CHAPTER 10

Overview of Budget Funding

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OVERVIEW OF BUDGET FUNDING

Review of past performance

Operating expenditure

The overall financial performance results for the 2011/2012 financial year forecasts an operating deficit of R23.9 million. This is a budgeted deficit and not a real deficit which can only be calculated after the financial year end.

A summarized extract of the statement of financial performance is as follows:

Details	Forecasted Actuals 2010/2011
Revenue	122.1
Expenditure	146.0
Operating Deficit	(23.9)

Expenditure exceeds Revenue by an amount of R23.9 million.

BUDGET STRATEGIES

The Municipality's budget reflects the strategic outcomes embodied in the IDP and related strategic policies. Such a focus represents a shift away from detailed line-item budgeting that tend to focus on inputs. The budget that the Council will consider is at a high level vote, enabling the accounting officer to oversee the implementation and management of the budget in accordance with appropriate policies and internal controls through regular monthly, quarterly and half yearly reports (sections 71, 52 and 72) to Council on financial and outcome performance. The Service Delivery Budget Implementation Plan (SDBIP) linked to the IDP and Budget is also tabled today which will enable performance measurement as agreed in performance contracts of senior officials.

FINANCIAL CHALLENGES AND CONSTRAINTS

Since its levy base was reduced by 94% in 2000 with the establishment of the Nelson Mandela Metropolitan Municipality, the CDM has become dependent on its interest earnings to fund its operating expenditure.

The CDM still faces two main financial challenges:

- either increasing its discretionary revenue base or reducing its operating expenditure in order to become less dependent on interest earnings and contributions from the accumulated surpluses to balance its budget; and
- Achieving long term financial sustainability.

In the dynamic local government environment there are significant challenges for municipalities to meet legislative requirements, particularly in the areas of governance and the MFMA. The CDM's efforts to comply with the MFMA Accounting Standards for municipalities and audit opinion are a good example. In order to meet these ever increasing obligations, new skills, systems, additional financial resources and personnel are required.

Over the last few years, staff numbers have steadily increased, partly as a result of these compliance requirements and partly because of additional functions to be performed. The increased payroll costs have been funded from interest earnings, equitable share and the Levy Replacement Grant.

Unfortunately, the Equitable Share of national revenue is inadequate, which has forced the CDM to become even more reliant on interest earnings to finance operating expenditure. The CDM's Equitable Share Grant increased by a mere 3%, whilst payroll costs increased by 6.9%. The municipality's effort to balance the budget, to achieve financial sustainability in the medium term remains a challenge.

While the CDM expected the equitable share to increase in line with additional functions, this did not materialize.

The CDM believes that it cannot credibly promote its district or successfully lobby for funds from other sources unless it demonstrates that it:

- Can plan and manage strategically; and
- Can prioritize and spend funds efficiently on development programmes.

In respect of the first, it believes that its new approach to strategic planning through its spatial development framework is a step in the right direction.

In order to achieve the second, the CDM needs to do two things:

- Complete projects in a timely manner and on budget; and
- Identify ways of increasing its productivity and reducing its operating expenditure to a level which can be funded within its sustainable discretionary funding envelope.

The medium-term budget for the next three years was prepared within the context of government's macro-economic framework as well as NT guidelines.

2.2 Main Sources of Revenue

The Municipality's main sources of sustainable own discretionary revenue over the medium term will be Equitable Share, which includes the Levy Replacement Grant and will amount to R71.2 million for the 2012/2013 financial year. The allocations for the outer years are R74.5 million (2013/2014) and R78.6 million (2014/2015) which represents an increase of 9% over the 2011/2012 financial year. The review of the local government fiscal framework by NT has had a significant impact on the CDM's revenue budget with the phasing out of RSC levies; the municipality is now exclusively dependent on grant funding to finance its operations.

The estimated income from our main sources of discretionary revenue for the 2012/2013 financial year amounts to R88.2 million, this excludes other Income.

These are:

Income Source	Forecast 2011/2012	Budget 2012/2013	Increase
	R	R	%
Interest on Investments	16.6	16.9	1.8
Equitable Share	15.7	17.1	8.9
Levy Replacement Grant	52.6	54.2	3.0
Total	84.9	88.2	3.9

Financial Sustainability

Financial sustainability can be defined as government's ability to manage its finances so it can meet its spending commitments, both now and in the future. It ensures future generations of taxpayers do not face an unmanageable tax burden for government services provided to the current generation.

