

# Warren Shire Council

SPECIAL PURPOSE FINANCIAL STATEMENTS  
for the year ended 30 June 2025

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# Warren Shire Council

## Special Purpose Financial Statements

for the year ended 30 June 2025

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### Background

- i. These Special Purpose Financial Statements have been prepared for the use by both Council and the Office of Local Government in fulfilling their requirements under National Competition Policy.
- ii. The principle of competitive neutrality is based on the concept of a 'level playing field' between persons/entities competing in a market place, particularly between private and public sector competitors.

Essentially, the principle is that government businesses, whether Commonwealth, state or local, should operate without net competitive advantages over other businesses as a result of their public ownership.

- iii. For Council, the principle of competitive neutrality and public reporting applies only to declared business activities.

These include **(a)** those activities classified by the Australian Bureau of Statistics as business activities being water supply, sewerage services, abattoirs, gas production and reticulation, and **(b)** those activities with a turnover of more than \$2 million that Council has formally declared as a business activity defined as Category 1 activities.

- iv. In preparing these financial statements for Council's self-classified Category 1 businesses and ABS-defined activities, councils must **(a)** adopt a corporatisation model and **(b)** apply full cost attribution including tax-equivalent regime payments and debt guarantee fees (where the business benefits from Council's borrowing position by comparison with commercial rates).

## Warren Shire Council

### Special Purpose Financial Statements

for the year ended 30 June 2025

### Statement by Councillors and Management

#### Statement by Councillors and Management made pursuant to the Local Government Code of Accounting Practice and Financial Reporting

The attached special purpose financial statements have been prepared in accordance with:

- NSW Government Policy Statement, *Application of National Competition Policy to Local Government*
- Division of Local Government Guidelines, *Pricing and Costing for Council Businesses: A Guide to Competitive Neutrality*
- The Local Government Code of Accounting Practice and Financial Reporting
- Sections 3 and 4 of the NSW Department of Climate Change, Energy, the Environment and Water's (DCCEEW) *Regulatory and assurance framework for local water utilities, July 2022*

To the best of our knowledge and belief, these statements:

- present fairly the operating result and financial position for each of Council's declared business activities for the year,
- accord with Council's accounting and other records; and
- present overhead reallocation charges to the water and sewerage businesses as fair and reasonable.

We are not aware of any matter that would render these statements false or misleading in any way.

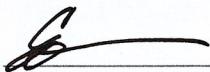
Signed in accordance with a resolution of Council made on 28 August 2025.



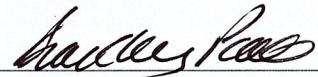
Greg Whiteley  
Mayor  
28 August 2025



Sarah Derrett  
Councillor  
28 August 2025



Gary Woodman  
General Manager  
28 August 2025



Bradley Pascoe  
Divisional Manager of Finance &  
Administration  
28 August 2025

## Warren Shire Council

### Income Statement of water supply business activity for the year ended 30 June 2025

	2025 \$ '000	2024 \$ '000
<b>Income from continuing operations</b>		
Access charges	641	610
User charges	403	328
Fees	4	10
Interest and investment income	48	41
Grants and contributions provided for operating purposes	9	11
Other income	5	—
<b>Total income from continuing operations</b>	<b>1,110</b>	<b>1,000</b>
<b>Expenses from continuing operations</b>		
Employee benefits and on-costs	246	222
Borrowing costs	17	18
Materials and services	548	624
Depreciation, amortisation and impairment	330	288
Water purchase charges	35	32
Other expenses	4	4
<b>Total expenses from continuing operations</b>	<b>1,180</b>	<b>1,188</b>
<b>Surplus (deficit) from continuing operations before capital amounts</b>	<b>(70)</b>	<b>(188)</b>
Grants and contributions provided for capital purposes	—	363
<b>Surplus (deficit) from continuing operations after capital amounts</b>	<b>(70)</b>	<b>175</b>
<b>Surplus (deficit) from all operations before tax</b>	<b>(70)</b>	<b>175</b>
<b>Surplus (deficit) after tax</b>	<b>(70)</b>	<b>175</b>
<b>Plus accumulated surplus</b>	<b>6,655</b>	6,480
<b>Plus adjustments for amounts unpaid:</b>		
<b>Closing accumulated surplus</b>	<b>6,585</b>	6,655
<b>Return on capital %</b>	<b>(0.4)%</b>	(1.4)%
<b>Subsidy from Council</b>	<b>565</b>	691
<b>Calculation of dividend payable:</b>		
Surplus (deficit) after tax	(70)	175
Less: capital grants and contributions (excluding developer contributions)	—	(363)
<b>Surplus for dividend calculation purposes</b>	<b>—</b>	<b>—</b>
<b>Potential dividend calculated from surplus</b>	<b>—</b>	<b>—</b>

