

Buloke Shire Council

Financial Plan 2025 -2035



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1. Purpose

The Buloke Shire Council Financial Plan establishes Council's 10-year plan for achieving financially sustainable service delivery for the community from 2025 - 2035. The financial plan is a long term forecast which demonstrates how Council's key strategic objectives will be resourced and monitored to achieve the actions within the Council Plan and the aspirations of the Community Vision.

2. Executive Summary

Council is committed to establishing a long-term financial planning model which not only guides sustainable service delivery, but one which adds and monitors value for our community.

As a remote, rural municipality operating within a rate-capped environment, Council depends heavily on its annual rating income base to be supported with external funding for the ongoing delivery of services and key community projects. This reliance presents Council with both risks and opportunities for long term financial forecasting that must demonstrate a responsible and well-informed approach. Major grants and funding opportunities require significant advocacy and are a necessary part of Council's operations if it is to achieve the aspirations of the community.

Whilst the nature of this long-term plan is to strategically forecast Council's financial position over the next decade, equally important is the ongoing monitoring and review of service levels and the outputs required to achieve value for money. In delivering a broad range of essential and discretionary services to meet community expectations, the costs associated to their delivery must be regularly measured against available resources.

In early 2024, the Minister for Local Government appointed a Municipal Monitor to the Buloke Shire Council and an independent external review of Council's financial position was undertaken. The findings from this review have provided important guidance in shaping Council's financial principles and modelling for the years ahead.

In June 2025, Council adopted its **Council Plan 2025–2029**, which establishes the strategic objectives of the community and the actions to be undertaken by Council in either a delivery, advocacy or partnership capacity.

The **10-year Financial Plan** has been prepared in accordance with statutory requirements and is underpinned by Council's commitment to maintaining a sound and sustainable financial position. Close alignment between the Asset Plan and the Financial Plan ensures that infrastructure renewal and service delivery priorities are matched with Council's financial capacity.

Council recognises that maintaining long-term financial sustainability may require making difficult decisions in the future. This could involve asset rationalisation, adjustment of service levels, or improving expenditure efficiency. Decisions must be guided by thorough, deliberative engagement, sound data and information, transparent processes and a practical understanding of balancing community expectations and financial capacity. To strengthen projected financial performance and maintain resilience within our community, Council has adopted a cash-balanced budgeting approach.

The key objectives of this Financial Plan are to:

- Maintain a strong cash position to safeguard long-term financial sustainability.
- Actively pursue recurrent State and Federal government funding for strategic capital projects.
- Prioritise investment across Council's asset portfolio to address renewal gaps.
- Enhance delivery and value for money of Council's current services and improve community understanding of Council's service levels.
- Ensure adequate funding to support the actions and initiatives set out in the Council Plan and Community Vision.

3. Integrated Strategic Planning and Reporting Framework

Council's Financial Plan is a key component of the Integrated Strategic Planning and Reporting Framework required under the *Local Government Act 2020*. Section 89 of the Act requires Council to maintain an integrated strategic planning and reporting framework that aligns community aspirations with Council's financial and service delivery capacity. Within this framework, Section 91 of the Act mandates the preparation of a Financial Plan for at least the next 10 financial years, setting out the resources required to deliver the objectives of the Council Plan and the Asset Plan. The Financial Plan provides the financial context for the annual budget and ensures consistency between long-term strategy and short-term decision making.

By embedding the Financial Plan within this integrated framework, Council can demonstrate compliance with legislative requirements, ensure transparent stewardship of community resources, and maintain a clear line of sight from community priorities through to service delivery, funding, and performance monitoring. This alignment is essential for balancing affordability, meeting community expectations, and ensuring intergenerational equity.

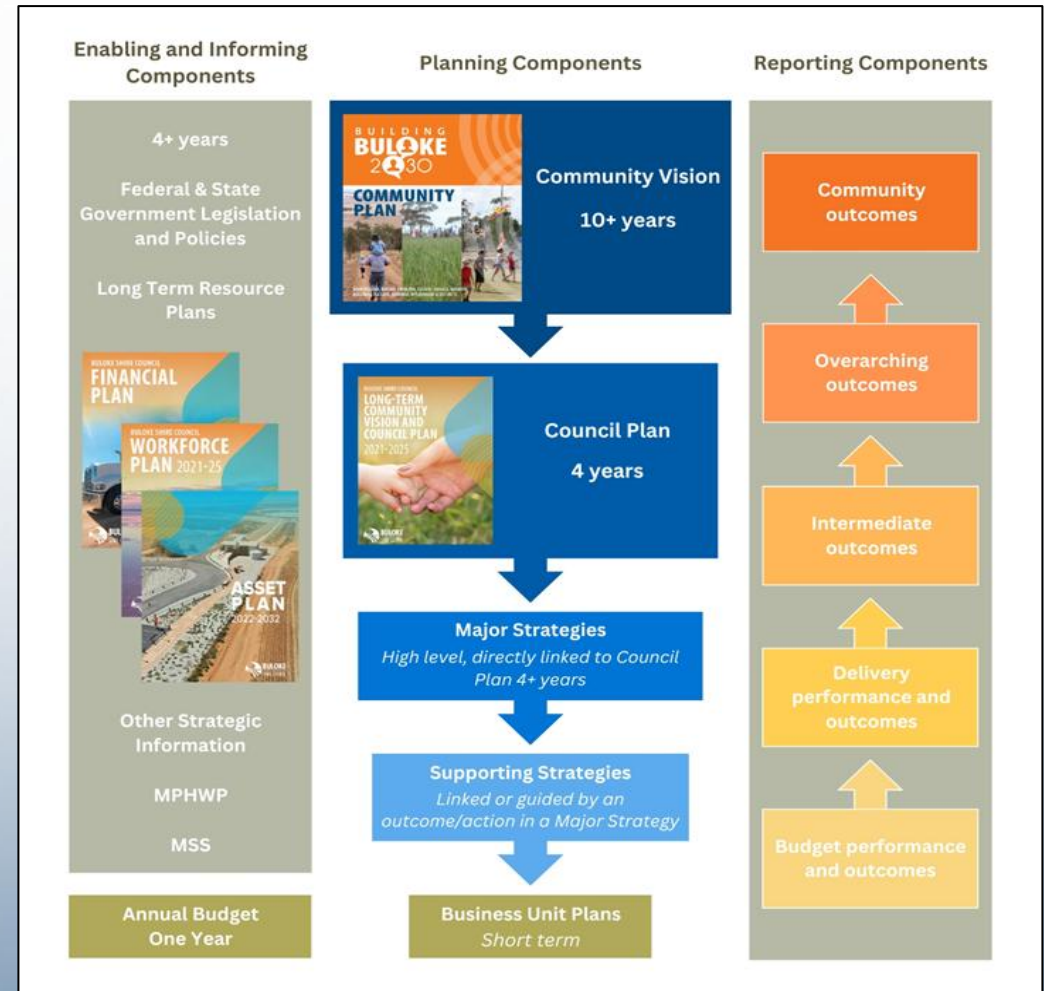


Image 1: Integrated Strategic Planning and Planning Reporting Framework

4. Legislative Requirements

The Financial Plan is one of the strategic plans subject to the Strategic planning principles in accordance with the *Local Government Act 2020*. Section 89 of the Act sets out the Strategic planning principles as follows:

