

# **Revenue Policy**

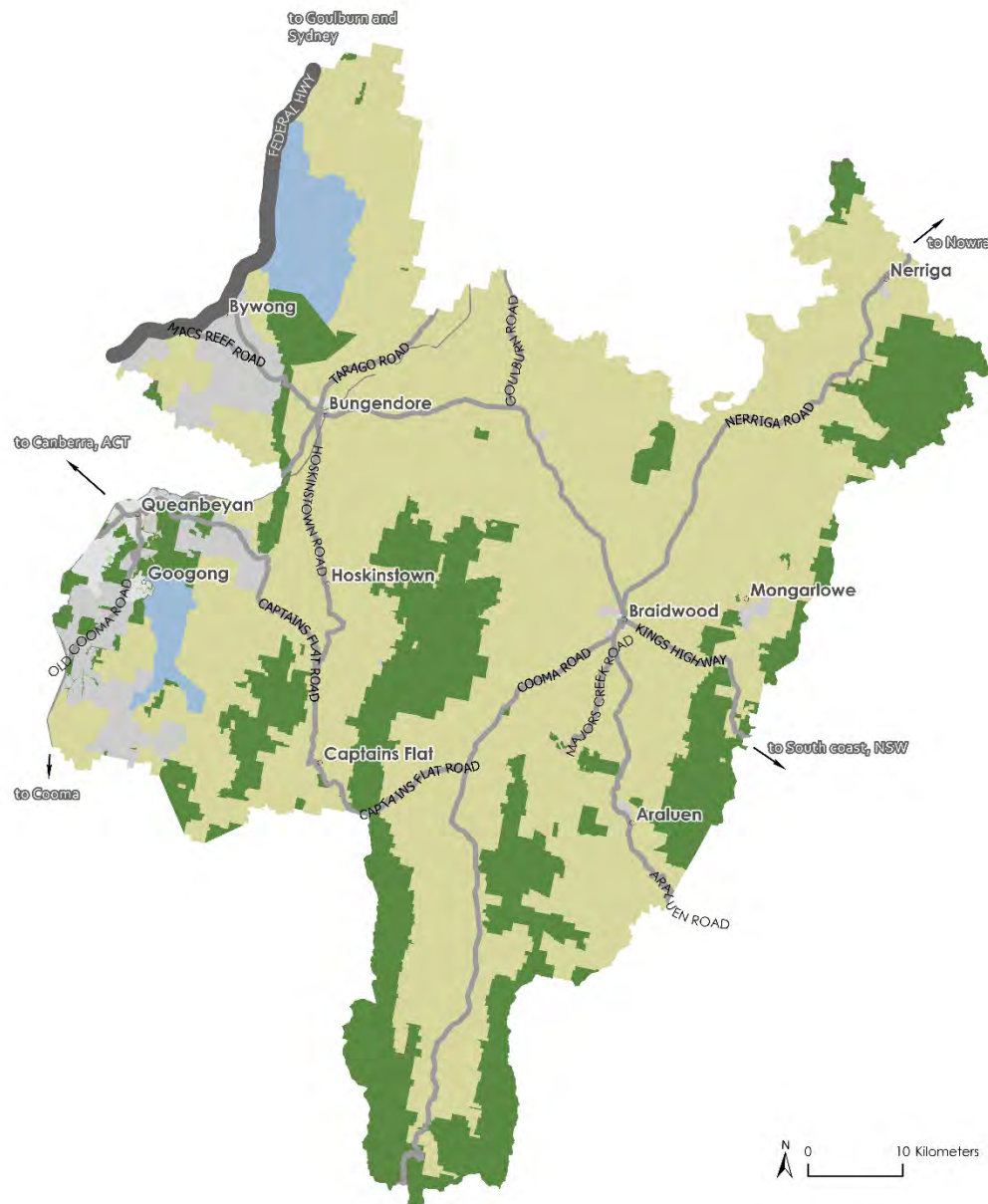
2021-22





## Revenue Policy 2021-22

### Queanbeyan-Palerang Regional Council local government area map



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## Revenue Policy 2021-22

### Table of Contents

<b>Revenue Policy</b>	<b>5</b>
2021-22 Key Impacts	5
Future Financial Impacts	6
IPART Review of the Rate Peg	7
Financial Strategy	9
Narrow the Gap	9
Rates and Annual Charges Revenue Strategy	10
Capacity to Pay and Hardship Policy	11
Willingness to Pay	11
<b>Sources of Revenue</b>	<b>12</b>
<b>Rates</b>	<b>12</b>
Rate pegging	13
Historical Special Rate Variations	13
Land Valuations	13
<b>2021-22 General Rates</b>	<b>14</b>
Structure of the Rate	16
Rates categories	16
Subcategory Maps	18
Typical Rates and Annual Charges – Comparison	24
Pensioner Rebates and Hardship	25
Payment by Instalments	25

## Revenue Policy 2021-22

Charges on overdue rates .....	26
<b>Annual Charges.....</b>	<b>26</b>
Water Access Charges .....	27
Palerang Communities Integrated Water Cycle Management Plan .....	30
Water Meter Size Reassessment Policy .....	30
Water Usage Charges - Potable water .....	32
Water Access Charges – Recycled Water .....	32
Water Usage Charges - Recycled Water .....	33
Total Water Revenue .....	34
Sewerage Access Charges .....	34
Sewerage Usage Charges (Section 502 of the LGA) .....	38
Liquid Trade Waste Charges .....	39
Water and Sewerage Dividend .....	41
QPRC Waste Strategy and Harmonisation of Waste Management Charges .....	41
Domestic Waste Charges .....	42
Business Waste Management .....	48
General Waste Rules and Definitions .....	49
Stormwater Management Services Charge .....	50
<b>Pricing Policy .....</b>	<b>55</b>
Service Funding Targets .....	55
Community Service Obligation .....	56
<b>Pricing Principle Applied to Individual Fees.....</b>	<b>64</b>

# Revenue Policy 2021-22

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## Revenue Policy

The Revenue Policy explains how Queanbeyan-Palerang Regional Council funds each activity it is involved in. Council provides a large number of distinct services and programs to its communities and it is required to undertake these services in a financially prudent and sustainable way. Revenue sources include rates, annual charges, fees, grants and contributions.

In considering its Revenue Policy, Council aims to strike a balance between the need to provide a level of service that meets community and legislative requirements, whilst maintaining general rates at an affordable and predictable level over the long term. The Financial Strategy and Policy<sup>1</sup> sets out how Council is planning to do this.

The Revenue Policy is more than Rates and Annual Charges, it also drives the policy direction for the ongoing review of service levels and community outcomes against the cost of services and the appropriate source of funding. Council's Pricing Policy aims to provide transparency over the decision to distribute the cost of services to ratepayers, and the level of cost recovery through direct user charges.

## 2021-22 Key Impacts

Rates notices in July 2021 will be affected by these main factors:

1. Council's total rates income for the year will be increased by the rates peg of 2% determined by the NSW Independent Pricing and Regulatory Tribunal (IPART). The rates peg is not the amount that each individual rates assessment can increase, but the increase in the total general rates income that Council receives.
2. Introduction of \$25 annual charge for stormwater in Bungendore and Braidwood to fund the expansion and upgrade of stormwater networks in the urban areas.
3. Increase annual charge for stormwater from \$20 to \$25 in Queanbeyan to fund the expansion and upgrade of the urban stormwater network.
4. Adoption of the new pricing structure for the Palerang Communities Water and Sewerage Schemes that:
  - Increases the residential water access charge to \$556.
  - Increases the water usage charge to \$3.72 per kilolitre.
  - Increases the residential access sewerage charge to \$1,133.

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<sup>1</sup> QPRC Financial Strategy and Policy, adopted 25 January 2017, <https://www.qprc.nsw.gov.au/Resources-Documents/Adopted-QPRC-Policies>

## Revenue Policy 2021-22

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5. Increase the annual charge for existing users of the Queanbeyan Sewerage Scheme by 10% over 5 years (or 2% each year) plus the annual indexation – for the major upgrade and expansion of the Queanbeyan Sewerage Treatment Plant. The upgrade works are reliant on additional grant funding in addition to the 10% increase in user charges.
6. Harmonisation of Waste Management Charges, with a phased implementation over three years from 2021-22. The proposed pricing has been guided by the Waste Strategy and includes:
  - Programs to divert more waste to recyclable streams.
  - Expansion of the application of the General Waste Charge
  - Adjustment to domestic waste charges by locality.
7. All other annual charges will be increased by 2.0%.
8. Discretionary user fees and charges will be increased by a base level of 4%.

### Future Financial Impacts

At the time of the Council merger, both former councils were progressing significant strategies to increase revenue, with these strategies being interrupted by the formation of QPRC.

- Palerang Council had begun community consultation on a proposed 9.5% SRV to be applied every year for five years and to remain permanently in the rates base.
- Queanbeyan City Council had a proposal to implement appropriate residential water and sewer charges, incorporating price increases of 9% and 13.5% for the water and sewer operations. In 2016, QPRC engaged AITHER to review its Water and Sewer pricing in accordance with the NSW Best Practice Water and Sewer Pricing Guidelines, reducing forward indexation to 4% per annum.

Following the merger, the government set a four-year rates path freeze that expired in June 2020.

In setting its new Revenue Strategy, Council will ensure that its projected operating revenues are set at a sufficient level to meet its projected operating expenses, and achieve a balanced budget. Future revenue strategies will consider the level of general SRV that will be required.

Council will be informed by strategic business planning to set future annual charges for water, sewer, waste and stormwater, and has adopted NSW Best Practice Pricing, taking into account the cost of funding the community's long term infrastructure requirements. Council has adopted an Integrated Water Cycle Management Plan for the Palerang communities, and resolved to adopt Best Practice Pricing. Council has also adopted Floodplain Risk Management Plans and Stormwater Management Plans for Bungendore and Braidwood, and resolved to consider new Stormwater Levies to support the extension of stormwater infrastructure.

## Revenue Policy 2021-22

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Council has developed a new Waste Strategy that streamlines waste service delivery, increases waste diversion from landfill and harmonises annual waste and service charges. Changes to waste management charges to increase total revenue for those improved outcomes will be phased in over three years.

In May 2021 the NSW Government amended the *Local Government Act*<sup>2</sup> (the Act) to reform rates legislation so that Council can increase rates to support development and pay for increased community infrastructure. Parts of the legislative changes rely on additional reviews and guidelines to be finalised over the next 12 months. The Minister for Local Government has commissioned IPART to recommend a new methodology for taking population growth into account when setting the rate peg. The Act now allows multiple rate pegs to be set, if required, enabling the Government to align council's general income to population growth to help provide for growing communities.

The amended Act allows Council to levy a new special rate for infrastructure that is jointly funded by Council and another government entity. Income from this special rate would not require a Special Rate Variation, or require IPART approval. Subject to additional government regulations being made for the commencement of this legislation, Council will consider infrastructure projects that would qualify for a special rate and engage with ratepayers on any proposal. Council would seek to discuss benefits of any proposed future infrastructure spending, anticipated total project costs, council's contribution to those costs, the contributions to be made by others, the total special rate being proposed, and how, and for what time period, the rates are to be levied.

Subject to the finalisation of the supporting reviews and regulations being released by Government, an infrastructure levy may also be incorporated in to the next Delivery Program and Long Term Financial Plan considered by the new Council, from the 2022-23 financial year.

All future RePenue policy changes will be subject to community consultation that takes place as part of Council's annual community engagement process and would seek to receive feedback on anticipated costs and benefits to ratepayers.

### IPART Review of the Rate Peg<sup>3</sup>

The rate peg is determined by measuring changes in IPART's Local Government Cost Index (LGCI). The LGCI reflects the increase in costs experienced by the average council. In calculating the annual rate peg, IPART can also take into account a productivity factor in addition to the LGCI.

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<sup>2</sup> Local Government Amendment Act 2021, <https://legislation.nsw.gov.au/view/pdf/asmade/act-2021-11>

<sup>3</sup> The Minister for Local Government has asked IPART to recommend a rate peg methodology that allows the general income of councils to be varied annually on a total basis to take into account population growth. The IPART review documentation is available here: <https://www.ipart.nsw.gov.au/Home/Industries/Local-Government/Reviews/Rate-peg-population-growth/Review-of-the-rate-peg-to-include-population-growth#:~:text=include%20population%20growth,-Status&text=The%20Minister%20for%20Local%20Government,take%20into%20account%20population%20growth.>

## Revenue Policy 2021-22

As the local community grows, NSW councils are required to provide services to new residents. A sustainable and efficient rate peg system, which recognises the additional pressures of population growth, would allow councils to recoup the cost increases they face.

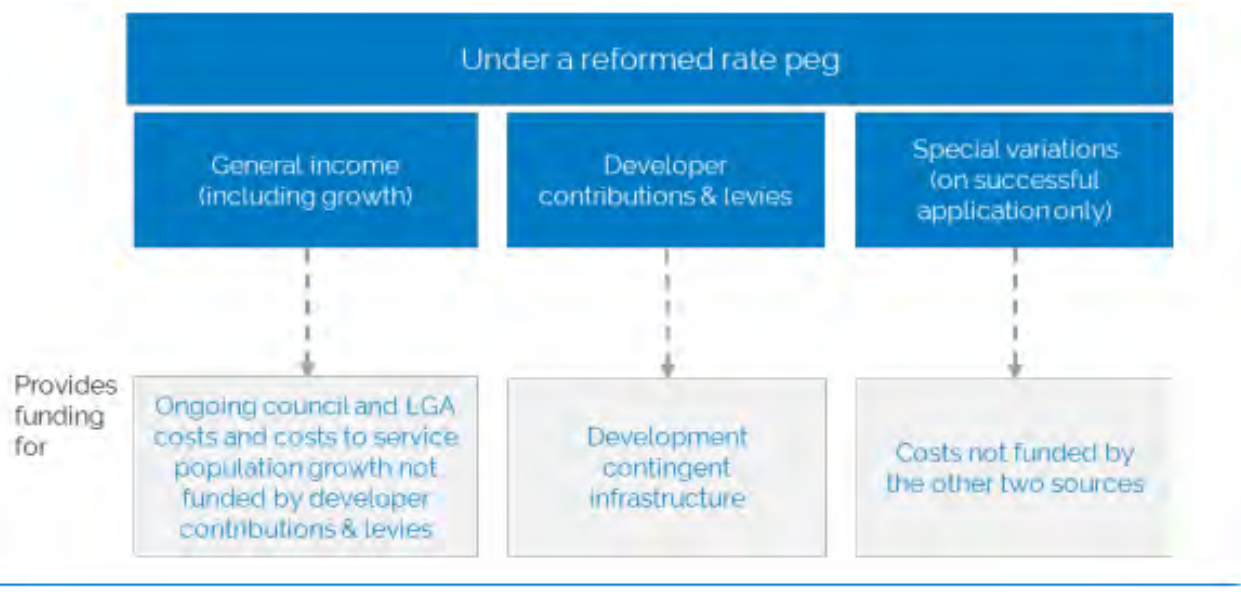
The rate peg allows for the general revenue of councils to increase with price increases each year. However, the rate peg does not expressly account for the increase in the volume of services that need to be provided to service population growth or to maintain new local infrastructure.

Under the current approach to the rate peg, councils can raise revenue to service the costs associated with population growth through developer contributions and special variations.

Councils need to collect sufficient revenue from new residents to fund the additional costs associated with population growth. Reform to the rate peg to account for population growth, in addition to developer contributions, will allow councils to provide services for new residents and ensure delivery standards are maintained. Councils can still apply for a special variation if additional funds are required.

Figure 1 provides an overview of how councils could fund growth after reform to the rate peg, based on the IPART proposal:

**Figure 1: Council revenue sources under a reformed rate peg**





# Revenue Policy 2021-22

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## Financial Strategy

The QPRC Financial Strategy and Policy seeks to reach a 'Responsible or Optimal' scenario and achieve an acceptable compromise between Council's obligations to:

- achieve financial sustainability,
- manage the asset backlog to prevent an infrastructure crisis,
- preserve essential public services in line with population growth,
- keep rates, fees and charges affordable,
- borrow at acceptable levels in line with intergenerational equity and
- meet the financial benchmarks outlined in Council's long term financial strategy.

## Narrow the Gap

The 'Narrow the Gap' principle detailed in Council's financial strategy aims to progressively map and match asset and service expenses to related revenue sources such that:

- progressive property taxes (based on land valuation), including ad valorem rates, annual charges, development contributions and asset specific grants cover the cost of maintenance, renewal, upgrade and debt servicing costs of infrastructure;
- community service obligations (CSO) are funded through the fixed component of the general rate (base amount) and general purpose grants;
- additional services to community and business (above the CSO) are funded through fees, charges and specific purpose grants;
- water, sewer and waste services (including attributed corporate costs) are funded by user charges and fees;
- governance and corporate overhead costs are attributed across the asset and service areas.

