwards to work within existing prudential limits.

Any increase in contributions towards the significant renewals will allow Council to either maintain a lower level of debt and/or invest more in new and upgrade projects.

The level of borrowings is projected to be within acceptable prudential limits, assisting Council to maintain long-term sustainability. Typical prudential limits set by financial institutions as part of covenants associated with loans are around 80% of asset values. Council has therefore set a conservative limit at 50% of saleable property assets (see below), providing additional comfort in excess of generally accepted banking norms.

It should be noted that the Council has created a Future Fund that ring fences proceeds from the sale of surplus or under-performing assets, to reinvest into revenue generating assets. The funds generated from asset sales effectively offset the level of borrowings Council would otherwise incur had the assets not been disposed. Accordingly, Council pays less interest over time, incurring interest on a lower ‘offset’ balance of borrowings.

Chart 3: Projected Debt and the Future Fund



Asset Renewal Funding Ratio (ARFR)

Definition: Expenditure on asset renewals as a percentage of forecast expenditure required as per the asset management plans.

What is being measured: This indicator expresses expenditure on asset renewals as a percentage of the projected funding required. It illustrates whether existing assets are being replaced or renewed at the rate they are being consumed and ensures consistent service delivery as determined by the Asset Management Plans.

Target: A ratio lower than 100% suggests that Council is not maintaining assets and infrastructure in order to optimise asset lives. A ratio higher than 100% suggests that Council is replacing assets earlier than needed or at a level in excess of that set in the asset management plans. Adoption of a target ratio between 90% and 110%, is in line with the *Local Government Act (SA) 1999*.

Explanation of LTFP Projected Results: It is assumed that over the long term financial plan, asset renewals

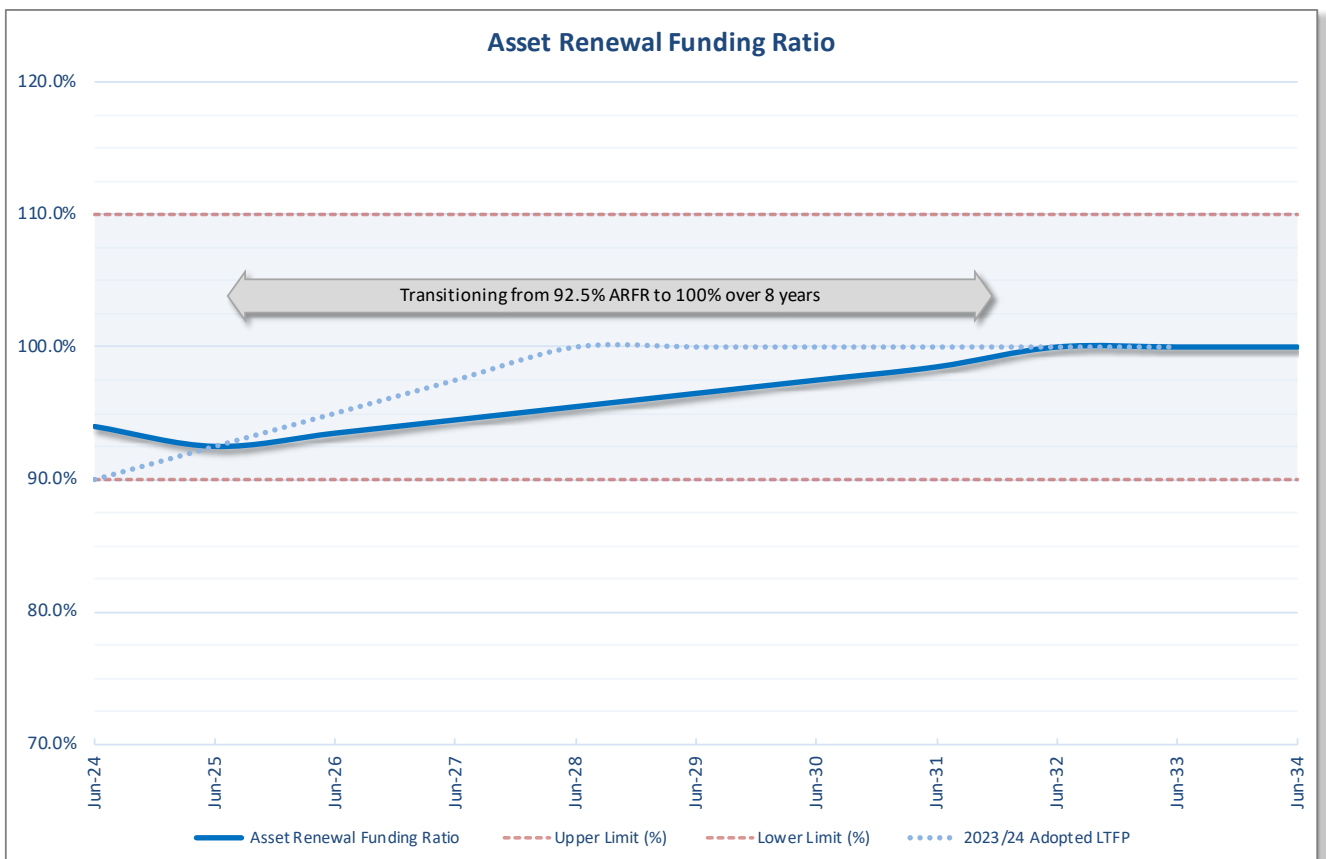
will be funded in line with the Infrastructure & Asset Management Plans. In the previous term, Council resolved to set the ARFR (previously the Asset Sustainability Ratio) at 90%. This term of Council recognises the potential impact of this decision and the possible under-investment in assets and infrastructure and, as such, the LTFP assumes transitioning the ARFR from 90% to 100% over the next eight years. Averages for asset renewal reflect an even performance over the life of the plan. The ratio from 2031/32 onwards is directly representative of the transition from 90% to 100%. This ratio should be continually monitored as asset management plans are reviewed and updated.