4.1 Strategic planning principles

- (1) *A Council must undertake the preparation of its Council Plan and other strategic plans in accordance with the strategic planning principles.*
- (2) *The following are the strategic planning principles —*
 - *an integrated approach to planning, monitoring and performance reporting is to be adopted;*
 - *strategic planning must address the Community Vision;*
 - *strategic planning must take into account the resources needed for effective implementation;*
 - *strategic planning must identify and address the risks to effective implementation;*
 - *strategic planning must provide for ongoing monitoring of progress and regular reviews to identify and address changing circumstances.*

4.2 Financial Plan

- (1) *A Council must develop, adopt and keep in force a Financial Plan in accordance with its deliberative engagement practices.*
- (2) *The scope of a Financial Plan is a period of at least the next 10 financial years.*
- (3) *A Financial Plan must include the following in the manner and form prescribed by the regulations—*
 - *statements describing the financial resources required to give effect to the Council Plan and other strategic plans of the Council;'*
 - *information about the decisions and assumptions that underpin the forecasts in the statements specified in paragraph (a);*
 - *statements describing any other resource requirements that the Council considers appropriate to include in the Financial Plan;*
 - *any other matters prescribed by the regulations.*
- (4) *A Council must develop or review the Financial Plan in accordance with its deliberative engagement practices and adopt the Financial Plan by 31 October in the year following a general election.*
- (5) *The Financial Plan adopted under subsection (4) has effect from 1 July in the year following a general election.*

Section 91(1) and section 91(4) refer to deliberative engagement practices. The Act requires deliberative engagement practices to be incorporated into a council's community engagement policy.

4.3 Financial management principles

Division 4 of Part 4 of the *Local Government Act 2020* addresses financial management. Section 101 of the Act sets out the financial management principles as follows:

The following are the financial management principles—

- (1) revenue, expenses, assets, liabilities, investments and financial transactions must be managed in accordance with a Council's financial policies and strategic plans; financial risks must be monitored and managed prudently having regard to economic circumstances;*
- (2) financial policies and strategic plans, including the Revenue and Rating Plan, must seek to provide stability and predictability in the financial impact on the municipal community;*
- (3) accounts and records that explain the financial operations and financial position of the Council must be kept.*

For the purposes of the financial management principles, financial risk includes any risk relating to the following—

- the financial viability of the Council;*
- the management of current and future liabilities of the Council;*
- the beneficial enterprises of the Council.*

4.4 Service performance principles

The *Local Government Act 2020* requires Victorian councils to plan and deliver services in accordance with the service performance principles. Part 5 of the Act addresses council operations. Section 106 of the Act sets out the service performance principles as follows:

A Council must plan and deliver services to the municipal community in accordance with the service performance principles.

The following are the service performance principles—

- services should be provided in an equitable manner and be responsive to the diverse needs of the municipal community;*
- services should be accessible to the members of the municipal community for whom the services are intended;*
- quality and costs standards for services set by the Council should provide good value to the municipal community;*
- a Council should seek to continuously improve service delivery to the municipal community in response to performance monitoring;*
- service delivery must include a fair and effective process for considering and responding to complaints about service provision.*

4.5 Community engagement and public transparency

The *Local Government Act 2020* includes community engagement principles (section 56) and public transparency principles (section 58). The Act requires Victorian councils to adopt and maintain a public transparency policy (section 57) and to adopt and maintain a community engagement policy (section 55).

The Financial Plan is specifically referenced in section 55(2)(g) of the Act which requires (amongst other provisions) that a community engagement policy must:

- include deliberative engagement practices which must include and address any matters prescribed by the regulations for the purposes of this paragraph and be capable of being applied to the development of the Community Vision, Council Plan, Financial Plan and Asset Plan.*

4.6 Local Government (Planning and Reporting) Regulations 2020

The *Local Government (Planning and Reporting) Regulations 2020* (the regulations) came into operation on 24 October 2020. Part 2 of the regulations prescribe the information to be included in a Financial Plan as follows:

- *For the purposes of section 91(3)(a) of the Act, the statements describing the financial resources must be in the form set out in the Local Government Model Financial Report.*
- *For the purposes of section 91(3)(d) of the Act, the prescribed matters include a statement of capital works for the financial years to which the statements describing the financial resources referred to in section 91(3)(a) of the Act relate.*

For the purposes of section 91(3)(d) of the Act, the prescribed matters include the following—

- *a statement of human resources;*
- *a summary of planned expenditure in relation to the human resources referred to in the statement of human resources, categorised according to the organisational structure of the Council and classified separately*
- *a summary of the planned number of full time equivalent Council staff referred to in the statement of human resources, categorised according to the organisational structure of the Council and classified separately*

5. Engagement Principles

As part of the development of the 10-Year Financial Plan, Council undertook a deliberative engagement process with a Community Reference Group (CRG). The CRG was established through an expression of interest process advertised to the broader community through Council's media channels. All applications were invited to partake, and the resulting group included a concentrated mix of community members from across the municipality, offering diverse outlooks, experiences and perspectives.

Workshop 1 – Exploring Value for Money

The first workshop introduced participants to Council's strategic and financial context, the Community Vision, and the purpose of the Financial Plan. Members worked in facilitated groups to identify and discuss the value for money factor of the services and priorities most important to the community. This session also explored the potential for changing future service levels and what service areas would be most critical to demonstrate value for money and long-term affordability.

