



Notice is given that a Meeting of Council will be held on:

Date: Tuesday, 23 July 2024

Time: 3.00pm

Location: Loddon Shire Council Chambers, Wedderburn

AGENDA

Council Meeting

Order Of Business

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OPENING COMMENT

This meeting is being recorded and audio streamed via the Council website and Facebook.

1 OPENING AFFIRMATION

“We, the Councillors of the Loddon Shire, declare that we will carry out our duties in the best interests of the community, and through collective leadership will maintain the highest standards of good governance.”

2 ACKNOWLEDGEMENT OF COUNTRY

“The Loddon Shire Council acknowledges the Traditional Custodians of the land on which we are gathered and pays its respects to their Elders both past and present.”

3 APOLOGIES**4 DECLARATIONS OF CONFLICT OF INTEREST**

5 PREVIOUS MINUTES**5.1 CONFIRMATION OF MINUTES**

File Number: FOL/19/45615
Author: Lisa Clue, Manager Governance
Authoriser: Lincoln Fitzgerald, Chief Executive Officer
Attachments: Nil

RECOMMENDATION

That Council confirm the Minutes of the following meetings as previously circulated to Councillors:

1. Council Briefing of 25 June 2024
2. Council Meeting of 25 June 2024
3. Council Forum of 9 July 2024.

REPORT

This report seeks Council confirmation of Minutes from the June 2024 Council Briefing and Council Meeting, and the July 2024 Council Forum as previously circulated to Councillors.

6 COUNCIL AUSPICED MEETINGS**6.1 RECORD OF COUNCIL AUSPICED MEETINGS**

File Number: 02/01/001
Author: Lisa Clue, Manager Governance
Authoriser: Lincoln Fitzgerald, Chief Executive Officer
Attachments: Nil

RECOMMENDATION

That Council confirm records of the following as detailed within this report:

1. Council Briefing 25 June 2024
2. Council Forum 9 July 2024.

Rule 35 of Council's Governance Rules requires a record of meetings conducted under the auspices of Council to be presented to the next available scheduled Council meeting for confirmation that must include:

- a) a record of which Councillors and officers attended the meeting;
- b) a summary of the matters considered in the meeting; and
- c) a record of any conflicts of interest disclosed by Councillors and officers and any Councillors or officers that left the meeting whilst a matter that their conflict of interest related to was being discussed.

Section 3 of the Governance Rules defines meetings conducted under the auspices of Council to mean a meeting of the kind described in section 131(1) of the Local Government Act 2020 and includes a meeting which:

- a) is schedule or planned for the purpose of discussing the business of Council or briefing Councillors;
- b) is attended by a majority of Councillors;
- c) is attended by at least one member of Council staff; and
- d) is not a Council meeting or delegated committee meeting.

This report seeks confirmation of the following Council auspiced meetings as detailed within this report:

1. Council Briefing 25 June 2024
2. Council Forum 9 July 2024.

Meeting details	Briefing
Date	25 June 2024
Councillor Attendees	Cr Holt (Mayor) Cr Beattie Cr Jungwirth Cr Murphy Cr Straub
Staff/ Stakeholder representatives	1. Lincoln Fitzgerald, Chief Executive Officer 2. Wendy Gladman, Director Community Wellbeing 3. David Southcombe, Acting Director Operations 4. Michelle Stedman, Director Corporate 5. Lisa Clue, Governance Manager
Item(s) discussed.	1. Review of Council Meeting Agenda 2. General Business <ul style="list-style-type: none"> • Bridgewater on Loddon Development Inc – Working Group • Loddon Shire Council Priorities Document • Meeting with Member for Rippon
Conflict of Interest Disclosures – Councillor/ officer making disclosure	Nil
Councillor/officer left room	n/a

Meeting details	Forum
Date	9 July 2024
Councillor Attendees	Cr Holt (Mayor) Cr Straub Cr Beattie Cr Murphy
Staff/ Stakeholder representatives	6. Lincoln Fitzgerald, Chief Executive Officer 7. Wendy Gladman, Director Community Wellbeing 8. Glenn Harvey, Acting Director Operations 9. Michelle Stedman, Director Corporate 10. Lisa Clue, Manager Governance Mark Hands, Goldfields Library Corporation – Item 1 below Deanne Caserta, Manager Financial Services – Item 2 below Janine Jackson, Manager Organisation Development – Item 6 below
Item(s) discussed.	1. Goldfields Library Transition 2. Review of the Kerbside Waste and Recycling Policy V4 3. 2024 Council Meeting Schedule Amendment 4. Murray River Group of Councils Water Advocacy 5. Notice of Motion – Amendment to Governance Rules 6. Chief Executive Officer KPIs 7. General Business <ul style="list-style-type: none"> • Road Management responsibilities • Newbridge Water and Sewerage Supply • State Revenue Office – Land Tax • Housing Support Program • Strategic Fund
Conflict of Interest Disclosures – Councillor/ officer making disclosure	Lincoln Fitzgerald, Chief Executive Officer declared a Material Conflict of Interest in relation to item 6 above.
Councillor/officer left room	Lincoln Fitzgerald, Chief Executive Officer – during Agenda item 6 discussion

7 REVIEW OF ACTIONS

7.1 REVIEW OF ACTIONS

File Number: 02/01/002
Author: Christine Coombes, Executive Services Officer
Authoriser: Lincoln Fitzgerald, Chief Executive Officer
Attachments: 1. Resolutions acted upon since the June 2024 Council Meeting

RECOMMENDATION

That Council receive and note resolutions acted upon since the June 2024 Council meetings as attached to this report.

CONFLICT OF INTEREST

There is no conflict of interest for any Council staff member involved in the preparation of this report, or involved in the subject matter of the report.

REPORT

A document containing the status of actions from June Council meeting resolutions is attached to this Agenda report.

There were no outstanding actions from Council meeting resolutions prior to June 2024.

All actions from the June Council meeting resolutions have been acted upon.

Resolutions acted upon since the June 2024 Council Meeting

Meeting	Officer/Director	Section	Subject
Council 25/06/2024	Fitzgerald, Lincoln Fitzgerald, Lincoln	Decision Reports	Inquiry into Local Government Funding and Services
RESOLUTION 2024/78			
Moved: Cr Dan Straub			
Seconded: Cr Neil Beattie			
That Council:			
<ol style="list-style-type: none"> 1. authorise the Mayor to finalise a submission to the Inquiry into Local Government Funding and Services on behalf of Loddon Shire Council; and, 2. that the submission be generally in accordance with the issues outlined within this report. 			
CARRIED			
01 Jul 2024 4:17pm Colls, Renae - Completion			
Completed by Colls, Renae on behalf of Fitzgerald, Lincoln (action officer) on 01 July 2024 at 4:17:12 PM - Councillor Gavan Holt, Mayor provided a submission on behalf of Loddon Shire Council on 28/06/2024.			

Meeting	Officer/Director	Section	Subject
Council 25/06/2024	Clue, Lisa Stedman, Michelle	Decision Reports	Business Continuity Management Review
RESOLUTION 2024/79			
Moved: Cr Wendy Murphy			
Seconded: Cr Linda Jungwirth			
That Council			
<ol style="list-style-type: none"> 1. Adopt the Business Continuity Management Policy V4 2. Rescind the Business Continuity Management Framework V4 3. Acknowledge the Business Continuity Plan will be reviewed and approved by Council's Management Executive Group. 			
CARRIED			
27 Jun 2024 5:59pm Clue, Lisa - Completion			
Completed by Clue, Lisa (action officer) on 27 June 2024 at 5:59:26 PM - The adopted Business Continuity Management Policy has been uploaded to Council's website and registered into Council's Content Manager. The rescinded Business Continuity Management Framework has been removed from Council's website and its rescission noted in Council's Content Manager. Presentation of the Business Continuity Plan to the Management Executive Group is scheduled for July.			

Resolutions acted upon since the June 2024 Council Meeting

Meeting	Officer/Director	Section	Subject
Council 25/06/2024	Caserta, Deanne Stedman, Michelle	Decision Reports	Adoption of the 2024/25 Budget and Fees and Charges Schedule
RESOLUTION 2024/80			
Moved: Cr Linda Jungwirth			
Seconded: Cr Wendy Murphy			
That Council:			
<ul style="list-style-type: none"> (a) adopt the Loddon Shire Council 2024/25 Budget (b) adopt the 2024/25 Fees and Charges Schedule (c) Authorise the Director Corporate and Chief Executive Officer to change Council's 2024/25 Fees and Charges Schedule where statutory fees and charges are altered by the State Government. 			
CARRIED			
28 Jun 2024 9:43am Caserta, Deanne			
Finalised and published to the website.			
28 Jun 2024 9:43am Caserta, Deanne - Completion			
Completed by Caserta, Deanne (action officer) on 28 June 2024 at 9:43:38 AM - Finalised and published to the website.			

Resolutions acted upon since the June 2024 Council Meeting

Meeting	Officer/Director	Section	Subject
Council 25/06/2024	Southcombe, David Phillips, Steven		Annual Infrastructure Program 2024-2025
RESOLUTION 2024/81			
Moved: Cr Dan Straub			
Seconded: Cr Neil Beattie			
That Council:			
1. Adopt the proposed expenditure amounts as listed in Attachment 1 for the following works categories:			
<ul style="list-style-type: none"> • Local Road Gravel Resheet • Local Road Shoulder Resheet • Local Road Construction – Asset Preservation • Local Road Construction – Amenity • Local Road Construction – Safety • Township Street Improvements • Urban & Township Drainage • Local Bridges & Culverts • Road Reseals • Parks and Gardens • Buildings • Flood Betterment. 			
2. Note the projects included in the various works categories as detailed in Attachment 2 - Detailed Program and Attachment 3 - Detailed Program without estimates.			
CARRIED			
3 Jul 2024 5:22pm McQueen, Daniel			
Completed by McQueen, Daniel (action officer) on 3 July 2024 at 5:22:29 PM Project list has been sent to finance for project codes to be created for new projects. Rollover projects are also being addressed.-			

Resolutions acted upon since the June 2024 Council Meeting

Meeting	Officer/Director	Section	Subject
Council 25/06/2024	Hogan, Orrin Gladman, Wendy	Decision Reports	Fair access Policy
RESOLUTION 2024/82			
Moved: Cr Linda Jungwirth Seconded: Cr Wendy Murphy			
That Council adopt the Fair Access Policy and Action Plan.			
CARRIED			
10 Jul 2024 2:31pm Hogan, Orrin - Completion			
Completed by Hogan, Orrin (action officer) on 10 July 2024 at 5::29 PM - Policy and Action Plan finalised and published onto Council's website.			

Meeting	Officer/Director	Section	Subject
Council 25/06/2024	Jackson, Janine Stedman, Michelle	Confidential Items	Chief Executive Officer Performance Review
RESOLUTION 2024/85			
Moved: Cr Dan Straub Seconded: Cr Neil Beattie			
That Council:			
<ol style="list-style-type: none"> 1. receive and note the Chief Executive Officer Performance Review Report 2024 2. review the salary component of the CEO Remuneration Package in accordance with clause 5.7.1 and 5.7.2 of the CEO Employment Contract 3. authorise the Mayor to apply an amendment to schedule two of the CEO Employment Contract in accordance with any agreed salary changes effective 1 November 2024. 			
CARRIED			
10 Jul 2024 12:24pm Jackson, Janine			
CEO 2023-2024 Performance Review was received and noted. Amendment to schedule 2 of the CEO contract will take effect 1 November 2024			
10 Jul 2024 12:25pm Jackson, Janine - Completion			
Completed by Jackson, Janine (action officer) on 10 July 2024 at 12:25:30 PM - CEO 2023-2024 Performance Review was received and noted. Amendment to schedule 2 of the CEO contract will take effect 1 November 2024			

8 MAYORAL REPORT

8.1 MAYORAL REPORT

File Number: 02/01/001
Author: Lisa Clue, Manager Governance
Authoriser: Lincoln Fitzgerald, Chief Executive Officer
Attachments: Nil

RECOMMENDATION

That Council receive and note the Mayoral Report.

REPORT

Mayor Holt will present a verbal report at the meeting.

Loddon Campaspe Councils	
Municipal Association of Victoria	
Murray River Group of Councils	
Rural Councils Victoria	
Audit and Risk Committee	
Section 65 Community Asset Committees:	
Donaldson Park	
Hard Hill Tourist Reserve	
Wedderburn Community Centre	
Wedderburn Engine Park and Market Square Reserve	
Wedderburn Mechanics and Literary Institute Hall	
Other Council activities	
Date	Activity

9 COUNCILLORS' REPORT

9.1 COUNCILLORS' REPORTS

File Number: 02/01/001
Author: Lisa Clue, Manager Governance
Authoriser: Lincoln Fitzgerald, Chief Executive Officer
Attachments: Nil

RECOMMENDATION

That Council receive and note the Councillors' reports.

REPORT

Each Councillor will present a verbal report at the meeting.

Cr Beattie

Rail Freight Alliance	
Section 65 Community Asset Committees:	
Boort Aerodrome	
Boort Memorial Hall	
Boort Park	
Korong Vale Mechanics Hall	
Korong Vale Sports Centre	
Little Lake Boort	
Yando Public Hall	
Other Council activities	
Date	Activity

Cr Straub

North Central Local Learning and Employment Network	
Section 65 Community Asset Committees:	
East Loddon Community Centre	
Pyramid Hill Memorial Hall	
Other Council activities	
Date	Activity

Cr Jungwirth

Australia Day Committee	
Central Victorian Greenhouse Alliance	
Municipal Emergency Management Planning Committee	
North Central Goldfields Regional Library	
Other Council activities	
Date	Activity

Cr Murphy

Calder Highway Improvement Committee	
Local Government Women’s Charter	
Healthy Minds Network	
Section 65 Community Asset Committees:	
Campbells Forest Hall	
Inglewood Community Sports Centre	
Inglewood Community Elderly Persons Units	
Inglewood Town Hall Hub	
Other Council activities	
Date	Activity

10 DECISION REPORTS**10.1 2024 COUNCIL MEETING SCHEDULE AMENDMENT****File Number:****Author:** Renae Colls, Executive Assistant**Authoriser:** Lincoln Fitzgerald, Chief Executive Officer**Attachments:** Nil**RECOMMENDATION**

That Council

1. bring forward the date of the September Council meeting to Monday 16 September 2024 commencing at 3pm; and
2. provide public notice of the change of date for the September Council meeting in accordance with Council's Governance Rules.

CONFLICT OF INTEREST

There is no conflict of interest for any Council staff member involved in the preparation of this report or involved in the subject matter of the report.

PREVIOUS COUNCIL DISCUSSION

The changes proposed in this report were discussed at the July 2024 Council Forum.

BACKGROUND

The 2024 schedule of Council Meetings was approved by Council at its November 2024 Council meeting.

Following recent legislation change, the Election Period (formally Caretaker Period) for 2024 Council elections has been brought forward one week and will now commence at 12 noon on Tuesday 17 September 2024.

The September Council meeting is currently scheduled for Tuesday 24 September, now within the election period.

ISSUES/DISCUSSION

In accordance with section 69 of the *Local Government Act 2020*, Council's Election Period Policy (Part 9 of Council's Governance Rules) prohibits certain Council decisions during the election period for a general election including any Council decision that:

1. commits Council to expenditure exceeding one per cent of Council's income from general rates, municipal charges and service rates and charges in the preceding financial year; or
2. Council considers could be deferred until the next Council is in place; or
3. Council considers should not be made during an election period.

It is proposed to bring forward the date of the September 2024 Council meeting to Monday 16 September to enable Council to make decisions, and officers to enact those decisions in the lead up to the commencement of the Election Period. It is not proposed to change the time of the meeting.

This change is considered important to allow Council to progress business in the September month. This month can be busy for Council as typically it can include finalisation of works and

strategies from the previous 12 months or it can seek to progress new works which have been funded in the new budget.

COST/BENEFITS

There are costs associated with the public notice requirements for the meeting which can be covered within existing budget allocations.

RISK ANALYSIS

Nil

CONSULTATION AND ENGAGEMENT

Any change to the September Council meeting date will be communicated via print and social media and on Council's website.

While the CEO has the authority to change the date of the meeting in consultation with the Mayor and Councillors, for transparency and communication purposes, this report is being referred to Council for a decision.

10.2 INTENTION TO SELL - PROPERTIES LOCATED IN PYRAMID HILL, WEDDERBURN AND WOODSTOCK

File Number:

Author: Christine Coombes, Executive Services Officer

Authoriser: Lincoln Fitzgerald, Chief Executive Officer

Attachments: 1. **Valuations - Little Albert Street Pyramid Hill, Gregsons Road Wedderburn, Newbridge Road Woodstock on Loddon - Confidential**

This attachment is designated as confidential in accordance with Section 3(1)(a) and (g(ii)) of the *Local Government Act 2020*. It contains Council business information, being information that would prejudice the Council's position in commercial negotiations if prematurely released; AND private commercial information, being information provided by a business, commercial or financial undertaking that if released, would unreasonably expose the business, commercial or financial undertaking to disadvantage.

Pursuant to section 66(5)(b) of the *Local Government Act 2020*, if released the information to be received, discussed or considered in relation to this agenda item, may prejudice the commercial position of Council, as various negotiations remain pending **(under separate cover)**

RECOMMENDATION

That Council:

1. Provide public notice of Council's intention to sell:
 - a) Lot 1 TP407668 Little Albert Street Pyramid Hill
 - b) Allot. 38 Sec. 5 Parish of Wedderburne, Gregsons Road Wedderburn
 - c) Lot 1 TP951905 Newbridge Road Woodstock on Loddon
2. Undertake community engagement in accordance with Council's Community Engagement Policy and the *Local Government Act 2020*;
3. If no objections are raised during community engagement, authorise the Chief Executive Officer to sell, the individual properties listed above, within 10% of the independent valuation price for each property as attached to this report; and
4. Authorise the Chief Executive Officer to undertake the necessary administrative actions to complete the sales.

CONFLICT OF INTEREST

There is no conflict of interest for any Council staff member involved in the preparation of this report, or involved in the subject matter of the report.

PREVIOUS COUNCIL DISCUSSION

Properties which were identified as being surplus to Council and community needs were discussed at the September 2023 Council Forum.

BACKGROUND

It is usual practice for Councils to review the property stock and consider the need to purchase or dispose of properties to best serve the community. Consideration is taken into if the land/building does not or will not support, facilitate or contribute to current or future service delivery outcomes as identified.