Prudential Limits (Borrowings)

Definition:

- Asset Test Ratio: Borrowings as a percentage of total saleable property assets
- Interest Expense Ratio: Annual interest expense relative to General Rates Revenue (less Landscape Levy)

Chart 5: Asset Renewal Funding Ratio



- Leverage Test Ratio: Total borrowings relative to General Rates Revenue (less Landscape Levy) expressed as the number of years of General Rates Revenue required to repay borrowings

What is being measured: The maximum level of debt is prescribed by Council by way of prudential limits. While Council does not place a physical monetary limit on the level of borrowings, an upper limit is determined through its financial indicators. When borrowing, Council will consider these indicators in terms of total borrowings, and the ability to service the interest incurred and debt repayments.

Target: The Treasury Policy reviewed in 2022 ensures Council's ability to manage cash and borrowings in accordance with prescribed limits.

The Prudential limits set within the Treasury Policy are:

- Asset Test Ratio: Maximum of 50%
- Interest Expense Ratio: Maximum of 10%
- Leverage Test Ratio: Maximum 1.5 Years

Prudential limits are breached when one of the ratios fall outside the targets stipulated in the policy. The breach must be reported with remediation actions to the CEO immediately.

Explanation of LTFP Projected Results: City of Adelaide's borrowings are within the prescribed targets across the Long Term Financial Plan.

The Asset Test Ratio shows that Council has capacity in its total saleable assets to be able to meet the repayment of borrowings should the assets need to be sold in order to repay debt.

The increasing ratio reflects the cumulative impact of utilising debt to deliver on Council's commitment to invest in the city, in addition to debt required to fund significant renewals (that is, the Torrens Weir, Adelaide Bridge and Rundle UPark). This has limited the ability to deliver new and upgraded assets from 2029/30 to remain within the target ratio. The sale and development of property assets will impact prudential limits, and hence the Asset Test Ratio, in periods where transactions occur.

Similarly, the steady increase in borrowings sees the Interest Expense Ratio for the life of the plan increasing, albeit sitting comfortably within the target range and beginning to reduce from 2032/33.

The Leverage Test Ratio indicates the time it would take to repay borrowings from general rates revenue. The plan supports Council's ability to repay the debt if called upon from less than one and a half year's rates revenue in any year of the plan, and tracks in line with the other two prudential borrowing indicators.

Cashflow from Operations Ratio

Definition: Operating Income as a percentage of Operating Expenditure plus expenditure on renewal/replacement of assets.

What is being measured: This ratio measures Cash Flow from Operations as a percentage of forecast expenditure in the Asset Management Plans, in addition to expenditure on delivering services.

This indicator shows whether Council is generating adequate cash from its operations to cover the replacement of assets over time.

A lower ratio indicates that Council is not generating enough cash from operations to cover asset replacement (less than 100%). As a result, Council will need to fund the replacement of assets from unsustainable sources of income resulting in increased levels of borrowings over time.

Target: A result greater than 100% suggests Council's operations will generate enough cashflow to support the funding of asset replacement over time.

Explanation of LTFP Projected Results: Most years of the LTFP project a positive result. Years four to seven of the plan reflect the significant renewals required in these years.

This ratio highlights the risk in Council's ability to fully fund the larger renewals that are identified in the LTFP. This is not to suggest deficiency in renewal, but rather highlight the opportunity in advance to seek alternative funding sources such as State or Federal grants to assist with the funding of significant asset renewal projects for the benefit of the wider SA metropolitan area.

The underlying structural cashflow (that is, adjusting for expenditure on significant renewals) delivers an average projection between 100% and 105%, suggesting Council's cashflow is sustainable.