Workshop 2 – Understanding the Gaps

The second workshop built on the discussions held within the first workshop and presented participants with financial scenarios and service delivery options with a particular focus on Asset Management. The CRG considered how Council should balance investment across services, infrastructure, and community needs, and provided feedback on priorities through the lens of value for money, equity, and intergenerational fairness.

Outcomes

The insights and recommendations from the CRG were documented and have been presented to Council for consideration within a separate workshop session. These three sessions, along with the more recent community survey and public submissions process undertaken for the 2025/26 Annual Budget, have informed the development of this Financial Plan by grounding strategic and financial decisions in community values and expectations, ensuring that the resulting plan reflects both local priorities and the legislative requirements of the *Local Government Act 2020*.

5.1 Asset Plan

Integration with the Asset Plan is a core principle of Council's financial planning. It ensures funding decisions support both service delivery and the sustainable management of Council's assets. The Asset Plan identifies renewal, maintenance, and backlog requirements across asset categories, informed by condition, risk, and service levels.

This information directly informs the 10-year Financial Plan, aligning financial capacity with asset needs. Together, these two critical strategic Plans enable Council to manage assets responsibly and sustainably over their lifecycle.

Council currently has individual Asset Management Plans for the following asset classes:

- Transport and Drainage Asset Management Plan
- Buildings and Open Spaces Asset Management Plan

5.2 Revenue and Rating Plan

The Revenue and Rating Plan explains how Council generates the income required to fund its activities and how this is distributed fairly among ratepayers and other service users. Prepared in accordance with the *Local Government Act 2020*, the Plan sets out Council's approach to rating, along with the principles that guide the administration of user fees, charges, and other revenue sources. It provides a strategic framework for determining and collecting revenue in a fair and transparent manner, without setting specific revenue targets.

The Plan works alongside the 10-Year Financial Plan by defining the revenue framework within which long-term forecasts and financial strategies are developed, ensuring that Council's service delivery and infrastructure investment remain sustainable and aligned with community priorities.

Council has adopted its Rating and Revenue Plan 2025-2029 in June 2025.

6. Financial Plan

6.1 Context

The Financial Plan has used the Council Plan 2025 - 2029, as well as Council's recent annual budgets and financial reports as the basis for financial modelling and planning for future service delivery.

Council sets its priorities via its annual and four-year forecast budget along with the Council Plan development.

Strategic Directions and major priorities incorporated in the Financial Plan include –

- Balancing its budgets on a cash basis meaning that investments in its operations are limited to revenues generated through operational activities. Where operational cash surpluses exist, Council seeks to allocate these funds toward capital works, with a focus on addressing the 'renewal gap' identified in the Asset Plan 2026–2035
- Delivering efficient and effective service levels ensuring value for money in all service areas
- Support a vibrant community through investments in infrastructure that enhance community and economic development
- Promote clear and transparent budgeting process through regular financial and performance reporting.

6.2 Assumptions to Comprehensive Income Statement

Buloke Shire Council follows xero-based budgeting, which forms the base of preparing the annual budget of FY2026. This section presents information regarding the assumptions to the Comprehensive Income Statement for the preparation of the 10-year Financial Plan 2025 - 2035. The assumptions comprise the annual escalations or movement for each line item of the Comprehensive Income Statement.

Escalation factors	Budget 2025/26	Projections								
		2026/27	2027/28	2028/29	2029/30	2030/31	2031/32	2032/33	2033/34	2034/35
Income / Revenue										
Rates and charges	Budgeted	3%	2.75%	2.75%	2.75%	2.75%	2.75%	2.75%	2.75%	2.75%
Statutory fees and fines	Budgeted	3%	3%	3%	3%	3%	3%	3%	3%	3%
User fees	Budgeted	3%	3%	3%	3%	3%	3%	3%	3%	3%
Grants - operating	Budgeted	3%	3%	3%	3%	3%	3%	3%	3%	3%
Grants - capital	Budgeted	Based on specific capital projects								
Other income	Budgeted	3%	3%	3%	3%	3%	3%	3%	3%	3%
Expenses										
Employee costs	Budgeted	3%	3%	3%	3%	3%	3%	3%	3%	3%
Materials and services	Budgeted	3%	3%	3%	3%	3%	3%	3%	3%	3%
Depreciation	Budgeted	3%	3%	3%	3%	3%	3%	3%	3%	3%
Amortisation - right of use assets	Budgeted	Considered to be constant								
Other expenses	Budgeted	3%	3%	3%	3%	3%	3%	3%	3%	3%

Rates and Charges – Buloke Shire Council operates within a rate-capped environment, with annual increases budgeted in line with the rate cap assumption of 2.75%

Statutory fees – These comprise fees and charges set by the State Government, such as planning permits and registration charges. They are forecast to increase annually in line with CPI, assumed at 3%.

User fees and charges – These represent discretionary charges levied by Council to recover the cost of specific services. They are projected to increase in line with CPI, assumed at 3%

Grants Operating – Recurrent operating grants including the Financial Assistance Grants are expected to grow at 3% annually

Grants Capital - Capital grants, received from state and federal governments to support the capital works program, can fluctuate from year to year depending on the projects undertaken. For this Financial Plan, projections are based on estimated funding allocations for identified capital projects.

Other Income - Other income primarily comprises investment earnings and minor revenue sources, assumed to increase at 3% per annum.

Employee Costs - From 2026, Buloke Shire Council's new Enterprise Agreement is assumed to result in annual employee cost increases of 3%, covering wages, superannuation, WorkCover, training, and other employment-related expenses.

Materials and Services – This category includes the costs of operating Council services, maintaining roads and major assets, consumables, and utilities. It also incorporates reliance on external contractors for specialised services (e.g. legal advice and technical expertise). Costs are assumed to increase annually in line with CPI at 3%.

Depreciation – It has been calculated in lines with anticipated capital expenditure as per mentioned in this Plan

Amortisation of right of use assets – Council leases light vehicles, with fleet numbers expected to remain stable. Accordingly, amortisation costs are forecast to remain constant.

Other expenses - his category comprises administrative and corporate costs, including Councillor allowances, election expenses, community grants, fire services property levy, audit fees, and other day-to-day operating expenses. These are projected to increase annually at 3%.