In line with the narrow the gap principle Council proposed to introduce an infrastructure special rate from 1 July 2023, subject to the new Council endorsement and IPART approval, to continue to raise suitable revenues to manage, maintain and renewal general infrastructure to support the growing population and business.

## Revenue Policy 2021-22

Figure 2: 'Narrow the Gap' principle of progressively matching revenue and expenditure

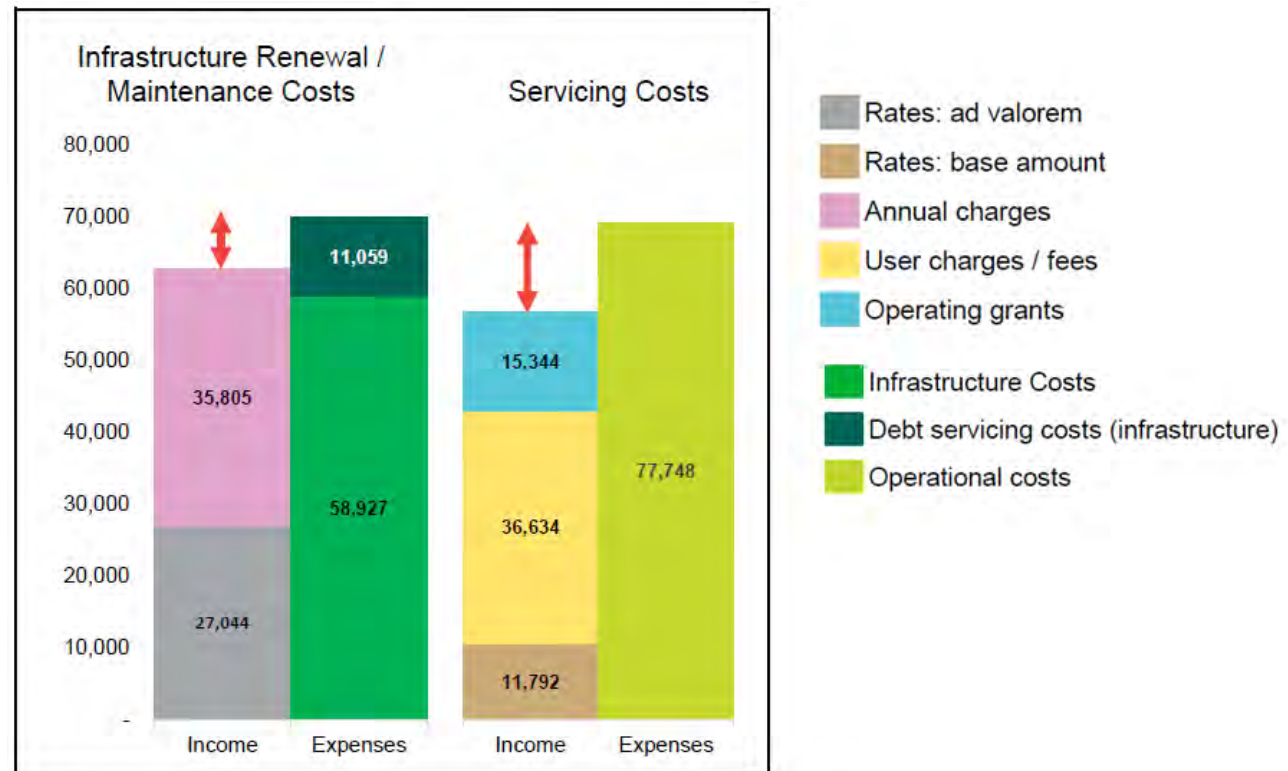
Through its strategy of matching income and expenses, Council will identify the gap between those costs and revenues and utilise policy measures to improvement alignment through a combination of:

- modifying rates, fees and charges over time
- accessing additional grant funding
- adjusting asset condition and intervention levels
- adjusting levels of service to meet what the community are prepared to pay for.

### Rates and Annual Charges Revenue Strategy

Council's Revenue Policy takes into account a number of factors including:

- the benefit or user pays principle – some ratepayers have more access to, make more use of, and benefit more from the council services paid for by rates
- the capacity to pay principle – some ratepayers have more ability to pay rates
- the incentive or encouragement principle – some ratepayers may be doing more towards achieving community goals than others in areas such as environmental or heritage protection and town beautification
- the principle of intergenerational equity –future ratepayers should enjoy the same, or improved standard of infrastructure and services at an equivalent future cost



## Revenue Policy 2021-22

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Council's objectives in the development of this rates structure are to:

- progressively align the ad valorem amount with the provision of infrastructure so that all properties pay a share of the cost of maintenance, renewal, upgrade and debt servicing of infrastructure in proportion to their land values.
- progressively align the base amount with the net cost of service provision, incorporating funding of council's community service obligations (CSOs)<sup>4</sup>.
- explore opportunities to assist ratepayers experiencing financial hardship, such as to defer business rates during business closures experienced during the 2020 pandemic conditions.

Council is also considering wider revenue strategies where there are opportunities to increase own source revenue. This includes council's strategy to introduce dividend payments to fund services from the surplus of its Queanbeyan Water and Sewer business activities.

### Capacity to Pay and Hardship Policy

The 'benefit or user pays' principle often conflicts with the 'capacity to pay' principle; and, in setting the rates structure, Council has been mindful of both equity considerations.

An individual ratepayer's ability to pay rates at a particular time may be impacted by external economic factors that create a sustained financial burden, such as drought, bushfires and the global pandemic. Council has a very strong *Financial Hardship and Assistance Policy* and will support all ratepayers who are experiencing financial hardship and are struggling to pay their rates. Council will work with individual ratepayers to consider their circumstances and provide them with options and assistance such as deferred and interest free payment arrangements. That policy has been broadened to further assist ratepayers affected by drought, bushfire or COVID economic stress.

### Willingness to Pay

In developing the rating structure, Council's strategy has been to correlate rates revenue to services and infrastructure, providing a basis for future planning processes involving community conversations about the willingness to pay rates for changes in the level and quantity of services.

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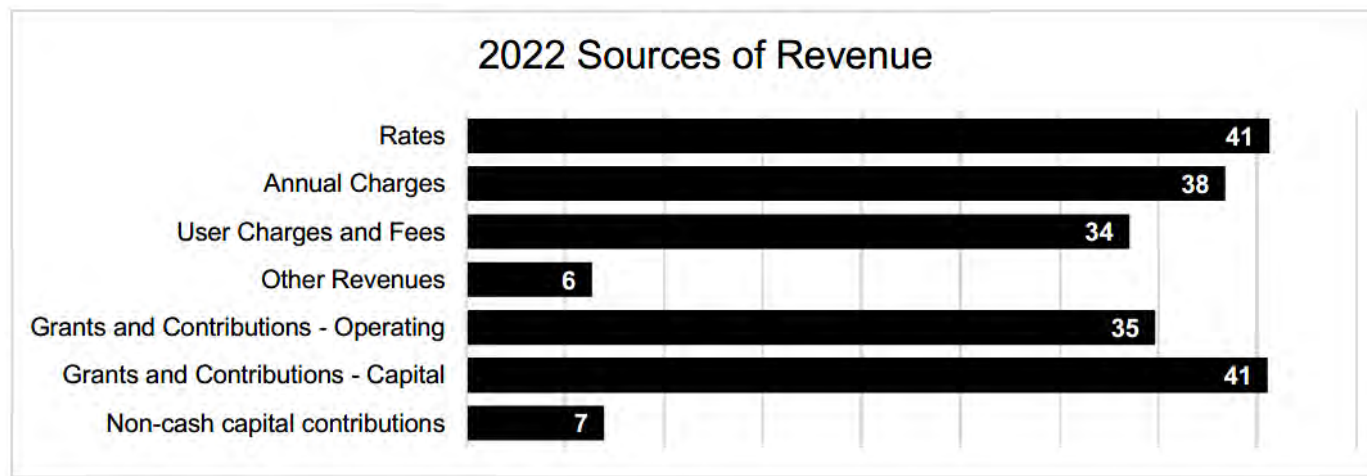
<sup>4</sup> Community Service Obligations (CSOs) are non-commercial activities of government for identified social purposes, and represent a significant component of local government activity.

## Revenue Policy 2021-22

### Sources of Revenue

Council's forecast sources of operating revenue for the 2021-22 financial year are shown in Figure 3. General rates comprise 20% of the annual operating budget.

Figure 3: Sources of Operating Revenue 2021-22 Budget



### Rates

The objective of this Revenue Policy is to ensure that rates are levied in a fair and equitable manner so as to provide sufficient funds to carry out the general services which benefit all the ratepayers of the area. Council aims to set rates and charges at a level that provides a sustainable income but does not impose undue hardship on property owners. Council is committed to a rates and charges process that is ethical, transparent, open, accountable and compliant with legal obligations (including the *NSW Local Government Act 1993* and the *Local Government (General) Regulation 2005 (NSW)*). The administration of rates will be honest, diligent and applied consistently and fairly across all properties.

In accordance with the *NSW Local Government Act 1993*, Council will adopt four categories of ordinary rate, being residential, farmland, business and mining. An ordinary rate will be applied to each parcel of rateable land within the local government area. The ordinary rate applicable for each assessment will be determined on the property's categorisation which is dependent on dominant use.



## Revenue Policy 2021-22

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It is noted that the NSW Government has proposed a new rating category for Environment, expected to commence from 1 July 2022, if adopted by Council as part of the rating structure.

### Rate pegging

The rate peg determined by the Independent Pricing and Regulatory Tribunal (IPART) sets the maximum percentage by which a council may increase its general income for the year, excluding the addition of new properties.

IPART announced that the rate peg for 2021-22 for NSW councils is 2.0%. Council proposes to increase rating income by 2.0% in accordance with the maximum allowable increase. This does not mean that each individual rate assessment will increase by that percentage, but does mean that Council's total income from ordinary rates cannot exceed this percentage increase, excluding new properties created through subdivision during the year.

It is noted the annual contribution by Council towards NSW emergency services has grown from \$1m to \$1.6m since 2017, diverting around 4% of Council's annual general rate to State Government service provision.

The notional general income for 2021-22 has been calculated as \$40,441,377 including the IPART approved 2.0% increase of \$769,000.

### Historical Special Rate Variations

Councils use the Special Rates Variation (SRV) process to apply for an increase in their total rate revenue, above the rate peg.

In 2010-11, the Independent Pricing and Regulatory Tribunal approved a special rates variation for the former Queanbeyan City Council of 5.8%. The additional revenue has been used to fund the maintenance and renewal of roads, footpaths, parks and sports fields within the Queanbeyan area.

### Land Valuations

The ad valorem component of the rate is calculated with reference to the unimproved land valuations issued by the NSW Valuer General every three years. The proportionate share of rates charged to each assessment is dependent on the land value of the property as compared with all other properties within the same rating category, and the rating structure determined by Council.

The valuation process occurs independently of Council, and is something Council cannot influence. QPRC properties were last revalued in 2019, and the next revaluation is due in 2022 for rating from 1 July 2023 to 30 June 2026.

## Revenue Policy 2021-22

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The NSW Land & Property Information and NSW Valuer General's Office websites contain information on the valuation process and how to request a review/lodge an objection<sup>5</sup>.

Increases in land values do not necessarily lead to similar increases in rates, rather, changes to land valuations do cause a redistribution of the rate levied across all properties.

### 2021-22 General Rates

The proposed 2021-22 rate structure follows a principles based approach with:

- sub-categorisation for local communities with unique characteristics and different public infrastructure and Council services
- the ad valorem amount is set to recover the cost of infrastructure
- the base amount is set to recover the cost of services and operations

The rates yield by category and sub-category is consistent with the 2020-21 rates yield.

In this way, all assessments pay a proportionate share toward the cost of infrastructure based on their land value and the base charge is used to set a pricing difference for the type, quality and scope of services provided in those localities.

The notional income yield for 2021-22 totals \$40,441,377 and equates to an overall rate peg increase of 2.0% on the notional income for 2020-21. The maps provided on the following pages illustrate the location of each subcategory.

Council will continue to process adjustments to its rating records until the time the Revenue Policy is adopted with supplementary valuations processed up until adoption. Minor changes to the amounts shown will occur.

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<sup>5</sup> As valuations are provided by NSW Land & Property Information on behalf of the NSW Valuer General who is the statutory independent valuing authority, all enquiries should be directed to NSW Land & Property Information. P: 1800 110 038. E: [valuationenquiry@property.nsw.gov.au](mailto:valuationenquiry@property.nsw.gov.au).  
<http://www.valuergeneral.nsw.gov.au/>

## Revenue Policy 2021-22

Table 1: 2021-22 Base and Ad Valorem Rates

Rate category and sub-category	Number of Assessments	Ad Valorem Rate	Base Amount \$	% base	Land Value	2021-22 estimated income	% Revenue	Average Rate
<b>Residential</b>								
Queanbeyan Urban	15,098	0.335980	418	33.22%	3,839,462,516	19,210,840	47.50%	\$1,270
Googong	2,297	0.335980	490	33.24%	672,813,572	3,386,049	8.37%	\$1,467
Bungendore	1,443	0.216280	378	35.73%	453,473,021	1,526,339	3.77%	\$1,056
Braidwood	734.9	0.216280	378	49.52%	130,928,921	560,965	1.39%	\$757
General	5,578	0.177000	378	33.22%	2,394,891,627	6,347,442	15.70%	\$1,138
<b>Business</b>								
CBD	143	1.810000	673	5.99%	83,496,530	1,607,526	3.97%	\$11,287
Googong	36	1.810000	673	10.35%	11,590,510	234,016	0.58%	\$6,500
Poplars Business Park	6	1.810000	673	1.42%	15,452,300	283,725	0.70%	\$47,287
Queanbeyan Urban	125.38	1.300000	459	4.72%	89,451,500	1,220,419	3.02%	\$9,590
Industrial	791.5	0.805173	459	11.61%	343,670,432	3,130,440	7.74%	\$3,953
General	247.8	0.177000	418	42.37%	79,595,277	244,464	0.60%	\$966
<b>Farmland</b>								
Farmland	1,029	0.130481	1,142	44.09%	1,142,165,097	2,665,426	6.59%	\$2,589
<b>Mining</b>								
Mining	1	0.565075	1,122	4.73%	4,000,000	23,725	0.06%	\$22,603
<b>27,531</b>					<b>9,260,991,303</b>	<b>40,441,376</b>	<b>100%</b>	

# Revenue Policy 2021-22

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## Structure of the Rate

In accordance with Section 497 of the Local Government Act 1993, the structure of the Ordinary Rate consists of a base amount and an ad valorem amount.

The base amount is a fixed charge that recognises that some of the benefits derived by ratepayers from the provision of Council works and services are shared equally by the community or a particular locality. For example the Residential Googong base amount is higher than the Residential General base amount, recognising the higher costs of operating the additional level of community facilities provided in Googong.

The ad valorem amount is a variable charge set as a proportion of the unimproved land value of the rateable property – that is, the value of the property without any buildings, houses or other capital investments.

## Rates categories

In accordance with the provisions of section 514 of the Local Government Act, all parcels of rateable land in Council's area have been declared to be within one of four rates categories:

- Farmland
- Residential
- Business
- Mining

Council has determined the category and sub category for each parcel of rateable land in accordance with the definitions set out in Sections 515, 516, 517, 518, 519 and 529 of the Local Government Act 1993. Rating categories under the *Local Government Act* do not correspond with land use zonings under the *Environment Planning and Assessment Act*.

Land is categorised as **residential** if it is a parcel of rateable land valued as one assessment and:

- its dominant use is for residential accommodation (otherwise than as a hotel, motel, guest house, backpacker hostel or nursing home) or any other form of residential accommodation (not being a boarding house or a lodging house) prescribed by the regulations, or
- in the case of vacant land, it is zoned or otherwise designated for use under an environmental planning instrument (with or without development consent) for residential purposes, or
- it is rural residential land.

Land is categorised as **farmland** if it is a parcel of rateable land valued as one assessment and its dominant use is for farming (that is, the business or industry of grazing, animal feedlots, dairying, pig farming, poultry farming, viticulture, orcharding, beekeeping, horticulture,



## Revenue Policy 2021-22

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vegetable growing, the growing of crops of any kind, forestry, oyster farming, or fish farming, within the meaning of the Fisheries Act and Oyster Farms 1935, or any combination of those businesses or industries) which:

- has a significant and substantial commercial purpose or character,
- is engaged in for the purpose of profit on a continuous or repetitive basis (whether or not a profit is actually made).
- Land is not to be categorised as farmland if it is rural residential land.