Chart 6: Asset Test Ratio

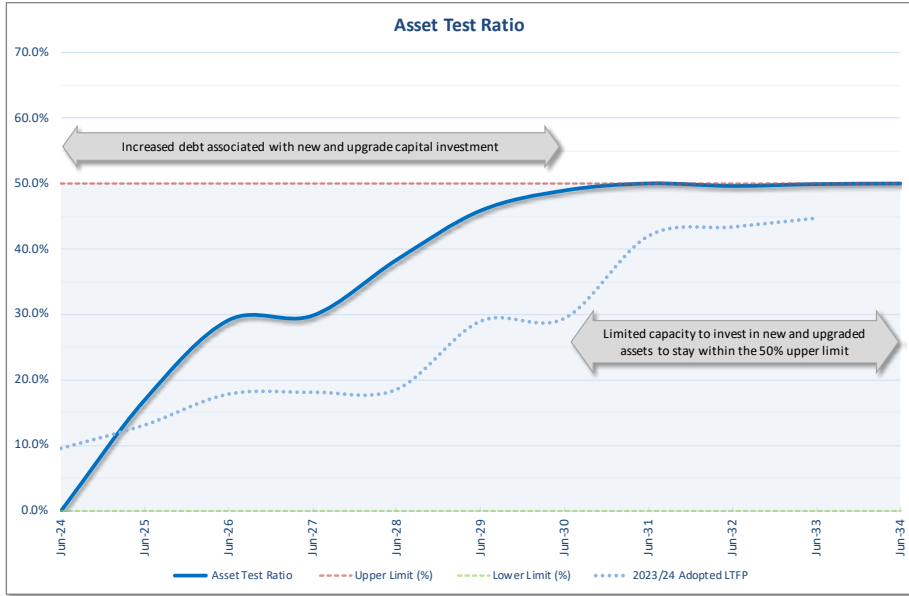


Chart 7: Interest Expense Ratio

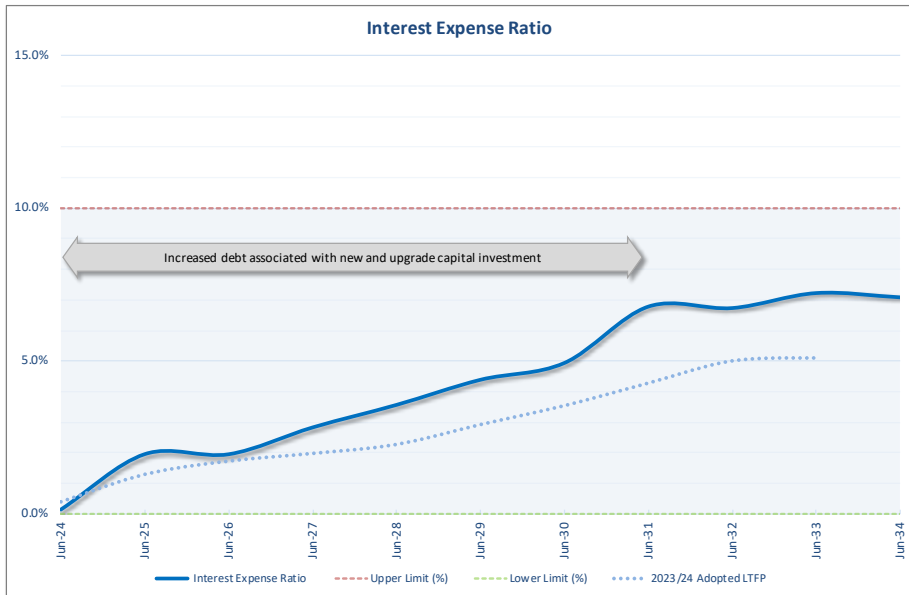


Chart 8: Leverage Test Ratio

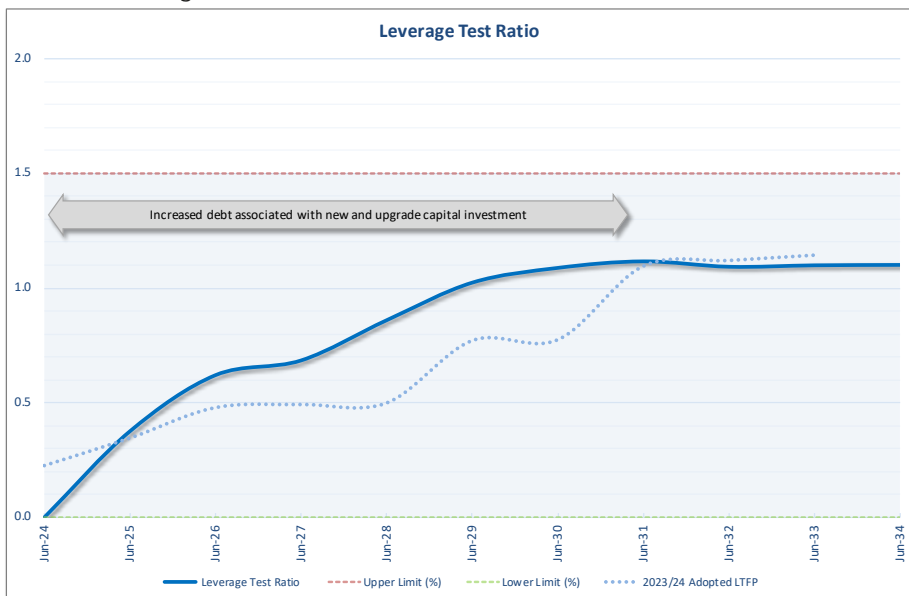
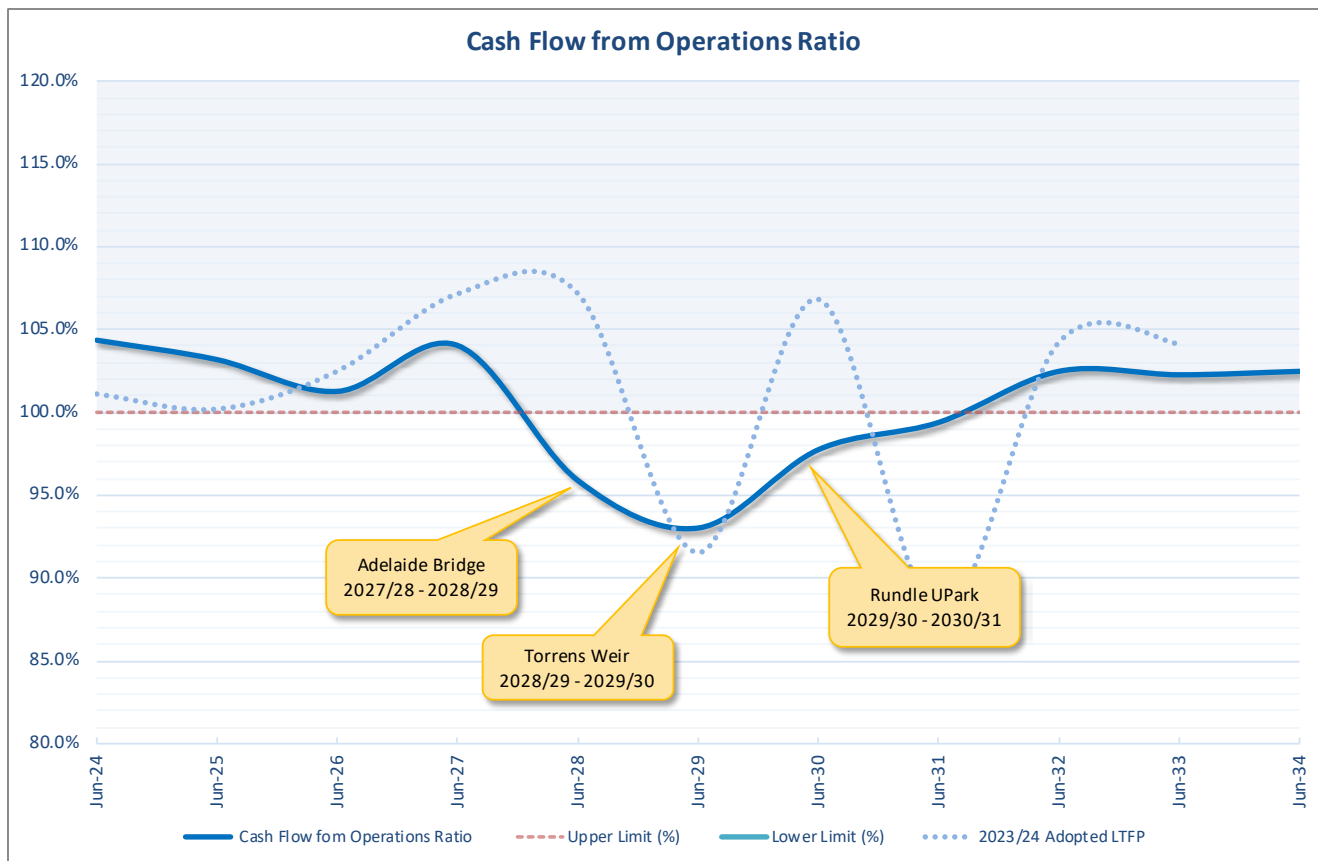