Identification of properties as surplus is based on the following:

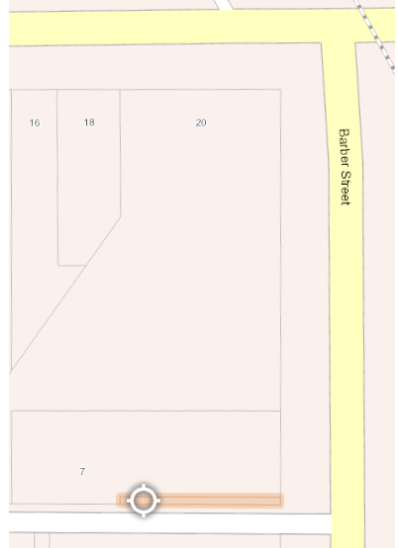
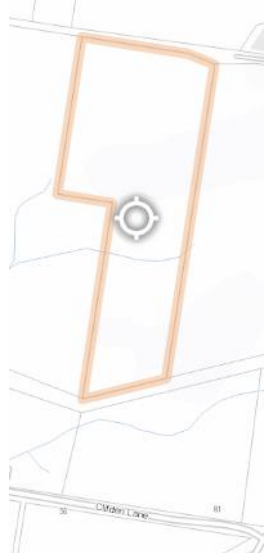
- lack of any significant identifiable and demonstrable community need

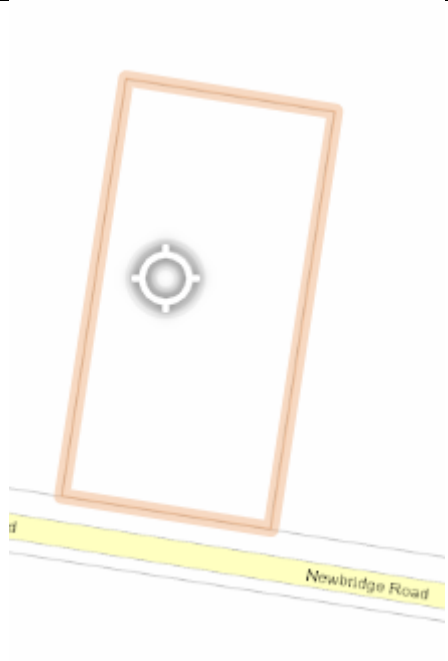
- if the asset is surplus to the needs of Council
- have no strategic value to Council on a long term basis
- ongoing cost to maintain the asset or the service provided by the asset
- any cultural or historical significance of the asset
- site location only being suitable for consolidation of titles with a neighbouring property.

The properties are excess to its needs for future public use.

ISSUES/DISCUSSION

The properties have been valued in accordance with the Local Government Act 2020, and the market value of the properties has been assessed at the value contained within the attached report. Dates and description details of valuations for each property is listed below:

Title Details	Title ariel view	Valuation description
<p>Lot 1 TP407668 Little Albert Street Pyramid Hill - being land more particularly described as Certificate of Title Volume 6157, Folio 330. Valuation Date: 18 April 2024</p>		<p>The property comprises a vacant 72 square metre rectangular allotment situated on the northern side of Little Albert Street in Pyramid Hill. The site is level and even in contour. The property is between Little Albert Street and 7 Barber Street (1\TP246031) at the intersection of Little Albert Street and Barber Streets.</p>
<p>Allot. 38 Sec. 5 Parish of Wedderburne, Gregsons Road Wedderburn - being land more particularly described as Certificate of Title Volume 10470, Folio 876. Valuation Date: 11 June 2024</p>		<p>The property comprises a vacant 8.063 hectares "L"-shaped allotment situated on the southern side of Gregsons Road in Wedderburn. The site is uneven in contour, generally sloping from the north to south with unformed road access on the northern and southern boundaries. The property is located approximately 500 metres east of the intersection of Gregsons and Sommerville Roads.</p>

<p>Lot 1 TP951905 Newbridge Road Woodstock on Loddon - being land more particularly described as Certificate of Title Volume 11419, Folio 231.</p> <p>Valuation Date: 18 April 2024</p>		<p>The property comprises a vacant 2.0233 hectares rectangular shaped allotment situated on the northern side of the Newbridge Road in Woodstock on Loddon. Previously containing a 0.15 hectare rock/gravel pit operated on this site, which has not been used in recent decades. The site is uneven in contour, generally sloping from the northwest to the southeast. There is obvious scarring where rock/gravel has been removed. The property is located approximately 450 metres east of the intersection of the Newbridge and Church Roads.</p>
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COST/BENEFITS

Council is currently paying Fire Services Levy on these parcels, there would be a financial benefit to Council in eliminating this ongoing cost.

Cost of sale will include valuation, sale and legal fees. Cost will be expended from the Land and Buildings Reserve, with proceeds of sale to be returned to that Reserve.

RISK ANALYSIS

The boundary of the parcels may require to be surveyed, land levelled in a number of places and fenced to separate ownership, if unable to sell to adjoining owner for consolidation to an existing property.

CONSULTATION AND ENGAGEMENT

In accordance with Section 114 (2b) of the Local Government Act 2020, any sale of land by a Council under this section must be undertaken in accordance with the Council’s Community Engagement Policy.

Council will publish notice of intention to sell land on Council’s website and by public notice in the Loddon Herald newspaper for a period of four weeks. Council’s Community Reference Group will be notified of the intention to sell.

Notification will be provided to the adjoining land owners.

If no submissions are received in regard to the intent to sell, the property will proceed to sale process. If submissions are received and are to be heard, follow up detail will be provided to Council for further consideration.

10.3 INTENTION TO SELL - KURRACA

File Number: PF54100410

Author: Christine Coombes, Executive Services Officer

Authoriser: Lincoln Fitzgerald, Chief Executive Officer

Attachments: 1. Valuation - Logan Wedderburn Road Kurraca - Confidential

This attachment is designated as confidential in accordance with Section 3(1)(a) and (g(ii)) of the *Local Government Act 2020*. It contains Council business information, being information that would prejudice the Council's position in commercial negotiations if prematurely released; AND private commercial information, being information provided by a business, commercial or financial undertaking that if released, would unreasonably expose the business, commercial or financial undertaking to disadvantage.

Reason: Pursuant to section 66(5)(b) of the *Local Government Act 2020*, if released the information to be received, discussed or considered in relation to this agenda item, may prejudice the commercial position of Council, as various negotiations remain pending **(under separate cover)**

RECOMMENDATION

That Council:

1. Provide public notice of Council's intention to sell Lot 1 TP587250 and Lot 1 TP20444, Township of Kurraca, Parish of Kurraca, Logan-Wedderburn Road, Kurraca West, as one lot;
2. Undertake community engagement in accordance with Council's Community Engagement Policy and the *Local Government Act 2020*;
3. If no objections are raised during community engagement, authorise the Chief Executive Officer to sell, Lot 1 TP587250 and Lot 1 TP20444, Township of Kurraca, Parish of Kurraca, Logan-Wedderburn Road, Kurraca West, as one lot, within 10% of the independent valuation price as attached to this report; and
4. Authorise the Chief Executive Officer to undertake the necessary administrative actions to complete the sale.

CONFLICT OF INTEREST

There is no conflict of interest for any Council staff member involved in the preparation of this report, or involved in the subject matter of the report.

PREVIOUS COUNCIL DISCUSSION

Lot 1 TP587250 was processed through Section 181 of the *Local Government Act 1989*, with the finalisation of the detail in October 2023. Under previous ownership, the parcel was 'land locked' making it unsuitable for sale or transfer on its own. In order to resolve this issue, Council purchased the property, enabling the proposed sale with an adjacent property, the site of the former Kurraca West School, also owned by Council. It is proposed the two parcels would be sold as "one", to prevent future land locking. In October 2023 Council resolved to fund the purchase of the property, with the funds returned to the Land and Buildings Reserve upon the proposed sale of this and the adjacent property.

The site of the former Kurraca West School, Lot 1 TP20444M was approved by Council for intention to sell in February 2017.

BACKGROUND

It is usual practice for Councils to review the property stock and consider the need to purchase or dispose of properties to best serve the community. Consideration is taken into if the land/building

does not or will not support, facilitate or contribute to current or future service delivery outcomes as identified.

Identification of properties as surplus is based on the following:

- lack of any significant identifiable and demonstrable community need
- if the asset is surplus to the needs of Council
- have no strategic value to Council on a long term basis
- ongoing cost to maintain the asset or the service provided by the asset
- any cultural or historical significance of the asset
- site location only being suitable for consolidation of titles with a neighbouring property.

The property is excess to its needs for future public use.

The parcel to be sold is:

- All that piece of land being Lot 1 on Title Plan 20444M, being land more particularly described as Certificate of Title Volume 10560 Folio 714.
- All that piece of land being Lot 1 on Title Plan 587250L being land more particularly described as Certificate of Title Volume 12510 Folio 134.

The property has been valued in accordance with the *Local Government Act 2020*, and the market value of the property has been assessed at the value contained within the attached report (LG Valuation Services, 12 July 2024).



ISSUES/DISCUSSION

General remarks by the valuer state:

- The vacant property is level in contour with scattered standing native timber.
- It consists of two parcels of land with an area of 1.2191 hectares and is situated on the eastern side of the Logan-Wedderburn Road, Kurraca West. The property is located approximately 320 metres north of the intersection of the Logan-Wedderburn and Johns Road.
- It is located approximately 10 kilometres southwest of Wedderburn.
- At the rear of the property Fentons Creek is located within a Crown Reserve adding to the amenity of the subject with the risk of periodic flooding.
- The property is essentially unfenced.

COST/BENEFITS

Council is currently paying Fire Services Levy on these parcels, there would be a financial benefit to Council in eliminating this ongoing cost.

Cost of sale will include valuation, sale and legal fees. Cost will be expended from the Land and Buildings Reserve, with proceeds of sale to be returned to that Reserve.

RISK ANALYSIS

There are no risks associated with this report.

CONSULTATION AND ENGAGEMENT

In accordance with Section 114 (2b) of the *Local Government Act 2020*, any sale of land by a Council under this section must be undertaken in accordance with the Council's Community Engagement Policy.

Council will publish notice of intention to sell land on Council's website and by public notice in the Loddon Herald newspaper for a period of four weeks. Council's Community Reference Group will be notified of the intention to sell.

If no submissions are received regarding the intent to sell, the property will proceed to sale process. If submissions are received and are to be heard, follow up detail will be provided to Council.

10.4 HERITAGE LOAN POLICY AND PROCEDURE**File Number:****Author:** Carolyn Stephenson, Statutory / Strategic Planner**Authoriser:** Glenn Harvey, Acting Director Operations**Attachments:**

1. Heritage Loan Scheme Policy
2. Heritage Loan Scheme Procedure

RECOMMENDATION

That Council adopts the Heritage Loan Policy and Procedure

CONFLICT OF INTEREST

There is no conflict of interest for any Council staff member involved in the preparation of this report, or involved in the subject matter of the report.

PREVIOUS COUNCIL DISCUSSION

The Heritage Loan Policy and Procedure were presented to Councillors at the 11 June, 2024 Forum.

BACKGROUND

The Loddon Shire Council annual budget currently includes a reserve of \$100,000 for a Heritage Loan Scheme. The purpose of the Heritage Loan Scheme is to encourage repair and restoration of significant heritage properties through access to financial loans by Council to property owners and managers.

It is intended that this initiative will complement the regulatory framework that provides for the protection of heritage places through the Loddon Planning Scheme. This initiative recognises the benefit to the broader community that will eventuate from the implementation of heritage protection policies. These benefits include retaining an insight into our history, enhancing the amenity and presentation of our towns and supporting tourism.

The Heritage Loan Scheme Policy addresses the purpose of the heritage loan scheme fund, who is able to access the fund, the amounts of money available from the fund and the terms of the loan. The accompanying procedure sets out the application and approval process, and the management of loans provided.

Loan applications shall be determined by Council, following advice from the Strategic Planner and the Statutory Planning Coordinator.

ISSUES/DISCUSSION

The key elements of the loan scheme that are set out in the policy are:

Heritage place

Loans will be available to owners or the committee of management of buildings and places that are included in the schedule to the Heritage Overlay of the Loddon Planning Scheme or are recommended for inclusion in the schedule to the Heritage Overlay by a heritage study completed by an appropriately qualified person.

Applicant

The applicant for the loan must be the owner or committee of management of the property. Applicants must have no outstanding debt to Loddon Shire Council.

Works

The works that will be funded are those that restore, conserve, maintain or enhance the significant aspects of a building or of a place. The significant aspects of the building or place are those parts of the building or place that contribute to its heritage value. Works that contribute to the amenity of the streetscape or public presence of the building shall be prioritised.

Examples of works that will be prioritised through this loan are:

- exterior painting of buildings in prominent locations
- construction of sympathetic features which enhance the heritage property and its public presence, such as a front veranda or fence
- works to prolong the life of a heritage asset in a prominent location, including works to rectify water penetration, structural problems, rewiring and restumping.

The intended works must be consistent with the objectives of the Heritage Overlay.

Amount

- The minimum amount of a loan will be \$1,000.
- The maximum amount of a loan will be \$20,000.

Where a loan applicant is carrying out the works instead of paying a tradesperson, the amount of the loan shall only cover cost of materials, not labour.

Once the funding reserve to support the grant scheme is exhausted, no further loans will be allocated until existing loans are repaid to replenish the funding reserve. The grant funding reserve will be reviewed by Council on an annual basis as part of setting the annual budget.

Terms

The loan repayment period will be determined by agreement with the applicant as a part of the application process.

The maximum loan period is 5 years. In most cases, it would be expected that a loan of less than \$2,000 be repaid within 2 years.

The loan will be interest free.

Default

Should the recipient of a loan default in the repayment of the loan in accordance with the loan agreement or performance of the works, the loan agreement will be terminated and all funds must be repaid to Council within 28 days.

Council's legal costs associated with recovering debts will be drawn from the Heritage Loan Scheme Reserve.

COST/BENEFITS

The cost of the scheme is staff time and the cost of the funds loaned. The benefit of the scheme is preservation of heritage places and improvement in the appearance of public places.

RISK ANALYSIS

The risk of implementing this policy is that funds will not be repaid or works will not be completed. Procedures have been included to minimise this risk, including obtaining information about the applicants capacity to pay and monitoring of the works being undertaken. The amount to be loaned has been kept modest to minimise the risk of financial loss.

CONSULTATION AND ENGAGEMENT

Community consultation has not been undertaken.



HERITAGE LOAN SCHEME POLICY

DOCUMENT TYPE:	Council policy
DOCUMENT STATUS:	Draft
POLICY OWNER POSITION:	Strategic Planner
INTERNAL COMMITTEE ENDORSEMENT:	Choose an item.
APPROVED BY:	Choose an item.
DATE ADOPTED:	Click here to enter date of approval
VERSION NUMBER:	Choose an item.
REVIEW DATE:	Click here to enter a date.
DATE RESCINDED:	Click here to enter a date.
RELATED STRATEGIC DOCUMENTS, POLICIES OR PROCEDURES:	Council Plan Loddon Planning Scheme Heritage Loan Scheme Procedure
RELATED LEGISLATION:	Planning and Environment Act (1987)
EVIDENCE OF APPROVAL:	

Signed by Chief Executive Officer

FILE LOCATION:

Policy documents are amended from time to time, therefore you should not rely on a printed copy being the current version. Please consult the policies on the Loddon Shire website (Council Policies) or Intranet (Organisational Policies) to ensure that the version you are using is up to date.

This document is available in alternative formats (e.g. larger font) if requested.



HERITAGE LOAN SCHEME POLICY

1 PURPOSE

The purpose of the Heritage Loan Scheme is to encourage repair and restoration of significant heritage properties through financial support to property owners and managers. This initiative will complement the regulatory framework that provides for the protection of heritage assets through the Loddon Planning Scheme. This initiative recognises the benefit to the broader community that will eventuate from the implementation of heritage protection policies, including retaining an insight into our history and enhancing the amenity and presentation of our towns.

2 SCOPE

This policy applies to the use of the Heritage Loan Scheme fund. This fund is available to owners and managers of significant heritage properties that contribute to the story, amenity and character of the Loddon Shire. The policy addresses the purpose of the fund, who is able to access the fund, the amounts of money available from the fund and terms of the loan. The accompanying procedure sets out the application and approval process, and the management of any loans provided.

3 POLICY

Council will support the preservation and restoration of significant heritage places in Loddon Shire through access to a loan scheme.

3.1 Heritage place

Loans will be available to owners or the committee of management of buildings and places that are included in the schedule to the Heritage Overlay of the Loddon Planning Scheme or are recommended for inclusion in the schedule to the Heritage Overlay by a heritage study completed by an appropriately qualified person.

3.2 Applicant

The applicant for the loan must be the owner or committee of management of the property. Applicants must have no outstanding rate debt to Loddon Shire Council.

3.3 Works

The works that will be funded are those that restore, conserve, maintain or enhance the significant aspects of a building or of a place. The significant aspects of the building or place are those parts of the building or place that contribute to its heritage value. Works that contribute to the amenity of the streetscape or public presence of the building shall be prioritised.

Examples of works that will be prioritised through this loan are:

- exterior painting of buildings in prominent locations
- construction of sympathetic features which enhance the heritage property and its public presence, such as a front veranda or fence
- works to prolong the life of a heritage asset in a prominent location, including works to rectify water penetration, structural problems, rewiring and restumping.

The intended works must be consistent with the objectives of the Heritage Overlay.

Funds can only be used for works described in the letter of approval.



HERITAGE LOAN SCHEME POLICY

3.4 Amount

The Loddon Shire Council annual budget currently includes a reserve of \$100,000 for a Heritage Loan Scheme. Loans will only be available if the Heritage Loan Scheme reserve is included in the annual budget. Once the reserve has been expended no further loans will be available.

- The minimum amount of a loan will be \$1,000.
- The maximum amount of a loan will be \$20,000.

Where a loan applicant is carrying out the works instead of paying a tradesperson, the amount of the loan shall only cover material costs and not labour.

3.5 Terms

The loan repayment period will be determined by agreement with the applicant as a part of the application process.

The maximum loan period is 5 years. In most cases, it would be expected that a loan of less than \$2,000 be repaid within 2 years.

The loan will be interest free.

3.6 Default

Should the recipient of a loan default in the repayment of the loan in accordance with the loan agreement or performance of the works, the loan agreement will be terminated and all funds must be repaid to Council within 28 days.

Council's legal costs associated with recovering debts will be drawn from the Heritage Loan Scheme Reserve.

4 HUMAN RIGHTS STATEMENT

It is considered that this policy does not impact negatively on any rights identified in the Charter of Human Rights and Responsibilities.

5 REVIEW

The Strategic Planner will review this policy for any necessary amendments no later than 1 year after adoption of this current version.



HERITAGE LOAN SCHEME PROCEDURE

DOCUMENT TYPE:	Procedure
DOCUMENT STATUS:	Draft
POLICY OWNER POSITION:	Strategic Planner
INTERNAL COMMITTEE ENDORSEMENT:	Choose an item.
APPROVED BY:	Choose an item.
DATE ADOPTED:	Click here to enter date of approval
VERSION NUMBER:	Choose an item.
REVIEW DATE:	Click here to enter a date.
DATE RESCINDED:	Click here to enter a date.
RELATED STRATEGIC DOCUMENTS, POLICIES OR PROCEDURES:	Council Plan Loddon Planning Scheme Heritage Loan Scheme Policy
RELATED LEGISLATION:	Planning and Environment Act (1987)
EVIDENCE OF APPROVAL:	

Signed by Chief Executive Officer

FILE LOCATION:

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This document is available in alternative formats (e.g. larger font) if requested.