Land is categorised as **mining** if it is a parcel of rateable land valued as one assessment and its dominant use is for a coal mine or metalliferous mine.

Land is to be categorised as **business** if it cannot be categorised as farmland, residential or mining.

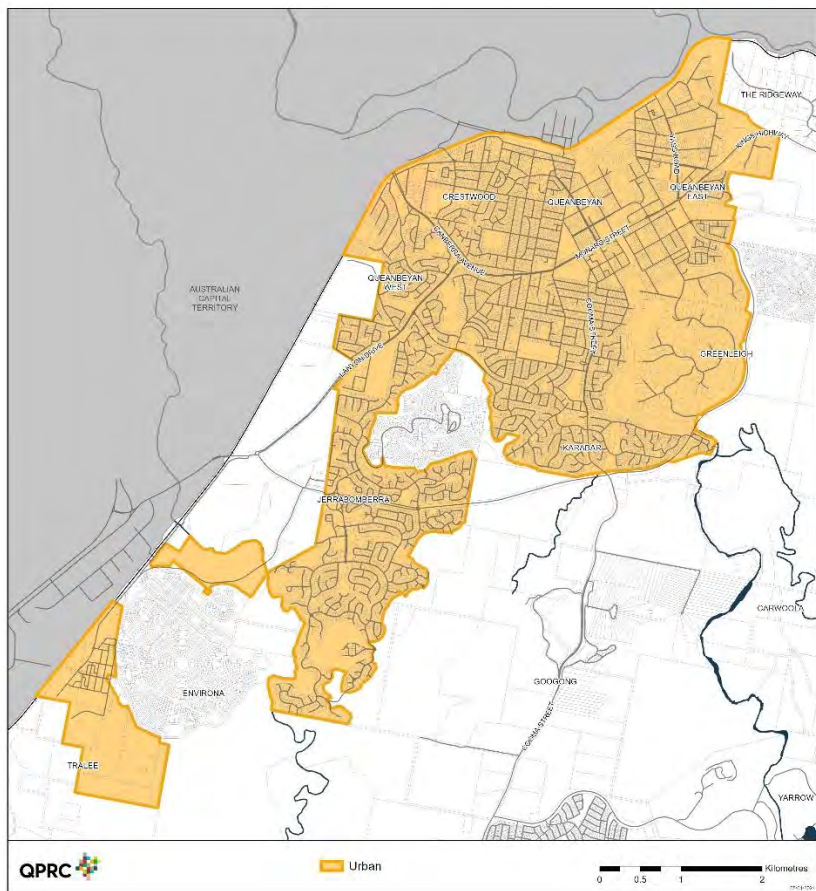
The NSW Government has proposed to create a new rating category for **environmental** land, and to define environmental land as that:

- for which current and future use of the land is constrained as it:
  - has limited economic value relative to its size and location, or
  - cannot be developed, or
  - has low development potential for a business, residential or farming activity, and
- is subject to geographic restrictions or regulatory restrictions

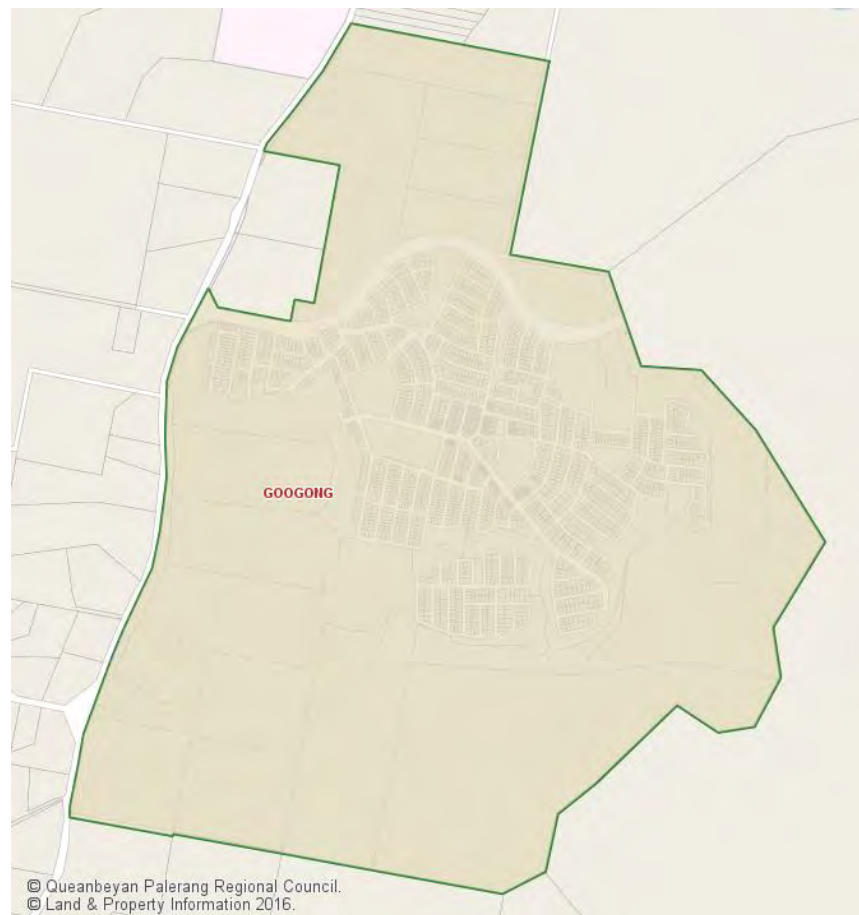
Should that Bill be passed, then Council may introduce the environmental rate category from the following financial year.

# Revenue Policy 2021-22

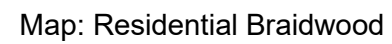
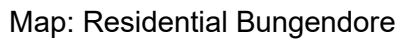
## Subcategory Maps



Map: Residential Queanbeyan

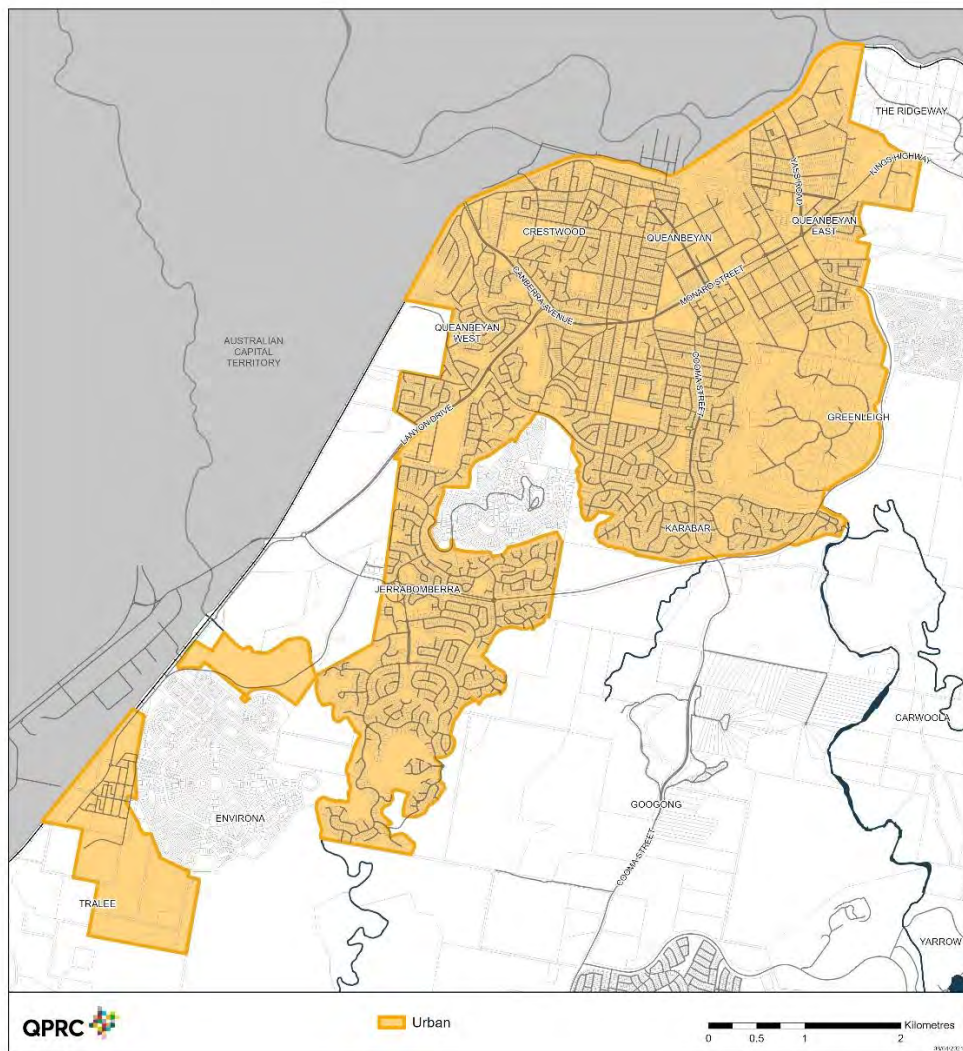


Map: Residential Googong





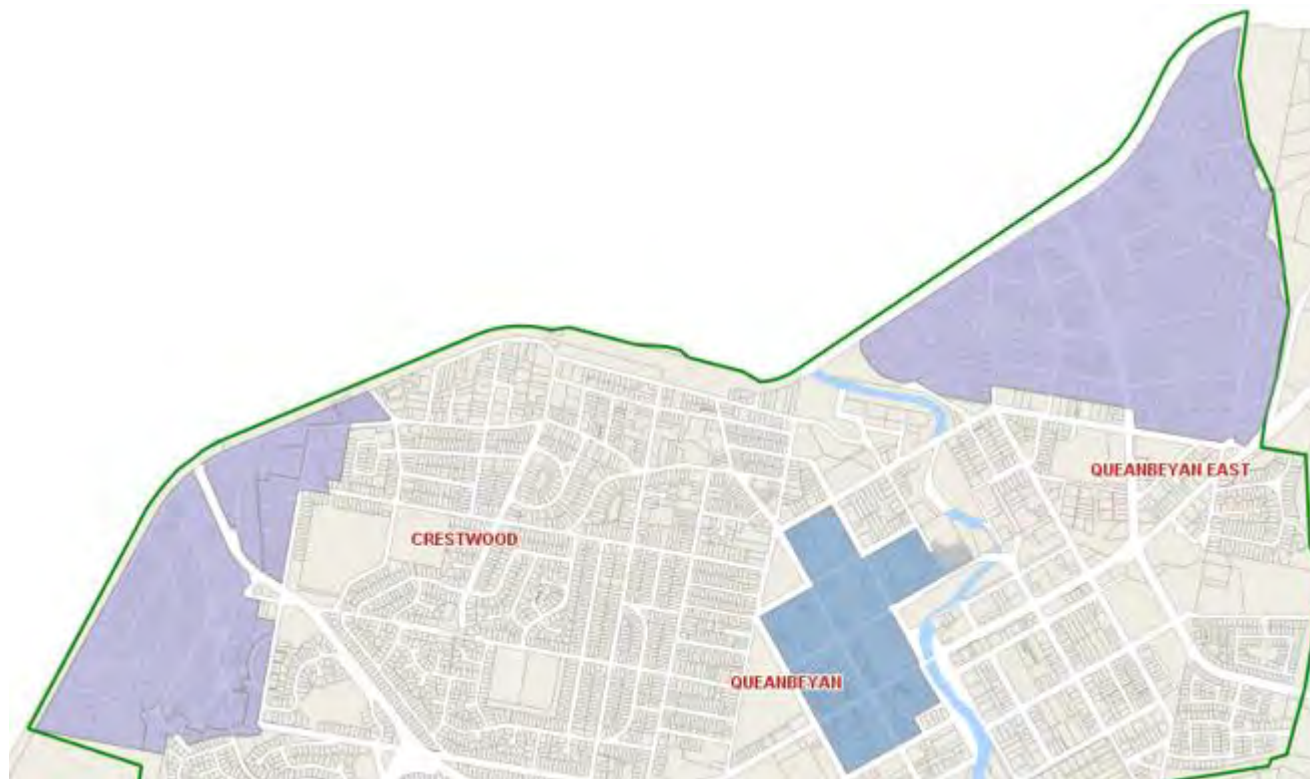
## Revenue Policy 2021-22



Map: Business Queanbeyan Urban



## Revenue Policy 2021-22



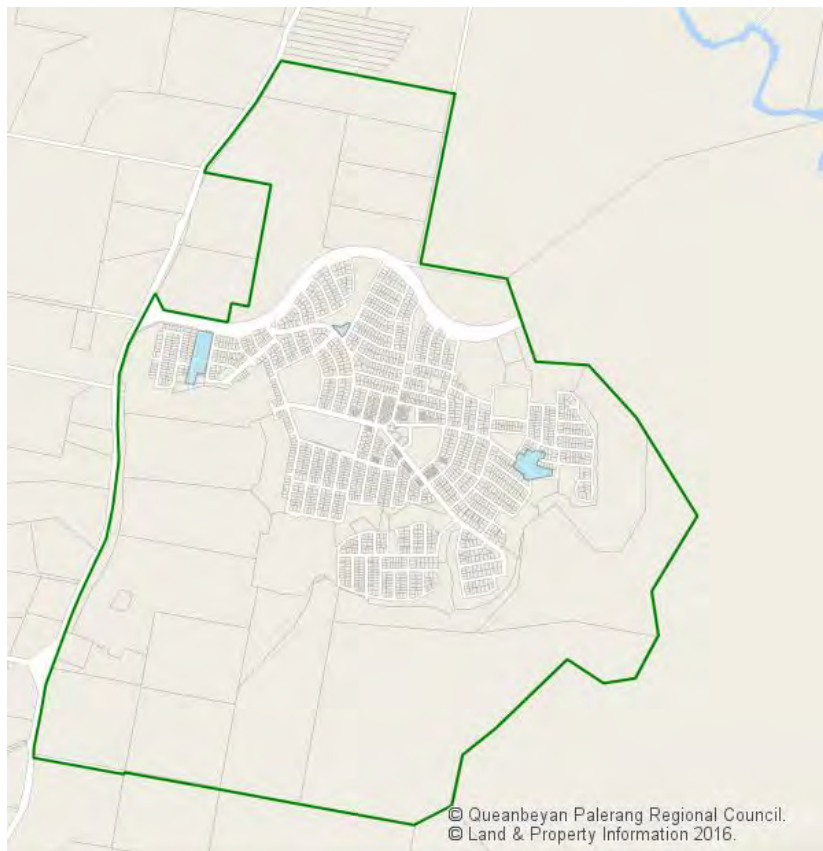
☐ Business Rates Zones

☒ Industrial

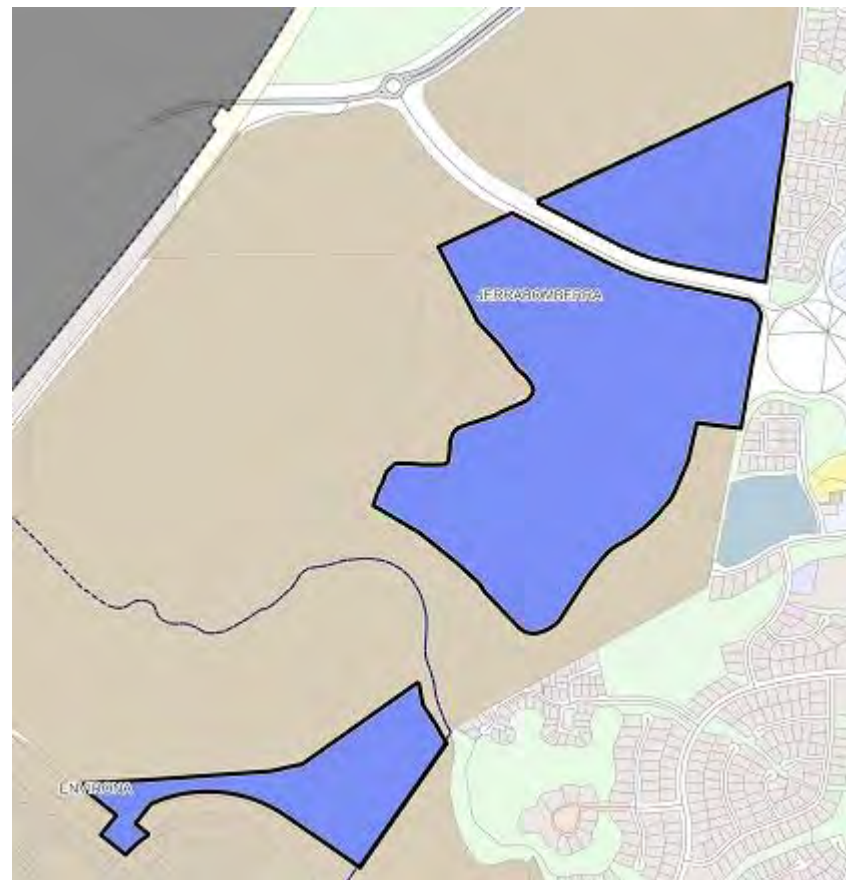
Map: Business Industrial (purple)