Chart 9: Cashflow from Operations Ratio



Financial Statements

Explanation of the Financial Statements

The objective of financial statements is to provide information about the financial position, financial performance and cash flows of an entity and are used by wide range of stakeholders in making economic decisions. To meet this objective, financial statements provide information about an entity's:

- Assets
- Liabilities
- Equity
- Income and expenses, including gains and losses
- Cash flows.

Statement of Comprehensive Income

The Statement of Comprehensive Income (Table 8, Page 31) provides information about the financial performance of Council. It provides a summary of all the sources of operating revenue and expenditure; the difference is known as the operating surplus/(deficit).

The Net Surplus/(Deficit) represents the operating position with the inclusion of asset disposal and fair value adjustments, being the gain or loss on the sale of replaced assets, assets surplus to requirement, and fair value adjustments for investment property. Any amounts received for new and upgraded assets are also included in the Net Surplus.

Other comprehensive income comprises items of income and expense (including reclassification adjustments) that are not recognised in profit or loss and include items such as changes in the valuation of infrastructure, property, plant and equipment, and any actuarial gains on the defined benefit plan.

Statement of Financial Position

The Statement of Financial Position (Table 9, Page 32) presents the financial position of Council at a given date. It comprises three main components: assets, liabilities and equity.

The difference between the assets and liabilities is known as the net assets or equity of Council.

Current Assets and Liabilities are short-term and due within one year. Non-Current Assets and Liabilities represent longer term amounts that are due beyond 12 months.

Statement of Changes in Equity

The Statement of Changes (Table 10, Page 33) in Equity reflects the movement in equity reserves during the period, being the financial performance of the year plus any other comprehensive income gains.

Statement of Cash Flows

The Statement of Cash Flows (Table 11, Page 34) represents the amount of cash and cash equivalents entering and leaving the Council. It measures how well Council manages its cash position, meaning how well it generates cash to pay its debt obligations and fund its operating expenses and capital investments.

The main components of the cash flow statement are:

- Cash from operating activities, being the sources and uses of cash to fund Council operations and deliver services
- Cash from investing activities, being the capital investment on the renewal/replacement of existing assets and new/upgraded assets, as well as any sale proceeds and amounts received for the new/upgraded assets
- Cash from financing activities, which includes the proceeds and repayment of borrowings.

Uniform Presentation of Finances

The primary objective of the Uniform Presentation of Finances (Table 12, Page 35) is to ensure that all councils provide a consistent set of core financial information in their financial statements, enabling meaningful comparisons of each council's position.