1 PURPOSE

This procedure provides for the implementation of the Heritage Loan Scheme.

2 SCOPE

This procedure is to be used by Council staff when accepting and assessing applications for and monitoring loans under the Heritage Loan Scheme.

3 PROCEDURE

3.1 Application

An application for a loan from the Heritage Loan Scheme must be made by completing the attached application form and providing the information required by the form.



HERITAGE LOAN SCHEME PROCEDURE

The application form will be available on the Council website.

3.2 Assessment

The loan application shall be assessed by the Strategic Planner and Statutory Planning Coordinator. A report to Council will be prepared providing an assessment and recommendation.

The loan application shall be determined by Council.

Prior to assessing the merits of the proposed works (in accordance with the matrix below), the capacity of the applicant to repay the loan must be assessed.

The capacity of the applicant to repay the loan will be based on an assessment of the income and expenditure information included with the application, and a review of any debt to Council.

The Strategic Planner and Statutory Planning Coordinator will consult with the Manager Financial Services regarding outstanding debt to Council and capacity to repay the loan. This consultation shall be in the form of an email. The email shall include the application form and relevant attachments, and will ask the Manager Financial Services the following questions:

1. Does the applicant have an outstanding debt to Council?
2. Do you have any comments regarding the applicant's capacity to repay the loan based on the information provided in the application?

The Manager Financial Services will have fourteen days to respond.

If the applicant cannot demonstrate sufficient capacity to repay the loan or has any outstanding rate debit to Council, the application for the heritage loan must be refused. These applications will not be referred to Council for a decision.

Loan applications where it is considered the applicant has capacity to repay the loan will be assessed and prioritised using the following scoring matrix.

Criteria	Weighting	Score /5
Heritage significance of the building or place (based on a heritage assessment or study).	15 x	
Contribution of the works to the heritage integrity and longevity of the building or place.	10 x	
Consistency of the works with the objectives of the Heritage Overlay.	20 x	
Contribution of the proposed works to the amenity and presentation of a public place (for example streetscape).	30 x	
Urgency of the works in terms of the heritage value and integrity of the building and/or public safety.	25 x	
Total		

3.3 Approval

Advice of a successful application will be provided by letter.

The letter must include:

- the loan amount



HERITAGE LOAN SCHEME PROCEDURE

- the repayment schedule (amount and frequency)
- repayment method (e.g. using BPay or using cash in person at the office)
- length of the loan period
- the scope of works
- details of permits required
- default circumstances and consequences
- copy of the loan agreement for signing

3.4 Loan Agreement

The applicant must enter into a written agreement with Council regarding the loan terms. This agreement will specify the loan amount, length of loan period, repayment schedule and the works which are to be undertaken using the loan.

3.5 Permits

All necessary permits (building, planning and other) must be obtained prior to the loan money being made available. Approval for a loan does not imply that permits will necessarily be granted.

3.6 Release of loan funds

Loan funds will only be released following:

- approval by Council of the loan
- all permits, insurances and other information or conditions requested or required by Council are satisfied
- the loan agreement, as prepared and provided by Council, is signed by all parties.

3.7 Default

The following situations may be considered a default in the loan agreement:

- the works not be carried out satisfactorily and in accordance with the loan agreement as determined by Council and/or are not in accordance with any planning or building permit obtained
- payments not made in accordance with the repayment schedule
- works not completed within the agreed time period.

In the case of default, Council shall give seven days notice of its intent to terminate the loan agreement. Upon the expiry of the seven days the whole of the moneys owing shall become payable within twenty eight days.

In the event of a payment default, Council shall apply their standard debt collection process.

3.8 Conclusion of project and agreement

At the conclusion of the loan, the Strategic Planner will:

- confirm with the Manager Financial Services that all money has been repaid
- obtain evidence of the completed works and file it with the loan application documents.

4 REVIEW

The Strategic Planner will review this procedure for any necessary amendments no later than 1 year after adoption of this current version.



HERITAGE LOAN SCHEME PROCEDURE

5 ATTACHMENTS

Application form.

10.5 MURRAY RIVER GROUP OF COUNCILS ADVOCACY POSITION - WATER BUY BACKS

File Number:

Author: Lincoln Fitzgerald, Chief Executive Officer

Authoriser: Lincoln Fitzgerald, Chief Executive Officer

Attachments: Nil

RECOMMENDATION

That Council endorses the Murray River Group of Council's (MRGC) water advocacy position, specifically that the MRGC:

1. **Maintains** its strong opposition to open tender voluntary water purchase programs (buy backs) in the southern connected basin due to the long term social and economic damage such programs do to our communities;
2. **Stresses** that the Federal Government has grossly underestimated the detrimental socio-economic realities of open market water buy backs;
3. **Notes** the Victorian Government's draft response to the Federal Government's 'Restoring Our Rivers' Act, titled "Planning Our Basin Future Together: A prospectus to safeguard Victoria's environments and communities in the Murray-Darling Basin";
4. **Endorses** the four principles for water recovery contained within the prospectus as a better option for delivering the amended Basin Plan targets as opposed to open market water buy backs, as follows:
 - Principle 1 - Demonstrated environmental benefits in and for Victoria
 - Principle 2 - Minimised impact on water availability for towns, industries and agricultural production
 - Principle 3 - Proactive structural change to support a sustainable future for irrigators and communities
 - Principle 4 - Support progress towards Traditional Owner self-determination in water access and management;
5. **Supports** the completion of the Victorian Murray Floodplain Restoration Projects (VMFRP) to deliver environmental outcomes to critical wetlands in the MRGC region; and
6. **Stresses** the need to mitigate the socio-economic impacts on communities as a result of further water recovery through identification of strategic local economic investments in areas from where water is recovered.

CONFLICT OF INTEREST

There is no conflict of interest for any Council staff member involved in the preparation of this report, or involved in the subject matter of the report.

PREVIOUS COUNCIL DISCUSSION

Water and the Murray Darling Basin Plan has been discussed on many occasions by Council as part of Councillor reports regarding the Murray River Group of Councils.

Councillors were briefed on the Murray River Group of Councils Water Advocacy position at the Council forum on 9 July 2024.

BACKGROUND

The Murray River Group of Councils (MRGC) is a cluster of 6 Victorian Councils that stretches along the length of the Murray River from Moira Shire Council to the Rural City of Mildura and covers much of the Victorian irrigation districts fed via the Murray Darling Basin.

The MRGC has consistently supported the Basin Plan since it was developed recognising that nationally co-ordinated water policy is necessary to rebalance the allocation of water resources in the Basin.

The 2023 legislative amendments, the “Restoring Our Rivers” Act, which MRGC campaigned against, has fundamentally altered the Basin Plan and its implementation. The legislation provides extended timelines for water recovery – until December 2027 for the contracting of water recovery and Sustainable Diversion Limit Adjustment Mechanism (SDLAM) projects as well as allowing for alternative SDLAM project proposals. It also enables the Commonwealth to use voluntary water purchase or “buy backs” to recover the 450GL where previously this was to be achieved through efficiency measures. The legislation further removed the socio-economic test requirements for buy backs meaning this is not a factor in considering the impact of the purchase on community or agricultural sustainability.

Although the legislation acknowledges that there will be negative socio-economic impacts from buy backs and commits to providing community adjustment funding to affected areas, the impacts are significantly and consistently understated or dismissed.

The new legislation means that considerable additional water will now be transferred to environmental water holders. Much of this will come from northern Victoria and significant volumes are likely to be recovered through buy backs. The first tranche of buy backs have commenced by open tender on 15 July and will seek to recover 70GL.

MRGC water advocacy has always centered on communities and focused on the socio-economic impact of the Basin Plan. MRGC has actively campaigned against open market buy backs due to the economic and social harm they have caused to our communities.

Of particular concern is the “Swiss cheese” effect of open tender buy backs. Previous water purchase programs led to water being purchased from ad hoc locations. Ultimately this left irrigation districts with a substantially intact geographic footprint and significantly reduced deliveries, meaning the same or similar overall infrastructure and operating costs are borne by fewer irrigators, increasing costs and farm risk for the remaining irrigators.

Further buy backs will have the same effect, further exacerbating the problem.

In response to the Commonwealth legislation the Victorian Government has developed a Prospectus: “Planning Our Basin Future Together” (the Prospectus) which sets out a strategic, catchment based methodology for water recovery that looks to increase environmental benefits and reduce socio-economic impacts on communities. This approach is more complex, costly and time consuming than open market buy backs and relies on working with Victorian communities to develop catchment specific plans. However, this approach will deliver a better outcome for the Australian people.

At the National General Assembly of Local Government on 4 July 2024, the following motion was passed:

17. This National General Assembly calls on the Australian Government to enhance the Murray-Darling Basin Plan's implementation with a focus on the economic and social welfare of local communities. This entails revising water allocation policies to ensure equitable access and support for the agricultural sector, alongside community engagement initiatives to foster local input and trust in water management decisions, rejecting open market buy backs and putting communities

at the heart of any water recovery plans. It further calls on the Australian Government to revise the proposed compensation package for communities which is grossly inadequate.

Despite this call from the local governments of Australia, the Minister for Environment and Water, Tanya Plibersek almost immediately announced the first open tender to purchase 70 gigalitres of water from our southern connected basin.

ISSUES/DISCUSSION

The prospectus notes that Victoria has delivered 77% of its “Bridging the Gap” target for Basin Plan implementation. This would rise to 93% with the completion of the Victorian Murray Floodplain Restoration projects.

Unlike open market buybacks, the proposed approach of the Victorian Government’s prospectus would deliver environmental outcomes in Victoria and water security for communities in northern Victoria through planned strategic system reconfiguration and funded transition.

The prospectus does not detail the social impacts or full economic impacts of open tender buybacks. MRGC has provided feedback that issues such as food security and cost of living impacts should be emphasised as well as the cumulative impact on the wellbeing of individuals and communities of the ongoing uncertainty anxiety and stress associated with constant reform and adaptation over decades.

Ultimately the future of irrigation in northern Victoria depends on irrigation districts being viable and irrigators having certainty about allocations regimes into the medium and long term.

MRGC strongly opposes open market buybacks as these programs have the worst impacts on communities and local economies. They also will have the least positive environmental benefits for Victorian ecosystems.

The prospectus does not provide detail of the methods for engaging with communities but proposes that this is done at catchment scale. MRGC will press for strong engagement with local government in these processes.

The Commonwealth has recently provided more detail about its Community Adjustment Assistance fund, which will be \$300 million over four years across the entire Basin. MRGC notes that the Commonwealth’s adjustment package is woefully inadequate to offset the economic damage that would be done to our region through open market buyback water recovery.

The Federal Government should be held responsible for the impacts that the Restoring Our Rivers legislation will have on the MRGC region.

MRGC will continue to advocate for large scale, regional transition investment in key regional economic development enablers such as digital connectivity, energy transition, agricultural innovation, housing supply and workforce and population growth.

COST/BENEFITS

This report has been prepared utilising existing staff resources.

The Federal Government’s Bureau of Agricultural and Resource Economics and Sciences (ABARES) also released an updated estimate of farm gate (only, not value add) economic impact of water recovery in the Southern Basin only which notes that production will be reduced by some \$111 million per year. This is based on recovery of 225GL of water in total, which is likely to be an underestimate of what the Southern Basin will need to contribute.

With less water in the consumptive pool there will be lower agricultural production but the same infrastructure and operating cost for the irrigation network. This is likely to result in lower productivity and higher fixed costs spread between less irrigators. Consumers could expect this to impact on the cost of food during a time when cost of living is a key issue in our community.

RISK ANALYSIS

The need to mitigate the socio-economic impacts on communities as a result of further water recovery through identification of strategic local economic investments in areas from where water is recovered is paramount long term prosperity and social well-being of the region.

Taking a position on this issue is consistent with Council's Establishing Formal Positions on Council Policy v1 given the significant impact it is deemed to have on the Loddon community.

The Loddon Shire Council Plan 2021-2025 states that Council will communicate our community's interests and priorities to government and other decision makers that are aligned with our objectives. The strategic direction is very clear that Council will advocate in the best interests of the Loddon community, provided it is in line with the objectives stated in the Council Plan.

CONSULTATION AND ENGAGEMENT

The Murray River Group of Councils is a local government advocacy group in northern Victoria that comprises Mildura Rural City, Swan Hill Rural City, Gannawarra Shire, Loddon Shire, Campaspe Shire and Moira Shire Councils. The member councils work collaboratively on behalf of our communities to promote regional priorities.

The Mayor and Chief Executive Officer met with several members of the Loddon community who hold water entitlements for their significant agricultural enterprises or are involved in managing water across the Boort Pyramid Irrigation District. A clear message was that they oppose further water being taken from the consumptive pool. Their concerns related to the impact on agriculture within Loddon which makes up approximately 70% of the economic output, the flow on impact upon our townships, the alternative and better ways to achieve the outcomes through improved management, and the politicisation of water by the Federal Government.

10.6 REVIEW OF THE KERBSIDE WASTE AND RECYCLING POLICY V4

File Number: FOL/19/432511
Author: Deanne Caserta, Manager Financial Services
Authoriser: Michelle Stedman, Director Corporate
Attachments: 1. Kerbside Waste and Recycling Policy v4

RECOMMENDATION

That Council adopts the Kerbside Waste and Recycling Policy v4.

CONFLICT OF INTEREST

There is no conflict of interest for any Council staff member involved in the preparation of this report, or involved in the subject matter of the report.

PREVIOUS COUNCIL DISCUSSION

Version 3 of the Kerbside Waste and Recycling Policy (the Policy) was adopted in August 2020. Councillors reviewed and discussed the revised version 4 of the Policy at the July Council Forum.

BACKGROUND

The purpose of the Policy is to outline conditions associated with the provision of kerbside waste and recycling services throughout the municipality including the application of associated fees and charges.

The Policy has been reviewed to align with more recent updates to local laws. The review also updates information regarding new service requests, the supply of bins to public recreational facilities, addition of hard waste collection guidance, and strengthens transparency around re-issue of stolen bins.

ISSUES/DISCUSSION

Proposed amendments to the Policy include minor administrative adjustments and the following material updates:

- where applicable referencing the updated document - Community Local Law 2022;
- new service requests to have a minimum three month charge applied;
- information around hard waste collection provisions;
- updates to the provided number of recreational and public facility bins; and
- a statutory declaration is now needed to support the notification of a stolen bin.

COST/BENEFITS

It is not expected that this Policy will change current operational costs in any material way for Council beyond that which is currently being incurred through the provision and operation of the existing kerbside waste and recycling service.

RISK ANALYSIS

It is considered that no additional risk to Council shall be created through this policy. The provision of clear service parameters and expectations may however assist in the reduction of limited reputational or financial risks.

It is noted that the revised Policy aligns with the recently released (December 2023) 'Local Government Service Rates and Charges – Minister's Good Practice Guidelines for their use' and (June 2024) 'Household Waste and Recycling DRAFT Service Standard - 2024' documents.

The Policy outlines appropriate management and justification of charges directly related to kerbside waste and recycling services.

The Policy does not include reference to any future proposal to change collection service frequency nor does it include reference to any future collection models. As the sector's understanding of mandatory collection requirements is clarified and standards around provision of these services develop, the Policy may be revisited in the future to consider any necessary changes.

CONSULTATION AND ENGAGEMENT

The document has been subject to the normal approval process of the relevant stakeholders, Loddon Leaders and Management Executive Group. It was presented to Councillors at the July Council Forum.

This Policy has also had a Gender Impact Assessment undertaken as required under the *Gender Equality Act 2020*. The outcome from this assessment was 'no recommendation to change the Policy from a gender lens'.

The Policy will have a formal review timeline of four years.



KERBSIDE WASTE AND RECYCLING POLICY

DOCUMENT TYPE:	Council policy
DOCUMENT STATUS:	Draft
POLICY OWNER POSITION:	Manager Financial Services
INTERNAL COMMITTEE ENDORSEMENT:	Not applicable
APPROVED BY:	Council
DATE ADOPTED:	Click here to enter date of approval
VERSION NUMBER:	4
REVIEW DATE:	Click here to enter a date.
DATE RESCINDED:	Click here to enter a date.
RELATED STRATEGIC DOCUMENTS, POLICIES OR PROCEDURES:	Fees and Charges Schedule Waste Management Strategy Community Support Policy Building Asset Management Plan Community Local Law 2022
RELATED LEGISLATION:	Local Government Act 2020 Australian Taxation Office Goods and Services Tax Act (GST) 1999 Loddon Planning Scheme Building Act 1993
EVIDENCE OF APPROVAL:	

Signed by Chief Executive Officer

FILE LOCATION: K:\FINANCE\Policies\Ready for approval\POL Kerbside waste and recycling policy v4 - Council Meeting.docx

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This document is available in alternative formats (e.g. larger font) if requested.



KERBSIDE WASTE AND RECYCLING POLICY

1 PURPOSE

To outline conditions associated with the provision of kerbside waste and recycling services throughout the municipality including the application of associated fees and charges.

2 SCOPE

This policy applies to all eligible properties within the Loddon Shire municipal boundary.

This policy should be read in conjunction with Community Local Law 2022, Council's Waste Management Strategy, Council's Building Asset Management Plan and Council's Community Support Policy.

3 POLICY

Council operates a kerbside waste and recycling collection service to assist local residential and commercial property owners or occupiers to appropriately manage their waste and recyclable materials. The provision of a kerbside collection service is intended to provide a flexible, convenient and affordable mechanism to manage on site waste generation, protect the amenity of our township areas and reduce the potential risk of illegal dumping.

The provision of a separate recyclable service is consistent with Council's position of attempting to reduce the volume of waste being disposed to landfill. Complementing the kerbside collection service, Council also operates a number of waste management facilities or other services as detailed within its Waste Management Strategy.

This policy outlines the operational parameters which have been set with respect to the provision of the kerbside collection service to ensure its ongoing viability and effectiveness, as well as the application of associated charges.

To fund the kerbside collection service, Council annually levies charges under the Local Government Act.

3.1 Service eligibility

3.1.1 Residential and commercial properties

Council provides a mandatory kerbside waste and recycling collection service to all residential, industrial and commercial tenements located within the Township Zone (TZ), Low Density Residential Zone (LDRZ) and Rural Living Zone (RLZ) as defined within the Loddon Planning Scheme.

Where it is both economically viable and practical to do so, Council will attempt to provide access to the kerbside waste and recycling service to residential or commercial properties located outside of the TZ, LDRZ or RLZ, however provision of the service in these instances is subject to the conditions specified within clause 3.1.3 being met.