## Revenue Policy 2021-22



Map: Business Googong



Map: Business Poplars Business Park

## Revenue Policy 2021-22

### Typical Rates and Annual Charges – Comparison

Example property	Valuation 2019	2020-21			2021-22			\$ Change	% Change
		General Rates	Water, sewer, waste, stormwater charges	2020-21 Rates Notice	General Rates	Water, sewer, waste, stormwater charges	2021-22 Rates Notice		
Residential Queanbeyan	\$266,000	\$1,285	\$1,342	\$2,627	\$1,312	\$1,439	\$2,751	\$124	4.71%
Residential Jerrabomberra	\$389,000	\$1,689	\$1,342	\$3,031	\$1,725	\$1,439	\$3,164	\$132	4.37%
Residential Googong	\$298,000	\$1,460	\$1,619	\$3,079	\$1,491	\$1,721	\$3,213	\$133	4.33%
Residential Queanbeyan Rural	\$552,000	\$1,323	\$614	\$1,937	\$1,355	\$678	\$2,033	\$96	4.95%
Residential Bungendore	\$290,000	\$982	\$2,446	\$3,428	\$1,005	\$2,391	\$3,396	-\$31	-.91%
Residential Braidwood	\$165,000	\$718	\$2,446	\$3,164	\$735	\$2,391	\$3,126	-\$38	-1.22%
Residential Captains Flat	\$99,300	\$542	\$2,446	\$2,998	\$554	\$2,366	\$2,920	-\$68	-2.29%
Residential Palerang Rural	\$317,000	\$918	\$563	\$1,481	\$939	\$406	\$1,345	-\$135	-9.15%
Business Queanbeyan CBD	\$309,000	\$6,087	\$1,429	\$7,516	\$6,266	\$1,510	\$7,776	\$260	3.46%
Business Queanbeyan General	\$455,000	\$6,111	\$1,141	\$7,252	\$6,374	\$1,231	\$7,605	\$353	4.86%
Business Queanbeyan Industrial	\$333,000	\$2,955	\$1,591	\$4,546	\$3,140	\$1,548	\$4,688	\$142	3.12%
Business Googong	\$614,400	\$11,451	\$1,828	\$13,279	\$11,794	\$1,780	\$13,574	\$295	2.22%
Business Jerrabomberra	\$1,190,000	\$15,256	\$4,632	\$19,888	\$15,929	\$4,709	\$20,638	\$750	3.77%
Business Bungendore	\$393,000	\$1,126	\$2,452	\$3,578	\$1,116	\$2,217	\$3,333	-\$245	-6.85%
Business Braidwood	\$219,000	\$816	\$2,412	\$3,228	\$808	\$2,183	\$2,991	-\$237	-7.34%
Farmland Palerang	\$699,000	\$1,980	\$533	\$2,513	\$2,054	\$406	\$2,054	-\$83	-3.25%
Farmland QCC	\$1,490,000	\$2,952	\$-	\$2,952	\$3,086	\$80	\$3,166	\$214	7.24%



## Revenue Policy 2021-22

### Pensioner Rebates and Hardship

In accordance with Section 575(3) (a) of the *Local Government Act 1993*, Council must provide a rate reduction of 50% of the amount of the rate levy, to a maximum rebate for combined general rate and domestic waste management charges of \$250.00; \$87.50 for water charges; and \$87.50 for sewerage charges. The NSW Government reimburses Council for 55% of the rebate and Council funds the remaining 45%.

In 2010-11, the former Queanbeyan City Council effected an order under Section 577 of the LGA to extend the rebate to all eligible pensioner by a further \$40 which is funded entirely by Council to cover those eligible pensioners affected by the special rate variation for the CityCARE levy. For the 2021-22 financial year, it is proposed to continue this rebate for pensioner assessments from the former Queanbeyan City Council area only. The estimated cost of the extended rebate is \$65,500.

The amount granted for pension rebates in 2021-22 is estimated to be \$850,000 for the combined Queanbeyan-Palerang Council. The cost to council is estimated at \$382,500. This equates to approx. 0.98% of Council's Rate Income.

In adopting the Revenue Policy, Council resolved to:

*Write to the Minister for Local Government to encourage the State Government to increase the mandatory \$250 rebate by CPI as it has not increased for many years and to increase Council's pensioner grant from 55% to 100% similar to other states and territories*

### Payment by Instalments

Ratepayers may pay their rates and charges in four quarterly instalments as follows for the 2021-2022 rating year:

Instalment	Issued by Date	Due Date
First	31 July 2021	31 August 2021
Second	30 October 2021	30 November 2021
Third	28 January 2022	28 February 2022
Fourth	30 April 2022	31 May 2022

Council is required to forward instalment notices at least 30 days prior to each of the due dates.

During the year, in accordance with the *Local Government Act*, a supplementary rate levy may be issued which may affect the amount of rates and charges levied on some parcels of land. The rates and charges are apportioned over the remaining instalments due after the supplementary levy is applied.

## Revenue Policy 2021-22

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Council will levy general rates and service charges on any parcel of land in a new deposited plan or strata plan (generated by subdivision) from the commencement of the first quarter after the date of registration of the deposited plan or strata plan.

### Charges on overdue rates

Interest accrues on a daily basis on rates and charges that remain unpaid after they are due and payable. Council will apply the maximum interest allowable under Section 566(3) of the *Local Government Act* as determined by the Minister in each year. In accordance with section 566(3) of the Act, interest for 2021-22 has been set at 6% per annum.

### Annual Charges

In accordance with Sections 496, 496A, and 501 of the *Local Government Act*, Council will levy annual fixed charges to each parcel of land for the following services, provided or proposed to be provided:

- water
- sewerage
- domestic waste management
- non domestic waste management
- stormwater management

In accordance with Section 502 of the *Local Government Act*, Council will levy charges for actual use for the following services:

- water
- sewerage
- liquid trade waste.

Water, sewerage and waste management charges relating to non-rateable properties will be charged in accordance with Sections 496, 501 and 502 of the *Local Government Act*. For the purpose of charging these non-rateable properties that actually use these services, the charges to be applied are the same as those charged against rateable properties as these charges are representative of use.

# Revenue Policy 2021-22

## Water Access Charges

### Water Annual Charges - Potable

Water charges are levied under the provisions of the *Local Government Act* to collect revenue from the property owners who benefit from the availability or use of Council's water supply and comprise:

- Residential and Non Residential properties that are connected to a Council water supply system and supplied with water from that system.
- Vacant land that is situated within 225 metres of a Council water main, and is able to be connected to Council's water supply, whether or not the property is actually connected to that water supply.

Charges will also be influenced by the services and capital works identified in the Integrated Water Cycle Management Plan.

Council's water pricing structure for will be the combination of an annual access charge and a charge based on per kilolitre consumption in accordance with the NSW Office of Water [Best Practice Management of Water Supply and Sewerage Guidelines](#). The water usage charges are based on a single variable charge.

Annual fixed charges for residential and non-residential properties are charged depending on the size of the water meter connection to the property and the number of water services available to the property.

To properly reflect the load a water connection places on the system, fixed annual charges are proportional to the size of the customer's water supply service. This is in accordance with the NSW Office of Water Guidelines.

The formula used to derive annual water access charges based on the connection size is:-

$$WF = WF20 \times (D/400)$$

Where:	WF	=	Customer's Annual Water Fixed Charge (\$)
	WF20	=	Annual Water Fixed Charge for a 20mm diameter water supply service connection (\$)
	D	=	Diameter of water supply service (mm)

### Individual metering - units

The [Best-Practice Management of Water Supply and Sewerage Guidelines](#) require that all new units are to be metered and billed separately. For strata units prior to 2007 consumption generally is billed directly to the body corporate unless Council is otherwise authorised by the body

## Revenue Policy 2021-22

corporate. Council has a policy of encouraging existing strata units to retrofit water meters and thus provide equity to ratepayers in payment of water usage charges.

Harmonised water and sewer charging is expected to commence from July 2022, once the Queanbeyan Integrated Water Cycle Management Plan is finalised.

### Annual Water Access Charges for former Queanbeyan City Council properties

All rateable land categorised as residential (under section 516 of the *Local Government Act*) within the Queanbeyan water supply scheme will be charged for each water supply service that is connected to the property. Land that is vacant, with no existing premises connected to the Council water supply, will be charged the equivalent to the 20mm water access charge.

A fixed water access charge is levied on all units or dual occupancy properties (whether strata title or not) as provided under the NSW Best Practice Management of Water Supply and Sewerage Guidelines. Where a parcel of land, under single ownership, has more than one separate occupancy (e.g. a granny flat) the charge will be equal to the 20mm access charge multiplied by the number of occupancies.

Access charges are levied for each water supply system available to a property. Googong residents are levied an access charge for the potable and an additional access charge for the recycled water supply systems separately, as both systems require maintenance and are subject to different metering and operational costs.

Land which is exempt from the payment of ordinary rates (pursuant to Sections 555 or 556 of the *Local Government Act*) will be levied water access charges as the charge is limited to the cost of providing the service to the land (Section 503(2)).

Meter Size	Annual Charge 2020-21	Annual Charge 2021-22	% Change	No of services - March 2021	Projected Income 2021-22
20mm	\$277	\$283	2%	18,220	5,147,879
Additional meter 20mm	\$277	\$283	2%	954	269,543
25mm	\$433	\$442	2%	157	69,341
32mm	\$709	\$723	2%	65	47,007
40mm	\$1,108	\$1130	2%	242	273,499
50mm	\$1,731	\$1766	2%	63	111,234
65mm	\$2,925	\$2984	2%	2	5,967
80mm	\$4,432	\$4521	2%	22	99,454
100mm	\$6,925	\$7064	2%	5	35,318

## Revenue Policy 2021-22

Meter Size	Annual Charge 2020-21	Annual Charge 2021-22	% Change	No of services - March 2021	Projected Income 2021-22
150mm	\$15,581	\$15,893		-	-
				19,730	6,059,241

### Annual Water Access Charges for former Palerang Council – Residential Properties

All rateable land categorised as residential (including strata units) within the areas of Bungendore, Braidwood and Captains Flat water supply schemes will be charged for each water supply service that is connected to the property. The residential water annual access charge is based on a 20mm connection. Land that is vacant with no existing premises connected to the Council water supply will be charged the equivalent to the residential water annual access charge.

Meter Size	Annual Charge 2020-21	Annual Charge 2021-22	% Change	No of Assess – Mar 2021	Projected Income 2021-22
20mm	\$473	\$556	17.5%	2,458	1,367,000

### Annual Water Access Charges for former Palerang Council – Non-Residential Properties

All rateable land categorised as non-residential or land exempt from rates under section 555 or 556 of the *Local Government Act* (including strata units) within the areas of Bungendore, Braidwood and Captains Flat water supply schemes will be charged for each water supply service that is connected to the property. The charge will be proportional to the size of the water supply service connection to the property. Land that is vacant with no existing premises connected to the Council water supply will be charged the equivalent to the 20mm water access charge.

Meter Size	Annual Charge 2020-21	Annual Charge 2021-22	% Change	No of Assess – Mar 2021	Projected Income 2021-22
20mm	\$473	\$556	17.5%	210	116,760
25mm	\$739	\$869	17.5%	10	8,688
32mm	\$1,211	\$1,423	17.5%	4	5,693
40mm	\$1,892	\$2,224	17.5%	9	20,016
50mm	\$2,956	\$3,475	17.5%	11	38,225



## Revenue Policy 2021-22

Meter Size	Annual Charge 2020-21	Annual Charge 2021-22	% Change	No of Assess – Mar 2021	Projected Income 2021-22
65mm	<b>\$4,996</b>	\$5,873	17.5%	-	-
80mm	<b>\$7,568</b>	\$8,896	17.5%	-	-
100mm	<b>\$11,825</b>	\$13,900	17.5%	5	69,500
150mm	<b>\$26,606</b>	\$31,275	17.5%	-	-
				<b>249</b>	<b>258,882</b>

### Palerang Communities Integrated Water Cycle Management Plan

Council adopted the Palerang Communities Integrated Water Cycle Management Plan in February 2019, and subsequently adopted the Development Servicing Plans and associated pricing structures for developers to contribute to the update and expansion of water and sewer infrastructure. The financial model forecast that was prepared as part of the planning process forecast that additional annual revenue is required to be raised for the upgrade and renewal of aging infrastructure. This Revenue Policy introduces a revised pricing and tariff structure for water and sewer ratepayers, that will provide appropriate funding for planned water and sewer network infrastructure renewal and upgrades. This change is resulting in a one-off significant increase in water servicing charges for the Palerang Communities.

### Water Meter Size Reassessment Policy

The former Queanbeyan City Council adopted the Water Meter Size Reassessment Policy (WMSR) in 2015. The purpose of the policy is:

*“To ensure that fees and charges for water meters reflect the demand that individual properties place on the local water system,”*

The WMSR recognises that the meter currently installed at some non-residential properties may not reflect their current water requirements. Where this occurs and does not trigger a requirement for the preparation of a Development Application for change of use under the provisions of Part 4 of the *Environmental Planning and Assessment Act 1979*, the WMSR process enables owners to apply for a reassessment of the size of the water meter connected to their property. If this assessment process identifies the need for preparation of a Development Application this will be discussed with the applicant prior to determination of an assessment under the WMSR process. This ensures that the fees associated with water meter size are fairly charged to the property in accordance with Council’s pricing policies.

Properties where a reassessment may result in a change in meter size are likely to be:

- Located in areas zoned industrial within the city: Where the character of the activity operating from the property has changed.
- Have a current water meter size of 32mm or larger.

## Revenue Policy 2021-22

- Have a service from the main to the meter of 32mm or less.
- Have consistently low quarterly water consumption levels: Low water consumption is considered to be less than the average household quarterly use for a property in Queanbeyan which is currently 44Kls or less each quarter.

A change in meter size can only occur:

- Where the change in water meter size has no adverse impact on Council's water system or neighbouring properties.
- Where firefighting requirements can be satisfied with a smaller water service.

The charges for the Water Meter Size Reassessment are tabled below:

Water Meter Size Reassessment	
Application fee (to commence the reassessment)	\$150
Subject to the assessment results the following fees may be applied:	
Installation of new water meter	Full replacement cost to owner
Interim water and sewer access charges	At 50% of existing water meter access fee

The Water Meter Size Reassessment interim charges are applied to both Water and Sewer Access charges.

The estimated rebate (cost to Council) for the Water Meter Size Reassessment program for 2021-22 is \$5,227 for Water Fund and \$13,360 for Sewerage Fund.

## Revenue Policy 2021-22

### Water Usage Charges - Potable water

#### Water Usage Charges – former Queanbeyan City Council

A charge will be raised in accordance with Section 502 of the *Local Government Act* on a quarterly basis on the usage recorded through the water meter or meters connected to the property. The charge is set to recover costs including bulk potable water supplied by Icon Water (ACT). Water usage will be charged at a single variable rate of \$4.18 per kl for 2021-22 as follows:

Type Per quarter	Usage charge per kl 2020-21	Usage charge per kl 2021-22	Billable kilolitres consumed	Projected income 2021-22
Single Tier	\$4.10	\$4.18	4,652,038	\$19,445,519

Properties which are exempt from rates under Section 555 or 556 of the *Local Government Act*, will be charged at a single variable rate set at \$4.18 per kilolitre for 2021-22 for all water used.

#### Water Usage Charges – former Palerang Council

A charge will be raised in accordance with Section 502 of the *Local Government Act* on a quarterly basis on the usage recorded through the water meter or meters connected to the property. Water usage will be charged at a single variable rate of \$3.72 per kl for 2021-22 as follows:

Type Per quarter	Usage charge per kl 2020-21	Usage charge per kl 2021-22	% change	Billable kilolitres consumed	Projected income 2021-22
Single Tier	\$2.89	\$3.72	28.7%	500,000	\$1,860,000

### Water Access Charges – Recycled Water

Water access charges are levied under the provisions of Section 501 of the *Local Government Act* to collect revenue from the property owners who benefit from the availability or use of Council's water supply and comprise of:

- Residential and Non Residential properties that are connected to a Council water supply system and supplied with water from that system.

## Revenue Policy 2021-22

- Vacant land which is situated within 225 metres of a Council water main, and is able to be connected to Council's Recycled water supply, whether or not the property is actually connected to that water supply.

As part of the Googong development, Council will operate and maintain the Water Recycling Plant. The recycled water system is a separate system from the potable water system. Therefore, Council must maintain duplicate infrastructure for recycled water infrastructure and will occur different operational costs from the Potable system.