Other Considerations – Renewable Energy Development

Council recognizes that large-scale energy developments present both opportunities and significant challenges. We acknowledge community concerns around land use, rural lifestyles, infrastructure pressures and limited consultation, and have not overlooked these issues. Although this Financial Plan does not factor in these impacts, Council has not ignored them and will revisit the assumptions in forthcoming annual budget forecasts

Buloke Shire Council is preparing early, monitoring proposals and will undertake engaging with the wider community to ensure local voices are heard. This proactive approach seeks to balance renewable energy opportunities with community wellbeing and the Shire's long-term financial sustainability.

7. Financial Statements

This section presents details regarding the Financial Plan Statements for the 10-year period from 2025/26 to 2034/35.

- Comprehensive Income Statement
- Balance Sheet
- Statement of Changes in Equity
- Statement of Cash Flows
- Statement of Capital Works
- Statement of Human Resources

7.1 Comprehensive Income Statement

	Budget		Projections							
	2025/26 \$'000	2026/27 \$'000	2027/28 \$'000	2028/29 \$'000	2029/30 \$'000	2030/31 \$'000	2031/32 \$'000	2032/33 \$'000	2033/34 \$'000	2034/35 \$'000
Income / Revenue										
Rates and charges	15,905	16,382	16,833	17,296	17,772	18,260	18,762	19,278	19,809	20,353
Statutory fees and fines	124	128	131	135	139	144	148	152	157	162
User fees	499	514	529	545	561	578	596	613	632	651
Grants - operating	9,455	9,739	10,031	10,332	10,642	10,962	11,290	11,629	11,978	12,337
Grants - capital	35,304	30,439	3,559	3,559	1,600	1,600	1,600	1,600	1,600	1,600
Contributions - monetary	608	-	-	-	-	-	-	-	-	-
Net gain (or loss) on disposal of property, infrastructure, plant and equipment	25	-	-	-	-	-	-	-	-	-
Other income	1,324	1,644	1,405	1,447	1,490	1,535	1,581	1,628	1,677	1,727
Total income / revenue	63,243	58,846	32,489	33,314	32,205	33,078	33,977	34,901	35,852	36,830
Expenses										
Employee costs	13,415	14,240	14,667	15,107	15,561	16,027	16,508	17,004	17,514	18,039
Materials and services	10,817	10,503	10,818	11,142	11,477	11,821	12,176	12,541	12,917	13,305
Depreciation	8,852	9,118	9,392	9,673	9,963	10,262	10,570	10,887	11,214	11,550
Amortisation - right of use assets	465	465	465	465	-	-	-	-	-	-
Bad and Doubtful Debt	60	62	64	66	68	70	72	74	76	78
Finance costs - leases	54	56	58	59	61	63	65	67	69	71
Other expenses	747	770	793	817	841	866	892	919	947	975
Total expenses	34,410	35,213	36,255	37,329	38,435	39,574	40,747	41,956	43,201	44,483
Surplus/(deficit) for the year	28,833	23,633	(3,767)	(4,015)	(6,230)	(6,496)	(6,770)	(7,055)	(7,348)	(7,653)
Other comprehensive income										
Items that will not be reclassified to surplus or deficit in future periods										
Net asset revaluation gain /(loss)	-	-	-	-	-	-	-	-	-	-
Total comprehensive result	28,833	23,633	(3,767)	(4,015)	(6,230)	(6,496)	(6,770)	(7,055)	(7,348)	(7,653)

7.2 Balance Sheet

	Budget		Projections							
	2025/26 \$'000	2026/27 \$'000	2027/28 \$'000	2028/29 \$'000	2029/30 \$'000	2030/31 \$'000	2031/32 \$'000	2032/33 \$'000	2033/34 \$'000	2034/35 \$'000
Assets										
Current assets										
Cash and cash equivalents	15,621	15,267	15,299	14,965	15,011	14,910	14,815	14,726	14,642	14,563
Trade and other receivables	5,160	5,541	5,468	5,843	5,845	6,005	6,170	6,340	6,514	6,694
Inventories	223	248	240	241	248	255	263	271	279	287
Prepayments	503	518	534	550	566	583	601	619	637	657
Non-current assets classified as held for sale	280	-	-	-	-	-	-	-	-	-
Other assets	277	277	277	277	277	277	277	277	277	277
Total current assets	22,065	21,852	21,818	21,876	21,947	22,031	22,126	22,233	22,351	22,478
Non-current assets										
Property, infrastructure, plant & equipment	342,623	366,318	362,614	358,665	352,502	346,076	339,377	332,396	325,124	317,550
Right-of-use assets	1,189	1,189	1,189	1,189	1,189	1,189	1,189	1,189	1,189	1,189
Total non-current assets	343,812	367,506	363,803	359,854	353,691	347,265	340,566	333,585	326,313	318,738
Total assets	365,877	389,358	385,621	381,730	375,639	369,296	362,692	355,818	348,663	341,217
Liabilities										
Current liabilities										
Trade and other payables	2,832	2,665	2,665	2,745	2,827	2,912	3,000	3,090	3,182	3,278
Trust funds and deposits	19	19	19	19	19	19	19	19	19	19
Contract and other liabilities	1,089	980	882	794	714	643	578	521	469	422
Provisions	3,653	3,763	3,876	3,992	4,112	4,235	4,362	4,493	4,628	4,767
Lease liabilities	417	417	417	417	417	417	417	417	417	417
Total current liabilities	8,010	7,844	7,859	7,967	8,090	8,226	8,377	8,540	8,715	8,903
Non-current liabilities										
Provisions	487	501	516	532	548	564	581	598	616	635
Lease liabilities	824	824	824	824	824	824	824	824	824	824
Total non-current liabilities	1,310	1,325	1,340	1,355	1,371	1,388	1,405	1,422	1,440	1,459
Total liabilities	9,321	9,169	9,199	9,322	9,461	9,614	9,781	9,962	10,155	10,361
Net assets	356,557	380,189	376,423	372,408	366,177	359,681	352,911	345,856	338,508	330,855
Equity										
Accumulated surplus	157,932	181,164	176,998	172,583	165,952	159,057	151,886	144,431	136,683	128,630
Reserves	198,625	199,025	199,425	199,825	200,225	200,625	201,025	201,425	201,825	202,225
Total equity	356,557	380,189	376,423	372,408	366,177	359,681	352,911	345,856	338,508	330,855