3.1.2 New service requests

Owners of commercial and residential properties not currently provided with a kerbside collection service may lodge a request for service with Council. In determining whether the property is eligible, consideration will be given to the following:



KERBSIDE WASTE AND RECYCLING POLICY

A set of bins will be supplied and the associated charges applied when:

- for new residential dwellings, construction is complete and the associated Certificate of Occupancy has been issued
- for pre-existing dwellings where no Certificate of Occupancy has been issued, the request has been referred to Council's rates staff to determine if the property is rated as a house; and the property has been assessed under the Building Act as being exempt from the requirement to obtain a Certificate of Occupancy.

No consideration of new service requests shall be given for sheds.

All new service requests cannot be cancelled in the initial three months from commencement of service.

There may be circumstances where a new request has been granted and collection is not available at the front of the property due to road access issues. In this circumstance an alternative collection point is to be determined in negotiation with the contractor, Council officer and customer. If this collection point is deemed to be unsuitable, Council staff have the right to determine that the service is no longer compulsory.

3.1.3 New rural service requests

In addition to the requirements specified in 3.1.2, in determining whether a service can be provided to properties located outside the TZ, LDRZ and RLZ, Officers will assess each request against the following criteria:

- the proximity of the proposed bin collection point from the existing service routes
- classification of roads required to be used to facilitate collection
- scope to improve economic viability by clustering or increasing number of properties to receive a new service

The distance required to be travelled by Council's contractor to provide a new service by extending or deviating from an existing route, is to be no more than one kilometre each way per service.

Any route variation or extension must be possible by utilising the existing all weather road network.

3.1.4 Service requests from clients outside of Loddon Shire

A landowner on the periphery of the Loddon Shire boundary may request a bin service due to their local council not providing a service to their property. Any request of this nature will be assessed on its merits in accordance with the requirements specified within this policy; and approved at the discretion of Council officers.

Where it is determined that a service may be accommodated for a property outside of the municipality, a rates notice for this property will be generated. If the landowner fails to pay for the service by the due date each year, access to the service may be reassessed and withdrawn as necessary.

3.1.5 Vacant land

Access to Council's waste and recycling services will not be provided to any vacant land.



KERBSIDE WASTE AND RECYCLING POLICY

3.2 Service requirements

Properties which are provided access to the kerbside waste and recycling service are obligated to receive both services in unison. There is no scope to independently cease either the waste or recycling service.

Additional bins may however be issued for either service independently (e.g. request for additional waste bin only due to family size).

3.2.1 Minimum service standard

For eligible properties the minimum service standard provided is a single mobile garbage bin (MGB) or mobile recycling bin (MRB) as follows:

	<i>Property/Service Classification</i>	
	Residential	Commercial
Waste Service	1 x 140 Litre MGB with red lid	1 x 240 Litre MGB with red lid
Recycling Service	1 x 240 Litre MRB with yellow lid	1 x 240 Litre MRB with yellow lid

3.2.2 Additional or extra bins

Where it can be demonstrated that the provision of a MGB or MRB is insufficient to cater for the volume of waste or recyclables being generated from a residential property (e.g. due to large family or young children present) consideration may be given to the provision of a second MGB or MRB.

Council maintains a strategy of waste minimisation and as such allocation of an additional MGB is only considered where a genuine need can be demonstrated. Prior to an additional MGB being issued, Council officers may undertake an assessment of the waste generation practices on site including assessment of recyclable diversion rates.

Residential properties are restricted to a maximum of two MGB or two MRBs (four in total), Commercial properties may request the allocation of an unlimited number of additional MGBs or MRBs.

Specified charges shall apply for each bin provided to a property.

Where payments for current rates and charges are not being met, Council may refuse this additional service request.

3.2.3 Collection scheduling

The scheduling of collections for both the waste and recycling service is detailed within Council's Waste and Recycling Collection Services Contract. Modification of collection routes or impact of public holidays may require adjustment of collection scheduling. Where such changes are made Council will issue public or individual notices to inform the community of any service changes.

3.2.4 Interruption of service

Council will endeavour to perform the kerbside collection service as detailed within its Waste and Recycling Collection Services Contract however there may be situations or circumstances that affect Council's business activities to the extent that it cannot deliver the specified level of service. These include but are not limited to:



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- natural disasters, such as fires, floods, or storms
- prolonged labour or resource shortage
- a need to commit or redeploy Council staff and/or equipment elsewhere.

Council will endeavour to inform residents of any suspension or reduction of service, including any interim arrangements for disposal of waste and recyclables and the period for which the suspension is likely to be in effect.

No discount or refund of service charges shall be provided by Council in the event of a service interruption or delay.

3.2.5 Suspension of service

Where a property is identified as presenting inappropriate material (refer to Community Local Law 2022) within either the waste or recycling bins, Council will initially contact the owner/occupier of the property and provide notice of the observed service breach.

Subsequent or repeated presentation of unsuitable materials may result in either the suspension of service until such time that unacceptable materials are removed from the bin, or property owner behaviour has been remedied to the satisfaction of Council.

Where bins presented for collection have been refused due to contamination, no discount or refund shall be provided with respect to the associated service charges.

3.2.6 Recreational and public facilities

Council's kerbside waste and recycling collection service is also made available free of charge to various sporting or public facilities located throughout the municipality. The below table outlines the provision made for these facilities.

Sporting group	Number of kerbside waste bins	Number of recycling collection bins
Football / Netball / Hockey	12	3
Football / Netball	7	3
Camping Reserves	7	3
Golf	1	1
Tennis	1	1
Bowls	1	1
Cricket	1	1
Croquet	1	1

3.3 **Service charges**

The garbage and recycling charge will be reviewed annually and set by Council as part of the budget process.

A service charge will be levied on all residential and commercial properties within the TZ, LDRZ or RLZ, whether permanently occupied or not, and regardless of whether the service is required or utilised.

3.3.1 New service

Where a request has been made for a new service or additional bins, a pro-rata charge will be applied from the delivery date of the bins for the remainder of the financial year.



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Any new service will incur a minimum three month access charge.

3.3.2 Removal of service

Where a request has been made to remove a non-compulsory service (e.g. additional bin) a pro-rata charge will be applied for the part of the financial year where the service has been available up to the date of the bins being collected from the property.

For properties outside of the TZ, LDRZ or RLZ who have been provided with access to the kerbside collection service, cessation of this service shall only be considered where officers determine that there shall be no negative economic or functional impact upon the service provision i.e. where elimination of a single property does not create unreasonable travel distances to collect remaining services in the area.

3.3.3 Charge exemptions

Organisations or facilities identified as being eligible to receive charge exemptions for kerbside waste and recycling services under Council's Building Asset Management Plan and Council's Community Support Policy shall not be charged for the number and type of bins approved.

Any additional services beyond that which has been defined under the Community Support Policy shall incur the full service charge.

Council shall not apply any charges to bins used internally by the organisation for municipal buildings or within public parks and reserves, under the direct management and control of Council.

3.3.4 Incorrect charge

If a ratepayer believes that a charge has been incorrectly raised on a property, the ratepayer must provide in writing the request being made and include any supporting documentation (if available) to Council in order to establish that this charge is incorrect. If the charge has been raised continuously for a number of years and is proven to be incorrect, Council will refund up to three years retrospectively.

3.3.5 Non-payment of charges

Where a ratepayer ceases to pay rates and charges for a property that exists within the non-compulsory service areas, Council may decide to cancel the services and apply a pro-rata charge for that financial year.

Where a ratepayer ceases to pay rates and charges for a property that exists within the compulsory service area, Council may decide to cancel any additional services above the standard two bin system and will apply a pro-rata charge for that financial year.

Only when the rates and charges are up to date will Council approve re-commencement of the service/s.

3.4 **General operation and management of service**

The following general requirements apply with respect to the operation of Council's kerbside collection service. Additional details pertaining to suitability of materials for disposal or other operational requirements are documented within the Community Local Law 2022 and Waste Management Strategy.



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3.4.1 Bin ownership and location

All bins issued as part of Council kerbside service remain the property of the Loddon Shire Council at all times.

Bins must not be transferred or relocated from the property within a compulsory service area (e.g. where there is a change of tenant or ownership of the property).

3.4.2 Placement of bins for collection

Bins (with the lids fully closed) must be placed on the verge of the vehicle crossing (driveway) or roadway abutting the property with handles facing away from the roadway (i.e. towards property) one metre apart.

The bins must be presented for collection only on the night before the scheduled collection day. Bins must be returned within the property boundary within 24 hours of the collection.

Placing bins out for collection is at the property owner's discretion; however consideration should be given to the requirements under clause 3.4.4.

Applicable charges for the service shall apply regardless of its utilisation.

3.4.3 Weight of bins

The total weight of any bin placed out for collection must not exceed 80 kilograms.

3.4.4 Maintenance

Property owners/occupiers are responsible for ensuring the cleanliness of their bins. These bins must be maintained in a clean condition by users so as not to be offensive to any person or become a health hazard or nuisance. Council will initially contact the owner/occupier of the property and provide notice of the observed service breach.

3.4.5 Damaged bins

Damaged bins will be either repaired or replaced, within the next two (2) collection cycles, upon Council receiving notification from the property owner or occupier of such damage.

A bin damaged or lost as a result of misuse or other action on the part of the property owner or occupier may incur a charge to the property owner for the cost of repair or replacement.

3.4.6 Replacement of stolen bins

Stolen bins must be reported directly to Council, accompanied with a statutory declaration in order for a replacement to be supplied. Replacement bins will be delivered within the next two (2) collection cycles following the provision of notification to Council.

3.5 **Hard waste collection**

Council offer a hard waste collection service which will occur in March each year to coincide with Clean Up Australia Day.

3.5.1 Eligible properties

Properties with a mandatory kerbside waste bin and recycling bin collection service located within the following zones Township Zone, Low Density Residential Zone and Rural Living Zones as defined within the Loddon Planning Scheme are eligible. Outside of these zones, the kerbside bin collection service is optional and a kerbside hard waste collection is not provided.



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Property owners will be notified of the below restrictions and conditions:

- the service is limited to the collection of metal, e-waste, furniture and white goods
- to sort items for collection into piles, i.e. metal items, e-waste, furniture and white goods
- the total volume is not to exceed one cubic meter per household
- excessive or unsorted piles will not be collected
- no other items will be collected
- any unsuitable items will be left behind
- it is the responsibility of the householder to remove unsuitable items from the nature strip immediately
- infringement notices may be issued if uncollected items are left on the nature strip.

Items that will not be collected include:

- general waste
- green waste
- tyres
- oils
- batteries
- paints
- chemicals
- car parts
- mattresses
- solar panels.

3.5.2 Alternative option to hard waste

Council continues to provide residents waste disposal vouchers. This allows residents to dispose of up to 4 cubic metres per voucher of general domestic waste free of charge at any of our landfill and transfer stations.

3.6 Planning scheme amendments

Where there are amendments to the Loddon Planning Scheme and properties change classification, property owners will be offered the option to take up a bin service where they are deemed to be eligible within the conditions of this policy. There will be no mandatory requirement for them to take up the service in the first instance. Council may decide at a later date that their land classification may make the service mandatory. At this point an assessment will be undertaken to determine the additional property numbers, contractor capacity, route maps and road accessibility.

3.7 Goods and services tax

Garbage collection charges for commercial and non-residential properties are subject to the appropriate amount payable pursuant to the Goods and Services Tax (GST) Act 1999.

4 DEFINITIONS OF TERMS OR ABBREVIATIONS USED

Term	Definition
GST	Goods and Services Tax
MGB	Mobile Garbage (waste) Bin
MRB	Mobile Recycling Bin



KERBSIDE WASTE AND RECYCLING POLICY

5 HUMAN RIGHTS STATEMENT

It is considered that this policy does not impact negatively on any rights identified in the Charter of Human Rights and Responsibilities Act 2006. Loddon Shire Council is committed to consultation and cooperation between management and employees. The Council will formally involve elected Health and Safety Representatives in any workplace change that may affect the health and safety of any of its employees.

6 REVIEW

The Manager Financial Services will review this policy for any necessary amendments no later than 4 years after adoption of this current version.

10.7 GOLDFIELDS LIBRARY TRANSITION**File Number:****Author:** Renae Colls, Executive Assistant**Authoriser:** Lincoln Fitzgerald, Chief Executive Officer

- Attachments:**
1. Attachment 1 - GLC - A Value and Efficiency Analysis of Collective Library Services 2023
 2. Attachment 2 - GLC Collective Model Transition Risk Assessment

RECOMMENDATION

That Council

1. commits to establishing and transitioning service to a new Library Service Beneficial Enterprise under section 110 and 111 of the *Local Government Act 2020*; and
2. authorise the Chief Executive Officer to undertake the necessary administrative actions to progress the relevant legal and financial steps required; and
3. delegate the Goldfields Library Corporation Board to undertake the necessary steps to progress the relevant legal and financial steps required; and
4. instructs the Goldfields Library Corporation to develop the following key documents:
 - a) a draft constitution for the new entity
 - b) a draft library agreement for Councils to review
 - c) a draft transfer of business agreement
 - d) a risk assessment of business transition; and
5. note that a further report will be presented to Council seeking to endorse the new Beneficial Enterprise constitution.

CONFLICT OF INTEREST

There is no conflict of interest for any Council staff member involved in the preparation of this report, or involved in the subject matter of the report.

PREVIOUS COUNCIL DISCUSSION

Councillors discussed the North Central Goldfields Regional Library's transition to a new Library Service Beneficial Enterprise at the July 2024 Council Forum.

BACKGROUND

The *Local Government Act 2020* removes the Sections from the *Local Government Act 1989* (s.196) providing for the establishment of Regional Library Corporations (RLCs) and instead provides for the establishment of Beneficial Enterprises (s.110 and 111 of the *Local Government Act 2020*).

This approach is aimed at allowing Councils to consider delivering any service, including libraries, that might benefit from a collective approach with other Councils to provide economies of scale or improved service levels for any Council delivered service.

Due to the removal of RLCs sections within the *Local Government Act 2020*, RLCs must be dissolved by 1 July 2030 as part of a sunset clause provided in the legislation.

Prior to the *Local Government Act 2020*, just over half the public library services in Victoria were provided through RLCs (44 of 79 services) and the model particularly served regional areas well in creating collective economic benefit.

Since this change to the *Act*, the following actions have taken place across the various RLCs.

West Gippsland RLC New entity: Myli	Bass Coast Shire, Baw Baw Shire and South Gippsland Shire	Moved all Councils and combined Cardinia Shire into an NFP Company limited by guarantee.
Eastern RLC New entity: Your Library	Knox City, Maroondah City, Yarra Ranges Shire	Moved all Councils into an NFP Company limited by guarantee.
Casey Cardinia RLC New entity: Connected Libraries	Casey City, Cardinia Shire	City of Casey has approved the NFP model and will be a single member of this company whilst Cardinia has merged with the new West Gippsland model also an NFP Company limited by guarantee.
Geelong RLC	Golden Plains Shire, Greater Geelong City, Borough of Queenscliffe, Surf Coast Shire	Resolution by Board move to a Not for Profit (NFP) Company limited by guarantee and this now includes Colac Otway Shire.
Goulburn Valley RLC	Moira Shire, Greater Shepparton City, Strathbogie Shire	All member Councils, have approved the move to an NFP company and will remain a shared service.
Yarra Plenty RLC	Banyule City, Nillumbik Shire, Whittlesea City	All Councils committed to a shared service and Board has recommended moving to an NFP limited by guarantee. Legal consultants are now drafting a constitution.
Whitehorse Manningham RLC	Manningham City, Whitehorse City	Currently still operating as an RLC without further action at this time.
Wimmera RLC	Hindmarsh Shire, Horsham Rural City, Northern Grampians Shire, West Wimmera Shire, Yarriambiack Shire	RLC dissolved. Hindmarsh Shire now run a Council service. Northern Grampians has joined the Central Highlands Library Network (administered by Ballarat Council). Horsham Council runs services for Horsham and West Wimmera Shire. Yarriambiack Shire runs small libraries and a library van service.
Corangamite RLC	Colac Otway Shire, Corangamite Shire, Moyne Shire, Warrnambool City	Dissolved – Warrnambool Council run their single library service (Warrnambool Library) with some services purchased from Yarra Plenty RLC. Colac Otway Shire have joined with Geelong RLC and will move to the new NFP company. Corangamite and Moyne Shire provide a combined service, coordinated by Moyne Shire Council, with each Council employing staff directly.

ISSUES/DISCUSSIONS

The Goldfields Library Corporation (GLC) Board and CEO have undertaken preliminary work to review the current library service and provide for informed decision-making for each member Council in considering a commitment to continue providing services as a collective.

The preliminary work by GLC has including the following elements:

Service Review/Value Analysis (see Attachment 1):

An independent review of service level and investment for GLC member Councils compared to statewide library services and other RLCs. This includes findings from the statewide service review undertaken by VAGO as well as statewide figures collated by Public Libraries Victoria.

The report noted the following key findings:

- The statewide VAGO audit released in November 2019 ranked Goldfields Library Corporation as the most efficient service at delivering core services compared to all other public libraries in Victoria.
- The VAGO report noted that *“Sharing services makes libraries more efficient, enabling them to deliver more services to the community with fewer resources. Our data analysis shows that, overall, RLCs and co-operative models deliver core library services more efficiently than most standalone council libraries.”*
- The cost per capita to fund GLC services is around \$5.00 per capita **less** than the Victorian average:
 - Goldfields Libraries: \$36.39 per capita
 - Victorian Library Average: \$41.36 per capita
- GLC has capacity to attract diverse funding sources using internal resources. Of all services, GLC had the fifth highest income from other sources outside government of all services in Victoria.
- A collective approach has specific areas where collective benefits are tangible and can be supported with evidence. These include:
 - Movement of staff across municipalities to ensure continuity of operations, allowing efficiency in direct service delivery workforce and ensuring smaller libraries are staffed and are backed up and remain open when absences occur. GLC regularly has staff crossing municipal boundaries and working across multiple branches.
 - Collective arrangements and partnerships that benefit all municipalities are negotiated with partners at local, state and national levels. GLC negotiates services with organisations such as the Sydney Writers Festival, Orchestra Victoria, Australian Ballet to deliver programs across the region.
 - Agility to shift focus and respond to community without high level approval or delays that may be required in Council decision making. GLC rapidly develops partnerships and programs that can benefit Council and community, such as story walks and

Healthy Loddon Campaspe initiatives that link directly to delivering Council outcomes.