Meter Size	Access Charge 2020-21	Access Charge 2021-22	% Change	No of Assess - March 2021	Projected Income 2021-22
20mm Recycled	\$277	\$283	2.0%	2,252	636,280
25mm Recycled	\$433	\$442	2.0%	0	\$0
32mm Recycled	\$709	\$723	2.0%	0	\$0
40mm Recycled	\$1,108	\$1,130	2.0%	0	\$0
50mm Recycled	\$1,731	\$1,766	2.6%	0	\$0
65mm Recycled	\$2,926	\$2,984	2.0%	0	\$0
80mm Recycled	\$4,432	\$4,521	2.0%	0	\$0
100mm Recycled	\$6,925	\$7,064	2.0%	0	\$0
				<b>2,252</b>	<b>636,280</b>

### Water Usage Charges - Recycled Water

To promote water conservation, the pricing of recycled water has been calculated at the rate of 5% below the potable water price.

A charge will be raised for the use of the recycled water supply service on a quarterly basis based on the usage recorded through the water meter or meters servicing each property. Council commenced supplying Googong residents with recycled water in December 2020 and will be reviewing the cost of operating the recycled water plan over the coming years, which will be taken in to account for pricing decisions in future years. Recycled water goes through a more thorough treatment process than potable water and is generally more expensive to produce.

Properties which are exempt from rates under Section 555 or 556 of the *Local Government Act*, will be charged at a single variable rate set at \$3.97 per kilolitre.

Type	Consumption charge 2020-21	Consumption charge 2021-22	% Change	Billable Kilolitres Consumed	Projected Income 2021-22
Single Tier	\$3.89	\$3.97	2%	309,444	\$1,228,493
				<b>309,444</b>	<b>\$1,228,493</b>

## Revenue Policy 2021-22

### Total Water Revenue

2021-22 Projected Income from Water Charges	
Queanbeyan City Water Access Charges	\$6,695,521
Palerang Water Access Charges	\$1,625,530
Queanbeyan City Water Usage Charges	\$19,445,519
Palerang Water Usage Charges	\$1,860,000
Recycled Water Access and Usage Charges	\$1,228,493
	<b>\$30,855,063</b>

### Sewerage Access Charges

Sewerage charges are levied under the provisions of Section 501 of the *Local Government Act* to collect revenue from property owners who actually benefit or propose to benefit from the availability or use of a Council sewerage system and comprise of:

- Residential and non-residential properties that are connected to a Council sewer mains.
- Vacant land situated within 75 metres of a Council sewer main and is able to be connected to Council's sewerage supply, whether or not the property is actually connected to that sewerage supply.

In accordance with NSW Office of Water's [Best-Practice Management of Water Supply and Sewerage Guidelines](#), Council's sewerage pricing structure consists of a uniform annual sewerage fixed charge for residential properties and a two-component pricing structure for non-residential properties comprising of a fixed annual charge proportional to the size of the water supply service connected to the property and a usage charge multiplied by a Sewer Discharge Factor (SDF) based on the type of business activity undertaken on the property.

### Queanbeyan Sewage Treatment Plant Upgrade and Expansion

Council is currently planning for the upgrade and expansion of the Queanbeyan Sewerage Treatment Plant, at an estimated cost of \$139 million; with final costings to be determined as the design progresses. The total cost is expected to be funded through a combination of capital grants, sewer fund reserves, developer contributions from residential and business expansion, and loan funding. The total expected impact on current users is a 10% increase in the annual sewer charge, spread over five years. Or 2% per annum for five years plus the annual indexation amount. For 2021-22 the access charge will increase by 4%.



## Revenue Policy 2021-22

If Council is unable to source appropriate levels of capital grant funding or pass on an appropriate level of cost to developers for the expansion of the Sewerage Treatment Plant, the cost to existing ratepayers may increase in future years.

### Annual Sewerage Access Charges for former Queanbeyan City Council Residential properties

An annual sewerage access charge will apply to all single dwelling residential properties (including strata title units) and all units or dual occupancy properties (whether strata title or not) as provided under [Best-Practice Management of Water Supply and Sewerage Guidelines](#).

Where a parcel of land, categorised as Residential under single ownership, has more than one separate occupancy (e.g. a granny flat) the charge will be equal to the Residential Sewerage Access charge multiplied by the number of occupancies, multiplied by a 50% discount.

Land that is vacant with no existing premise connected to the council sewer system, will be charged equivalent to 65% of the sewer access charge for Residential properties.

	Access Charge 2020-21	Access Charge 2021-22	% Change	No of Assess - March 2021	Projected Income 2021-22
Residential	\$708	\$736	4%	16,691	12,290,000
Vacant Land	\$461	\$479	4%	406	195,000
Multi-occupancies (additional premises)	\$354	\$368	4%	1,170	431,000
				<b>18,267</b>	<b>12,915,000</b>

## Revenue Policy 2021-22

### Annual Sewerage Access Charges for former Queanbeyan City Council Non-Residential properties

All rateable land categorised as non-residential or land exempt from rates under section 555 or 556 of the *Local Government Act* (including strata units) within the Queanbeyan sewerage supply scheme will be charged for each water supply service that is connected to the property in order to reflect the potential load placed on the sewerage system.

Properties which are not separately metered, and all Non-Residential Strata Title units will be charged a sewerage service annual charge equivalent to that of a Non-Residential property with a 20mm water connection. Land that is vacant with no existing premise connected to the Council water supply will be charged a vacant land charge of \$479.

Meter Size	Access Charge 2020-21	Access Charge 2021-22	% Change	No of Assess - March 2021	Projected Income 2021-22
20mm	\$708	\$736	4%	839	618,000
25mm	\$1,106	\$1,150	4%	139	160,000
32mm	\$1,813	\$1,886	4%	56	106,000
40mm	\$2, 832	\$2,945	4%	238	701,000
50mm	\$4,425	\$4,602	4%	62	285,000
65mm	\$7,478	\$7,777	4%	2	16,000
80mm	\$11,328	\$11,781	4%	17	200,000
100mm	\$17,700	\$18,408	4%	5	92,000
150mm	\$39,825	\$41,418	4%	-	-
				<b>1,358</b>	<b>2,177,000</b>

## Revenue Policy 2021-22

### Annual Sewerage Access Charges for former Palerang Council Residential properties

All rateable land categorised as residential (including strata units) within the areas of Bungendore, Braidwood and Captains Flat sewerage supply schemes will be charged for each water supply service that is connected to the property. Land that is vacant with no existing premises connected to the Council water supply will be charged the equivalent to the annual sewerage access charge.

	Access Charge 2020-21	Access Charge 2021-22	% Change	No of Assess - March 2021	Projected Income 2021-22
Residential	\$1,102	\$1,133	2.8%	2,155	2,442,000
Vacant Land	\$1,102	\$1,133	2.8%	200	226,600
				<b>2,355</b>	<b>2,668,000</b>

### Annual Sewerage Access Charges for former Palerang Council Non-Residential properties

All rateable land categorised as non-residential or land exempt from rates under section 555 or 556 of the *Local Government Act* (including strata units) within the areas of Bungendore, Braidwood and Captains Flat sewerage supply schemes will be charged for each sewerage supply service that is connected to the property. The charge will be proportional to the size of the water supply service connection to the property. Land that is vacant with no existing premises connected to the Council water supply will be charged the equivalent to the 20mm sewerage access charge.

The non-residential sewerage access charge is the maximum of:

- i) the annual residential sewerage charge; and
- ii) sewerage discharge factor x annual access charge

Meter Size	Access Charge 2019-20	Access Charge 2020-21	% Change	No of Assess - March 2021	Projected Income 2021-22
20mm	\$1,262	\$1,304	3.3%	210	273,840
25mm	\$1,972	\$2,038	3.3%	10	20,375
32mm	\$3,231	\$3,338	3.3%	4	13,353

## Revenue Policy 2021-22

Meter Size	Access Charge 2019-20	Access Charge 2020-21	% Change	No of Assess - March 2021	Projected Income 2021-22
40mm	\$5,048	\$5,216	3.3%	9	46,944
50mm	\$7,888	\$8,150	3.3%	11	89,650
65mm	\$13,330	\$13,774	3.3%	-	-
80mm	\$20,192	\$20,864	3.3%	-	-
100mm	\$31,550	\$32,600	3.3%	5	163,000
150mm	\$70,988	\$73,350	3.3%	-	-
				<b>249</b>	<b>607,162</b>

### Sewerage Usage Charges (Section 502 of the LGA)

A sewerage discharge factor (SDF) applies to all non-residential sewerage infrastructure users. The SDF is applied to the total water usage (measured by water meter) for properties and reflects the typical load properties place on the sewerage system. The SDF is the ratio of all wastewater discharged from a premises to the sewerage system to the total water consumption, expressed as a percentage.

SDF for non-residential properties are determined by the type of activity undertaken on the property and are calculated as defined in the NSW Office of Water 'Liquid Trade Waste Regulation Guidelines April 2009'.

Sewerage usage charges will be recalculated based on comparable prior period consumption history, where there was a significant undetected leak, where the owner provides evidence that the leak was rectified as soon as reasonably possible, and where there is evidence that the leaked water was not discharged into the sewerage system.

Sewerage usage charges for non-residential properties in the former Queanbeyan City Council area will be calculated by applying the business category SDF to the sewerage usage charge of **\$1.27** per kl for 2021-22 and are raised to cover the sewerage treatment costs.

Sewerage usage charges for non-residential properties in the former Palerang Council area will be calculated by applying the business category SDF to the sewerage usage charge of **\$3.14** per kl for the 2021-22.

The estimated income from non-residential sewerage usage charges for former Queanbeyan City Council for 2021-22 is **\$468,000**.

The estimated income from non-residential sewerage usage charges for former Palerang Council for 2021-22 is **\$133,000**.

## Revenue Policy 2021-22

2021-22 Total Income Sewerage Charges Queanbeyan-Palerang Regional Council	
Former Queanbeyan City Council Access Charges	\$15,092,000
Former Palerang Access Charges	\$3,275,162
Former Queanbeyan City Council Usage Charges	\$468,000
Former Palerang Usage Charges	\$133,000
	<b>\$18,968,162</b>

### Liquid Trade Waste Charges

Liquid Trade Waste means all liquid waste other than sewage of a domestic nature.

Under the Best-Practice Management of Water Supply and Sewerage Guidelines<sup>6</sup>, liquid trade waste pricing requires appropriate annual trade waste fees and user charges for all liquid trade waste dischargers. Local Water Utilities (LWU) must issue a trade waste approval to each liquid trade waste discharger connected to the sewerage system, and must annually inspect the premises of each discharger. Council is the LWU.

Liquid trade waste dischargers have a trade waste discharge factor (TWDF) added to their sewerage discharge factor (SDF) to determine their total sewerage usage charge. Similar to the SDF, the TWDF have been determined using category of business guidelines set by the NSW Office of Water.

The trade waste usage charge for non-residential properties in the former Queanbeyan City Council area will be calculated by applying the business category TWDF against the liquid trade waste usage charge of **\$2.57** per kilolitre.

The trade waste usage charge for non-residential properties in the former Palerang Council area will be calculated by applying the business category TWDF against the liquid trade waste usage charge of **\$3.21** per kilolitre.

Usage charges will apply to Category 2 and 3 liquid trade waste dischargers and charges will be calculated as defined in NSW Office of Water, Liquid Trade Waste Regulation Guidelines April 2009.

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<sup>6</sup> *Best Practice Management of Water Supply and Sewerage Guidelines*, August 2007, Department of Water and Energy, [https://www.industry.nsw.gov.au/\\_data/assets/pdf\\_file/0004/147073/town\\_planning\\_water\\_utilities\\_best-practice\\_management\\_of\\_water\\_supply\\_and\\_sewerage\\_guidelines\\_2007.pdf](https://www.industry.nsw.gov.au/_data/assets/pdf_file/0004/147073/town_planning_water_utilities_best-practice_management_of_water_supply_and_sewerage_guidelines_2007.pdf)



## Revenue Policy 2021-22

If a liquid trade waste discharger fails to comply with Council's approval conditions by creating liquid waste which is not pre-treated and is likely to cause damage to the environment or an extra load on Council's Sewage Treatment Plant, they will be subject to a non-compliance charge.

The annual trade waste are shown below and have increased to reflect the actual cost of treating the liquid trade waste. The annual trade waste charge appears on the annual Rates Notice, while the usage charge is issued with the quarterly water accounts.

### Liquid Trade Waste Annual Charges and Usage Charges<sup>7</sup> for Former Queanbeyan City Council

Trade Waste category	Annual Trade Waste Charge 2020-21	Annual Trade Waste Charge 2021-22	No of Assess	Projected Income 2021-22	Liquid Trade Waste Usage Rate 2020-21	Liquid Trade Waste Usage Rate 2021-22	% Change
Category 1 - complying	\$120	\$120	52	\$6,240	N/A	N/A	N/A
Category 1 - non-complying					\$2.52 per kl	\$2.57 per kl	2.0%
Category 2 - complying	\$120	\$120	119	\$14,280	\$2.52 per kl	\$2.57 per kl	2.0%
Category 2 - non complying					\$19.71 per kl	\$19.71 per kl	0%
Category 3	\$780	\$780	6	\$4,680	As stated in LTW Excess Mass charges	As stated in LTW Excess Mass charges	0%
<b>Totals</b>			<b>177</b>	<b>\$25,200</b>			

<sup>7</sup> Liquid Trade Waste Management Guidelines 2021, NSW Department of Planning, Industry and Environment, [https://www.industry.nsw.gov.au/\\_data/assets/pdf\\_file/0010/147088/trade-waste-management-guidelines.pdf](https://www.industry.nsw.gov.au/_data/assets/pdf_file/0010/147088/trade-waste-management-guidelines.pdf)

## Revenue Policy 2021-22

### Liquid Trade Waste Annual Charges and Usage Charges for Former Palerang Council

Trade Waste category	Annual Trade Waste Charge 2020-21	Annual Trade Waste Charge 2021-22	No of Assess	Projected Income 2020-21	Liquid Trade Waste Usage Rate 2020-21	Liquid Trade Waste Usage Rate 2021-22	% Change
Category 1 - complying	\$98	<b>\$98</b>	48	\$4,704	N/A	<b>N/A</b>	N/A
Category 1 - non-complying					\$3.15 per kl	<b>\$3.21 per kl</b>	2.0%
Category 2 - complying	\$196	<b>\$196</b>	53	\$10,388	\$3.15 per kl	<b>\$3.21 per kl</b>	2.0%
Category 2 - non complying					\$19.00 per kl	<b>\$19.00 per kl</b>	0%
Category 3	\$655	<b>\$655</b>	0	0	As stated in LTW Excess Mass charges	<b>As stated in LTW Excess Mass charges</b>	0%
<b>Totals</b>			<b>101</b>	<b>\$15,092</b>			

### Water and Sewerage Dividend

Section 409 (6) of the *Local Government Act* enables Council to declare a dividend from the Queanbeyan water and sewerage operations. No dividend is proposed for 2021-22 from either utility. When the Integrated Water Cycle Management Plan (Queanbeyan) is adopted, dividends may then be introduced. The Long Term Financial Plan forecasts dividends as a source of revenue.

### QPRC Waste Strategy and Harmonisation of Waste Management Charges

Council has adopted a Waste Strategy that seeks to achieve the following objectives:

- Significantly increase the rate of waste diverted from landfill towards NSW targets – by implementing additional waste separation and recycling measures including food organics and green organics (FOGO) or green organics (GO).
- Remove differences in service offerings to former Palerang and former Queanbeyan residents by increasing the level of service to the highest offered by either of the former Councils

## Revenue Policy 2021-22

- Improve efficiencies by aligning the waste management practices and waste movements of the former two Council's, which have continued to operate as separate businesses since amalgamation.
- Harmonise waste management charges across the Council area.

Harmonisation of waste management charges, with implementation of service improvements and waste minimisation and landfill diversion strategies will generally result in an increased cost of service to former Queanbeyan ratepayers, and a decreased cost to former Palerang ratepayers.

This Revenue Policy recommends the harmonisation be phased in over 3 years to minimise the one-off financial impact to ratepayers.

### Domestic Waste Charges

In accordance with Section 496 of the *Local Government Act*, Council must make and levy an annual charge for the provision of domestic waste management services for each parcel of rateable land for which the service is available.

Where an urban domestic waste collection service is available but not used by a customer, that customer will still be charged a single standard domestic waste collection service applicable for that type of property. Vacant properties (i.e. properties without a dwelling) within the urban domestic waste collection service area will be charged a vacant domestic waste charge.