## Warren Shire Council

### Income Statement of sewerage business activity for the year ended 30 June 2025

	2025 \$ '000	2024 \$ '000
<b>Income from continuing operations</b>		
Access charges	630	599
User charges	50	47
Fees	3	1
Interest and investment income	86	100
Grants and contributions provided for operating purposes	8	9
Net gain from the disposal of assets	34	–
<b>Total income from continuing operations</b>	<b>811</b>	<b>756</b>
<b>Expenses from continuing operations</b>		
Employee benefits and on-costs	191	171
Borrowing costs	57	59
Materials and services	236	313
Depreciation, amortisation and impairment	262	152
Net loss from the disposal of assets	–	56
Other expenses	6	7
<b>Total expenses from continuing operations</b>	<b>752</b>	<b>758</b>
<b>Surplus (deficit) from continuing operations before capital amounts</b>	<b>59</b>	<b>(2)</b>
<b>Surplus (deficit) from continuing operations after capital amounts</b>	<b>59</b>	<b>(2)</b>
<b>Surplus (deficit) from all operations before tax</b>	<b>59</b>	<b>(2)</b>
Less: corporate taxation equivalent (25%) [based on result before capital]	(15)	–
<b>Surplus (deficit) after tax</b>	<b>44</b>	<b>(2)</b>
<b>Plus accumulated surplus</b>	<b>7,457</b>	<b>7,459</b>
<b>Plus adjustments for amounts unpaid:</b>		
– Corporate taxation equivalent	15	–
<b>Closing accumulated surplus</b>	<b>7,516</b>	<b>7,457</b>
<b>Return on capital %</b>	<b>0.8%</b>	<b>0.4%</b>
<b>Subsidy from Council</b>	<b>511</b>	<b>552</b>
<b>Calculation of dividend payable:</b>		
Surplus (deficit) after tax	44	(2)
<b>Surplus for dividend calculation purposes</b>	<b>44</b>	<b>–</b>
<b>Potential dividend calculated from surplus</b>	<b>22</b>	<b>–</b>

## Warren Shire Council

### Statement of Financial Position of water supply business activity as at 30 June 2025

	2025 \$ '000	2024 \$ '000
<b>ASSETS</b>		
<b>Current assets</b>		
Cash and cash equivalents	858	613
Receivables	241	199
<b>Total current assets</b>	<b>1,099</b>	<b>812</b>
<b>Non-current assets</b>		
Receivables	155	125
Infrastructure, property, plant and equipment	12,312	12,114
<b>Total non-current assets</b>	<b>12,467</b>	<b>12,239</b>
<b>Total assets</b>	<b>13,566</b>	<b>13,051</b>
<b>LIABILITIES</b>		
<b>Current liabilities</b>		
Contract liabilities	307	—
Payables	43	26
Borrowings	32	31
<b>Total current liabilities</b>	<b>382</b>	<b>57</b>
<b>Non-current liabilities</b>		
Borrowings	597	629
<b>Total non-current liabilities</b>	<b>597</b>	<b>629</b>
<b>Total liabilities</b>	<b>979</b>	<b>686</b>
<b>Net assets</b>	<b>12,587</b>	<b>12,365</b>
<b>EQUITY</b>		
Accumulated surplus	6,585	6,655
IPPE revaluation surplus	6,002	5,710
<b>Total equity</b>	<b>12,587</b>	<b>12,365</b>