7.3 Statement of Changes in Equity

	Total \$'000	Accumulated Surplus \$'000	Revaluation Reserve \$'000	Other Reserves \$'000
2026 Budget				
Balance at beginning of the financial year	327,724	129,099	195,356	3,269
Surplus/(deficit) for the year	28,833	28,833	-	-
Net asset revaluation gain/(loss)	-	-	-	-
Transfers to other reserves	(400)	(400)	-	-
Transfers from other reserves	400	-	-	400
Balance at end of the financial year	356,557	157,532	195,356	3,669
2027				
Balance at beginning of the financial year	356,557	157,532	195,356	3,669
Surplus/(deficit) for the year	23,633	23,633	-	-
Net asset revaluation gain/(loss)	-	-	-	-
Transfers to other reserves	-	-	-	-
Transfers from other reserves	-	-	-	-
Balance at end of the financial year	380,189	181,165	195,356	3,669
2028				
Balance at beginning of the financial year	380,190	181,165	195,356	3,669
Surplus/(deficit) for the year	(3,767)	(3,767)	-	-
Net asset revaluation gain/(loss)	-	-	-	-
Transfers to other reserves	(400)	(400)	-	-
Transfers from other reserves	400	-	-	400
Balance at end of the financial year	376,423	176,998	195,356	4,069
2029				
Balance at beginning of the financial year	376,422	176,998	195,356	4,069
Surplus/(deficit) for the year	(4,014)	(4,015)	-	-
Net asset revaluation gain/(loss)	-	-	-	-
Transfers to other reserves	(400)	(400)	-	-
Transfers from other reserves	400	-	-	400
Balance at end of the financial year	372,408	172,583	195,356	4,469
2030				
Balance at beginning of the financial year	372,408	172,583	195,356	4,469
Surplus/(deficit) for the year	(6,230)	(6,230)	-	-
Net asset revaluation gain/(loss)	-	-	-	-
Transfers to other reserves	(400)	(400)	-	-
Transfers from other reserves	400	-	-	400
Balance at end of the financial year	366,177	165,953	195,356	4,869

	Total \$'000	Accumulated Surplus \$'000	Revaluation Reserve \$'000	Other Reserves \$'000
2031				
Balance at beginning of the financial year	366,177	165,953	195,356	4,869
Surplus/(deficit) for the year	(6,496)	(6,496)	-	-
Net asset revaluation gain/(loss)	-	-	-	-
Transfers to other reserves	(400)	(400)	-	-
Transfers from other reserves	400	-	-	400
Balance at end of the financial year	359,681	159,057	195,356	5,269
2032				
Balance at beginning of the financial year	359,681	159,057	195,356	5,269
Surplus/(deficit) for the year	(6,770)	(6,770)	-	-
Net asset revaluation gain/(loss)	-	-	-	-
Transfers to other reserves	(400)	(400)	-	-
Transfers from other reserves	400	-	-	400
Balance at end of the financial year	352,911	151,886	195,356	5,669
2033				
Balance at beginning of the financial year	352,911	151,886	195,356	5,669
Surplus/(deficit) for the year	(7,054)	(7,055)	-	-
Net asset revaluation gain/(loss)	-	-	-	-
Transfers to other reserves	(400)	(400)	-	-
Transfers from other reserves	400	-	-	400
Balance at end of the financial year	345,856	144,432	195,356	6,069
2034				
Balance at beginning of the financial year	345,856	144,432	195,356	6,069
Surplus/(deficit) for the year	(7,348)	(7,348)	-	-
Net asset revaluation gain/(loss)	-	-	-	-
Transfers to other reserves	(400)	(400)	-	-
Transfers from other reserves	400	-	-	400
Balance at end of the financial year	338,508	136,683	195,356	6,469
2035				
Balance at beginning of the financial year	338,508	136,683	195,356	6,469
Surplus/(deficit) for the year	(7,652)	(7,653)	-	-
Net asset revaluation gain/(loss)	-	-	-	-
Transfers to other reserves	(400)	(400)	-	-
Transfers from other reserves	400	-	-	400
Balance at end of the financial year	330,855	128,631	195,356	6,869

7.4 Statement of Cash Flows

	Forecast Actual 2024/25 \$'000	Budget 2025/26 \$'000	Projections								
			2026/27 \$'000	2027/28 \$'000	2028/29 \$'000	2029/30 \$'000	2030/31 \$'000	2031/32 \$'000	2032/33 \$'000	2033/34 \$'000	2034/35 \$'000
	Inflow s (Outflow s)	Inflow s (Outflow s)	Inflow s (Outflow s)	Inflow s (Outflow s)	Inflow s (Outflow s)	Inflow s (Outflow s)	Inflow s (Outflow s)	Inflow s (Outflow s)	Inflow s (Outflow s)	Inflow s (Outflow s)	Inflow s (Outflow s)
Cash flows from operating activities											
Rates and charges	14,963	15,889	15,940	16,842	16,855	17,703	18,030	18,526	19,035	19,558	20,096
Statutory fees and fines	176	124	128	131	135	139	144	148	152	157	162
User fees	402	499	514	529	545	561	578	596	613	632	651
Grants - operating	9,812	10,522	9,739	10,031	10,332	10,642	10,962	11,290	11,629	11,978	12,337
Grants - capital	3,512	35,183	30,330	3,461	3,471	1,521	1,529	1,536	1,542	1,548	1,553
Contributions - monetary	455	608	-	-	-	-	-	-	-	-	-
Other receipts	1,388	1,353	1,899	1,412	1,447	1,483	1,527	1,573	1,620	1,669	1,719
Net GST refund / payment	-	-	-	-	-	-	-	-	-	-	-
Employee costs	(12,371)	(13,295)	(14,116)	(14,539)	(14,976)	(15,425)	(15,888)	(16,364)	(16,855)	(17,361)	(17,882)
Materials and services	(11,399)	(10,824)	(10,670)	(10,818)	(11,063)	(11,394)	(11,736)	(12,088)	(12,451)	(12,824)	(13,209)
Short-term, low value and variable lease payments	-	-	-	-	-	-	-	-	-	-	-
Trust funds and deposits repaid	(287)	-	-	-	-	-	-	-	-	-	-
Other payments	(1,031)	(767)	(785)	(808)	(833)	(858)	(883)	(910)	(937)	(965)	(994)
Net cash provided by/(used in) operating activities	5,622	39,291	32,979	6,242	5,914	4,372	4,262	4,306	4,349	4,391	4,432
Cash flows from investing activities											
Payments for property, infrastructure, plant and equipment	(10,932)	(46,735)	(32,813)	(5,688)	(5,724)	(3,800)	(3,836)	(3,871)	(3,907)	(3,941)	(3,976)
Proceeds from sale of property, infrastructure, plant and	-	25	-	-	-	-	-	-	-	-	-
Net cash provided by/ (used in) investing activities	(10,932)	(46,710)	(32,813)	(5,688)	(5,724)	(3,800)	(3,836)	(3,871)	(3,907)	(3,941)	(3,976)
Cash flows from financing activities											
Interest paid - lease liability	(72)	(54)	(56)	(58)	(59)	(61)	(63)	(65)	(67)	(69)	(71)
Repayment of lease liabilities	(454)	(465)	(465)	(465)	(465)	(465)	(465)	(465)	(465)	(465)	(465)
Net cash provided by/(used in) financing activities	(527)	(519)	(520)	(522)	(524)	(526)	(527)	(529)	(531)	(533)	(535)
Net increase/(decrease) in cash & cash equivalents	(5,837)	(7,938)	(354)	32	(334)	46	(102)	(95)	(89)	(84)	(79)
Cash and cash equivalents at the beginning of the financial	29,396	23,559	15,621	15,267	15,299	14,965	15,011	14,910	14,815	14,726	14,642
Cash and cash equivalents at the end of the financial	23,559	15,621	15,267	15,299	14,965	15,011	14,910	14,815	14,726	14,642	14,563