Council's annual charge for domestic waste management services applies to each residential unit which includes dwellings and each separate occupancy in any flat, townhouse, duplex, dual occupancy, or similar type multi-unit residential development, including non-rateable residential premises. It does not include service for a secondary dwelling (as defined in the *Environmental Planning and Assessment Act 1979*) which are charged as an optional additional service.

Code	Type	Assessments	Charge	Estimated income 2021-22
DWM1	Urban - SUD - 3 Bin	16,482	\$315	\$5,191,830
DWM2	Rural - SUD - 2 Bin	1,017	\$170	\$172,890
DWM3	Rural - SUD - 1 Bin	566	\$82	\$46,412
DWM4	Vacant - Urban & Rural	1,287	\$28	\$36,036
DWM5	Urban - MUD - 3 Bin	58	\$315	\$18,270
DWM6	Rural - SUD - Bin Compound	49	\$160	\$7,840
DWM7	Urban - MUD - 2 Bin	3,517	\$205	\$720,985
DWMA1	Additional 140L Waste bin (urban collection zones – weekly collection – per bin)	75	\$148	\$11,100
DWMA2	Additional 240L Waste bin (urban collection zones – weekly collection – per bin)	30	\$176	\$5,280

## Revenue Policy 2021-22

Code	Type	Assessments	Charge	Estimated income 2021-22
DWMA3	Additional 240L Waste Bin (rural collection zones – fortnightly collection – per bin)	20	\$80	\$1,600
DWMA4	Additional 240L Recycling bin (urban and rural zones – fortnightly collection – per bin)	99	\$79	\$7,821
DWMA5	Additional 240L FOGO bin (urban zones – fortnightly collection – per bin) Available to strata complexes with charges levied to body corporate	156	\$79	\$12,324
DWMU1	Upsize 140L waste to 240L waste – weekly collection	28	\$101	\$2,828
DWMU2	Upsize 140L waste to 360L waste (urban collection zones – weekly collection – per bin – existing services only)	18	\$202	\$3,636
DWMU3	Upsize 240L waste to 360L waste (rural collection zones – fortnightly collection – per bin – existing services only)	2	\$101	\$202
DWMU4	Upsize 240L recycling to 360L recycling (urban and rural zones – fortnightly collection – per bin – existing services only)	281	\$50	\$14,050
				<b>\$6,253,000</b>

### Base DWM Charges (DWM1 – DWM7)

The charge for each service is based on the cost of providing that service. The charge reflects the reasonable operating and planning costs in providing the services relevant to each charge type. Further details of charge types are provided below.

A SUD is a single unit dwelling, typically a standalone house on a freehold lot.

A MUD is a multi-unit dwelling, typically a dwelling located on some form of strata or community lot.

### DWM1 – Urban – SUD – 3 Bin

DWM1 is charged on individual dwellings (SUD) in the urban areas of QPRC with a 3 bin service. Typically, this includes the urban areas of Braidwood, Bungendore, Captains Flat, Googong, Jerrabomberra and Queanbeyan.

The charge is based on the cost of providing the service. The charge reflects the reasonable operating and planning costs in providing the following services:

- weekly collection, removal and disposal of residual waste in a 140L mobile garbage bin (MGB)

## Revenue Policy 2021-22

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- fortnightly collection, removal and processing of commingled household recyclables in a 240L MGB
- fortnightly collection, removal and processing of food organics and garden organics waste a 240L MGB
- collection and removal of clean up rubbish (up to one trailer load per collection) from the property on two occasions in each financial year.

### **DWM2 – Rural – SUD – 2 Bin**

DWM2 is charged on individual dwellings (SUD) in the identified rural areas of QPRC with a 2 bin service. Not all rural areas of QPRC are provided with a domestic waste management service.

The charge is based on the cost of providing the service. The charge reflects the reasonable operating and planning costs in providing the following services:

- fortnightly collection, removal and disposal of residual waste in a 240L mobile garbage bin (MGB)
- fortnightly collection, removal and processing of commingled household recyclables in a 240L MGB

SUDs located within the former QCC areas of Carwoola or Royalla that opt to have both residual waste and recycling collections will be levied this charge.

### **DWM3 – Rural - SUD - 1 Bin**

DWM3 is charged on individual dwellings (SUD) in the identified rural areas of QPRC with a 1 bin service. Not all rural areas of QPRC are provided with a domestic waste management service.

The charge is based on the cost of providing the service. The charge reflects the reasonable operating and planning costs in providing the following services:

- fortnightly collection, removal and processing of commingled household recyclables in a 240L MGB

SUDs located within the former QCC areas of Carwoola or Royalla that opt to have both recycling collections only will be levied this charge.



## Revenue Policy 2021-22

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### **DWM4 – Vacant - Urban & Rural**

Vacant properties (i.e. properties without a dwelling) within an identified domestic waste collection service area will be charged a vacant domestic waste charge.

SUDs located within the former QCC areas of Carwoola or Royalla that opt to not have recycling collections will be levied this charge.

### **DWM5 – Urban - MUD - 3 Bin**

DWM5 is charged on multi-unit dwellings (MUD) in the urban areas of QPRC with a 2 bin service.

The charge is based on the cost of providing the service. The charge reflects the reasonable operating and planning costs in providing the following services:

- weekly collection, removal and disposal of residual waste in a 140L mobile garbage bin (MGB or equivalent)
- fortnightly collection, removal and processing of commingled household recyclables in a 240L MGB (or equivalent)
- fortnightly collection, removal and processing of food organics and garden organics waste in a 240L MGB (or equivalent)
- collection and removal of clean up rubbish (up to one trailer load per MUD per collection) from the property on two occasions in each financial year.

Depending on site arrangements and available space, service may be provided as either a shared service (i.e. one 240L waste bin between two units) or individual services. Larger bins may also be provided to suit operational and site requirements.

Dependent on the service arrangements, bulky waste collections may also occur either via bookings arrangement or on scheduled days.

Depending on site arrangements and available space, service may be provided as either a shared service (i.e. one 240L waste bin between two units) or individual services. Bulky waste collections may also occur on a bookings arrangement or on scheduled days.

### **DWM6 – Rural - SUD - Bin Compound**

DWM6 is charged on individual dwellings (SUD) in the identified rural areas of QPRC with a 2 bin service that for issues related to access have opted to store their bins at a designated waste bin compound.

## Revenue Policy 2021-22

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The charge is based on the cost of providing the service. The charge reflects the reasonable operating and planning costs in providing the following services:

- fortnightly collection, removal and disposal of residual waste in a 240L mobile garbage bin (MGB) from a bin compound
- fortnightly collection, removal and processing of commingled household recyclables in a 240L MGB from a bin compound

### **DWM7 – Urban - MUD - 2 Bin**

DWM7 is charged on multi-unit dwellings (MUD) in the urban areas of QPRC with a 2 bin service.

The charge is based on the cost of providing the service. The charge reflects the reasonable operating and planning costs in providing the following services:

- weekly collection, removal and disposal of residual waste in a 140L mobile garbage bin (MGB or equivalent)
- fortnightly collection, removal and processing of commingled household recyclables in a 240L MGB (or equivalent)
- collection and removal of clean up rubbish (up to one trailer load per MUD per collection) from the property on two occasions in each financial year.

Depending on site arrangements and available space, service may be provided as either a shared service (i.e. one 240L waste bin between two units) or individual services. Larger bins may also be provided to suit operational and site requirements.

Dependent on the service arrangements, bulky waste collections may also occur either via bookings arrangement or on scheduled days.

### **Additional Domestic Waste Services (DWMA1 – DWMA5)**

These charges are for additional bins requested by the owner of the premises for garbage, recycling and greenwaste. Charges are based on each additional bin provided. An owner may order any number of additional bins.

Where additional bins are requested for strata or other residential domestic body corporate arrangements, the cost will be levied to the Body Corporate. It will be the responsibility of the Body Corporate to allocate costs to individual unit owners.

## Revenue Policy 2021-22

### Upsized Domestic Waste Services (DWMU1 – DWMU4)

These charges are for bins of a larger size than normally offered and requested by the owner of the premises. Charges are based on each additional bin provided. An owner may order any number of additional bins.

Where additional bins are requested for strata or other residential domestic body corporate arrangements, the cost will be levied to the Body Corporate. It will be the responsibility of the Body Corporate to allocate costs to individual unit owners.

### Additional and Upsized Domestic Waste Services

Where an owner requests an additional bin that is also larger than that normally offered, both a DWMU and DWMA charge will be levied. For example, if an owner in a DWM1 area requests an additional recycling bin, but wants a 360L bin, they will be charged both DWMA2 and DWMU3 in addition to their base DWM1 charge.

### General Waste Charge

A general waste charge will be levied on all rateable land within QPRC in accordance with s.501 of the Local Government Act.

Property Service Location	Annual Charge 2020-21	Annual Charge 2021-22	No of Assess - March 2021	Projected Income 2021-22
All areas of the former Palerang Council LGA excluding areas west of Queanbeyan River	\$390	\$362	7,604	\$2,752,648
All areas of the former Palerang Council LGA west of Queanbeyan River	\$28	\$80	613	\$49,040
All areas of the former Queanbeyan City Council LGA	Nil – New Charge	\$80	18,199	\$1,455,920
			<b>26,416</b>	<b>\$4,258,000</b>

2021-22 Total Income Domestic Waste Charges Queanbeyan-Palerang Regional Council	
Domestic Waste Management Charges	\$6,253,104
General Waste Annual Charges	\$4,257,608
	<b>\$10,525,706</b>

## Revenue Policy 2021-22

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### Business Waste Management

In accordance with Section 501 of the *Local Government Act*, Council will charge an annual waste management charge for all non-domestic customers provided with a collection service.

Council recognises that many businesses operate private waste removal services because of the nature of their manufacturing or business processes. In these premises Council's waste service is not required. However, Council incurs costs in the administration and provision of the waste and recycling bins in business premises. As a result, Council imposes a mandatory charge for the availability of the service and an optional charge if the owner chooses to actually have a waste or recycling bin collected from the premises.

### Waste Availability Charge BW1

Council's non-residential waste availability charge is applied to each parcel of land which is occupied for predominantly for non-residential purposes within a domestic waste zone. The charge will apply to rateable properties and those properties which are exempt from rates under Section 555 and 556 of the *Local Government Act* which are occupied for non-residential purposes. It covers Council's administrative costs of operating the business waste management program, access to the WAMI and advice and educational services such as ACTSmart and the school waste education program.

Where a property (other than a non-rateable property), includes both a commercial and residential component, the following charges shall be made:

- A BW1 waste availability charge; and
- A business waste charge if the service is utilised; and
- A separate mandatory domestic waste and recycling charge for each residential dwelling at the same site. (the type of DW charge at the discretion of the Waste Minimisation Coordinator, depending on the nature of the site)
- Examples of such premises include a shop with a dwelling at the rear or upstairs, a premise incorporating shop top housing, a caretakers unit in an industrial area.

Where a non-rateable premises includes both a business (as described in the dot points above) and A residential component, the premises will be charged a BW1 charge, a business waste charge if service utilized, and a separate mandatory domestic waste charge for each residential dwelling at the same site (includes retirement villages).

## Revenue Policy 2021-22

### Business Waste Services 2021-22

In accordance with Section 501 of the *Local Government Act*, Council will charge an annual waste management charge for all non-domestic customers provided with a collection service. All optional business waste services are based on the cost of providing the service. The charges reflect the reasonable administrative, operating and planning costs of providing the following services:

- Weekly collection, removal and disposal of up to 240L of light commercial/office waste (BW2)
- Fortnightly collection and removal of up to 240L of light commercial/office recyclables (BW4)
- Fortnightly collection and removal of up to 240L of green waste only where the contractor agrees to service those premises. (BW8)
- Access to the ACT Smart business and office recycling program
- Access to School Waste Education Program (schools only)

Type	2020-21	2021-22	Number of services	Projected Income
BW1 waste availability charge (compulsory)	\$96	\$137	1,381	\$189,197
BW2 for each 240L Waste bin (optional)	\$262	\$133	1,322	\$175,826
BW3 for each 240L Recycling bin (optional)	\$94	\$94	916	\$78,020
BW4 for each 240L Greenwaste bin (optional)	\$94	\$90	67	\$6,390
				<b>\$449,443</b>

### General Waste Rules and Definitions

#### Council's Waste, Organics and Recycling Bins rules of use

Council-issued waste, recycling and organics bins remain the property of Council and must remain at the premises to which they have been issued.

Only Council-issued waste/ recycling/ organics bins will be serviced by Council's waste services. Non-Council bins will not be serviced by Council.



## Revenue Policy 2021-22

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Individual houses, rural premises and units that have their own sets of bins issued by Council, are required to present bins the evening before scheduled collection to the kerbside/ roadside. Ensure handle faces away from the road, lids are closed, bins are unobstructed, and contain the correct materials for each type of bin. Bins are to be stored securely as soon as possible after collection.

Multi-unit premises that share Council-issued bins are to leave bins in waste enclosures for servicing. Bin lids are to be closed with correct items to be disposed in each type of waste bin.

Any damage that Council considers is not usual wear and tear or damage that is a result of third party damage due to the resident or business not retrieving their bin after collection, will require the ratepayer to pay the replacement cost as specified in Council's fees and charges.

### **Lost and Stolen Bins**

In the event that the bin has been stolen or considered lost, Council will investigate the matter. If Council determines the loss of the bin is due to one of the following, the occupier/ratepayer/managing agent will be charged for the cost of replacement bins as specified in fees and charges:

- The resident or business not retrieving their bin after collection
- Not storing the bins securely
- Bins that go missing between a change of tenancy or ownership.

The decision to replace the bin is at the discretion of the Council.

### **Stormwater Management Services Charge**

In accordance with Section 496A of the *Local Government Act 1993* Council will charge a 'stormwater management service charge' against rateable properties for which the service is available. Council has identified the residential and business properties that are within Council's urban stormwater catchment areas that will be levied this charge for the 2021-22 financial year.

#### **Properties categorised as Residential (Not being Strata Titled)**

A flat charge of \$25 for a stormwater management service charge is to be charged against each eligible assessment categorised as residential within the urban stormwater catchment. This charge is uniform across all urban catchment areas to minimise administration costs.

## Revenue Policy 2021-22

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### **Properties categorised as Residential (Strata Units)**

The cost of managing stormwater runoff from impervious surfaces is usually substantially less per residential strata lot than per standard residential property. It is for this reason that a flat charge of \$12.50 for a stormwater management service charge is to be levied against each eligible residential strata unit within the urban stormwater catchment. This charge is uniform across all urban catchment areas to minimise administration costs.

### **Properties categorised as Business (Not being Strata Titled)**

A stormwater management service charge is to be charged against each eligible assessment (not being strata titled) categorised as business within the urban stormwater catchment area based on the total area of the assessment.

A charge of \$25 plus an additional \$25 for each 350m<sup>2</sup> or part thereof by which the area of the parcel of land exceeds 350m<sup>2</sup> for land within the Queanbeyan urban stormwater catchment area.

A charge of \$25 plus an additional \$25 for each 1,200m<sup>2</sup> or part thereof by which the area of the parcel of land exceeds 1,200m<sup>2</sup> for land within the Bungendore and Braidwood urban stormwater catchment areas.

The criteria for charging business properties by using property areas has been recommended using the guidelines provided by the Office of Local Government.

### **Scenario 1 – Business Strata Units Only**

If the strata complex contains only business properties (i.e. not mixed development) the charge per strata unit will be calculated by using a charge of \$25 per 350m<sup>2</sup> of the land area occupied by the strata scheme (or part thereof), proportioned by the unit entitlement of each lot in the strata scheme. In the event that this approach results in charge of less than \$12.50 per unit, a minimum charge of \$12.50 will be levied on each strata unit. If the strata complex is located in the Bungendore or Braidwood urban stormwater catchment, the land area of 1,200m<sup>2</sup> is used for the charge calculation.

This method of charging is consistent with the methodology used to charge non-strata titled business properties.

### **Scenario 2 – Business and Residential Strata Units (Mixed Development)**

If the strata complex contains mixed development (i.e. properties rated as both business and residential) the dominant rating category of the total parcel of land, using data provided by the Valuer General, must be determined and charges will apply for Business strata units or Residential strata units as previously adopted. In the event that a mixed development is 50% residential and 50% business, Council has the discretion to determine whether to charge the property as a residential or business property.

## Revenue Policy 2021-22

### Urban Land Exempt from the Stormwater Management Service Charge

The same exemptions that apply to non-rateable properties for other rates and charges also apply in respect of the stormwater management service charge pursuant to the *Local Government Act*. In addition, the following properties are also exempted from this charge under the provisions:-

- Rateable land owned by the Crown.
- Rateable land under a lease for private purposes granted under the Housing Act 2001 or the Aboriginal Housing Act 1998.
- Vacant Land.