## Warren Shire Council

### Statement of Financial Position of sewerage business activity as at 30 June 2025

	2025 \$ '000	2024 \$ '000
<b>ASSETS</b>		
<b>Current assets</b>		
Cash and cash equivalents	1,000	1,639
Receivables	100	83
<b>Total current assets</b>	<b>1,100</b>	<b>1,722</b>
<b>Non-current assets</b>		
Receivables	96	72
Infrastructure, property, plant and equipment	15,068	14,162
<b>Total non-current assets</b>	<b>15,164</b>	<b>14,234</b>
<b>Total assets</b>	<b>16,264</b>	<b>15,956</b>
<b>LIABILITIES</b>		
<b>Current liabilities</b>		
Borrowings	107	105
Employee benefit provisions	40	41
<b>Total current liabilities</b>	<b>147</b>	<b>146</b>
<b>Non-current liabilities</b>		
Borrowings	1,991	2,098
<b>Total non-current liabilities</b>	<b>1,991</b>	<b>2,098</b>
<b>Total liabilities</b>	<b>2,138</b>	<b>2,244</b>
<b>Net assets</b>	<b>14,126</b>	<b>13,712</b>
<b>EQUITY</b>		
Accumulated surplus	7,516	7,457
IPPE revaluation surplus	6,610	6,255
<b>Total equity</b>	<b>14,126</b>	<b>13,712</b>

## Note – Material accounting policy information

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A statement summarising the supplemental accounting policies adopted in the preparation of the special purpose financial statements (SPFS) for National Competition Policy (NCP) reporting purposes follows.

These financial statements are SPFS prepared for use by Council and the Office of Local Government. For the purposes of these statements, the Council is a non-reporting not-for-profit entity.

The figures presented in these special purpose financial statements have been prepared in accordance with the recognition and measurement criteria of relevant Australian Accounting Standards, other authoritative pronouncements of the Australian Accounting Standards Board (AASB) and Australian Accounting Interpretations.

The disclosures in these special purpose financial statements have been prepared in accordance with the *Local Government Act 1993* (Act), the *Local Government (General) Regulation 2021* (Regulation) and the Local Government Code of Accounting Practice and Financial Reporting.

The statements are prepared on an accruals basis. They are based on historic costs and do not take into account changing money values or, except where specifically stated, fair value of non-current assets. Certain taxes and other costs, appropriately described, have been imputed for the purposes of the National Competition Policy.

The Statement of Financial Position includes notional assets/liabilities receivable from/payable to Council's general fund. These balances reflect a notional intra-entity funding arrangement with the declared business activities.

### National Competition Policy

Council has adopted the principle of 'competitive neutrality' in its business activities as part of the National Competition Policy which is being applied throughout Australia at all levels of government. The framework for its application is set out in the June 1996 NSW Government Policy statement titled 'Application of National Competition Policy to Local Government'. *The Pricing and Costing for Council Businesses – A Guide to Competitive Neutrality* issued by the Office of Local Government in July 1997 has also been adopted.

The pricing and costing guidelines outline the process for identifying and allocating costs to activities and provide a standard for disclosure requirements. These disclosures are reflected in Council's pricing and/or financial reporting systems and include taxation equivalents, Council subsidies, and returns on investments (rate of return and dividends paid).

### Declared business activities

In accordance with *Pricing and Costing for Council Businesses – A Guide to Competitive Neutrality*, Council has declared that the following are to be considered as business activities:

#### Category 1

(where gross operating turnover is over \$2 million)

Nil

#### Category 2

(where gross operating turnover is less than \$2 million)

##### a. Warren Shire Water Supply

Comprising the whole of the operations and assets of the water supply systems servicing the towns of Warren, Nevertire and Collie which is established as a separate Fund

##### b. Warren Shire Sewerage Service

Comprising the whole of the operations and assets of the sewerage reticulation and treatment systems servicing the towns of Warren and Nevertire which is established as a Fund.