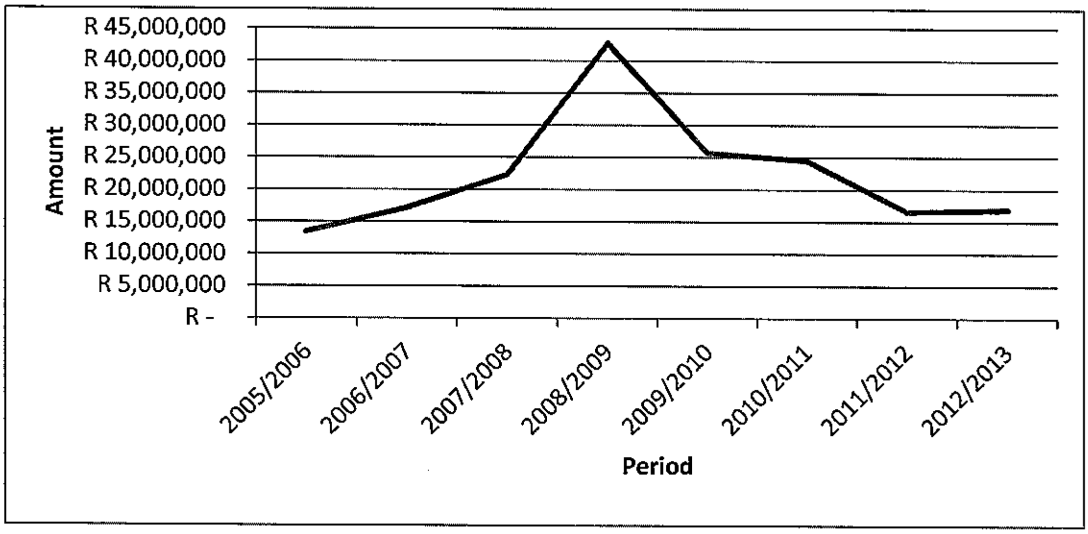
Indicators which could provide evidence of unsustainable or sustainable financial practices can be classified into:

- Income generating efforts;
- Efficiently delivered services that are appropriate to needs;
- Short term and long term financial obligations; and
- Ability to maintain, renew and upgrade assets.

The CDM has struggled to perform its legal mandate because of its inadequate revenue base. Due to the fact that it had its tax base significantly reduced since the abolishment of RSC levies; it is now totally dependent on national government grants to finance its operating expenditure. Since 2002, in spite of a limited revenue base, additional functions such as fire fighting services, environmental health as well as onerous legislative compliance requirements which have placed enormous demands on the institution, which resulted in the increase in its staff establishment to respond to the additional responsibilities, it nevertheless managed to make a significant contribution to the improvement of the quality of life of the inhabitants in the district.

In order to respond to these challenges, the municipality had to adopt a pragmatic approach to ensure that it is able to continue providing services and add value in the district. Over a number of years it has been able to maintain reserve funds (Capital Replacement Reserve), which have recently been transferred to the Accumulated Surplus Account. It has only been possible to maintain service standards through the use of interest on investments to finance operating expenditure. In the 2012/13 Operating Budget it is estimated that an amount of R16.9 million will be used to finance operating expenditure. This represents 18.4% of available discretionary sources of revenue. The interest income has been based on an average interest rate of 6% being earned in the 2011/12 financial year. Interest rates are being reduced and currently money invested earns an average of 5.5 % interest. Detailed below is a graph which gives an indication of how interest earnings have been used to balance the budget.

Growth in the use of interest to finance Operating Expenditure



Although there are concerns that this financing approach is not sustainable in the long term, the municipality has no other funding option at this stage in its history. It is obvious that the municipality would be ineffective if it had to reduce its expenditure and its staff establishment within the limits of available discretionary resources excluding interest income.

National Treasury has advised that it will continue to compensate district municipalities through the Levy Replacement Grant (LRG).

Reforms will however be made to the Levy Replacement Grant in future to make it more reflective of the extent of service delivery responsibilities of the municipality rather than historical RSC levy collection rates. This is very good news for the Cacadu District, as grants to the municipality have been calculated on a low baseline amount. Revisions to the local government fiscal framework are being considered, including determining appropriate funding for district municipalities, which will be informed by the outcomes of the COGTA White Paper policy review.

Until that process has been finalized, it is evident that the current funding approach will have to be maintained to ensure that service provision is not disrupted or compromised.

It is, however, incumbent on the management and political representatives to ensure that the utilization of unsustainable revenue sources to finance operating expenditure is undertaken in a responsible manner and that a capping is placed on the utilization of the accumulated surplus until a clearer picture emerges of future district municipality's revenue sources.

Capital expenditure

Capital expenditure for the 2012/2013 financial year is detailed in **Annexure "E"**.

Funding sources

The capital expenditure will be funded from Accumulated Surpluses. In 2012/2013 financial year, approximately R16.11 million will be financed from Accumulated surpluses.

Funding arrangements and strategies

The Cacadu District Municipality has numerous funding options available, both short term and long term financing that are in line with the MFMA. The Cacadu District Municipality Budget and Treasury Office (BTO) continuously analyses current and available financing arrangements, with an aim of identifying best financing mix. The BTO also monitors that the funding mix is in line with prudent indicators such as the revenue-to-debt ratio.