- Dedicated collective resources to strategically plan a community driven service, alongside and aligned with member Councils. In 2019, VAGO noted that "...audited Councils do not document their service plans or link library services to the achievement of overall Council objectives." GLC has consistently developed a defined strategy that outlines measurable outcomes and explicitly aligns with Council plans.
- Providing a skilled workforce with a diversity of capacity to match library service delivery requirements. GLC has 100 staff with a range of professional accreditation and experience that transfers across the region, supporting management, program delivery and IT support.
- Collective agreements with partners and service providers deliver a coordinated and economically scaled level of service across all member Councils. Agreements for library management systems (catalogue, collection management, rostering, IT security, email, website) are all collectively negotiated by GLC at significant saving.
- A dedicated management structure focused on library industry best practice and library operations management. Collective structures provide dedicated management resources, focused solely on library services. GLC provides a CEO, senior operational managers and dedicated technical managers for IT, Collections, Programs and Communications, removing the need for any day-to-day management resource from Council at any level.

Financial Analysis

An independent desktop analysis of both collective costs and individual Council costs was undertaken by City of Greater Bendigo Financial Services. City of Greater Bendigo supports the financial reporting and payroll management under a fee for service arrangement with GLC. The key findings independently supported the conclusions of the Service Review and Value Analysis.

The calculations undertaken in the financial review assume a total separation of library services with each Council effectively operating as a stand-alone service and that service levels would be maintained to the existing levels of the Corporation. This allowed for fair and equitable comparison.

The analysis noted the following key losses in efficiency for a stand-alone Council service model:

- Increased staffing due to loss of capacity to shift staff across municipal boundaries to backfill or provide specialist skills/programs.
- Repeated provision of specialised staff across areas such as communications, graphic design, IT management, program and event management for each Council.
- Strategy, HR functions and operational support is separated between Councils and absorbed within existing structures, with some additional resources required.
- Current cost savings through scaled agreements for internal services such as library management software, IT security, courier services (collection movement), collection purchasing power, finance management and payroll services are reduced.

Based on these assumptions, a minimum collective cost increase per annum is estimated at \$710,008.00 for the four member Councils, outside of one-off changeover costs and redundancies.

Risk Assessment (see attachment 2)

Assessing and mitigating risk associated with movement to any new model with particular questions answered on the most common and preferred model - a not for profit company limited by guarantee. (Refer to Attachment 2 – GLC Collective Model Transition Risk Assessment)

Accounting and legal service support requirements:

Ensuring expert advice on any transition to enable all accounting standards and legal requirements for dissolution and transfer of business to a new service model to be met under Section 110 and 111 of the *Local Government Act 2020*.

Environmental Analysis

Given the completed transition to this new model by two RLCs, the GLC Board has access to and has reviewed the risk assessments, constitutions and agreements that have been established and are successfully operating for Myli (West Gippsland) and Your Library (Knox, Maroondah and Yarra Ranges).

Findings:

The best value analysis and risk assessment undertaken indicate the establishment of a Beneficial Enterprise for the purpose of collectively managing library services delivers the most efficient and effective service to our community. The preferred structure is that of a Not-for-Profit Company limited by guarantee.

This model was preferred as it provides a very close fit to the existing operation and meets the requirements of the *Local Government Act 2020* for a Beneficial Enterprise. Seven of the ten RLCs have either completed or are in the process of transferring services to this management model.

Given two RLCs have now completed this process and are operating under this model as new entities, the detail available is adequate to give a clear picture of how the new entity would likely operate.

GLC Board have set aside funding to cover the costs associated with the transition to a new entity under the Not-For-Profit Company model.

Timelines

The following briefly outlines the work to date and expected process following this report.

- **June 2023:** Undertake analysis and review of service value and financial analysis for Board decision and support due diligence for Councils.
- **December 2023:** Board decision to recommend to member Councils a transition to a Not-for-Profit Company as a preferred collective approach under the Beneficial Enterprise (s. 110 of the *Local Government Act 2020*).
- **March 2024:** Invitation to attend information session for all member Councils as a Q and A session on findings and information.
- **May/June 2024: Outlined in this report:** Reports to each member Council to formally endorse commitment to and progress of Beneficial Enterprise transition.
- **July 2024:** Proceed with both legal and accounting consultation to develop new library agreements and undertake dissolution of RLCs.
- **May 2025:** Return to Councils with agreed constitution and library service agreement for final endorsement.
- **July 2025:** Commence operations of new Beneficial Enterprise.
- **December 2025:** Finalise winding up of North Central Goldfields Regional Library Corporation.

COST/BENEFITS

The proposed model of service delivery has been analysed at a local and state level with results consistently showing that the provision of library services as a collective approach is highly efficient and provides a valued and effective service.

Moving to a library service delivered through a single Council approach is noted as less effective and/or more costly based on data analysed and evidence presented by VAGO and the Service and Value Analysis commissioned by the GLC Board.

The cost to deliver the transition is covered by the existing Corporation and will require no further funding from Council.

There was no additional financial cost to Council in preparing this report.

RISK ANALYSIS

As noted above, several independent reviews have assessed the risk of not continuing to provide a shared service approach with the requirement for each Council to establish a new leadership and management structure, increase requirements for Corporate Services and ensure staffing levels are increased locally to cover absences and specialist roles. The risk assessment undertaken by Knox City Council is provided as an example and case study of the internal risk assessment undertaken.

GLC has also undertaken an initial risk assessment based on risk assessments provided by the RLCs that have transitioned to new entities. (*Refer to Attachment 2 – GLC Collective Model Transition Risk Assessment*).

CONSULTATION AND ENGAGEMENT

Consultation and work to date has been completed by GLC Board who represent the member Councils. Cr Linda Jungwirth and Chief Executive Officer, Lincoln Fitzgerald are Loddon Shire Council's appointed members. Mr Fitzgerald also forms part of the Finance sub-committee.



An analysis of Collective Management and Provision of Public Library Services based on a value and efficiency framework.

Goldfields Library Corporation (GLC) is one of the largest collective public library services in Victoria, serving four Local Government Areas (LGAs) in Central Victoria.

GLC was established as a Regional Library Corporation (RLC) in 1996 under the provisions of the *Local Government Act (1989)*. The Act allowed Councils that chose to collaborate, to deliver library services at a scale that provided best value for the collective funds invested with the intent of creating economies of scale and shared value.

Changes to the Local Government Act in 2020 removed the legal structure of Regional Library Corporations as an option and requires all RLC's to transition to a new governance model by 2031.

The first decision for each of GLC's four member Councils is whether they wish to continue in some sort of shared service approach or to individually deliver library services to their community as stand-alone Council services.

All Victorian public library services were audited in 2019 by the Victorian Auditor General's Office (VAGO), as a lead up to the proposed changes to the Local Government Act. RLC's were noted by VAGO as generally being the most efficient approach to providing good value library services. In addition to economies of scale that create efficiencies in service delivery, it is also pertinent to consider the value to member Councils and communities that is delivered through collaboration in a dedicated regional library service.

This briefing paper seeks to provide a structured review of the potential value and potential economies of scale that may be developed through collective delivery of public library services. The framework for analysis is drawn from the *APLA/ALIA Standards and Guidelines for Australian Public Libraries*. Specific GLC case study examples are used where possible to illustrate the potential value and efficiencies of a collective approach.

Executive Summary

1. Goldfields Library Corporation (GLC) was formed in 1996 under s. 196 of the Local Government Act 1989 and delivers library services to 200,000 people in four LGAs in central Victoria – the City of Greater Bendigo and Loddon, Macedon Ranges and Mount Alexander Shires.
2. The Local Government Act (2020) removed the section providing for Regional Library Corporations, giving all Corporations and member Councils a 10-year timeframe to shift to a new structure for library service delivery.
3. Independent analysis by both the Victorian Auditor General's Office (VAGO) and Libraries Victoria shows that GLC is **one of the most efficient and well-performed Victorian libraries**, delivering positive outcomes for its community in terms of literacy and lifelong learning, personal wellbeing, social and digital inclusion, and community resilience.
4. The statewide VAGO audit released in November 2019 ranked Goldfields Library Corporation as **the most efficient service at delivering core services compared to all other public libraries in Victoria**.
5. The cost per capita to fund GLC services is around \$5.00 per capita less than the Victorian average. This equates to an approximate \$1,000,000 saving in comparison to the average cost to provide library services in Victoria.
6. GLC is able to invest in a dedicated group of managers and strategic leadership to coordinate effort across the region because of the collective investment and management approach (provision of a representative Board and executive management team). This leads to efficiencies in service delivery through coordinated and shared programs, staff and physical resources.

7. GLC attracts and retains staff because (unlike single-LGA libraries, especially those in regional and rural areas) it can leverage the resources of the four member Councils' collective investment in people and systems that deliver a community focused and customer focused service.
8. A collective approach does not deliver significant benefits across all aspects of library operations, but there are areas where the benefits are tangible and can be supported with evidence. These include:
 - i. Movement of staff across municipalities to ensure continuity of operations, allowing efficiency in direct service delivery workforce.
 - ii. Collective arrangements and partnerships that benefit all municipalities.
 - iii. Agility to shift focus and respond to community without high level approval or delays that may occur in Council decision making.
 - iv. Dedicated collective resources to strategically plan a community driven service, alongside and aligned with member Councils.
 - v. Providing a skilled workforce with a diversity of capacity to match library service delivery requirements.
 - vi. Collective agreements with partners and service providers that delivers a coordinated and economically scaled level of service across all member Councils.
 - vii. A dedicated management structure focused on library industry best practice and library operations management.
9. The review presents multiple, specific examples and evidence that collective investment, particularly in regional and rural areas can deliver higher value outcomes through the recruitment of specialist staff that improves strategic capability and results in innovation, community aligned outcomes and industry leadership.
10. Of the ten pre-existing Regional Library Corporations across the state (representing 44 of 79 Councils), the following actions have occurred:
 - Three have now moved to a new structure (a Not for Profit Company limited by guarantee)
 - Four have board approval and Council commitments to move to a Not for Profit Company Limited by Guarantee
 - Two have dissolved and restructured either as shared services or stand-alone Council libraries.
 - One has yet to make any decision on a future delivery model
 - GLC Board has approved the development of information and a report for all member Councils to work towards a collective Beneficial Enterprise, particularly the Not-for-Profit Company limited by guarantee.

1. INTRODUCTION

This review analyses and quantifies the efficiency and value potential of a collective approach to management and delivery of public library services and has been undertaken for the Board of the Goldfields Library Corporation by Corporation staff and I & J Management Services (IJMS).

IJMS is an independent library consulting service based in Sunbury, Victoria. IJMS wrote *Guidelines, Standards and Outcome Measures for Australian Public Libraries* for the Australian Public Library Alliance (APLA) and Australian Library and Information Association (ALIA) in 2016. IJMS updated the national standards and guidelines for APLA/ALIA in 2021. Among other planning and review work for libraries across Australia, in the last 8 years IJMS has undertaken comprehensive service reviews for Corangamite RLC (2016), Wimmera RLC (2018), Glenelg Shire (2020), Murrindindi Shire (2022), Mitchell Shire (2022-2023), Northern Grampians Shire (2023) and Wellington Shire (2023). IJMS has also developed strategic library plans for Geelong RLC (2017) and the Central Highlands Library Network (2021). Annually since 2013-14, IJMS has, for Public Libraries Victoria (PLV), compiled and analysed statistical and financial data for all Victorian public library services to inform statewide planning and advocacy activities.

2. GOLDFIELDS LIBRARIES – EVIDENCE OF A HIGH-PERFORMING LIBRARY SERVICE

Independent and separate analysis of GLC's operating efficiency, service provision and use indicate that GLC is one of Victoria's most efficient and consistently well-performed libraries. This is a vital consideration in any individual Council's decision about its future library service model.

2.1. VAGO 2019 audit

In November 2019, the Victorian Auditor General's Office (VAGO) released a study reviewing the efficiency and effectiveness of public library services across Victoria. VAGO's primary source data included information on library staff numbers, collection size, loan numbers and opening hours compiled through the annual PLV statistical survey. The VAGO analysis broadly showed that:

- overall, Regional Library Corporations and co-operative models were more efficient than stand-alone Council libraries because their longer opening hours and higher volume of loans offset their larger investments
- rural Councils tended to be more operationally efficient than metropolitan ones, as they have found ways to deliver core library services to their communities with less financial investment, for example, by sharing facilities with other Council or community services.

VAGO noted that at the time, 'shared library services' were used by 44 of 79 local governments in Victoria (56%) and generally fell into one of two models.

- Regional Library Corporations – Under the *Local Government Act (1989)* two or more councils can form an RLC, a separate legal entity to its member Councils that matches some of the provisions under the Act that apply to Councils. For example, RLCs must publish their own annual report and develop a four-year Library Plan which outlines their strategic objectives. VAGO noted that the new Local Government Act proposed the abolition of the Regional Library Corporation as an entity formed under the Act, which duly occurred, with a 10-year time period to transition to new arrangements.
- Co-operative models – The co-operative model is where one Council library service delivers or leads key operational activities on behalf of neighbouring councils (for example, collections management, purchasing and technological support). Rather than form a separate legal entity,

the councils in this model use a service agreement to define roles, responsibilities, and the cost of services.

VAGO's conclusion on a shared services approach was clear.

"Sharing services makes libraries more efficient, enabling them to deliver more services to the community with fewer resources. Our data analysis shows that, overall, RLCs and co-operative models deliver core library services more efficiently than most stand-alone council libraries."

VAGO had ranked all library services in the state in terms of efficiency and effectiveness based on a Data Envelopment Analysis covering comparable variables that included both inputs (Employee FTE, Collection size) AND outputs (Loans, Opening hours, Program attendance).

The ranking table below is taken directly from the VAGO report and places GLC as the most efficient service when considering both core library services and the delivery of programs and events.

Data Envelopment Analysis results, Victorian Libraries VAGO 2019 Report

Library	Service delivery model	Core library services	Programs and events
Goldfields RLC	RLC	1.00	1.00
Glenelg Shire	Council	1.00	1.00
East Gippsland Shire	Council	1.00	1.00
Towong Shire	Council	1.00	1.00
Indigo Shire	Council	1.00	1.00
Eastern RLC	RLC	1.00	1.00
Whitehorse Manningham RLC	RLC	0.90	0.90
Yarra Plenty RLC	RLC	0.87	1.00
Glen Eira City	Council	0.84	1.00
Murrindindi Shire	Council	0.82	0.96
Casey-Cardinia RLC	RLC	0.82	0.82
Mornington Peninsula	Council	0.81	0.81
West Gippsland RLC (now Myli)	RLC	0.78	0.89
Campaspe Shire	Council	0.74	0.79
Central Highlands Network	Co-operative	0.73	0.73
Geelong RLC	RLC	0.69	0.86
Corangamite RLC	RLC	0.68	0.68
Gannawarra Shire	Council	0.67	0.68
Hobsons Bay City	Council	0.67	0.91
Wyndham City	Council	0.65	0.73
Mitchell Shire	Council	0.63	0.95
Melbourne City	Council	0.63	0.71
Goulburn Valley RLC	RLC	0.63	0.78
Monash City	Council	0.62	0.69
Yarra City	Council	0.60	0.69
Darebin City	Council	0.60	0.60
Boroondara City	Council	0.60	0.60
Stonnington City	Council	0.59	0.59
Moonee Valley City	Council	0.59	0.78
Greater Dandenong City	Council	0.59	0.60
Melton City	Council	0.56	0.82
Wellington Shire	Council	0.56	0.66

Library	Service delivery model	Core library services	Programs and events
Frankston City	Council	0.56	0.58
Maribyrnong Shire	Council	0.55	0.56

At the time of the VAGO report there were 10 RLCs and 2 library networks operating in Victoria. Collaborative approaches have historically been preferred by Councils in regional and rural Victoria as they have allowed smaller councils to achieve service efficiencies through aggregation and economies of scale. In 2019, 71% of regional and rural LGAs had library services delivered through an RLC or library network, compared with only 32% in metropolitan Melbourne.

Service Model	Metropolitan	Regional/Rural	Total
RLC	4 RLCs / 10 LGAs	6 RLCs / 23 LGAs	10 RLCs / 33 LGAs
Library network	-	2 Ntwks / 11 LGAs	2 Ntwks / 11 LGAs
Stand-alone	21 LGAs	14 LGAs	35 LGAs
Total	31 LGAs	48 LGAs	79 LGAs
% in collective model	32%	71%	56% LGAs

The current situation for Regional Library Corporations (RLC) continues to change and over the last four years the following movement has occurred:

- The transition of Eastern RLC to a Not For Profit (NFP) Company limited by guarantee (trading as “Your Library”)
- The transition of West Gippsland RLC to an NFP Company limited by guarantee (trading as your Myli, also joined by Cardinia Council)
- Board agreements to move to an NFP Company limited by guarantee for Goulburn Valley RLC, Geelong RLC, Yarra Plenty RLC and Casey RLC.
- The break up of Wimmera RLC (Hindmarsh and Yarriambiack are now stand-alone, Northern Grampians joined the Central Highlands Network, Horsham provides services to Horsham and West Wimmera)
- the break up of Corangamite RLC (Warrnambool is now stand-alone, Colac-Otway joined Geelong RLC, Corangamite and Moyne continue to collaborate)
- the break up of Casey-Cardinia RLC (Casey is moving to an NFP Company, Cardinia joined Myli).

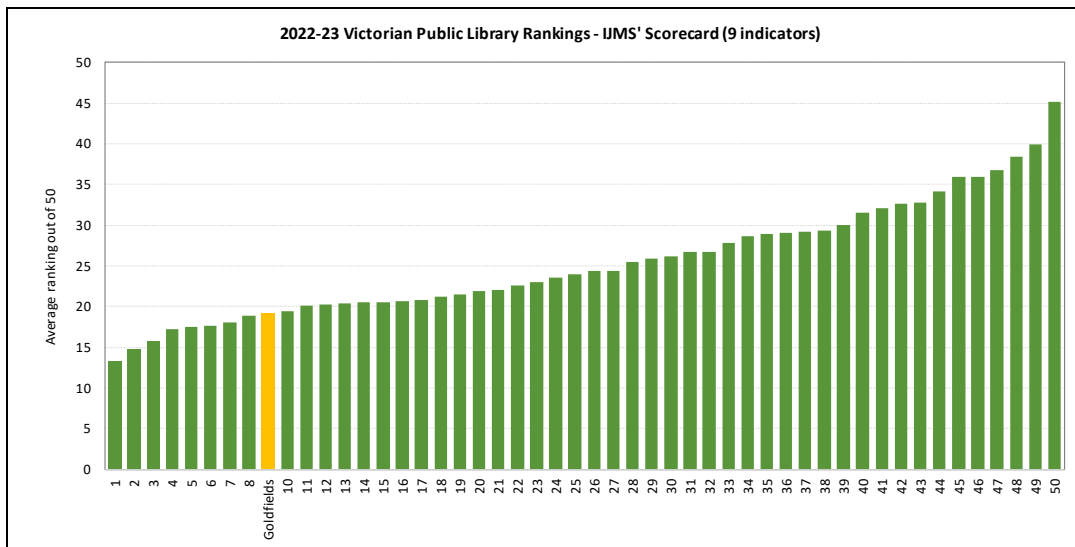
The majority of RLC’s now appear to be moving to a beneficial enterprise as regulated in the Local Government Act with the preferred approach being the Not For Profit Company limited by guarantee. See Appendix 1 for more details.