### Taxation equivalent charges

Council is liable to pay various taxes and financial duties. Where this is the case, they are disclosed as a cost of operations just like all other costs. However, where Council does not pay some taxes, which are generally paid by private sector businesses, such as income tax, these equivalent tax payments have been applied to all Council-nominated business activities and are reflected in special purpose financial statements. For the purposes of disclosing comparative information relevant to the private sector equivalent, the following taxation equivalents have been applied to all Council-nominated business activities (this does not include Council's non-business activities):

## Note – Material accounting policy information (continued)

### **Notional rate applied (%)**

#### Corporate income tax rate – 25% (LY 25%)

Land tax – the first \$1,075,000 of combined land values attracts **0%**. For the combined land values in excess of \$1,075,000 up to \$6,571,000 the rate is **\$100 + 1.6%**. For the remaining combined land value that exceeds \$6,571,000 a premium marginal rate of **2.0%** applies.

Payroll tax – **5.45%** on the value of taxable salaries and wages in excess of \$1,200,000.

In accordance with DCCEEW's regulatory and assurance framework, a payment for the amount calculated as the annual tax equivalent charges (excluding income tax) must be paid from water supply and sewerage business activities.

The payment of taxation equivalent charges, referred to in the regulatory and assurance framework as a 'dividend for taxation equivalent', may be applied for any purpose allowed under the Act.

Achievement of substantial compliance to DCCEEW's regulatory and assurance framework is not a prerequisite for the payment of the tax equivalent charges; however the payment must not exceed \$3 per assessment.

### **Income tax**

An income tax equivalent has been applied on the profits of the business activities. Whilst income tax is not a specific cost for the purpose of pricing a good or service, it needs to be taken into account in terms of assessing the rate of return required on capital invested. Accordingly, the return on capital invested is set at a pre-tax level – gain/(loss) from ordinary activities before capital amounts, as would be applied by a private sector competitor. That is, it should include a provision equivalent to the relevant corporate income tax rate, currently 25% (LY 25%).

Income tax is only applied where a gain from ordinary activities before capital amounts has been achieved. Since the taxation equivalent is notional – that is, it is payable to the 'Council' as the owner of business operations – it represents an internal payment and has no effect on the operations of the Council.

Accordingly, there is no need for disclosure of internal charges in the SPFS. The rate applied of 25% is not the equivalent company tax rate prevalent at reporting date. No adjustments have been made for variations that have occurred during the year.

### **Local government rates and charges**

A calculation of the equivalent rates and charges for all Category 1 businesses has been applied to all assets owned, or exclusively used by the business activity.

### **Loan and debt guarantee fees**

The debt guarantee fee is designed to ensure that Council business activities face 'true' commercial borrowing costs in line with private sector competitors. In order to calculate a debt guarantee fee, Council has determined what the differential borrowing rate would have been between the commercial rate and Council's borrowing rate for its business activities.

#### **(i) Subsidies**

Government policy requires that subsidies provided to customers, and the funding of those subsidies, must be explicitly disclosed. Subsidies occur where Council provides services on a less than cost recovery basis. This option is exercised on a range of services in order for Council to meet its community service obligations. The overall effect of subsidies is contained within the Income Statements of business activities.

#### **(ii) Return on investments (rate of return)**

The NCP policy statement requires that councils with Category 1 businesses 'would be expected to generate a return on capital funds employed that is comparable to rates of return for private businesses operating in a similar field'.

Funds are subsequently available for meeting commitments or financing future investment strategies. The rate of return is disclosed for each of Council's business activities on the Income Statement.

The rate of return is calculated as follows:

**Operating result before capital income + interest expense**

**Written down value of I,PP&E as at 30 June**

## Note – Material accounting policy information (continued)

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As a minimum, business activities should generate a return equal to the Commonwealth 10 year bond rate which is 4.16% at 30/6/25.

### **(iii) Dividends**

Council is not required to pay dividends to either itself (as owner of a range of businesses) or to any external entities.



## INDEPENDENT AUDITOR'S REPORT

### Report on the special purpose financial statements

#### Warren Shire Council

To the Councillors of Warren Shire Council

#### Opinion

I have audited the accompanying special purpose financial statements (the financial statements) of Warren Shire Council's (the Council) Declared Business Activities, which comprise the Statement by Councillors and Management, the Income Statement of each Declared Business Activity for the year ended 30 June 2025, the Statement of Financial Position of each Declared Business Activity as at 30 June 2025 and the Material accounting policy information note.