The statement highlights:

- The Operating Surplus/(Deficit) measure which is considered a critical indicator of a Council's financial performance
- The Net Outlays on Existing Assets represents the capital investment on the renewal and replacement of existing assets adjusted for all depreciation, amortisation and impairment from the operating surplus/(deficit), given its non-cash nature. Depreciation is defined as the cost of an asset spread over the useful life of the asset, and is an indication of what Council should be spending on renewing or replacing assets annually. If depreciation is higher than capital investment, it suggests that our assets are not being replaced at the same level that they are being utilised, and could indicate that a higher investment may be required in future years.

Note that significant renewals are allowed for in the annual depreciation however the expenditure made in the periods required will see a significant mismatch between depreciation and annual expenditure in that period.

Net Outlays on Existing Assets also includes proceeds from the sale of replaced assets (eg plant and fleet).

The Net Outlays on New and Upgraded Assets represents the capital investment on new and upgraded assets (including investment property) and amounts received specifically for new and upgraded assets (eg grant funding).

It also includes proceeds from the sale of surplus assets. This includes investment property and non-current assets held for sale.

The Net Lending/(Borrowing) for Financial Year result is a measure that takes account both operating and capital activities for the financial year.

A Net Lending position indicates that Council has repaid debt or increased reserves from activities.

A Net (Borrowing) position indicates that Council has required additional debt to fund its activities.

A zero result in any one year means that Council has covered all its expenditure (both operating and capital) from the current year's income.



Table 8

Statement of Comprehensive Income											
\$'000s	2024-25 Budget	2025-26 Plan	2026-27 Plan	2027-28 Plan	2028-29 Plan	2029-30 Plan	2030-31 Plan	2031-32 Plan	2032-33 Plan	2033-34 Plan	
Income											
Rates Revenues	144,908	154,896	163,902	171,850	176,888	182,021	187,282	193,028	197,863	202,809	
Statutory Charges	16,893	17,400	17,835	18,281	18,738	19,206	19,686	20,178	20,663	21,200	
User Charges	67,399	68,941	76,600	78,515	80,478	82,490	84,552	86,666	88,833	91,054	
Grants, Subsidies and Contributions	4,842	4,646	4,762	4,881	5,003	5,128	5,257	5,388	5,523	5,661	
Grants, Subsidies and Contributions - Capital	-	-	-	7,500	20,833	13,333	-	-	-	-	
Investment Income	166	171	176	180	184	189	194	199	204	209	
Reimbursements	150	155	159	163	167	171	175	180	184	189	
Other Income	866	892	915	937	961	985	1,009	1,035	1,061	1,087	
Total Income	235,225	247,101	264,348	282,308	303,252	303,524	298,155	306,674	314,350	322,208	
Expenses											
Employee Costs	86,220	88,853	91,074	93,351	95,685	98,077	100,529	103,042	105,618	108,259	
Materials, Contracts & Other Expenses	81,973	84,091	88,500	90,712	92,980	95,304	97,687	100,129	102,632	105,198	
Depreciation, Amortisation & Impairment	56,857	64,462	66,471	68,287	69,985	71,665	73,382	75,210	77,137	79,120	
Finance Costs	808	3,626	5,122	6,508	8,030	9,159	12,764	13,001	14,281	14,354	
Total Expenses	225,858	241,031	251,167	258,858	266,679	274,206	284,363	291,382	299,669	306,931	
Operating Surplus / (Deficit)	9,367	6,070	13,181	23,450	36,573	29,318	13,793	15,291	14,681	15,277	
Physical Resources Received Free of Charge	-	-	-	-	-	-	-	-	-	-	
Asset Disposal & Fair Value Adjustments	-	-	-	-	-	-	-	-	-	-	
Amounts Received Specifically for New or Upgraded Assets	7,026	-	-	-	-	-	-	-	-	-	
Net Surplus / (Deficit)	16,393	6,070	13,181	23,450	36,573	29,318	13,793	15,291	14,681	15,277	
Changes in Revaluation Surplus - I, PP&E	-	18,470	-	-	-	-	-	-	-	-	
Total Other Comprehensive Income	-	18,470	-	-	-	-	-	-	-	-	
Total Comprehensive Income	16,393	24,540	13,181	23,450	36,573	29,318	13,793	15,291	14,681	15,277	

