

Strategic Service Delivery Review: Review of Berrigan Shire Council Scale and Capacity – June 2015

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Background

This strategic review of Council's service delivery has been prepared by Council Officers to evaluate the extent to which

1. Council's current form (the scale and capacity of its service delivery) is appropriate, effective and efficient¹; and
2. Is a better option to achieve the scale and capacity objectives for the region² than the Independent Local Government Review Panel's recommendation that the Berrigan Shire Council merge with the Jerilderie Shire Council.

Conducted as a desktop service the outcome of this strategic service delivery review ('service review') informs the development of Council's Fit for the Future (FFF) response. An earlier and draft version presented at Council's Corporate Workshop (13-14 February 2015) also informed Council's annual review and the development of 2015/16 suite of integrated plans.

The timing of the first draft of this service review and its preparation coincided with Council Officers' preparation for Council's Annual Corporate Planning Workshop held each February. Facilitating the inclusion of FFF Improvement Plan actions identified by the Council in its annual review of the Council's Delivery Program 2013 – 2017 and the development of the 2015/16 Annual Operational Plan. Reinforcing Council's culture of *business as usual and continuous improvement approach* with respect to the development, implementation and review of its integrated suite of plans.

Service Review Objectives

1. Review demographic, social and economic profile of our community
2. Improve Council planning and the integration of its operations with Council's Strategic Plans
3. Identify gaps in service user engagement and involvement in the review and development of the Council Strategies that inform and guide Council planning and service delivery

¹ (Hunting, Ryan , & Robinson, 2014, p. 3) **Appropriate** – match and can be adapted to meet current and future community needs and wants **Effective** – deliver targeted, better quality services in new ways **Efficient** – improve resource use (people, materials, plant and equipment, infrastructure, buildings) and redirect savings to finance new or improved services.

² IPART NSW (2015) Methodology for Assessment of Fit for the Future Proposals p.8

4. Identify gaps in whole of council approach to service delivery
5. Assess appropriateness of Council's current model (scale) and its strategic capacity³
6. Identify the foreseeable service delivery outcome of the Panel's recommendation that it merge with the Jerilderie Shire
7. Incorporate insights gained SGS Economics and Planning's *Fit for the Future: Options Analysis and Comparison Report* – April 2015

Scope

This desk top service review includes:

- a) Social, economic and demographic profile of the Shire and
- b) SWOT of analysis setting the scene and the regional development context for Council service delivery and planning
- c) Economic impact analysis of reduction in Council EFTs
- d) An overview of Council's current strategic planning framework and model of service delivery. And having considered the aforementioned issues a
- e) A qualitative assessment of the business case for a merged Berrigan and Jerilderie Shire Council
- f) A qualitative assessment of whether Council's current form (no change to boundaries) is at least as good or a better option to achieve the scale and capacity related objectives for the region.

Service Review Principles

1. Adopted Council Strategies and integrated suite of plans – CSP, Delivery Program, Resourcing Strategy and Operational Plan demonstrate evidence of:
 - a) Community and service user engagement in the develop and review of plans
 - b) Current and future needs assessment
 - c) Transparency and the outcome to be achieved
2. Council investment (human, physical and financial) in service delivery is
 - a) Strategic and integrated
 - b) Financially Sustainable

³ (Samson, Munro, & Inglis, 2014, p. 32) Box 8 Key Elements of Strategic Capacity

- c) Evidence Based; and that it
- d) Facilitates risk management and life-cycle asset planning and management

Review Team

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Social, Economic and Demographic Profile

Berrigan Shire (pop 8442⁴) a Murray Region LGA, on the New South Wales and Victorian border is three hours driving time or 270 km north of Melbourne and seven hours driving time or 670 km south west of Sydney. It is a rural shire with Murray River based tourism and recreation facilities in two of its four towns - the Murray River border towns of Tocumwal and Barooga. Recent population growth has been in the Murray River border townships of Barooga and Tocumwal attracting families to lifestyle blocks and retirees from metropolitan Melbourne.