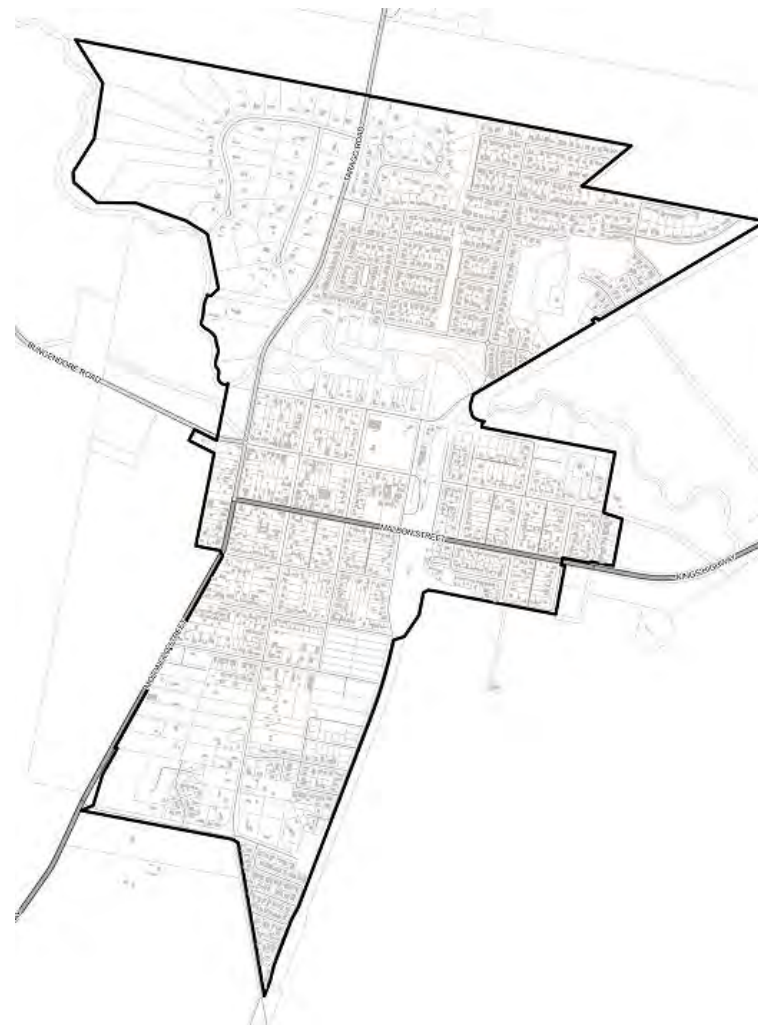
Councils are also not to levy the charge on properties where they do not provide a stormwater management service.

Type	Stormwater Levy 2020-21	Stormwater Levy 2021-22	\$ Change	No. Assessments/ Units	Projected Income 2021-22
Residential	\$20.00	\$25.00	<b>\$5.00</b>	10,275	\$205,500
Residential - strata/flats	\$12.50	\$12.50	-	5,334	\$66,675
Queanbeyan Business Premise (per 350m <sup>2</sup> )	\$20.00	\$25.00	<b>\$5.00</b>	4,322	\$86,440
Bungendore/Braidwood Business Premise (per 1200m <sup>2</sup> )	New charge	\$25.00	<b>\$25.00</b>	140	\$3,500
Business strata units (per 350m <sup>2</sup> )	\$12.50	\$12.50	-	239	\$2,988
				<b>20,310</b>	<b>\$365,100</b>

## Revenue Policy 2021-22



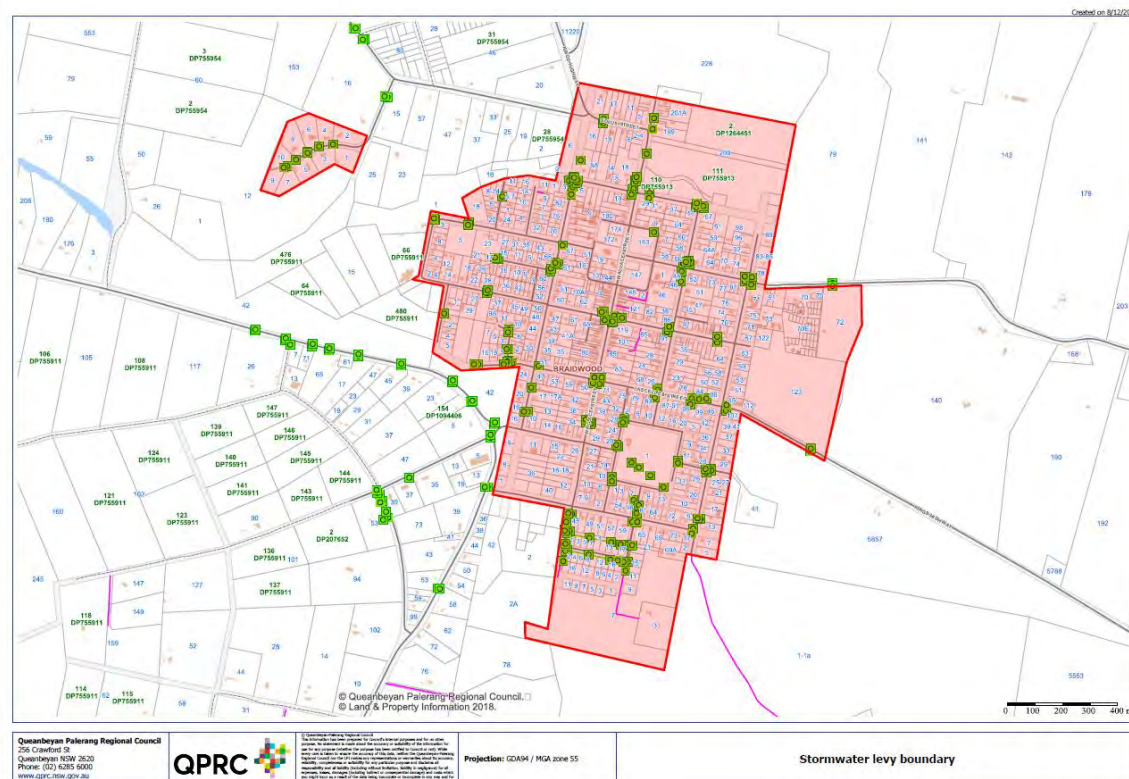
Map: Queanbeyan Urban stormwater catchment area



Map: Bungendore Urban stormwater catchment area



# Revenue Policy 2021-22



Map: Braidwood urban stormwater catchment area

# Revenue Policy 2021-22

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## Pricing Policy

Council has assessed the cost of providing each of its services and programs to decide who should pay – property owners, through higher rates, or users of services through fees and charges.

Council reviews its fees and charges on an annual basis with the view of optimising the revenue base whilst at the same time attempting to ensure that the level of fees and charges are fair and equitable for community members using Council services.

The spectrum of services and programs provided by Council is very broad; at one end are customers who consume private services, who directly obtain specific benefits. They should pay for the full cost of the service through user fees and potentially a market margin to achieve a commercial market return that can contribute to the provision of public type services. At the other end of the spectrum are those services that are provided for public good with little or no charge to the consumer of the service.

However, many of Council's services have a mix of public and private characteristics, so the challenge and opportunity for Council is to determine the most effective revenue strategy to fund the total service provision of Council. Strategically, this will enable Council to rebalance the revenue streams and identify those services that require future adjustments to the current service pricing regime. This supports Council's 'Narrow the Gap' principle which aims to progressively map and match asset and service expenses to related revenue sources, to inform and influence Council funding options so that the gap between those costs and revenues can be identified and policy levers utilised to improve alignment over time.

## Service Funding Targets

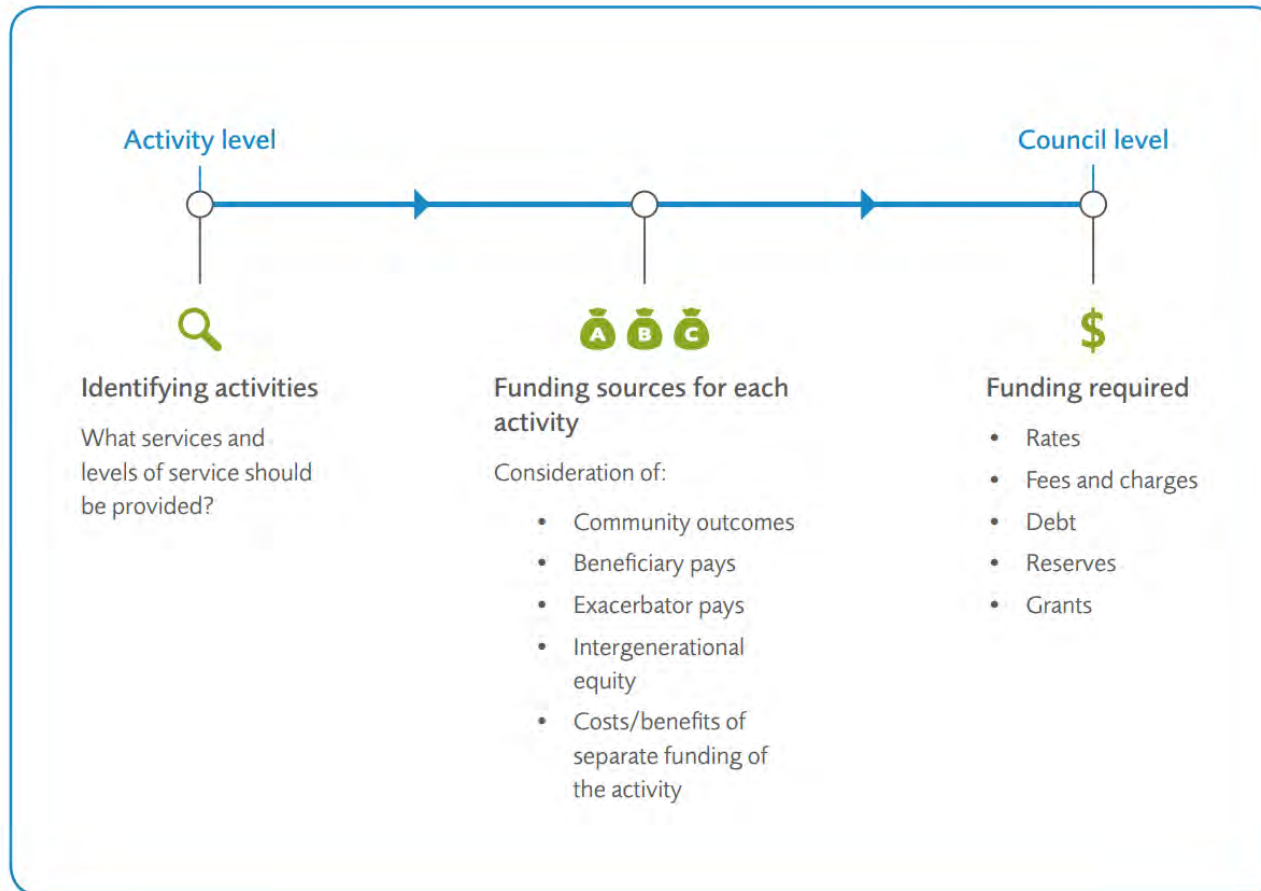
Service funding targets set the level of revenue that is appropriate for users to contribute for services, and offsets the increasing cost of services otherwise passed on to ratepayers through the general rate. Private services that benefit specific users are often better funded by user fees and charges, however many of Council's services have a mix of public and private characteristics. Council determines the source of funding for each service, considering equity between generations, fairness and affordability. The targets are shown in the summary tables, with detail and explanation describing the relevant equity considerations.

The specified funding source proportions are indicative only. They are not intended as an exact proportion, rather as a guideline or target. It is recognised that within each activity in any given year there may be justification for variation from those proportions. This could be from changes to market conditions, government policy or the demand for Council services. In order to reflect the uncertainty involved in these targets a range in each activity has been assessed.



## Revenue Policy 2021-22

Figure 4: Methodology for determination of Service Funding Targets



### Community Service Obligation

The first step to determine the most appropriate source of funding for each service is consideration of the community outcomes and distribution of benefits between the community as a whole, any identifiable part of the community, and individuals.

## Revenue Policy 2021-22

Rating income is typically used to fund (or partly fund) infrastructure and services that are characterised as public goods or mixed goods where direct cost recovery is not practical or appropriate and where there are social reasons to distribute the cost of service provision across the community. The public benefit component for each Council service is also known as the Community Service Obligation (CSO).

A CSO arises when Council is required to carry out activities relating to outputs or inputs which it would not elect to do on a commercial basis, and which other businesses in the public or private sectors do not generally undertake, or which it would only do commercially at higher prices.<sup>8</sup> Council's CSO's are generally funded by rates and non-specific grants (the Financial Assistance Grant).

In making a judgement and determination on the apportionment of CSO for each service and program, the following characteristics have been considered:

- 1. The user / beneficiary pays principle:** An activity should be funded on a user pays basis if an individual or group of individuals directly receive benefits of the activity exclusively and the costs of the activity can easily be attributed to that individual or group of individuals.
- 2. The intergenerational equity principle:** For long-life infrastructure and services that will continue to occur over time, future users should enjoy the same, or improved standard of services at an equivalent future cost.  
  
For instance, investment in the community roads and stormwater infrastructure provides a long-term and ongoing benefit to the community, whereas a one-off grant for a particular activity will typically be short-term and temporary in nature.
- 3. The exacerbator / polluter pays principle:** The extent to which the actions (or inaction) of particular individuals or groups contribute to the need to undertake the service. The principle suggests that fees should be set to disincentivise activities that negatively impact the achievement of community objectives.
- 4. The costs and benefits, including consequences for transparency and accountability,** of funding the activity distinctly from other activities: This considers the efficiency or ability to separate and identify costs and then collect revenue, and the impact on demand for services.
- 5. Community merit principle:** The use of private goods and services can also result in benefits to third parties - people who don't directly use them. In these cases, Council considers that the service may be provided on the basis of community need rather than willingness to pay. Eg regional sporting facilities.

The following tables show the analysis for each Council Service and Program, rate the importance of the 5 considerations against each service from Low to High and provide Council's determination of the CSO.

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<sup>8</sup> *Steering Committee on National Performance Monitoring of Government Trading Enterprises (SCNPMGTE) 1994 p 8*

## Revenue Policy 2021-22

Table 2: Assessment of Community Service Obligation

Service	Program	Outputs	User/ beneficiary group	Intergenerati onal equity	Exacerbator pays	Costs and benefits	Affordability / Community merit	CSO	Private Benefit	Rationale
<b>Culture</b>	<b>Cultural Development</b>	Exhibitions Community Workshops Cultural Arts Assistance Public Art Cultural & Arts Consultative Committee	H	M	L	H	H	90-95%	5-10%	Events are often run in public spaces, normally with no limits on attendance, with the intention of encouraging participation, vibrancy and liveability. Therefore, it is often difficult to identify and charge individuals, and not appropriate to charge for entry.  The principal benefits are to the community as a whole.
	<b>Performance</b>	Live performance program Venue hire for events Q Board	H	M	L	M	M	25-35%	65-75%	Community attendance of performing arts events facilitated by QPRC can be easily traced to private benefit.  Artists and organisations are clearly direct beneficiaries of the usage of the Q.  There is also a public benefit in having the facility available to community members and community groups.
	<b>Community Gathering</b>	Community Centres Bicentennial Hall	H	H	H	M	M	65-75%	35-45%	QPRC's halls are predominantly used by community groups for social and recreational use. While individuals and local communities benefit from the use of the facilities there is also a public benefit in having halls available to all people in region.
	<b>Events</b>	Economic & Community Events Cultural Events Environmental Events Civic Events	H	L	L	H	H	90-95%	5-10%	Community attendance of events facilitated by QPRC can often not be traced back to private individuals.  The principal benefits are to the community as a whole - these events bring people together, encouraging community identity and cohesion. They help build a sense of pride in the LGA and add to QPRC's reputation.
	<b>Museums</b>	Queanbeyan Historical Museum Queanbeyan Print Museum Braidwood Historical Museum	H	M	L	H	M	100%	0	Council's museums are opened by volunteers, and the cost of collecting museum entry would outweigh the benefit.
<b>Community</b>	<b>Children</b>	Family Day Care Aboriginal Play School Children's Service Projects Early Intervention and Placement Program for young parents	H	H	L	M	H	5-15%	85-95%	The NSW Government have responsibility for funding children's services, and therefore, Council's CSO, and the cost to Council ratepayers, is low.  Family Day Care and children's services allows greater freedom for working parents as well as social and educational benefits for children. Whilst private benefits accrue to the direct recipients, the benefit of children's services is also felt across the community.
	<b>Youth</b>	Youth Centre Early Intervention & Placement Prevention Program Youth Interagency Network Youth Week Event	H	H	L	M	H	85-95%	5-15%	Although the benefits will accrue to the groups and individuals who are recipients of the funding, the development of young people provides benefits across the community. An improved quality of life delivers clear private benefits and this complements the wider community indirectly gaining from positive externalities such as an energetic and valuable community members / labour force.  User pays is inconsistent with the idea of strengthening community initiatives.