7.5 Statement of Capital Works

	Forecast Actual 2024/25 \$'000	Budget 2025/26 \$'000	Projections								
			2026/27 \$'000	2027/28 \$'000	2028/29 \$'000	2029/30 \$'000	2030/31 \$'000	2031/32 \$'000	2032/33 \$'000	2033/34 \$'000	2034/35 \$'000
Property											
Land	-	-	-	-	-	-	-	-	-	-	-
Land improvements	334	-	-	-	-	-	-	-	-	-	-
Total land	334	-	-	-	-	-	-	-	-	-	-
Buildings	-	-	-	-	-	-	-	-	-	-	-
Heritage buildings	-	-	-	-	-	-	-	-	-	-	-
Building improvements	5	395	117	106	108	374	380	386	392	398	404
Leasehold improvements	-	-	-	-	-	-	-	-	-	-	-
Total buildings	5	395	117	106	108	374	380	386	392	398	404
Total property	339	395	117	106	108	374	380	386	392	398	404
Plant and equipment											
Heritage plant and equipment	-	-	-	-	-	-	-	-	-	-	-
Plant, machinery and equipment	372	2,101	237	213	216	330	335	341	346	351	356
Fixtures, fittings and furniture	19	91	-	-	-	-	-	-	-	-	-
Computers and telecommunications	137	161	119	106	108	-	-	-	-	-	-
Library books	9	18	-	-	-	-	-	-	-	-	-
Total plant and equipment	537	2,371	356	319	324	330	335	341	346	351	356
Infrastructure											
Roads	2,161	39,687	32,103	5,050	5,075	2,568	2,584	2,599	2,615	2,630	2,646
Bridges	-	30	-	-	-	31	31	32	32	33	33
Footpaths and cycleways	137	278	-	-	-	22	22	23	23	23	24
Drainage	-	202	142	128	130	110	112	114	115	117	119
Kerb and Channel	-	-	-	-	-	35	36	36	37	37	38
Recreational, leisure and community facilities	238	463	71	64	65	154	157	159	161	164	166
Waste management	-	-	-	-	-	-	-	-	-	-	-
Parks, open space and streetscapes	3,830	2,606	24	21	22	154	157	159	161	164	166
Aerodromes	20	100	-	-	-	22	22	23	23	23	24
Off street car parks	-	-	-	-	-	-	-	-	-	-	-
Other infrastructure	-	603	-	-	-	-	-	-	-	-	-
Total infrastructure	6,386	43,969	32,341	5,263	5,292	3,096	3,120	3,145	3,168	3,192	3,216
Total capital works expenditure	7,262	46,735	32,814	5,688	5,724	3,800	3,836	3,871	3,907	3,941	3,976
Represented by:											
New asset expenditure	3,791	3,930	-	-	-	0	0	0	0	0	0
Asset renewal expenditure	3,196	42,403	32,814	5,688	5,724	3,800	3,836	3,871	3,907	3,941	3,976
Asset expansion expenditure	-	250	-	-	-	-	-	-	-	-	-
Asset upgrade expenditure	275	152	-	-	-	-	-	-	-	-	-
Total capital works expenditure	7,262	46,735	32,814	5,688	5,724	3,800	3,836	3,871	3,907	3,941	3,976
Funding sources represented by:											
Grants	3,688	35,304	30,439	3,559	3,559	1,600	1,600	1,600	1,600	1,600	1,600
Contributions	-	587	-	-	-	-	-	-	-	-	-
Council cash	3,574	10,844	2,374	2,129	2,165	2,200	2,236	2,271	2,307	2,341	2,376
Borrowings	-	-	-	-	-	-	-	-	-	-	-
Total capital works expenditure	7,262	46,735	32,813	5,688	5,724	3,800	3,836	3,871	3,907	3,941	3,976

7.6 Statement of Human Resources

Statement of Planned Human Resource Expenditure

	Forecast Actual 2024/25	Budget 2025/26	Projections								
	2024/25	2025/26	2026/27	2027/28	2028/29	2029/30	2030/31	2031/32	2032/33	2033/34	2034/35
Staff expenditure (in '000)											
Employee costs - operating	12,184	13,355	14,118	14,542	14,978	15,427	15,890	16,367	16,858	17,364	17,884
Employee costs - capital	148	60	122	126	129	133	137	141	146	150	155
Total staff expenditure	12,332	13,415	14,240	14,667	15,107	15,561	16,027	16,508	17,003	17,514	18,039
Staff numbers											
Employees	97.8	117.8	117.9	118.0	118.1	118.1	118.1	118.1	118.1	118.1	118.1
Total staff numbers	97.8	117.8	117.9	118.0	118.1	118.1	118.1	118.1	118.1	118.1	118.1

A summary of human resources expenditure categorised according to the organisational structure of Council is included below :