Short term funding

Section 45 of MFMA guides short-term borrowing of municipalities. Liquidity management is of paramount significance in a robust risk management framework. Due to a weak tax base Cacadu District Municipality does not use loan funding to finance capital expenditure.

Investments

Investments for the Cacadu District Municipality are done in accordance with and adherence to the Municipal Investment Regulation of the MFMA, Cacadu District Municipality's Investments Policy and other relevant legislation. Cash flow forecast and liquidity needs by the Cacadu District Municipality provides guidance for the type of investments employed and tenor thereof. The investments are made with primary regard for the risk profile and appetite of the investment, liquidity needs of the Cacadu District Municipality and the return on investments.

The BTO is obliged to invest all the Cacadu District Municipality's funds within approved limits with counter parties' approval by Council. Due to high liquidity needs of the Cacadu District Municipality, the investment portfolio constitutes mainly of money market instruments. The BTO continuously analyses the market for good investment opportunities relative to appropriate benchmarks and market conditions.

Measures of financial performance

- Current ratio shall not be less than 1 %
- Debt revenue shall be limited to 25%
- Salaries to operating not more than 30%
- Cost coverage ratio should cover at least one month.

The table below reflects the projected ratio's of the Cacadu District Municipality.

	Bench-mark	2009/10	2010/11	2011/12
Current Ratio	2:1	2:1	2:1	2:1
Salaries as a % of Operating Expenditure (excl. Grants)	30%	29.0%	29.1%	29.5%

Current ratio

- Current ratio measures the ability of the Cacadu District Municipality to pay its current liabilities out of the current assets. The industry usually looks for a ratio of 2:1; however the acceptable current ratio is 1:1 for municipalities.
- The current ratio is above 1:1 which means that the Cacadu District Municipality will be able to meet its short term obligation if the trend continues.
- The ratio needs to be given utmost attention and the Cacadu District Municipality will have to create cash through the operating account (minimise costs) to maintain liquidity.

Salaries ratio

Employee costs represent 22.2% of the total expenditure including project expenditure for the 2011/12 financial year. It should however be pointed out that the payroll costs as a percentage of the discretionary revenue is 46%. This is due to the fact that the business of CDM is mainly service related with a human capital figure that supports this function.

Ratio analysis

The current debt to revenue ratio need to be maintained going forward. The financial plan tries not to place more pressure on those ratios that are stretched (current ratios) and projects improved financial ratios in the outer financial years.
The level of capital investment and infrastructure projects in the outer years depends on (cash) surpluses and the financial plan is utilizing these (cash) surpluses towards capital infrastructure investments and soft support and capacity building programmes.

Challenges

The Cacadu District Municipality is facing the following challenges:

- Dependence on grant funding;
- Collectively managing the cost down (doing more with less);
- Reviewing all Cacadu District Municipality's services and programs for operational efficiencies to improve service levels and delivery;
- Exploring opportunities for cost saving (shared services); and
- Exploring Management and Renewals Strategy.
- Additional function such as Environment Health services and Fire Fighting services and decreasing Equitable of national revenues.

Financial Risks

The financial risks include:

- Changes in economic variables like inflation, petrol price, etc;
- Current economic downscale and the impact on payment levels and grant funding;
- Unemployment trends; and
- Global financial instability.

The Cacadu District Municipality's financial viability has been planned through financial modeling over five (5) years, the focus being on its financial performance, financial position and the cash flow statement. The plan is based on a number of assumptions. The assumptions have been developed to reflect a sustainable financial position over a planned period and to ensure that there is sufficient capacity to fund operating and capital expenditure. The plan seeks to address short-term and to achieve long-term financial stability while maintaining user charges/tariffs within reasonable levels.

The long-term financial plan has taken a conservative approach in projecting the Cacadu District Municipality's financial position in the outer years. A Sustainability Assessment Report was first tabled in a council meeting held on 26 August 2009.

This report clearly identified the risks of current funding strategies and gave advice with regard to avoiding future cash flow problems in the medium term.

Statement of tariff setting and revenue strategies

The MFMA requires annual budgets of municipalities to be funded by realistically anticipated revenue to be collected, based on the collection level to date and the actual revenue collected in previous financial years.

The Cacadu District Municipality annually reviews the tariffs to ascertain whether they are still capable of producing the required revenue envelope, taking note of the prevailing trends. This process of tariff setting takes place within the framework of the Cacadu District Municipality's Tariff Policy, which is based on social, economic and financial principles.

While the Cacadu District Municipality is committed to maintain tariff increases within the forecasted inflation, increases above inflation are applied to some services (mainly major trading services) due to budgetary requirements aimed at sustaining service provision.

For the 2012/13 financial year tariff increases for the major services were driven by the following broad considerations:

- The projected electricity and fuel levy increases;
- The deteriorated economic outlook; and
- The impact of inflation and other cost increases.

Informed by the aforementioned considerations, the Cacadu District Municipality will increase tariffs for its services

The scheduled of tariffs and charges is attached as **Annexure "F"**.