The Declared Business Activities of the Council are:

- water supply
- sewerage

In my opinion, the financial statements present fairly, in all material respects, the financial position of the Council's declared Business Activities as at 30 June 2025, and their financial performance for the year then ended, in accordance with the Australian Accounting Standards described in the Material accounting policy information note and the Local Government Code of Accounting Practice and Financial Reporting 2024–25 (LG Code).

My opinion should be read in conjunction with the rest of this report.

#### Basis for Opinion

I conducted my audit in accordance with Australian Auditing Standards. My responsibilities under the standards are described in the 'Auditor's Responsibilities for the Audit of the Financial Statements' section of my report.

I am independent of the Council in accordance with the requirements of the:

- Australian Auditing Standards
- Accounting Professional and Ethical Standards Board's APES 110 'Code of Ethics for Professional Accountants (including Independence Standards)' (APES 110).

Parliament promotes independence by ensuring the Auditor-General and the Audit Office of New South Wales are not compromised in their roles by:

- providing that only Parliament, and not the executive government, can remove an Auditor-General
- mandating the Auditor-General as the auditor of councils
- precluding the Auditor-General from providing non-audit services.

I have fulfilled my other ethical responsibilities in accordance with APES 110.

I believe the audit evidence I have obtained is sufficient and appropriate to provide a basis for my audit opinion.

## **Emphasis of Matter - Basis of Accounting**

Without modifying my opinion, I draw attention to the Material accounting policy information note to the financial statements which describes the basis of accounting. The financial statements have been prepared for the purpose of fulfilling the Council's financial reporting responsibilities under the LG Code. As a result, the financial statements may not be suitable for another purpose.

## **Other Information**

The Council's annual report for the year ended 30 June 2025 includes other information in addition to the financial statements and my Independent Auditor's Report thereon. The Councillors are responsible for the other information. At the date of this Independent Auditor's Report, the other information I have received comprise the general purpose financial statements and Special Schedules (the Schedules).

My opinion on the financial statements does not cover the other information. Accordingly, I do not express any form of assurance conclusion on the other information. However, as required by the *Local Government Act 1993*, I have separately expressed an opinion on the general purpose financial statements and Special Schedule 'Permissible income for general rates'.

In connection with my audit of the financial statements, my responsibility is to read the other information and, in doing so, consider whether the other information is materially inconsistent with the financial statements or my knowledge obtained in the audit, or otherwise appears to be materially misstated.

If, based on the work I have performed, I conclude there is a material misstatement of the other information, I must report that fact.

I have nothing to report in this regard.

## **The Councillors' Responsibilities for the Financial Statements**

The Councillors are responsible for the preparation and fair presentation of the financial statements and for determining that the accounting policies, described in the Material accounting policy information note to the financial statements, are appropriate to meet the requirements in the LG Code. The Councillors' responsibility also includes such internal control as the Councillors determine is necessary to enable the preparation and fair presentation of the financial statements that are free from material misstatement, whether due to fraud or error.

In preparing the financial statements, the Councillors are responsible for assessing the Council's ability to continue as a going concern, disclosing, as applicable, matters related to going concern and using the going concern basis of accounting.

## **Auditor's Responsibilities for the Audit of the Financial Statements**

My objectives are to:

- obtain reasonable assurance about whether the financial statements as a whole are free from material misstatement, whether due to fraud or error
- issue an Independent Auditor's Report including my opinion.

Reasonable assurance is a high level of assurance, but does not guarantee an audit conducted in accordance with Australian Auditing Standards will always detect material misstatements.

Misstatements can arise from fraud or error. Misstatements are considered material if, individually or in aggregate, they could reasonably be expected to influence the economic decisions users take based on the financial statements.

A description of my responsibilities for the audit of the financial statements is located at the Auditing and Assurance Standards Board website at: [www.auasb.gov.au/auditors\\_responsibilities/ar4.pdf](http://www.auasb.gov.au/auditors_responsibilities/ar4.pdf). The description forms part of my auditor's report.

The scope of my audit does not include, nor provide assurance:

- that the Council carried out its activities effectively, efficiently and economically
- about the security and controls over the electronic publication of the audited financial statements on any website where they may be presented
- about any other information which may have been hyperlinked to/from the financial statements.



Hong Wee Soh  
Delegate of the Auditor-General for New South Wales

30 October 2025  
SYDNEY