Table 9

Statement of Financial Position											
\$'000s	2024-25 Budget	2025-26 Plan	2026-27 Plan	2027-28 Plan	2028-29 Plan	2029-30 Plan	2030-31 Plan	2031-32 Plan	2032-33 Plan	2033-34 Plan	
ASSETS											
Current Assets											
Cash and Cash Equivalents	800	800	800	800	800	800	800	800	800	800	
Trade & Other Receivables	45,116	13,630	14,581	15,571	16,725	16,740	16,444	16,914	17,337	17,770	
Other Financial Assets	-	-	-	-	-	-	-	-	-	-	
Inventories	741	741	741	741	741	741	741	741	741	741	
Total Current Assets	46,657	15,172	16,122	17,112	18,266	18,281	17,985	18,455	18,878	19,311	
Non-Current Assets											
Financial Assets	679	611	550	495	445	401	361	325	292	263	
Equity Accounted Investments in Council Businesses	2,258	2,578	2,898	3,218	3,538	3,858	4,178	4,498	4,818	5,138	
Investment Property	2,968	2,998	3,028	3,058	3,089	3,120	3,151	3,183	3,214	3,247	
Infrastructure, Property, Plant & Equipment	1,924,347	2,012,411	2,036,765	2,112,081	2,177,917	2,220,337	2,241,399	2,254,890	2,272,376	2,289,711	
Other Non-Current Assets	1,306	1,306	1,306	1,306	1,306	1,306	1,306	1,306	1,306	1,306	
Total Non-Current Assets	1,931,559	2,019,904	2,044,547	2,120,159	2,186,296	2,229,022	2,250,396	2,264,202	2,282,007	2,299,665	
TOTAL ASSETS	1,978,216	2,035,076	2,060,669	2,137,271	2,204,562	2,247,303	2,268,381	2,282,657	2,300,885	2,318,976	
LIABILITIES											
Current Liabilities											
Trade & Other Payables	19,071	21,793	23,101	25,166	27,576	28,839	29,784	31,488	33,137	34,787	
Borrowings	-	-	-	-	-	-	-	-	-	-	
Provisions	21,596	15,114	15,492	15,879	16,276	16,683	17,100	17,528	17,966	18,415	
Borrowings (Lease Liability)	5,142	5,264	4,649	5,066	5,066	5,066	5,066	5,066	5,066	5,066	
Total Current Liabilities	45,808	42,172	43,243	46,111	48,918	50,588	51,951	54,082	56,169	58,268	
Non-Current Liabilities											
Trade & Other Payables	-	-	-	-	-	-	-	-	-	-	
Borrowings	53,677	94,834	110,771	145,944	178,864	195,625	206,553	208,411	214,874	220,591	
Provisions	2,103	2,167	2,221	2,276	2,333	2,391	2,451	2,513	2,575	2,640	
Borrowings (Lease Liability)	30,922	25,658	21,009	36,064	30,998	25,932	20,867	15,801	10,735	5,669	
Total Non-Current Liabilities	86,703	122,659	134,001	184,284	212,195	223,949	229,871	226,724	228,185	228,900	
TOTAL LIABILITIES	132,511	164,831	177,244	230,395	261,113	274,537	281,821	280,806	284,354	287,168	
Net Assets	1,845,705	1,870,245	1,883,426	1,906,876	1,943,449	1,972,766	1,986,559	2,001,851	2,016,531	2,031,808	
EQUITY											
Accumulated Surplus	807,169	813,739	827,419	850,869	887,442	916,760	930,553	945,844	960,525	975,802	
Asset Revaluation Reserves	1,004,383	1,022,853	1,022,853	1,022,853	1,022,853	1,022,853	1,022,853	1,022,853	1,022,853	1,022,853	
Other Reserves	-	-	-	-	-	-	-	-	-	-	
Future Reserve Fund	34,154	33,654	33,154	33,154	33,154	33,154	33,154	33,154	33,154	33,154	
Total Council Equity	1,845,705	1,870,245	1,883,426	1,906,876	1,943,449	1,972,766	1,986,559	2,001,851	2,016,531	2,031,808	

Table 10

Statement of Changes in Equity										
\$'000s	2024-25 Budget	2025-26 Plan	2026-27 Plan	2027-28 Plan	2028-29 Plan	2029-30 Plan	2030-31 Plan	2031-32 Plan	2032-33 Plan	2033-34 Plan
Balance at the end of previous reporting period	1,829,312	1,845,705	1,870,245	1,883,426	1,906,876	1,943,449	1,972,766	1,986,559	2,001,850	2,016,531
a. Net Surplus / (Deficit) for Year	16,393	6,070	13,181	23,450	36,573	29,318	13,793	15,291	14,681	15,277
b. Other Comprehensive Income	-	18,470	-	-	-	-	-	-	-	-
Total Comprehensive Income	16,393	24,540	13,181	23,450	36,573	29,318	13,793	15,291	14,681	15,277
Balance at the end of period	1,845,705	1,870,245	1,883,426	1,906,876	1,943,449	1,972,766	1,986,559	2,001,850	2,016,531	2,031,808