2.2. Independent library service benchmarking

Since 2013-14 IJMS has been engaged by PLV to manage the collection, aggregation and analysis of annual statistical data from all Victorian public libraries. This data is included in national reporting of library statistics and is used locally for benchmarking and advocacy purposes. All data is published on the PLV website (<https://www.plv.org.au/resources/>).

IJMS has independently developed a library scorecard that compares the performance of all 50 Victorian library services (excluding Vision Australia). The scorecard combines 9 different indicators of library

service provision, service efficiency and library use. Overall library rankings are based on the performance of each library service against all 9 indicators. Analysis of the 2022-23 PLV survey data indicates that GLC is ranked 9th of 50 Victorian library services.



GLC’s highest ranking on the 9 individual indicators is also 9th – for collections items per capita (a measure of the size of fit of the collection to the target population). GLC’s overall 9th ranking is based on performing at or above average against 8 of the 9 indicators.

Focus	Indicator	GLC 2022-23	Victoria average 2022-23
Service provision	Funding per capita	\$36.39	\$41.36
	Staff FTE per '000 population	0.26	0.29
	Collection items per capita	1.24	1.38
Efficiency	Turnover (loans per item)	3.3	4.4
Use	Membership as % of population	30.5%	29.2%
	Visits per capita	3.6	3.1
	Loans per capita	6.1	6.0
	Program attendance per capita	0.34	0.26
Satisfaction	Customer satisfaction	8.9	8.7

The conclusion from this analysis is that GLC is one of Victoria’s highest performing library services. And this level of performance is not the result of excellence against any single indicator, but sustained good performance against ALL key library indicators.

As noted in the VAGO analysis, when this performance position is compared against cost of service, VAGO found that GLC ranked highest in the state in terms of return on investment.

It should also be noted that the recent experience of rural Victorian Councils that have left collectives in pursuit of a ‘cheaper’ library service is not positive.

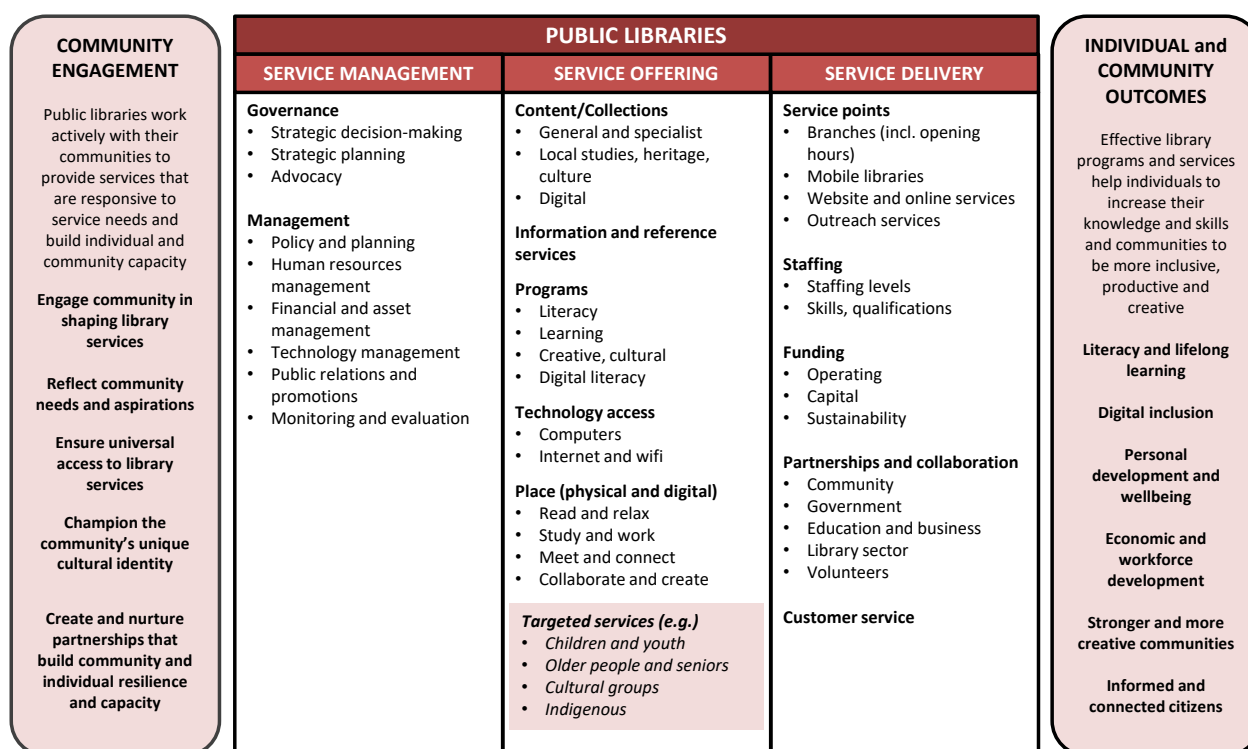
Some have struggled to integrate library services back into Council operations, not fully appreciating the value of dedicated library management, specialist library skills and experience, and industry connections.

As a result, communities in Buloke, Hindmarsh and Yarriambiack (for example) now have access to possibly less costly but fewer and lesser quality library services that rank among the least well-used (on a per capita basis) and lowest performers in the state based on PLV collated data (overall rankings from 43 to 49 out of 50).

3. USING THE FRAMEWORK FOR AUSTRALIAN PUBLIC LIBRARIES TO ANALYSE VALUE.

In 2020 APLA and ALIA released an updated version of *Standards and Guidelines for Australian Public Libraries* (the Guidelines).¹ The Guidelines are presented through a comprehensive framework that brings together and illustrates the essential operational components of a contemporary public library within the Australian context – from strategic community engagement to service governance and management, service offering, service delivery, and the ultimate impact on individual users and the communities that public libraries serve (see diagram below).

A FRAMEWORK FOR AUSTRALIAN PUBLIC LIBRARIES



The Framework indicates five key areas where guidance can be provided to enhance the effective and efficient operation of public libraries.

- At its core, a public library is defined by:
 - i) the services it offers
 - ii) the way it delivers those services to the community
 - iii) the way in which it is managed.

¹ APLA/ALIA, *Standards and Guidelines for Australian Public Libraries*, December 2020.

- The quality and value of the library is defined by:
 - i) the way in which it understands and strategically responds to the particular needs of its community
 - ii) the extent to which it has a positive impact on library users' knowledge, skills, attitudes and behaviours, and enables communities to be more inclusive, productive and creative.

Investment in public libraries is an investment in the strength, capability and resilience of the community. Therefore, public **libraries must work actively with their communities** to provide services that are responsive to community needs and that build individual and community capacity.

The way in which a public library is **governed and managed** has a significant impact on its capacity to achieve its community-focused goals efficiently and effectively. This includes issues related to:

- leadership, strategic planning and policy, and advocacy
- management of human resources, finance, facilities, capital assets and technology
- public relations and promotions, and monitoring and evaluation.

A modern library offers **five core services** to meet the recreational, educational, social, information and employment-related needs of library users of all ages, interests and backgrounds. These services are:

- physical and digital content and collections
- information and reference services
- reading, literacy, learning, wellbeing, cultural and creative programs
- access to computers, the internet, printers, scanners and other mainstream technology
- places and spaces where people can relax, work, meet, learn, connect and create.

A library's service offerings can be **delivered in different ways** to different users in different places at different times. Traditional and well-loved branch libraries are now complemented by online and outreach services that take the library out and into the community. Libraries are increasingly developing partnerships and alliances with community, education, government and business organisations to leverage resources and broaden access for a wide range of users.

Library programs and services help individuals to increase their knowledge and skills, to change their attitudes and behaviours, and to access information and increase awareness of what is happening in their community. Libraries also have a **positive impact on community, economic and cultural outcomes**.

In its entirety, the Framework provides a structure that can be used to analyse and describe value elements of a shared service model outside of scaled economic efficiency.

4. A VALUE ANALYSIS OF COLLECTIVE LIBRARY SERVICES BASED ON THE NATIONAL FRAMEWORK.

As indicated in Section 3, this analysis steps progressively through the 14 key elements of the Framework for Australian Public Libraries, giving consideration to the value a collective approach may provide under each key heading. For this analysis, the 14 elements of the framework noted below are presented in an order that highlights the value of collective approaches, NOT the sequential order that they appear in the Framework.

- 4.1. Management
- 4.2. Staffing
- 4.3. Partnerships and Collaboration
- 4.4. Governance
- 4.5. Community Engagement
- 4.6. Funding
- 4.7. Content/Collections
- 4.8. Programs
- 4.9. Service Points
- 4.10. Technology Access
- 4.11. Individual and Community Outcomes
- 4.12. Places and Spaces
- 4.13. Customer Service
- 4.14. Information and Reference Services

4.1. Service Management – Management

APLA/ALIA Guideline	<p>Establish and implement management policies and approaches that are consistent with the general principles of good organisational management and address the specific requirements of an effective and efficient public library. This includes management of:</p> <ul style="list-style-type: none"> - library policies and planning - human resources - finance and assets - technology assets and infrastructure - risk management - marketing and promotion - monitoring and evaluation.
Value of a Collective Approach	<ul style="list-style-type: none"> ▪ A collective approach to provision of library services has major implications for the management of high quality community-focused library services. <ul style="list-style-type: none"> - Pooling resources enables the recruitment of a CEO or high level management team with significantly higher levels of experience, skills and connections than any single LGA Library Manager would possess. This is especially true in regional and rural areas. This has potential to enhance every aspect of organisational performance. - Aggregation of functions across Councils means the collective can also afford to employ middle level staff with specialist skills and expertise (e.g. library programming, community engagement, IT). This experience can result in more coordinated management of operations and allows customer-facing library staff to focus on customer service. - Direct control of management functions (e.g. HR, finance, OHS policy, risk management) provides flexibility and agility in organisational decisions.

	<ul style="list-style-type: none"> - Collective management of a dedicated library website efficiently allows for development of a library-focused user interface which enhances the user experience (e.g. eLibrary, online programming).
Specific GLC examples	<ul style="list-style-type: none"> ▪ The ability to employ management that reduces load on Council staff to actively manage operations of the service. ▪ GLC provides dedicated program, collections, operations, HR, IT and outreach managers and coordinators that are overseen by an Executive Officer. This negates the need for each Council to separately consider employment of these positions and provides a coordinated approach both geographically and organisationally. ▪ Ability to deliver specific surveying of community on library service e.g. “libraries of the future” survey that delivered feedback from more than 1000 respondents locally and informed strategic direction for the service. ▪ Capacity to provide inhouse strategic advice to Councils and develop library strategy with no additional resourcing by Councils.

4.2. Service Delivery – Staffing

APLA/ALIA Guideline	Ensure that the size, qualifications, capabilities and mix of the library workforce support delivery of a range of services and programs which meet the needs of the community.
Value of a Collective Approach	<ul style="list-style-type: none"> ▪ Aggregation significantly increases the capacity to attract and retain qualified library staff. ▪ Libraries are a customer service business, with customer satisfaction closely tied to the quality of the professional and personal interactions between library customers and staff. On average, 71% of total library expenditure is on staff costs. ▪ The APLA/ALIA standard is for one staff member (FTE) with industry-recognised qualifications per 10,000 population. At least two Victorian library services currently have no staff with library qualifications. Many rural library services have only one staff member with library qualifications. ▪ A collective approach creates a larger workforce and the opportunity to work with a team of library professionals or community of practice. ▪ A larger workforce also provides the opportunity for: <ul style="list-style-type: none"> - specialization in key functional areas (e.g. children’s services, readers’ advisory, programming, IT) - employment of people with a mix of complementary skills relevant in a contemporary library service (e.g. education, community development, social work). ▪ A larger, more qualified and diverse workforce fosters innovation, increases the quality of the service provided and improves community outcomes.
Specific GLC examples	<ul style="list-style-type: none"> • The ability to transfer staff between municipalities, under a collective agreement, reducing the need for casual and part time staff requirements.

	<ul style="list-style-type: none"> • The ability to diversify staff skills (IT, story time, STEM, collection managers, youth, catalogue specialists etc.) that operate regionally and share that skill base. GLC employs teachers, early years specialists, science communicators, social workers as well as staff with local government and community development backgrounds. • Dedicated staff that collectively contribute to region wide: <ul style="list-style-type: none"> IT management and IT staff support Collection management Graphic Design Communications (press, promotions, printing, social media) Program coordination and event management Managing collective partnerships or agreements Attracting and managing significant additional grants money Coordination of Home Library Service, agencies and volunteers.
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4.3. Service Delivery – Partnerships and Collaboration

APLA/ALIA Guideline	<p>Develop partnerships and collaborate with individuals and organisations to leverage the complementary knowledge, expertise and resources of the library and partners in order to:</p> <ul style="list-style-type: none"> - raise awareness of and promote library services to targeted population cohorts, thereby increasing library membership, use and impact - expand service offerings and service delivery options - improve service reach, quality and efficiency.
Value of a Collective Approach	<ul style="list-style-type: none"> ▪ Strategic partnerships with community organisations and Council Departments benefit libraries into two main ways: i) leveraging the resources of both partners to provide service efficiencies; and ii) increasing the reach of the library service into that partner’s target audience. These benefits are particularly important in library programming as they enable the library to efficiently offer a more diverse offering to the community. ▪ Collective approaches to library management make it much more efficient to develop and maintain strategic partnerships. Rather than each member Council having to manage a partnership with a select organisation (e.g. a book publisher), the collective is able to do this through a single relationship, and often with a staff member who has (or develops) expertise in partnership management. The collective also creates critical mass that is more appealing to potential partners as they can reach more people through a single connection. ▪ The same rationale applies to key industry connections as the collective can more efficiently channel and leverage engagement with PLV, SLV, ALIA, suppliers, etc. -
Specific GLC examples	<ul style="list-style-type: none"> ▪ Orchestra Victoria and Australian Ballet Partnerships- centrally managed with events now having run across all municipalities. ▪ Sydney Writers Festival- partnership to stream live events into local GLC libraries across the region, particularly Macedon Ranges and Mount Alexander Shire.

	<ul style="list-style-type: none"> ▪ Book Publishers, GLC negotiating regionally coordinated author talks that allow for author tours and multiple events across the region. E.g.: William McInnes touring through Macedon Ranges, Mount Alexander and Greater Bendigo or Anne Cleaves touring to Bendigo and Loddon Shire. ▪ Efficient and coordinated agreements with IT organisations or software providers who collectively provide the total library network across all Council areas.
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4.4. Service Management – Governance

APLA/ALIA Guideline	<p>Provide governance mechanisms that ensure that the library:</p> <ul style="list-style-type: none"> - has sound strategic planning and decision-making processes - is accountable to its community and stakeholders for the services it provides - has a voice in advocating to policy-makers, funding bodies and the community the value of public libraries in strengthening community outcomes.
Value of a Collective Approach	<ul style="list-style-type: none"> ▪ The governance models used by Victorian library collectives have both positive and negative aspects. ▪ One positive is that the RLC model reduces the need for immediate internal management of library service within busy Councils ('one less thing to manage'). However, experience has shown that failure to maintain an appropriate level of oversight is a real risk and the library can be disconnected from critical Council decisions ('out of sight, out of mind'). This can be detrimental to both the library and other Council Departments. ▪ A significant benefit of collaboration is the capacity to undertake dedicated high-level library-focused strategic planning that is informed by and aligned with Council and regional directions but remains specific to library service delivery. Once again, there are efficiencies in doing this once for the collective rather than each member Council producing separate plans that each individually acknowledge and respond to the same social conditions and industry trends.
Specific GLC examples	<ul style="list-style-type: none"> ▪ The Goldfields Library Plan specifically connects both regional partnership and Council Plan objectives to the Library priorities and actions. This is an active effort of the Board and library executive to align Council and library outcomes from the top down. ▪ Library staff committed to being part of Council working groups and steering committees and ensuring that the Library is noted as one of the services in many Council plans such as Health and Wellbeing, Early Years, Disability, Inclusion and Ageing Well. ▪ Specific and dedicated governance that provides for regular and equal input from all member Councils under an established set of agreed rules (the Regional Library Agreement).

4.5. Community Engagement

<p>APLA/ALIA Guideline</p>	<p>Ensure the scope, delivery and management of public library services is responsive to local community needs and builds individual and community capacity.</p> <ul style="list-style-type: none"> - Engaging the community in shaping library services - Reflecting community needs and aspirations - Ensuring universal access to library services within the community - Championing the community’s unique cultural identity - Creating and nurturing partnerships to build community and individual resilience and capacity.
<p>Value of a Collective Approach</p>	<ul style="list-style-type: none"> ▪ A collective approach to management of library services does not diminish the capacity for local community engagement within a single LGA (e.g. Loddon, Kangaroo Flat). But it does open up the opportunity for agile and focused engagement at a regional level, cognizant of but without having to work through internal Council processes. This can be efficient when exploring the needs of non-geographic communities, for example, young people, seniors, CALD communities, LGBTQIA, writers. ▪ It is also more efficient when engaging with partner organisations that have a regional perspective (see 4.3 Partnerships and Collaboration.
<p>Specific GLC examples</p>	<ul style="list-style-type: none"> ▪ In 2021 GLC ran a Libraries for the Future consultation process involving pop up consultation, surveys and stakeholder interviews, garnering over 1000 responses from local residents about what they would like to see in local libraries. This work informed the Library Plan and strategic development of libraries. ▪ GLC provides dedicated strategic resources focused on community and stakeholder engagement through funded positions such as Engagement Manager, Communications Coordinator, Community Based Services Coordinator and Programs Coordinator. ▪ GLC manages key statewide and regional partnerships with stakeholder groups such as community health, Arts Victoria, Orchestra Victoria etc. that result in value added program and service delivery.

4.6. Service Delivery – Funding

<p>APLA/ALIA Guideline</p>	<p>Fund provision of public library services to at least the minimum level required to sustainably support the local community in meeting its information, educational, recreational and cultural needs.</p>
<p>Value of a Collective Approach</p>	<ul style="list-style-type: none"> ▪ The APLA/ALIA standards note that ... <i>“Very small populations may have significantly higher per capita expenditure due to minimum staffing, collection and infrastructure costs. Large populations (more than 100,000 people) may realise service efficiencies due to economies of scale in collection size, service development and service management.”</i> ▪ In 2022-23, regional library corporations and networks in regional Victoria had lower average per capita expenditure (\$37.17) than

	<p>metropolitan corporations (\$38.02), metropolitan stand-alone libraries (\$44.13)² and regional stand-alone services (\$44.46).</p> <ul style="list-style-type: none"> GLC’s per capita expenditure in 2022-23 of \$36.39 was in line with the average for regional collectives.
Specific GLC examples	<ul style="list-style-type: none"> With a per capita contribution combined between Council and state government of \$36.39, GLC has a lower level of funding per capita than standalone services in either regional or metropolitan Victoria and is slightly lower than the average Corporation funding model. Council per capita contributions to GLC delivered the 32nd lowest level of per capita funding for libraries across all Councils in 2022-23 (the most recent comparative year available) GLC was noted by VAGO as having the most efficient ratio of cost or staffing levels in the state, compared to standardised outputs such as program attendance and collection size and movement.