Department	Budget 2025/26 \$'000	Budget 2026/27 \$'000	Budget 2027/28 \$'000	Budget 2028/29 \$'000	Budget 2029/30 \$'000	Budget 2030/31 \$'000	Budget 2031/32 \$'000	Budget 2032/33 \$'000	Budget 2033/34 \$'000	Budget 2034/35 \$'000
Community Development	3,142	3,236	3,333	3,433	3,536	3,642	3,752	3,864	3,980	4,100
Corporate and Organisational Performance	2,092	2,155	2,219	2,286	2,355	2,425	2,498	2,573	2,650	2,730
Infrastructure & Delivery	6,157	6,704	6,905	7,113	7,326	7,546	7,772	8,005	8,245	8,493
Office of the CEO	1,663	1,713	1,764	1,817	1,872	1,928	1,986	2,045	2,107	2,170
Total permanent staff expenditure	13,054	13,808	14,222	14,649	15,089	15,541	16,007	16,488	16,982	17,492
Other employee related expenditure	301	310	319	329	339	349	359	370	381	393
Capitalised labour costs	60	122	126	129	133	137	141	146	150	155
Total expenditure	13,415	14,240	14,667	15,107	15,561	16,027	16,508	17,004	17,514	18,039

Statement of Planned Human Resource Expenditure – service areas

	2025/26 \$'000	2026/27 \$'000	2027/28 \$'000	2028/29 \$'000	2029/30 \$'000	2030/31 \$'000	2031/32 \$'000	2032/33 \$'000	2033/34 \$'000	2034/35 \$'000
Community Development										
Permanent - Full time	1,740	1,792	1,846	1,901	1,958	2,017	2,078	2,140	2,204	2,270
Women	989	1,019	1,049	1,081	1,113	1,147	1,181	1,216	1,253	1,290
Men	751	774	797	821	845	871	897	924	951	980
Persons of self-described gender	0	0	0	0	-	-	-	-	-	-
Permanent - Part time	952	981	1,010	1,040	1,071	1,104	1,137	1,171	1,206	1,242
Women	752	775	798	822	846	872	898	925	953	981
Men	200	206	212	219	225	232	239	246	253	261
Persons of self-described gender	0	0	0	0	-	-	-	-	-	-
Total Community Development	2,692	2,773	2,856	2,942	3,030	3,121	3,214	3,311	3,410	3,512
Corporate and Organisational Performance										
Permanent - Full time	1,629	1,678	1,728	1,780	1,833	1,888	1,945	2,003	2,064	2,125
Women	1,064	1,096	1,129	1,163	1,198	1,233	1,270	1,309	1,348	1,388
Men	565	582	599	617	636	655	675	695	716	737
Persons of self-described gender	0	0	0	0	-	-	-	-	-	-
Permanent - Part time	378	389	401	413	425	438	451	465	479	493
Women	341	351	362	373	384	395	407	419	432	445
Men	37	38	39	40	42	43	44	46	47	48
Persons of self-described gender	0	0	0	0	-	-	-	-	-	-
Total Corporate and Organisational Performance	2,007	2,067	2,129	2,193	2,259	2,327	2,396	2,468	2,542	2,619
Infrastructure & Delivery										
Permanent - Full time	5,495	5,660	5,830	6,005	6,185	6,370	6,561	6,758	6,961	7,170
Women	618	637	656	675	696	716	738	760	783	806
Men	4,877	5,023	5,174	5,329	5,489	5,654	5,823	5,998	6,178	6,363
Persons of self-described gender	0	0	0	0	-	-	-	-	-	-
Permanent - Part time	662	682	702	723	745	767	790	814	839	864
Women	393	405	417	429	442	456	469	483	498	513
Men	269	277	285	294	303	312	321	331	341	351
Persons of self-described gender	0	0	0	0	-	-	-	-	-	-
Total Infrastructure & Delivery	6,157	6,342	6,532	6,728	6,930	7,138	7,352	7,572	7,800	8,033
Office of the CEO										
Permanent - Full time	1,562	2,093	2,156	2,220	2,287	2,356	2,426	2,499	2,574	2,651
Women	912	1,423	1,466	1,510	1,555	1,602	1,650	1,700	1,751	1,803
Men	650	670	690	710	732	754	776	799	823	848
Persons of self-described gender	0	0	0	0	-	-	-	-	-	-
Permanent - Part time	101	104	107	110	114	117	121	124	128	132
Women	62	64	66	68	70	72	74	76	79	81
Men	39	40	41	43	44	45	47	48	49	51
Persons of self-described gender	0	0	0	0	-	-	-	-	-	-
Total Office of the CEO	1,663	2,197	2,263	2,331	2,401	2,473	2,547	2,623	2,702	2,783
Casuals, temporary and other expenditure	836	861	887	914	941	969	998	1,028	1,059	1,091
Capitalised labour costs	60.0	122	126	129	133	137	141	146	150	155
Total staff expenditure	13,415	14,240	14,667	15,107	15,560	16,027	16,508	17,003	17,513	18,038