Table 11

Statement of Cash flows										
\$ '000s	2024-25 Plan	2025-26 Plan	2026-27 Plan	2027-28 Plan	2028-29 Plan	2029-30 Plan	2030-31 Plan	2031-32 Plan	2032-33 Plan	2033-34 Plan
Cash Flows from Operating Activities										
Receipts										
Operating Receipts	232,801	245,087	263,397	281,318	302,098	303,509	298,451	306,204	313,927	321,774
Payments										
Payments to Employees	(92,446)	(95,271)	(90,642)	(92,908)	(95,231)	(97,612)	(100,052)	(102,553)	(105,117)	(107,745)
Payments for Materials, Contracts & Other Expenses	(74,845)	(76,330)	(88,241)	(90,317)	(92,434)	(96,439)	(99,872)	(101,478)	(104,040)	(106,608)
Finance Payments	(2,800)	(2,986)	(4,582)	(5,672)	(7,195)	(8,324)	(11,929)	(12,166)	(13,446)	(13,519)
Operating Payments to Suppliers and Employees	(167,291)	(171,601)	(178,883)	(183,225)	(187,665)	(194,051)	(199,924)	(204,031)	(209,157)	(214,353)
Net Cash provided by (or used in) Operating Activities	62,710	70,500	79,932	92,420	107,238	101,134	86,598	90,007	91,324	93,902
Cash Flows from Investing Activities										
Receipts										
Amounts Received Specifically for New/Upgraded Assets	6,026	-	-	-	-	-	-	-	-	-
Proceeds from Surplus Assets	18,500	-	-	-	-	-	-	-	-	-
Sale of Replaced Assets	500	500	500	500	500	500	500	500	500	500
Repayments of Loans by Community Groups										
Distributions Received from Equity Accounted Council Businesses										
Payments										
Expenditure on Renewal/Replacement of Assets	(56,022)	(67,936)	(70,198)	(105,007)	(130,454)	(108,644)	(88,928)	(83,100)	(84,863)	(86,624)
Expenditure on New/Upgraded Assets	(56,489)	(38,799)	(20,627)	(18,244)	(5,367)	(5,441)	(5,517)	(5,601)	(9,759)	(9,831)
Net Purchase of Investment Securities	-	-	-	-	-	-	-	-	-	-
Capital Contributed to Equity Accounted Council Businesses	(320)	(320)	(320)	(320)	(320)	(320)	(320)	(320)	(320)	(320)
Net Cash provided by (or used in) Investing Activities	(87,805)	(106,555)	(90,645)	(123,071)	(135,640)	(113,906)	(94,265)	(88,521)	(94,443)	(96,275)
Cash Flows from Financing Activities										
Receipts										
Proceeds from Borrowings	30,084	41,157	15,937	35,172	32,921	16,761	10,928	1,858	6,463	5,716
Payments										
Repayment from Borrowings	-	-	-	-	-	-	-	-	-	-
Repayment of Lease Liabilities	(4,989)	(5,102)	(5,224)	(4,521)	(4,518)	(3,989)	(3,262)	(3,344)	(3,344)	(3,344)
Net Cash provided by (or used in) Financing Activities	25,095	36,056	10,713	30,651	28,403	12,772	7,667	(1,486)	3,119	2,372
Net Increase (Decrease) in Cash Held	(0)	(0)	0	(0)	0	0	(0)	(0)	0	(0)
plus: Cash & Cash Equivalents at beginning of period	800	800	800	800	800	800	800	800	800	800
Cash & Cash Equivalents at end of period	800	800	800	800	800	800	800	800	800	800

Uniform Presentation of Finances

\$'000s	2024-25 Budget	2025-26 Plan	2026-27 Plan	2027-28 Plan	2028-29 Plan	2029-30 Plan	2030-31 Plan	2031-32 Plan	2032-33 Plan	2033-34 Plan
Income										
Rates Revenues	144,908	154,896	163,902	171,850	176,888	182,021	187,282	193,028	197,863	202,809
Statutory Charges	16,893	17,400	17,835	18,281	18,738	19,206	19,686	20,178	20,683	21,200
User Charges	67,399	68,941	76,600	78,515	80,478	82,490	84,552	86,666	88,833	91,054
Grants, Subsidies and Contributions	4,842	4,646	4,762	4,881	5,003	5,128	5,257	5,388	5,523	5,661
Grants, Subsidies and Contributions - Capital	-	-	-	7,500	20,833	13,333	-	-	-	-
Investment Income	166	171	176	180	184	189	194	199	204	209
Reimbursements	150	155	159	163	167	171	175	180	184	189
Other Income	866	892	915	937	961	985	1,009	1,035	1,061	1,087
Total Income	235,225	247,101	264,348	282,308	303,252	303,524	298,155	306,674	314,350	322,208
Expenses										
Employee Costs	86,220	88,853	91,074	93,351	95,685	98,077	100,529	103,042	105,618	108,259
Materials, Contracts & Other Expenses	81,973	84,091	88,500	90,712	92,980	95,304	97,687	100,129	102,632	105,198
Depreciation, Amortisation & Impairment	56,857	64,462	66,471	68,287	69,985	71,665	73,382	75,210	77,137	79,120
Finance Costs	808	3,626	5,122	6,508	8,030	9,159	12,764	13,001	14,281	14,354
Total Expenses	225,858	241,031	251,167	258,858	266,679	274,206	284,363	291,382	299,669	306,931
Operating Surplus / (Deficit) before Capital Amounts	9,367	6,070	13,181	23,450	36,573	29,318	13,793	15,291	14,681	15,277
Net Outlays on Existing Assets										
CapEx on Renewal & Replacement of Existing Assets	(56,022)	(67,936)	(70,198)	(105,007)	(130,454)	(108,644)	(88,928)	(83,100)	(84,863)	(86,624)
<i>add back</i> Depreciation, Amortisation and Impairment	56,857	64,462	66,471	68,287	69,985	71,665	73,382	75,210	77,137	79,120
<i>add back</i> Amounts received specifically for Existing Assets	-	-	-	-	-	-	-	-	-	-
<i>add back</i> Proceeds from Sale of Replaced Assets	500	500	500	500	500	500	500	500	500	500
Net Outlays on Existing Assets	1,335	(2,975)	(3,227)	(36,220)	(59,969)	(36,479)	(15,045)	(7,390)	(7,226)	(7,004)
Net Outlays on New and Upgraded Assets										
Capital Expenditure on New and Upgraded Assets	(56,809)	(39,119)	(20,627)	(18,244)	(5,367)	(5,441)	(5,517)	(5,601)	(9,759)	(9,831)
<i>add back</i> Amounts received specifically for New and Upgraded Assets	6,026	-	-	-	-	-	-	-	-	-
<i>add back</i> Proceeds from Sale of Surplus Assets	18,500	-	-	-	-	-	-	-	-	-
Net Outlays on New and Upgraded Assets	(32,283)	(39,119)	(20,627)	(18,244)	(5,367)	(5,441)	(5,517)	(5,601)	(9,759)	(9,831)
Net Lending / (Borrowing) for Financial Year	(21,581)	(36,024)	(10,673)	(31,014)	(28,763)	(12,603)	(6,770)	2,301	(2,305)	(1,558)