4.7. Service Offering – Content/Collections

APLA/ALIA Guideline	<p>Develop and manage library collections which:</p> <ul style="list-style-type: none"> meet the information, education, recreational and cultural needs of the community foster a love of reading and inspire intellectual curiosity support lifelong learning. <p>Develop selection, acquisition and collection management procedures that ensure relevant library materials are available and accessible to the community in appropriate formats as soon as possible.</p> <p>Facilitate access by the local community to resources held in other Australian libraries.</p> <p>Collect, preserve, maintain and provide access to resources that document, illustrate and record the history and cultural heritage of the local area and development of the local community.</p>
Value of a Collective Approach	<ul style="list-style-type: none"> The APLA/ALIA standard on collection size is differentiated for libraries serving different sized populations (from 2.0 items per capita for less than 20,000 population to 0.8 per capita for 400,000 or more). <i>“Libraries serving smaller populations typically require a greater number of collection items per capita to provide a sufficiently diverse collection and choice to their community. Large library services can realise collection efficiencies by having smaller collections per capita and moving stock around in response to user demand.”</i> Therefore, aggregation delivers both: <ul style="list-style-type: none"> financial efficiencies (lower direct collection cost per capita - \$6.24 for Victorian corporations and networks in regional areas vs \$7.07 for stand-alone libraries in regional/rural areas) and operational efficiencies (smaller relative collections reduce time spent on procurement and stock management). Given the capacity to reduce the number of collection items per capita, some of this ‘saving’ can be diverted back into having a wider range of

² This figure excludes the City of Melbourne library service which has a disproportionately high funding rate due to it being a major provider of services to non-resident CBD workers, visitors and tourists.

	<p>titles available for customers – delivering qualitative benefits to readers while still having lower collection costs.</p>
Specific GLC examples	<ul style="list-style-type: none"> ▪ GLC holds the 11th largest collection in Victoria which is available for loan and easy distribution across all branches. ▪ GLC delivers and manages both an in-house and contracted courier service that provides a twice-weekly distribution of collection across all branches, supporting a responsive patron reserve system. ▪ GLC provides a patron request system that delivers suggested collection purchases or requests for collection outside of that held by GLC. This is internally managed by GLC collection management staff. ▪ GLC has pioneered the Read Now project to have multiple copies of popular titles available and allocated to each branch to improve collection access for patrons.

4.8. Service Offering – Programs

APLA/ALIA Guideline	Provide targeted and engaging activities that reflect the diversity of the community and encourage and enhance effective and productive use of the library.
Value of a Collective Approach	<ul style="list-style-type: none"> ▪ Library programs have the potential to create significant and lasting benefits for participants in relation to literacy and lifelong learning, social and digital inclusion, and community strengthening. ▪ Collective approaches to library service provision deliver three main benefits in relation to library programming. <ul style="list-style-type: none"> - an aggregated workforce allows for recruitment of staff with specialist expertise in program design, development and management (see 4.2 Staffing) - program development and delivery is much more efficient as a single (and often better quality) program can be rolled out to multiple locations across the region (e.g. author talks, story walks) - aggregation creates critical mass that is more appealing to program partners as they can reach a wider audience (see 4.3 Partnerships and Collaboration).
Specific GLC examples	<ul style="list-style-type: none"> ▪ Agility in running relevant and responsive programs: <i>“Recently, I approached the Bendigo Library about running an E-Safety session for our teens and preteens, especially for our most vulnerable children. I was given a Projects email. The response was immediate and positive. Now, the concept is up and running with 3 sessions programmed for Spring.”</i> ▪ Rollout of story walk program after successful pilot initiated in Castlemaine across all municipalities- GLC has capacity to innovate and experiment and then rollout successful programs across the region. ▪ Library lock in events again initiated through work in Castlemaine – piloted and now rolled out at other sites in other municipalities. ▪ One of the highest levels of program delivery and participation in the state. Again, VAGO ranked GLC as having the highest level of program participation when compared to staffing levels in the state. ▪ Partnerships and funding for programs at state and regional levels are developed and managed by GLC- publishing houses, writers festivals,

	arts organisations, Regional Partnerships initiatives, local health services, member Council departments, philanthropic trusts, federal service funding etc.
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4.9. Service Delivery – Service Points

APLA/ALIA Guideline	<p>Provide library facilities which:</p> <ul style="list-style-type: none"> - are convenient and accessible to the public and serve the identified needs of the community - are attractive, functional and stimulate interest in library services - are designed for flexible use, efficiency in operation and sustainability - are safe and secure for library users and staff. <p>Provide mobile, online and outreach services that take the library out and into the community.</p> <p>Support virtual visits to the library via the library website and online services so that library content and services are available when and where customers want them.</p>
Value of a Collective Approach	<ul style="list-style-type: none"> ▪ Collective approaches to library service provision deliver two main benefits in relation to service points. ▪ Firstly, all of the personnel and financial resources that would be separately spent on developing and maintaining separate websites can be invested in a single higher quality website with greater functionality that enhances the user experience (e.g. search capability, online programming). ▪ Secondly, greater innovative capacity in the library workforce (see 4.2 Staffing) and economies of scale have been found to foster early trial and deployment of innovative service delivery models. Aggregated workforces have been better able to find time and creative energy to research, plan, resource and deliver approaches that reach out to more people in the community.
Specific GLC Examples	<ul style="list-style-type: none"> ▪ GLC Library Agencies and direct volunteer management model represent innovations in service delivery aimed at extending value for Councils. ▪ Free, business standard and high-speed internet for patrons funded and managed by GLC create libraries as digital hubs for remote working and studying. Joint development of working spaces within libraries to support local study and remote working/business. E.g. Work pods funded for Bendigo and Castlemaine, Tammia Long Room development at Castlemaine, consultation, planning and sourcing funding for Gisborne renovations. ▪ GLC has the sixth highest number of branches and opening hours across the state with many branches within a 15-30 minute drive of one another. ▪ Single, high-quality website managed through IT and communications team where items can be reserved, program bookings occur and all eResources are accessible.

4.10. Service Offering – Technology Access

APLA/ALIA Guideline	Provide free public access to computers, the internet and other equipment and applications. Support library users to develop digital skills and confidence.
Value of a Collective Approach	<ul style="list-style-type: none"> ▪ One of the greatest challenges of stand-alone library services is that they are commonly reliant on Council’s IT Department for support of library technology infrastructure and assets. This should not (of itself) be an issue, but the experience in many libraries is that there is a failure to recognise the unique technology requirements of a public library. ▪ The major issue is that provision of technology access to the public is a specific library service, creating a user expectation that the service is available at all times when the library is open. If the network or systems are down for any reason reinstatement must be a No. 1 priority as disgruntled users take out their frustration on library staff. ▪ In addition, the Library Management System (LMS) is the lifeblood of the collection. Managing an LMS requires specific technical knowledge, integration with other Council systems (e.g. payments), and any downtime brings borrowing to a halt. ▪ As noted in 4.2 Staffing, an aggregated library workforce can provide for dedicated and skilled IT staff who can prioritise issues from a user perspective.
Specific GLC Examples	<ul style="list-style-type: none"> ▪ Dedicated IT infrastructure managed by staff on a collective regional basis. ▪ High level backup, data protection and cyber security and business continuity services in place and managed by executive staff. ▪ Collective agreements with specific library management system software providers. ▪ Boutiques library specific software (loaning systems, collection management, PC booking, remote printing/copying) purchased and managed internally and adds to service suite for users.

4.11. Individual and Community Outcomes

APLA/ALIA Guideline	<p>Help individuals to increase their knowledge and skills, to change their attitudes and behaviours, and to access information and increase awareness of what is happening in their community.</p> <p>Have a positive impact on community, economic and cultural outcomes.</p> <ul style="list-style-type: none"> - Literacy and lifelong learning - Digital inclusion - Personal development and wellbeing - Economic and workforce development - Stronger and more creative communities - Informed and connected citizens.
Value of a Collective Approach	<ul style="list-style-type: none"> ▪ Public libraries have maximum impact where they are able to attune the service they provide to the specific needs and interests of their local community(ies).

	<ul style="list-style-type: none"> ▪ The major benefits of a collective approach to library service provision are in the quality of library management, the skills and experience of the library workforce and the number and range of local community partnerships. ▪ Collectively these factors can deliver more efficient library operations, provide a wider service offering that appeals to a wider cross-section of the community, and result in higher levels of library use.
Specific GLC Examples	<ul style="list-style-type: none"> ▪ Libraries Victoria statistics indicate that GLC ranks in the top 10 services across Victoria for usage across the following key areas: <ul style="list-style-type: none"> ▪ Loans: 9th highest ▪ eLibrary collection turnover: 1st ▪ Collection items: 11th largest ▪ Library visits: 9th highest ▪ Active borrowers: 8th highest ▪ Opening hours per week: 6th highest ▪ Number of branches: 6th highest ▪ Gb downloads through public internet: 3rd highest ▪ Program attendees: 6th highest <p>Whilst also ranking 32nd lowest in the cost to Council per capita. (Comparative rankings taken from the 22-23 Libraries Victoria collated statistics for all 50 Victorian public library services)</p>

4.12. Service Offering – Places (physical and digital)

APLA/ALIA Guideline	Provide safe, welcoming and inclusive physical and digital places and spaces that meet the identified needs of the community.
Value of a Collective Approach	<ul style="list-style-type: none"> ▪ In the collective approaches to library services deployed by Victorian Councils, responsibility for provision, presentation and maintenance of library facilities rests with each member Council. ▪ A collective approach provides an opportunity for the funding of furnishings to be planned and funded through the collective model, reducing the burden on Council to solely manage and fund item replacement or maintenance. ▪ Collective services can also provide greater internal investment in furnishings and a standardise approach to symbolic messaging that provides safety, such as acknowledgement of country displays, cultural furnishings and child friendly furnishings. ▪ The benefits of a single more well-resourced library website and online services are addressed in 4.9 Service Points.
Specific GLC Examples	<ul style="list-style-type: none"> ▪ Consistent cultural messaging with rollout of Acknowledgement of Country plaques across all branches. ▪ Bulk purchasing of furnishings provides discounted purchasing power. ▪ Independent assessment of space requirements for safety or replacement of furnishings. i.e. assessment of shelving requirements, introduction of tables and seating to suit use and assessment of public

	liability and OHS elements with management and funding of solutions in many cases.
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4.13. Service Delivery – Customer Service

APLA/ALIA Guideline	Efficiently and always provide friendly, welcoming and high quality customer service to all library customers. That is, have a positive effect on the capabilities and wellbeing of the people who use the library and make them want to return.
Value of a Collective Approach	<ul style="list-style-type: none"> ▪ Customer service levels are more likely to be influenced by the culture that exists within the service organisation, more than its size, efficiency or technical capability. Some of the highest levels of customer satisfaction in Victorian public libraries are in small rural libraries where lower demand (due to population size) and minimum staffing levels (at least one staff member during opening hours) allow for a very personalised library user experience. ▪ One potential benefit of a collective approach to service provision is that allocating administrative responsibilities to dedicated staff frees up customer facing staff to concentrate on quality customer interactions. ▪ Collective resourcing of staff training internally and partnering with Councils on multiple shared training opportunities can improve staff skill and capacity.
Specific GLC Examples	<ul style="list-style-type: none"> ▪ GLC has a dedicated training and development plan addressing key capacities identified as potential gaps for staff. This training is rolled out across all four Councils simultaneously. This approach allows for a library focused approach to training around key social issues such as homelessness, gender equality and cultural sensitivity along with consistent training on workplace safety or other technical service delivery elements.

4.14. Service Offering – Information and Reference Services

APLA/ALIA Guideline	<p>Deliver information, reference and readers’ advisory services that:</p> <ul style="list-style-type: none"> - provide customers with information and/or reading materials that suit their needs in an appropriate timeframe - encourage reading and information literacy and support library users to develop their information and digital literacy skills - facilitate customers’ effective use of library resources and facilities.
Analysis of a Collective Approach	<ul style="list-style-type: none"> ▪ Access to the internet has reduced demand for information and reference services (IRS), although these continue to be highly valued by the people who do call on librarians’ specialist expertise in information discovery. ▪ Generally information and reference services are more likely to be available in larger services, given they require staff time to support patron enquiries on collection, databases or other information sources. ▪ A collective approach to library services creates a larger workforce and the opportunity for specialization in functions such as Information and

	Reference Services (see 4.2 Staffing). This is less likely to occur in smaller library services with fewer qualified library staff.
Specific GLC Examples	<ul style="list-style-type: none"> ▪ GLC has around 85 percent of staff allocated to customer service, with 15 percent of staff allocated to management and coordination of services. ▪ This approach allows for specialist information and referencing skills to be built with value provided through specialist training such as support to access databases for historic or genealogical research, one to one IT support sessions on patron requested topics, supported school research or studies and support with government departments (assisting people with forms or submissions to government services. ▪ Each municipality has a dedicated strategic operational management support as well as day to day branch management. ▪ GLC also has a Community Based Service team that directly manages staff and services for all library agencies and home library services in addition to coordinating a volunteer base of more than 50 people. ▪ GLC also has piloted social work support with a funded staff social work position to assist in building capacity of the workforce in referring patrons to support services.

5. RISK ANALYSIS FOR COUNCILS IN MOVING TO A BENEFICIAL ENTERPRISE

Importantly, GLC has allowed movement in the industry to be part of the analysis in considering risk for member Councils in moving to any new structure of collective services as described in the Beneficial Enterprise section of the Local Government Act 2020.

This has allowed other services to practically test processes and new models of management to ascertain possible risk and consider mitigation to reduce risk and impact as Councils decide on a future approach to library service delivery.

A comprehensive risk review is attached to this report as Appendix 2 and considers the likelihood, impact and mitigating factors of the following business risk categories:

- Strategic** – decisions concerning our business’ structure and objectives
- Compliance** – the need to comply with laws, regulations, standards and codes of practice
- Financial** – our financial transactions and systems
- Operational** – our operational and administrative procedures
- Environmental** – internal and external operations that our business has some control over
- Reputational** – the character or goodwill of our business

Given the work that has now been undertaken by several RLC’s in shifting to a beneficial enterprise model, there are identified mitigating actions that provide expert and experienced guidance through the process of business transfer. These are identified in the risk analysis but broadly include:

- Use of expert accounting and legal consultants to oversee transfer of business and development of constitution and service agreement.
- Appropriate training for members of any new Board structure.
- Time for Councils to scrutinise any new agreements for services and funding structures.
- Support work from the GLC Board, CEO and Executive Team to transition the business.
- Consistent work with staff and union.
- A coordinated communication plan for staff and community.
- Ensure third party service agreements are transferred seamlessly for business continuity.

6. CONCLUSION

This review provides a structured and evidence-based analysis of collective library services utilising both data collated by the Victorian Auditor General's Office (VAGO) and Public Libraries Victoria (the peak body for public libraries).

Analysis indicates that collective services have potential to create both economical savings and add value to a regionally coordinated service, particularly in regional and rural areas where collective pooling of resources can be beneficial.

Specifically, the Goldfields Library Corporation (GLC) provides evidence of being one of the most efficient and effective library services in the state based on the VAGO comparative analysis that placed GLC at the top of all library services based on data that compares resourcing with common outputs in areas of both collection and programs.

Further to this, collective models are shown to have, on average, a lower cost per capita than stand-alone services and GLC shows this approach in action have a cost per capita more than \$5 less per head (around \$1,000,000 collectively) than the average per capita cost in Victoria for library services.

This saving estimate or realised value aligns with the financial analysis attached, which provides for a recurring estimated cost saving of around \$900,000 per annum utilising a collectively resourced service model. (see Appendix 3 Financial Analysis- Library Models)

**Risk Assessment
Transitioning to a Beneficial Enterprise
(Collective Business Model)**

Risk likelihood

The likelihood of Identified risks associated with the proposed change from a corporation under the LGA 1989 to a beneficial enterprise are provided in detail as part of this document and, as part of this has assessed the likelihood that a risk may occur for each one. Risk likelihood can be divided into three categories:

- **Improbable** – Small chance of happening
- **Possible** – Some chance of happening
- **Probable** – Very likely to happen

Impact on our business

CMT has determined the impact of the risk to the business if it were to happen. Risk impact can be divided into four categories:

- 0 – **Acceptable** – little to no effect on the business
- 1 – **Tolerable** – effects are felt but do not seriously affect the business
- 2 – **Unacceptable** – causes major disruption to the business
- 3 – **Intolerable** – business may not recover

Risk matrix

With these parameters, CMT used the matrix below to determine the likelihood of the risk, the impact of the risk, and to devise measures to mitigate any risks.

			Impact			
			Acceptable	Tolerable	Unacceptable	Intolerable
			Little or no effect	Effects are felt but not critical	Serious impact to course of action and outcome	Could result in disaster
			RATING	RATING	RATING	RATING
Likelihood	Improbable	Risk unlikely to occur	0	1	1	2
	Possible	Risk will likely occur	0	1	2	3
	Probable	Risk will occur	1	2	2	3

Managing the risk

Each identified risk is assigned one of four broad management actions to deal with the risk, based on the matrix values above:

- Rating 0:** Accept and proceed
- Rating 1:** Reduce with advice and/or strategies
- Rating 2:** Avoid through strategies
- Rating 3:** Do not proceed

Risk categories

Risks have been considered and analysed against the following business risk categories:

- Strategic –** decisions concerning our business’ structure and objectives
- Compliance –** the need to comply with laws, regulations, standards and codes of practice
- Financial –** our financial transactions and systems
- Operational –** our operational and administrative procedures
- Environmental –** internal and external operations that our business has some control over
- Reputational –** the character or goodwill of our business

Strategic Risks

Key Risk	Risk Rating	Measures/Assurances
<p>Remain a corporation under the LGA 1989 until 2030</p> <ul style="list-style-type: none"> • Serious impact if inaction for up to 6 years • Interim risks in dealing with Member Councils if the RLC falls further behind legislatively with further changes to the LGA 2020 • Risk if decisions are delayed given current examples take between 18 months and 2 years to enact and Councils need time to make decisions on structural details of new service. 	<p>2 – Unacceptable</p> <ul style="list-style-type: none"> • Risk would occur if no action taken. • Could result in major business & statutory complications 	<p>Mitigation</p> <p>Winding up the Corporation in accordance with LGA 2020</p> <p>Set up a beneficial enterprise in accordance with LGA 2020</p> <p>Timely due diligence and consideration for progress by member Councils.</p> <p>Using legal representation to project manage and provide expert advice to GLC and Councils through the process.</p> <p>Analyse the process and experience of other Councils and RLC’s that have moved through this process.</p>
<p>Member Councils agree to wind up GLC, but one or more Councils decide not to participate in the new entity</p> <ul style="list-style-type: none"> • Additional costs (contracts, overheads, etc.) • Redundancies/Transfer of staff 	<p>1 – Tolerable</p> <ul style="list-style-type: none"> • Risk has low probability of occurring. • Depending on number of Councils not participating, the impact could result in diminished savings for participating Councils or abandonment of a collective. 	<p>Mitigation</p> <p>Assessed as very unlikely for the following reasons</p> <ul style="list-style-type: none"> • The Victorian Auditor General’s report: Council Libraries indicated that GLC achieved the highest Data Envelopment Analysis (DEA) business efficiency rating of 1- one of only five in the State. • Further independent and specific analysis shows that the collective approach is financially beneficial for all member Councils and results in a more coordinated and agile response to community needs. • Savings of approximately \$1,000,000 pre year collectively have been estimated based on the average cost per capita to fund library services across the state and an analysis of cost comparisons between a collective beneficial enterprise and stand-alone council models.