## Revenue Policy 2021-22

Service	Program	Outputs	User/ beneficiary group	Intergenerational equity	Exacerbator pays	Costs and benefits	Affordability / Community merit	CSO	Private Benefit	Rationale
	<b>Aged</b>	Active Ageing	H	H	L	M	H	100%	0	User pays is inconsistent with the idea of strengthening community initiatives.
	<b>Community Development</b>	Programs and Projects Community Networks Support for Community Groups Social Planning Community Safety	H	M	L	M	H	95-100%	0-5%	Although the benefits will accrue to the groups and individuals who are recipients of the funding, the wider community also benefits from the expenditure.  User pays is inconsistent with the idea of strengthening community initiatives.  NSW Government has some CSO for community development and may provide program specific funding.
	<b>Engagement</b>	Community Engagement Target Groups Engagement Consultation Calendar Community Engagement Strategy	L	L	L	H	H	100%	0	The benefit of engagement and consultation is available to all residents and ratepayers.
	<b>Customer</b>	Integrated customer service Call Centre Client feedback Client Survey New Residents	L	L	L	H	H	85-100%	0-15%	The benefit of customer service is available to all members of the community.  Some time spent on private benefit work such as providing copies of planning documents and information is able to be directly recovered.
<b>Education</b>	<b>Library</b>	Collection management Digital Services Regional Support	M	H	M	H	H	95-98%	2-5%	The availability of public facilities, recreational reading, school holiday programs, digital services and the availability of reference materials for research projects benefits the individual users - however imposing fees would result in a significant reduction in usage and issues.  Some user charges can be applied for specialised services and programs.  The acquisition of knowledge has a high public benefit through improved knowledge, greater literacy and a well educated community.
	<b>By-Laws</b>	Parking Private Carparks via agreements Abandoned Vehicles Local Order Policies Community Education Control of Burning	L	L	H	M	L	0	100%	The cost should be borne by traffic offenders and other offenders, as it is the carrying out of offensive activities that gives rise to the need for the service.  Additionally, financial disincentives are put in place through fines.  These services recovery significantly more revenue, through enforcement than the operating costs. This supports Council's transport and parking strategies that aim to improve access to on-street parking, and generate additional funding for reinvestment into the CBD.
	<b>Animals</b>	Companion Animals Management Animal Pound Suburban Wild Cat Patrol Stock on Road	H	L	H	M	H	55-65%	35-45%	The collection and eventual redistribution of animals in society provides significant environmental public benefits as their protection and overall quality of life is significantly improved. This activity also gives rise to private benefits for pet owners.  Most of the income recovered is based on fines, and set by State Government regulation, outside Council control.

## Revenue Policy 2021-22

Service	Program	Outputs	User/ beneficiary group	Intergenerational equity	Exacerbator pays	Costs and benefits	Affordability / Community merit	CSO	Private Benefit	Rationale
Recreation	Indoor Sports	Indoor Sports Centre Operation Sporting Gallery	H	H	L	H	H	50-60%	40-50%	<p>There are direct social and health benefits for the community derived from the availability of the Indoor Sports Facilities.</p> <p>Users of the facilities are also private beneficiaries and user fees reflect this; however they do not cover operational costs.</p> <p>The cost of owning and maintaining the facilities is funded by ratepayers, and the cost of operations is subsidised by ratepayers.</p>
	Aquatic	Queanbeyan Aquatic Centre Operation Swim School Regional Swimming Pools	H	H	L	H	H	35-45%	55-65%	<p>Swimming pools provide social benefits such as swimming lessons, leisure opportunities and fitness for the elderly, people with health issues, children, parents and all sections of the community.</p> <p>The users of the pools are private beneficiaries and direct user charges are in place; however they do not cover all operational costs. Hence ratepayers fund the cost of pool infrastructure, and subsidise the cost of pool operations.</p> <p>Council's strategy is to incrementally reduce the CSO to match the cost of infrastructure provision - but only if it assesses that the user fees remain affordable for the majority of users.</p>
Business	Economic	Economic Development Marketing Smart Cities Initiative Regional Liaison Business Networks Business Excellence Awards Skills and Industry Development CBD Transformation Strategy	L	L	L	H	H	100%	0	Private beneficiaries are the individuals that gain employment, retailers, tourist operators, motels and other businesses, but the whole community benefit from an increased population, wealth, employment, higher standard of living, improved recreation and larger rating base.
	Tourism	Visitors Information Centre Tourism Planning Marketing Regional Coordination	M	L	L	H	M	100%	0	Increased visitation derived from tourism marketing and programs delivers economic benefit to business owners and employees, and the wider community through increased visitor spend, employment, improved recreation and more social events.
	Place Management	Business Liaison Christmas Promotion Presentation of the CBDs CBD Master Plan Shop Local Initiative Red Umbrella Markets / Pop Ups Place Activation	M	L	L	H	H	100%	0	Private beneficiaries are the individuals that gain employment, retailers, tourist operators, motels and other businesses, but the whole community benefit from an increased population, wealth and larger rating base. Place management delivers improved commercial returns, increased property values and activated safe public spaces for the whole community to enjoy.
	Saleyards	Braidwood Saleyards Truckwash	H	M	L	H	M	0	100%	Direct benefits accrue to the agents, buyers and sellers who use the facility, and user fees are set to recover costs + a commercial margin to reinvest into the future renewal and upkeep of the facility.
	Caravan Parks	Caravan Park Riverbank Café Lease	H	L	L	H	L	0	100%	The primary beneficiaries are the users and leasees of the properties. They are considered an investment type of asset and therefore a commercial rate of return is expected.

## Revenue Policy 2021-22

Service	Program	Outputs	User/ beneficiary group	Intergenerational equity	Exacerbator pays	Costs and benefits	Affordability / Community merit	CSO	Private Benefit	Rationale
Health	Food / Premises	Public Pool Monitoring Cooling Tower Monitoring Surface Water Monitoring Inspection of Swimming Pools and Spas Food Safety Inspection of skin penetration premises	H	H	H	H	H	85-93%	7-15%	There is a high level of public good in the general health monitoring and advisory service provided to the community.  Public Health inspections of premises have private beneficiaries and recovered by user fees, but some user fees are set by legislation and therefore, full cost recovery is not always possible.
	Cemetery	Cemeteries Other Cemeteries Memorial Cemetery	H	H	M	H	H	25-30%	70-75%	There are private benefits for the families of the deceased. The public also benefits as family members can be buried in the community that they lived in.  Council may review the pricing of cemetery services with a goal to not only recover the full cost of operation and provision of associated infrastructure, but to increase pricing to market levels. The current pricing is below market, and may be encouraging users outside the local government area to take up cemetery space for pricing reasons – at a detriment to local residents.
Development	Development Assessment	Development Applications Regional Panel Applications	H	H	M	H	L	90-100%	0-10%	There are two distinct beneficiaries of this activity, the first being the applicant and the second being the whole LGA community through the monitoring of development to ensure the region has quality, sustainable development.  Fees and charges are capped by statutory limitations.
	Development Control	Development Contribution Plans Development Servicing Plans Local Planning Agreements	M	H	M	L	H	50-55%	40-45%	Development Control Services ensures the LGA grows in a controlled way that is environmentally sustainable, enhances community cohesion, and encourages high-quality developments. The benefits of improved infrastructure and co-ordinated growth will be felt across the LGA.
Urban Landscapes	Parks / Playgrounds / Sportsfields	Parks and Reserves Gardens and Urban Spaces Playgrounds Urban Trees Graffiti Removal Greenways Management	L	H	M	H	H	95-98%	2-5%	Beneficiaries are the users, both local and visitors to the LGA, and user groups such as sports clubs. It is not feasible to charge for many council facilities as you cannot restrict access to reserves and playgrounds. All residents have access.
	Public Amenities	Public Conveniences	L	H	M	H	H	100%	0	These benefits cannot be traced to individual use and therefore this is a public benefit. The provision of clean, safe public amenities benefit all users of community facilities, tourists and locals, and indirectly benefit local businesses who benefit from increased visitation to the region.
	Community Land	Bushland management Crown Land	L	H	M	H	H	100%	0	QPRC's community land is non-restrictive and available for use by the general public. These open areas generally provide private benefits for groups such as small families but the quality of the facilities provide benefits for the general public too.



## Revenue Policy 2021-22

Service	Program	Outputs	User/ beneficiary group	Intergenerational equity	Exacerbator pays	Costs and benefits	Affordability / Community merit	CSO	Private Benefit	Rationale
<b>Natural Landscapes</b>	<b>NRM/Biodiversity</b>	Native species conservation works Land management education Biodiversity survey and management planning	L	H	M	H	H	100%	0	<p>The whole community benefits from council's undertaking to maintain and enhance the areas natural landscapes. There may be benefits to certain communities within the LGA, for example a program to eradicate pest animals from a particular area, in general the benefits of this service are to the community as a whole.</p> <p>This activity has long term benefits to protect the ecological, heritage, recreational and social values of natural and semi-natural areas. The work aids the health of the environment by protecting and restoring the land, water-based ecosystems to sustain their natural processes and to provide habitats for plants and animals, and to protect agricultural productivity.</p>
	<b>Vegetation</b>	Biosecurity weed control on Council land Biosecurity weed education, inspection and enforcement Biosecurity weed survey and management planning Pest animals on Council lands Bushland fire mitigation (incl hazard reduction) Grazing permits	L	H	M	H	H	100%	0	<p>The whole community benefits from council's undertaking to maintain and enhance the areas natural landscapes.</p>
	<b>Environmental Health</b>	Environmental Protection and Compliance Onsite Sewage System Management Reticulated Water Supply Monitoring	M	H	H	H	H	60-70%	30-40%	<p>In investigating pollution events, it is often impossible to identify offenders or impractical to recover enforcement costs. The whole community benefits from these activities.</p> <p>Fines for breaches of legislation are set by legislation. Fees for certain activities apply - such as the installation of woodsmoke heaters.</p> <p>Legislation requires all drinking water suppliers to implement a quality assurance program for the safe supply of drinking water. Council has a partnership with NSW Health to monitor the supply network in proportion to the size of the population.</p> <p>The private beneficiaries of Council's OSSM inspection activity are the owners of onsite sewage systems. Whilst private beneficiaries are easy to identify, Council has adopted an efficient charging system, spreading the annual cost to all OSSM owners through an annual charge.</p>
<b>Sustainability</b>	<b>Education</b>	Environmental Education WaterWise and SewerageWise Programs	L	H	L	H	H	100%	0	<p>Enhanced awareness of the benefits of a sustainable council benefits the public, both now and into the long term future.</p>
	<b>Sustainability Planning</b>	Sustainable Building and Infrastructure Planning	L	H	L	H	H	100%	0	<p>Sustainability planning will benefit the general public both now and into the long term future.</p>

## Revenue Policy 2021-22

Service	Program	Outputs	User/ beneficiary group	Intergenerational equity	Exacerbator pays	Costs and benefits	Affordability / Community merit	CSO	Private Benefit	Rationale
<b>Land-Use Planning</b>	<b>Land-Use Planning</b>	Planning Instruments Planning Proposals Planning Strategies and Policies Advice to Council on planning matters Regional Planning Rural Lands Strategy	H	H	M	H	M	80-90%	10-20%	Land-use planning is a legislative requirement which ensures that growth and conservation occurs in a controlled way that is environmentally sustainable, enhances community cohesion, encourages high quality developments and preservation of the LGA's built and natural resources. The benefits of improved infrastructure and coordinated growth will be felt community wide.  Planning proposals are one of the means by which land-use planning occur and often benefit a particular landowner or group of owners.
	<b>Profiling</b>	Community Profile	L	M	L	L	M	60-80%	20-40%	Profiling provides information to support land-use planning for development that produces the best long term result for the public benefit. It is used by Council for land-use planning and also derives private benefit for developers and real estate businesses.
	<b>Heritage</b>	Queanbeyan-Palerang heritage Heritage Week and Awards	L	H	M	L	M	50-60%	40-50%	Nurturing QPRC's rich heritage items and areas enhances a sense of community and provides public benefit. An economic benefit is also provided in cases where properties are privately owned.
<b>Transport</b>	<b>Roads</b>	Sealed Roads Unsealed Roads Kerb & Gutter State and Regional Roads Intersection Treatment Street Sweeping Signs and Road Furniture Roadside Litter	L	H	L	L	H	80-90%	10-20%	The beneficiaries of council's Transport Program are road users, QPRC ratepayers and the wider community.  Private beneficiaries for works on State and Regional Roads include the NSW Government, contract fee arrangements reflect these arrangements.
	<b>Bridges</b>	Bridges and Culverts	L	H	L	L	H	100%	0	The beneficiaries of council's Transport Program are road users, QPRC ratepayers and the wider community.
	<b>Footpaths / Cycleways</b>	Footpath Cycleway	L	H	L	L	H	100%	0	The beneficiaries of council's Transport Program are road users, QPRC ratepayers and the wider community.
	<b>Traffic/Safety</b>	Road Safety Bus Stops Pedestrian Safety Traffic Committee South East Weight of Loads Cycle Strategy and Pedestrian Mobility Street Lighting	L	H	L	L	H	100%	0	The beneficiaries of council's Transport Program are road users, QPRC ratepayers and the wider community.  Private beneficiaries of SEWOL are truck / freight operators, and they are charged through weight of loads arrangements by SEWOL.
	<b>Parking</b>	Carparks (CBD) Carparks - other	L	H	L	L	H	100%	0	The beneficiaries of council's Transport Program are road users, QPRC ratepayers and the wider community.
	<b>Public Transport</b>	Transport Strategy	L	H	L	L	H	100%	0	The beneficiaries of council's Transport Program are road users, QPRC ratepayers and the wider community.

## Revenue Policy 2021-22

### Pricing Principle Applied to Individual Fees

In addition to the strategic review of the community service obligation (CSO) and direct user funding targets applied to each Service and Program, Council applies a pricing principle in the setting of each specific fee, in accordance with Table 3. The pricing principles are referenced within the fees and charges document to provide transparency over the driving principle used in setting each fee.

**Table 3: Pricing Principles Applied to Individual Fees**

Ref	Pricing Principle		Pricing Basis
A	Public Good	Service provides a broad community benefit. Inconceivable or impractical to charge on a user basis	Zero Cost Recovery
B	Practical Constraint	Service is a minor part of the overall operation of the Council, or the potential for revenue collection is so minor as to be outweighed by the costs of collection.	Zero Cost Recovery
C	Shared Benefit	Benefits from provision of the service accrue to the community as whole as well as individual users (Community Service Obligation).	Partial Cost Recovery
D	Stimulus	A stimulus to the demand for the service is required. In the short term, only part of the cost of the service is to be recovered.	Partial Cost Recovery
E	Evasion	Charging prices to recover full cost may result in widespread evasion.	Partial Cost Recovery
F	Amended	The service is targeted to low income users.	Partial Cost Recovery
G	Economic / Social / Community Welfare	Service promotes or encourages local economic or social activity	Partial Cost Recovery
H	Private Good	Service benefits particular users, making a contribution to their individual income, welfare or profits, without any broader benefits to the community.	Full Cost Recovery
I	Monopoly	Council has a monopoly over provision of the service and there is no community service or equity obligation.	Full Cost Recovery
J	Development	Fee set will enable Council to develop and maintain a service.	Full Cost Recovery
K	Contribution	Charges levied to compensate community for an increase in demand for service or facilities as a consequence of a development proposal.	Full Cost Recovery
L	Regulatory: Non-fixed	Fee charges to cover costs incurred by legislative requirements where no CSO exists.	Full Cost Recovery
M	Regulatory: Fixed	Fee fixed by legislation.	Regulatory
N	Market	Service provided is in competition with that provided by another council or agency (private or public) and there is pressure to set a price which will attract adequate usage of the service.	Reference Pricing
O	In-house	Service provided predominantly for Council use but sale to external markets may defray costs.	Reference Pricing
P	Entrepreneurial	The service is a profit making activity and the price paid by users should recover an amount greater than the full cost of providing that service.	Rate of Return Pricing
Q	Penalty	Fee charge is greater than cost of the service so as to act as a disincentive.	Rate of Return Pricing
R	Utility	Fee charges for possession, occupation or enjoyment of Council Land, Public Land and Air Space by Gas, Electricity, Telecommunications and Water Utilities.	Rate of Return Pricing