Statement of Human Resources – Full Time Employment

	2025/26 FTE	2026/27 FTE	2027/28 FTE	2028/29 FTE	2029/30 FTE	2030/31 FTE	2031/32 FTE	2032/33 FTE	2033/34 FTE	2034/35 FTE
Community Development										
Permanent - Full time	14.8	14.8	14.8	14.8	14.8	14.8	14.8	14.8	14.8	14.8
Women	8.8	8.8	8.8	8.8	8.8	8.8	8.8	8.8	8.8	8.8
Men	6.0	6.0	6.0	6.0	6.0	6.0	6.0	6.0	6.0	6.0
Persons of self-described gender	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
Permanent - Part time	8.8	8.8	8.8	8.8	8.8	8.8	8.8	8.8	8.8	8.8
Women	6.8	6.8	6.8	6.8	6.8	6.8	6.8	6.8	6.8	6.8
Men	2.0	2.0	2.0	2.0	2.0	2.0	2.0	2.0	2.0	2.0
Persons of self-described gender	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
Total Community Development	23.6	23.6	23.6	23.6	23.6	23.6	23.6	23.6	23.6	23.6
Corporate and Organisational Performance										
Permanent - Full time	14.0	14.0	14.0	14.0	14.0	14.0	14.0	14.0	14.0	14.0
Women	9.0	9.0	9.0	9.0	9.0	9.0	9.0	9.0	9.0	9.0
Men	5.0	5.0	5.0	5.0	5.0	5.0	5.0	5.0	5.0	5.0
Persons of self-described gender	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
Permanent - Part time	4.1	4.1	4.1	4.1	4.1	4.1	4.1	4.1	4.1	4.1
Women	3.5	3.5	3.5	3.5	3.5	3.5	3.5	3.5	3.5	3.5
Men	0.6	0.6	0.6	0.6	0.6	0.6	0.6	0.6	0.6	0.6
Persons of self-described gender	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
Total Corporate and Organisational Performance	18.1	18.1	18.1	18.1	18.1	18.1	18.1	18.1	18.1	18.1
Infrastructure & Delivery										
Permanent - Full time	59.0	59.0	59.0	59.0	59.0	59.0	59.0	59.0	59.0	59.0
Women	8.0	8.0	8.0	8.0	8.0	8.0	8.0	8.0	8.0	8.0
Men	51.0	51.0	51.0	51.0	51.0	51.0	51.0	51.0	51.0	51.0
Persons of self-described gender	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
Permanent - Part time	6.3	6.3	6.3	6.3	6.3	6.3	6.3	6.3	6.3	6.3
Women	3.5	3.5	3.5	3.5	3.5	3.5	3.5	3.5	3.5	3.5
Men	2.8	2.8	2.8	2.8	2.8	2.8	2.8	2.8	2.8	2.8
Persons of self-described gender	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
Total Infrastructure & Delivery	65.3	65.3	65.3	65.3	65.3	65.3	65.3	65.3	65.3	65.3
Office of the CEO										
Permanent - Full time	8.0	8.0	8.0	8.0	8.0	8.0	8.0	8.0	8.0	8.0
Women	5.0	5.0	5.0	5.0	5.0	5.0	5.0	5.0	5.0	5.0
Men	3.0	3.0	3.0	3.0	3.0	3.0	3.0	3.0	3.0	3.0
Persons of self-described gender	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
Permanent - Part time	1.0	1.0	1.0	1.0	1.0	1.0	1.0	1.0	1.0	1.0
Women	0.6	0.6	0.6	0.6	0.6	0.6	0.6	0.6	0.6	0.6
Men	0.4	0.4	0.4	0.4	0.4	0.4	0.4	0.4	0.4	0.4
Persons of self-described gender	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
Total Office of the CEO	9.0	9.0	9.0	9.0	9.0	9.0	9.0	9.0	9.0	9.0
Casuals and temporary staff	0.8	0.9	1.0	1.1	1.1	1.1	1.1	1.1	1.1	1.1
Capitalised labour	1.0	1.0	1.0	1.0	1.0	1.0	1.0	1.0	1.0	1.0
Total staff numbers	117.8	117.9	118.0	118.1	118.1	118.1	118.1	118.1	118.1	118.1

8. Financial Indicators

Indicator	Measure	Forecast	Budget	Projections									
		2024/25	2025/26	2026/27	2027/28	2028/29	2029/30	2030/31	2031/32	2032/33	2033/34	2034/35	
Operating position													
Adjusted underlying result (an adjusted underlying surplus is generated in the ordinary course of business)	Adjusted underlying surplus (or deficit) Adjusted underlying surplus (deficit) / Adjusted underlying revenue	-17%	-17%	-10%	-12%	-12%	-19%	-20%	-20%	-20%	-20%	-20%	-21%
Liquidity													
Unrestricted cash (sufficient cash that is free of restrictions is available to pay bills as and when they fall due)	Unrestricted cash compared to current liabilities Unrestricted cash / current liabilities	163%	181%	182%	183%	178%	176%	173%	170%	166%	162%	159%	
Obligations													
Loans and borrowings (level of interest bearing loans and borrow ings is appropriate to the size and nature of Council's activities)	Loans and borrowings compared to rates Interest bearing loans and borrow ings / rate revenue	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	
Loans and borrowings (level of interest bearing loans and borrow ings is appropriate to the size and nature of Council's activities)	Loans and borrowings repayments compared to rates Interest and principal repayments on interest bearing loans and borrow ings / rate revenue	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	
Indebtedness (level of long term liabilities is appropriate to the size and nature of a Council's activities)	Non-current liabilities compared to own-source revenue Non-current liabilities / ow n source revenue	7%	7%	6%	6%	6%	7%	7%	7%	7%	6%	6%	
Stability													
Rates effort (rating level is set based on the community's capacity to pay)	Rates compared to property values Rate revenue / CIV of rateable properties in the municipal district	0.25%	0.26%	0.24%	0.24%	0.24%	0.24%	0.24%	0.24%	0.24%	0.24%	0.24%	
Efficiency													
Revenue level (resources are used efficiently in the delivery of services)	Average rate per property assessment General rates and municipal charges / no. of property assessments	📈 \$2,139	\$2,198	\$2,264	\$2,327	\$2,391	\$2,456	\$2,524	\$2,593	\$2,665	\$2,738	\$2,813	

9. Strategies and Plans

9.1 Borrowing Strategy

At present, Buloke Shire Council has zero debt funding (loans).

Debt funding is not a revenue source but a financing tool that enables Council to bring forward capital works, provided it remains affordable. The use of loan funds is considered where projects deliver long-term benefits, ensuring costs are shared equitably across current and future generations through annual loan repayments.

For this equity benefit to apply, the Council will only consider using future loan funding on projects that have a wider regional benefit rather than a capital project that benefits any township.

9.2 Reserves Strategy

Buloke Shire Council establishes and manages discretionary reserve funds responsibly. It sets clear rules for creating, transferring, and using these reserves, ensuring they are fully cash-backed and aligned with Council's financial strategy. The Policy supports sustainable financial management, transparency, and accountability by designating funds from specific income sources for future use in line with Council's priorities. Council does not hold any statutory reserves at the time of modelling this plan.

9.3 Treasury Management

The Investment Policy guides the management, investment, and redemption of Council funds in accordance with the Local Government Act 2020. It seeks to maximize returns while prioritizing security, prudent risk management, and preservation of capital.

Surplus funds not required for short-term commitments will be invested by Council, productively to support recurrent and capital expenditure, with all investments undertaken responsibly, not speculatively, and ensuring principal is protected. Council maintains, at a minimum, working capital equal to one quarter of annual operating expenditure.

9.4 Investment Strategy

Buloke Shire Council currently holds no long-term liquid assets, such as term deposits exceeding two to three years. Its overall asset base is above average compared to other Small Rural Councils.

As part of its Financial Plan, Council will review its asset holdings to identify surplus assets not essential to service delivery. While asset sales are a one-off revenue source, they can support the Council's cash position and demonstrate prudent financial management—particularly relevant when considering a rate cap variation application.



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