<p>Decision to transition or the implementation takes a prolonged period.</p> <ul style="list-style-type: none"> Member Councils may take longer to make decisions. Registrations and application processes may take longer depending on the model (ASIC, ACNC, ATO, etc.) Union negotiations may take longer. 	<p>1 - Tolerable</p> <ul style="list-style-type: none"> Risk likely to occur- it is expected that Council decision making may vary slightly in timing and the processes to create a new approach or entity will be the responsibility of third-party timeframes. Little or no effect unless decisions are made after 2028, with wind up required by 2030. 	<p>Mitigation</p> <ul style="list-style-type: none"> Clear timelines for decision making and implementation communicated to all stakeholders through a Staged Transition Plan Provision of funding has been made for legal expertise and guidance throughout the process Ability to operate as the current entity until the transition is complete. Winding up will not begin until such time as the new entity is established and operational.
<p>Member Council specific obligations are not considered</p> <ul style="list-style-type: none"> Occupancy of building assets <p>Policies and procedures (procurement, competitive neutrality, etc.)</p>	<p>1 - Tolerable</p> <ul style="list-style-type: none"> Risk unlikely to occur little or no lasting effect 	<p>Mitigation</p> <ul style="list-style-type: none"> Maintain policy and procedures in line with Member Council expectations Audit and Risk Advisory Committee and the Board oversight
<p>Strategies, service plans and goals not aligned with Member Councils</p> <ul style="list-style-type: none"> Library Strategies Action/Service Plans <p>Ineffective planning and delivery</p>	<p>0 - Acceptable</p> <p>Risk very unlikely to occur</p>	<p>Mitigation</p> <ul style="list-style-type: none"> Community and stakeholder engagement and consultation Corporates Plans and annual reports reviewed and approved by the Board. Quarterly reporting to Board on achievements and service delivery. Proven long-term track record of delivering library services at a high standard and an ongoing commitment to align with member Council plans and priorities.

Compliance Risks

Key Risk	Risk Rating	Measures/Assurances
Setting up the Beneficial Enterprise and transfer of business is not conducted according to the Local Government Act 2020	2 – Unacceptable <ul style="list-style-type: none"> • Risk unlikely to occur • Could result in legal compliance issues 	Mitigation <ul style="list-style-type: none"> • Legal advice and implementation by expert legal firms • Accounting expertise will also be retained through the process of business transfer and setting up finance. • Member Council due diligence in accordance with the Local Government Act, section 111 has been undertaken.
In the case of moving to a Not for Profit Company Limited by Guarantee, the Corporations Act regulatory obligations and Australian Securities and Investments Commission (ASIC) requirements are not identified or met.	0 - Acceptable <ul style="list-style-type: none"> • Risk very unlikely to occur • The impact would result in resubmitting work or a lengthier process in transitioning. 	Mitigation <ul style="list-style-type: none"> • Legal advice and project management by expert legal firm • Training for Directors and Senior Officers on Corporations and Charities • Registration of new board members as Directors.
Reporting and other requirements of Australian Charities and Not-for-Profits Commission not identified or met.	0 - Acceptable <ul style="list-style-type: none"> • Risk very unlikely to occur • The impact would have the potential for delaying reporting or production of appropriate data to regulatory bodies. 	Mitigation <ul style="list-style-type: none"> • Legal advice and support throughout the first twelve months of operation to ensure all key milestones and reporting requirements are met. • Training for Directors and Senior Officers on Corporations and Charities

<p>GLC policies affecting Members, Users, etc. are removed- i.e. the Regional Library Agreement and Service and Funding Agreement are removed.</p> <p>Council control or management of a new entity is diminished.</p>	<p>0 - Acceptable</p> <ul style="list-style-type: none"> Risk unlikely to occur Little or no effect given the checks and measures of the Local Government Act requirements and proposed mitigation actions. 	<p>Mitigation</p> <ul style="list-style-type: none"> An initial Omnibus By-Law that indicates that all the existing policies and regulations of the previous corporation in relation to library members and users will apply to the new entity. A review of all existing memberships and user policies over time to reflect the new entity. The transfer of all conditions currently within the Regional Library Agreement and Service and Funding Agreement are made to a new constitution and a library service agreement. These documents would be developed using legal consultants with each Council able to undertake any independent analysis of proposed documents.
<p>Implications around Competitive Neutrality Policy, in the case of a beneficial enterprise being established.</p>	<p>0 - Acceptable</p> <ul style="list-style-type: none"> Risk unlikely to occur given a commitment to best value. Minor financial impact – easily rectified by member Councils stipulating requirements for competitive neutrality. 	<p>Mitigation</p> <ul style="list-style-type: none"> Transfer of Business agreement clearly outlines the use of council buildings or lease arrangements. Member Council Procurement Policies to include a clause specific to Beneficial Enterprises Any collective to be established within the parameters of the Beneficial Enterprise Sections of the Local Government Act.
<p>Unidentified Member Council policies impacting or conflicting with operations.</p>	<p>1 - Tolerable</p> <ul style="list-style-type: none"> Risk unlikely to occur little or no lasting effect given capacity to review through Board processes. 	<p>Mitigation</p> <ul style="list-style-type: none"> Review and update operational practices to reflect local government best practice. Ensure clarity on policies that have Board review status.

Financial Risks

(see also the report on the financial implications and risks associated with the proposed restructure of ERL)

Key Risk	Risk Rating	Measures/Assurances
Member Councils' liability in the event of a winding-up	0 - Acceptable <ul style="list-style-type: none"> Risk unlikely to occur Little or no effect 	<ul style="list-style-type: none"> Collective approach will allow for division of assets and GLC has significant funds available (\$2,000,000) for employee commitments (LSL and defined benefits) as well as unrestricted cash of a further \$2,000,000. The collective model may well be a Not For Profit company limited by guarantee where each Member's guarantee is \$1.
Member Council contributions/funding uncertainty	2 – Unacceptable <ul style="list-style-type: none"> Risk unlikely to occur Could result in major impacts on service delivery 	<ul style="list-style-type: none"> Funding arrangements clearly prescribed and agreed to in the transfer of business agreement and new service agreement. Annual budget adopted accordingly by the Board. Members agree to an annual increase calculated each year based on budget requirements and economic conditions.
Loss of alternative revenue streams <ul style="list-style-type: none"> Grants Subsidies Sponsorships Fee for Service 	1 - Tolerable <ul style="list-style-type: none"> Risk unlikely to occur Could have impact on costs or eligibility for funding grants if Government is not coordinated in their recognition of a beneficial enterprise. 	Mitigation Maintain and expand opportunities through: <ul style="list-style-type: none"> Not-for-Profit status by registering as a charity (ACNC) Register Deductible Gift Recipient (DGR) status as a Public Library Service Continue to operate as a collective under the Local Government Act to continue qualifying for appropriate grants.
Maintaining Member Councils <ul style="list-style-type: none"> Equity Percentage Ownership 	0 - Acceptable <ul style="list-style-type: none"> Risk unlikely to occur Little or no effect 	Mitigation <ul style="list-style-type: none"> Using legal consultancy to develop documentation will ensure that the Member Councils' equity and percentage ownership is maintained as per current arrangements. Each Council will have the opportunity to scrutinise the proposed approach and seek independent legal advice. Initial legal advice is funded through GLC at no additional cost to Councils.

<p>Inability to gain new Beneficial Enterprise members or provide fee for service</p> <ul style="list-style-type: none"> • Constitution restricts new Members • The new collective approach is not seen as best value. 	<p>0 - Acceptable</p> <ul style="list-style-type: none"> • Risk unlikely to occur • Little or no effect 	<p>Mitigation</p> <ul style="list-style-type: none"> • Clauses in the constitution accommodate New Members and fees for services. • Develop options to provide Membership types or Fee for Service options. • Proven track record of delivering best values services in the State for current Member Councils with no immediate need to extend services to improve financial position or service levels.
<p>Ineffective financial control</p> <ul style="list-style-type: none"> • Ineffective budget management • Insufficient oversight of finances 	<p>0 - Acceptable</p> <ul style="list-style-type: none"> • Risk unlikely to occur • Little or no effect 	<p>Mitigation</p> <ul style="list-style-type: none"> • Budget reviewed and approved by the Board annually. • Oversight of budget and finances through the Finance Sub-Committee. • At least Quarterly Budget reports to Board. • Annual Audits (VAGO).
<p>Insufficient funds for winding up GLC</p>	<p>0 - Acceptable</p> <ul style="list-style-type: none"> • Risk unlikely to occur • Little or no effect 	<p>Mitigation</p> <ul style="list-style-type: none"> • The Corporation holds extensive unrestricted cash assets and is in a very healthy position to wind up, with funds available to meet all expected liabilities. • The Corporation is able to meet all its liabilities, statutory or otherwise, including all short and long-term employee benefits.

Operational Risks

Key Risk	Risk Rating	Measures/Assurances
Dilution of services to our communities	<p>0 - Acceptable</p> <ul style="list-style-type: none"> Risk very unlikely to occur Could have service implications 	<p>Mitigation</p> <ul style="list-style-type: none"> Community and stakeholder engagement and consultation Library plans and annual reports reviewed and approved by the Board. Quarterly reporting to Board on achievements and service delivery Proven long-term track record of delivering high standards of library services in an efficient environment.
Conflict between Members, Member Representatives, Directors of the Company	<p>2 – Unacceptable</p> <ul style="list-style-type: none"> Risk unlikely to occur Could result in major impacts on service delivery 	<p>Mitigation</p> <ul style="list-style-type: none"> Specific governance and decision-making structure established with legal consultation and agreed to by all member Councils. Dispute resolution processes and escalation points in the Constitution to ensure negotiation pathways.
Board of Directors lack the diversity and specific skills required for the company	<p>2 – Unacceptable</p> <ul style="list-style-type: none"> Risk unlikely to occur Could result in major impacts on governance 	<p>Mitigation</p> <ul style="list-style-type: none"> Specific training for appointed directors to cover key requirements and obligations. The constitution allows for additional external directors. Clear terms of appointments, eligibility for reappointments in the Constitution. Ability for Members to appoint and terminate Directors as required.

<p>Industrial relations</p> <ul style="list-style-type: none"> • Transfer of staff to the new entity • Enterprise agreement • Redundancies 	<p>2 – Unacceptable</p> <ul style="list-style-type: none"> • Risk unlikely to occur • Could result in major impacts to service delivery and costs 	<p>Mitigation</p> <ul style="list-style-type: none"> • Received legal advice that the change does not trigger eligibility for redundancies if employment conditions are maintained. • Clause added to the new EA negotiation to make it explicitly clear for staff. • Clear communication to staff and ASU as transfer process is developed.
<p>Voiding current contracts and other agreements (e.g. IT service provider etc.)</p>	<p>0 - Acceptable</p> <ul style="list-style-type: none"> • Risk very unlikely to occur • Could have service implications 	<p>Mitigation</p> <ul style="list-style-type: none"> • Agreements and contracts will be developed to have a clause that covers our successor entities or transfers of business. • These contracts will be identified, and appropriate negotiations put in place to include any new entity as a party and ultimately remove GLC as the Corporation winds up.
<p>Continuity of ICT systems</p> <ul style="list-style-type: none"> • Library Management System • Internet Service Providers • Etc. 	<p>0 - Acceptable</p> <ul style="list-style-type: none"> • Risk very unlikely to occur • Could have service implications 	<p>Mitigation</p> <ul style="list-style-type: none"> • Assess GLC agreements and contracts with software providers to ensure clauses that covers our successor entities or transfers. • Internal infrastructure will be transferred to the new entity and managed by the new entity.
<p>General Business Operational Risks</p> <ul style="list-style-type: none"> • Occupational Health & Safety • Child Safety • Privacy and Copyrights • Fraud • Cyber security risks • Gender Equality 	<p>1 - Tolerable</p> <ul style="list-style-type: none"> • Risk unlikely to occur • If the risk was realised, the impact could be more significant given legal requirements for many of these legislated areas. 	<p>Mitigation</p> <ul style="list-style-type: none"> • Maintain and review current business continuity plans. • Maintain cyber security strategy. • Internal Policy and procedures reflecting best practice and reviewed with the Board. • Maintain auditing and act on recommendations. • Maintain policies and action plans in key legislated areas of risk. • Periodical and systematic review of controls (policies, systems, etc.)

Environmental Risks

Key Risk	Risk Rating	Measures/Assurances
Amendments/changes to the Local Government Act 2020 or other relevant government Acts.	<p>1 - Tolerable</p> <ul style="list-style-type: none"> • Risk likely to occur • Little or no lasting effect 	<p>Mitigation</p> <ul style="list-style-type: none"> • Contribute and participate in law reform consultations through Members • Identify and plan for changes proactively as per current approaches (i.e. Gender Equality Act, Child Safety and Wellbeing Act etc.) <p>Respond</p> <ul style="list-style-type: none"> • Implement changes under the direction of the Board and Members that impact on any beneficial enterprise.
Rate Capping and other financial constraints outside of control	<p>1 - Tolerable</p> <ul style="list-style-type: none"> • Risk likely to occur • Little or no lasting effect 	<p>Mitigation</p> <ul style="list-style-type: none"> • Identify constraints and budget/forecast accordingly. <p>Respond</p> <ul style="list-style-type: none"> • Work in partnership with Member Councils to respond appropriately in managing service levels and resources.

Reputational Risks

Key Risk	Risk Rating	Measures/Assurances
Not completing the transition to the new entity	<p>2 – Intolerable</p> <ul style="list-style-type: none"> Risk unlikely to occur Could result in a negative reputation for Councils and any future entity 	<p>Mitigation</p> <ul style="list-style-type: none"> Legal advice and implementation by well-established and experienced legal firms Accounting consultants to assist with the process of business transfer and setting up finance Member Council due diligence in accordance with the Local Government Act, section 111 Guidance and direction from the Board, Consultants and Member Councils.
Unsatisfactory service delivery and negative backlash from the community	<p>0 - Acceptable</p> <ul style="list-style-type: none"> Risk very unlikely to occur Could have service implications 	<p>Mitigation</p> <ul style="list-style-type: none"> Communications Plan developed and implemented for Community and Stakeholder engagement as the transfer occurs. Corporate plans and annual reports reviewed and approved by the Board to ensure a smooth transition to a new entity. Quarterly reporting to Board on achievements and service delivery. Proven track record of delivering high standard, efficient library services.
Community objection to transition due to fear of change	<p>1 - Tolerable</p> <ul style="list-style-type: none"> Risk likely to occur Minimal lasting effect 	<p>Mitigation</p> <ul style="list-style-type: none"> Clear and simple communication to the community with a developed communication plan. Continuity of service throughout transfer of business operations. Reduce or eliminate any operational or material differences to services and resources.

11 INFORMATION REPORTS

Nil

12 COMPLIANCE REPORTS**12.1 NOTICE OF MOTION - AMENDMENT TO GOVERNANCE RULES**

File Number:

Attachments: Nil

MOTION

That Council receive a report to the August Council meeting to consider amending the Governance Rules following a period of community engagement.

The proposed change is:

That Council amends Division 2 – Standards of conduct, item 30. Addressing the meeting, to include an additional line (4), the use of Mr or Mrs or Miss or Madam is permitted in addressing persons, with established prior consent.

(1) Any person addressing the Mayor should refer to the Mayor as Mayor ... [surname].

(2) All Councillors, other than the Mayor, should be addressed as Cr [surname].

(3) All officers should be addressed as Officer ... [surname] or by their official title.

(4) The use of Mr or Mrs or Miss or Madam is permitted in addressing persons, with established prior consent. Eg; Mr Mayor, Madam Mayor, Mr, Mrs, Miss ... [surname]

On 14 June 2024 Councillor Dan Straub gave the Chief Executive Officer written notice that he wishes to move a notice of motion. Councillor Straub and the Chief Executive Officer further discussed the notice of motion alongside the Loddon Shire Governance Rules and Councillor Straub submitted an amended notice of motion, as detailed above.

In accordance with Section 60 (3) and (4) of the Local Government Act 2020, Council may amend its Governance rules but must ensure that a process of community engagement is followed. This notice of motion calls for a report to be submitted to the August Council meeting which will provide sufficient time for consultation on the proposed amendment in accordance with the Act.

13 URGENT BUSINESS

In accordance with Council's Governance Rules, Clause 53 provides that at a scheduled or special meeting of Council, business that is not included in the agenda notice must only be considered if no more than one Councillor is absent and the Council resolves that the matter is urgent.

Despite this requirement, a matter that is not included in the agenda notice must not be considered at a Council meeting if it will:

- (a) directly and significantly affect the exercise of a person's rights;
- (b) alter the Council Plan or the budget; or
- (c) commit the Council to expenditure exceeding \$20,000.

14 CONFIDENTIAL ITEMS**RECOMMENDATION**

That Council considers the confidential report(s) listed below in a meeting closed to the public in accordance with Section 66(1) and 66(2)(a) of the Local Government Act 2020:

14.1 2024-2025 CEO Performance Plan

This matter is considered to be confidential under Section 3(1)(f) of the Local Government Act, and the Council is satisfied that discussion of this matter in an open meeting would, on balance, be contrary to the public interest as it deals with personal information, being information which if released would result in the unreasonable disclosure of information about any person or their personal affairs.

This report contains personal information regarding the setting of 2024-2025 Key Performance Indicators for the Chief Executive Officer.

Closing of Meeting to the Public

RECOMMENDATION

That the meeting be closed to the public.

NEXT MEETING

The next Meeting of Council will be held on 27 August 2024 at Wedderburn commencing at 3.00pm.

There being no further business the meeting was closed at [enter time](#).

Confirmed this.....day of..... 2024

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