Key Financial Indicators

Table 13

Financial Indicator	Explanation	Target	2024-25	2025-26	2026-27	2027-28	2028-29	2029-30	2030-31	2031-32	2032-33	2033-34	5 Year Average	10 Year Average
Operating Surplus Ratio	Operating surplus as a percentage of operating revenue	0%-20%	4.0%	2.5%	5.0%	8.3%	12.1%	9.7%	4.6%	5.0%	4.7%	4.7%	6.4%	6.0%
Net Financial Liabilities	Financial liabilities and a percentage of operating income	Less than 80%	21%	48%	51%	61%	68%	74%	80%	79%	80%	80%	50%	64%
Asset Renewal Funding Ratio	Expenditure on asset renewals as a percentage of forecast required expenditure in the asset management plans	90%-110%	93%	94%	95%	96%	97%	98%	99%	100%	100%	100%	95%	97%
Asset Test Ratio	Borrowings as a percentage of total saleable property assets	Maximum 50%	17%	29%	30%	38%	46%	49%	50%	50%	50%	50%	32%	41%
Interest Expense Ratio	Annual interest expense relative to General Rates Revenue (less Landscape Levy)	Maximum 10%	2.0%	2.0%	2.8%	3.6%	4.4%	4.9%	6.8%	6.7%	7.2%	7.1%	2.9%	4.7%
Leverage Test Ratio	Total borrowings relative to General Rates Revenue (less Landscape Levy)	Maximum 1.5 years	0.4	0.6	0.7	0.9	1.0	1.1	1.1	1.1	1.1	1.1	0.5	0.8
Cash Flow from Operations Ratio	Operating income as a percentage of Operating Expenditure plus expenditure on renewal/replacement of assets	Greater than 100%	103%	101%	104%	96%	93%	98%	99%	102%	102%	102%	102%	100%
Borrowings	Borrowings as a percentage of the Prudential Borrowing Limit	Prudential Limit \$m	157.9	162.6	185.6	190.2	195.0	199.9	204.9	210.0	215.2	220.6	178.3	194.2
		Borrowings \$m	53.7	94.8	110.8	145.9	178.9	195.6	206.6	208.4	214.9	220.6	81.0	141.0
		%	34%	58%	60%	77%	92%	98%	101%	99%	100%	100%	46%	72%
Operating Position	Operating Income less Expenditure	\$2m - \$10m	9.4	6.1	13.2	23.5	36.6	29.3	13.8	15.3	14.7	15.3	12.1	17.0
Future Fund	Proceeds from the sale of Council assets to fund new income generating assets or new strategic capital projects	N/A	34.2	33.7	33.2	33.2	33.2	33.2	33.2	33.2	33.2	33.2	33.8	33.8

Key Assumptions (Indices)

Table 14

Consumer Price Index (CPI)

Rate %	2024-25 Budget	2025-26 Plan	2026-27 Plan	2027-28 Plan	2028-29 Plan	2029-30 Plan	2030-31 Plan	2031-32 Plan	2032-33 Plan	2033-34 Plan
CPI (SA)	3.3%	3.0%	2.5%	2.5%	2.5%	2.5%	2.5%	2.5%	2.5%	2.5%

Table 15

Interest Rates

Rate %	2024-25 Budget	2025-26 Plan	2026-27 Plan	2027-28 Plan	2028-29 Plan	2029-30 Plan	2030-31 Plan	2031-32 Plan	2032-33 Plan	2033-34 Plan
Interest Rate	5.6%	4.5%	4.4%	4.4%	4.4%	4.4%	4.4%	4.4%	4.4%	4.4%

Glossary

Asset

Assets are future economic benefits controlled by the Council as a result of past transactions or other past events.

Asset Renewal Funding Ratio

(also known as the Asset Sustainability Ratio)

Expenditure on asset renewals as a percentage of forecast required expenditure in the infrastructure asset management plans.

Asset Test Ratio

Borrowings as a percentage of total saleable property assets.

Consumer Price Index (CPI)

The Consumer Price Index (CPI) is a measure of changes, over time, in retail prices of a constant basket of goods and services representative of consumption expenditure by resident households in Australian metropolitan areas. The simplest way of thinking about the CPI is to imagine a basket of goods and services comprising items typically acquired by Australian households. As prices vary, the total price of this basket will also vary. The CPI is simply a measure of the changes in the price of this basket as the prices of items in it change.

Equity

Equity is the residual interest in the assets of the Council after deduction of its liabilities.

Leverage Test Ratio

Total borrowings relative to rates revenue (less landscape levy).

Liability

Liabilities are the future sacrifices of economic benefits that the Council is presently obliged to make to other entities or organisations as a result of past transactions or other past events.

Interest Expense Ratio

Proportion of Council's general rate income that is being used to service debt (interest).

Liquidity

Measure of the Council's ability to cover its immediate and short-term debts and obligations.

Net Financial Liabilities

Financial liabilities as a percentage of operating surplus.

Operating Surplus Ratio

Operating surplus as a percentage of operating revenue.



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