The Shire of Berrigan was established in 1906 and during its early years the population of the Shire fluctuated in response to economic and environmental conditions. This changed with the expansion of irrigated agriculture and led to the development of mature country towns with a range of services and facilities. In recent years agriculture industry restructure and the implementation of the Murray Darling Basin Plan contributed to the Shire's developmentally mature towns Berrigan and Finley experiencing sluggish growth and the development of two part or two speed economy – characterized by continued and steady growth and development in our Murray River towns offsetting structural adjustment in the rural-sector-dependent towns of Finley and Berrigan.

⁴ <http://forecast.id.com.au/Berrigan> accessed 9/1/2015

However, unlike western NSW rural shires and our smaller (population) and larger area northern and neighbouring (Murrumbidgee Region) LGAs of Jerilderie and Urana – proxy indicators of growth i.e.: urban property sales and a strong rental market characterized by weekly rents in excess of 30 % of single person new start allowance payment are evident⁵. Moreover, there is and continues to be significant and unmet demand for child care in the two most populous towns of Finley and Tocumwal⁶.

In addition to the unmet demand for child care, the major social and economic issues confronting the LGA and neighbouring NSW communities include: internet connectivity, the relative to Victoria cost of energy and fuel, its ageing community and access to social support services. Centralisation of NSW planning agencies, energy and telecommunications network providers, broadband internet data shaping, mobile network black spots and congestion during peak holiday periods are issues that will for the impact on the economic competitiveness of the LGA and the realisation of its growth potential situated on a national highway on the NSW / Victorian border.

Detailed social and economic profiling has been undertaken by Council as part of the development of the Councils [Liveability and Healthy Ageing Strategy](#) a strategy which commissioned an economic assessment by the AEG Group – [Economic Profile 2014 – 2031](#) of the economic benefits and likely impacts of the Shire’s ageing population on its future growth and development.

Council also has, in addition to its web- hosted subscription to id.data, developed a detailed [Health and Wellbeing](#) profiles and a Disability Profile. These profiles capture and reference data at a cross-border, regional and local government area level and provide data to our communities and interested agencies data in a format that is LGA and cross border specific. The need for this reflects the Shire’s location on the border, and the social and economic orientation of residents to Victoria. Census data, NSW Dept Planning Demographic Unit, Victorian Community Indicators data base, and Murrumbidgee Health Service are the primary data sources used in the development of these profiles.

⁵ Appendix 1

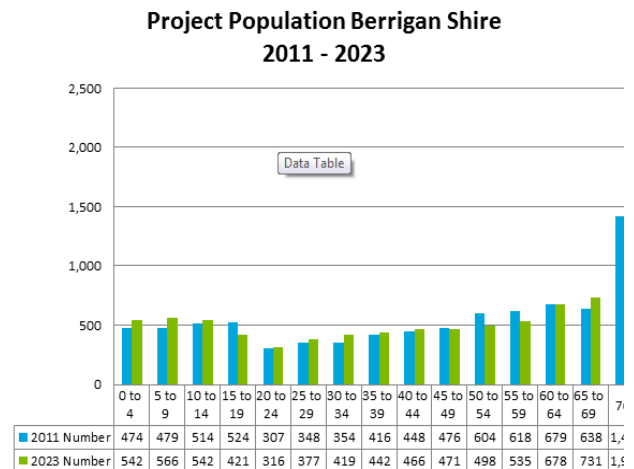
⁶ Appendix 2

What does the future look like for Berrigan Shire Communities?

Our Shire is expected to experience steady growth, particularly in the towns of Barooga and Tocumwal. In 2023

1. There will be 685 more people living in the Shire
2. Inward migration will remain steady
3. There will be 3,924 people 55 years of age and older
4. There will be an increase in the number of people aged 25 – 44 years of age

(Source: <http://forecast.id.com.au/berrigan/population-age-structure> accessed 18/6/15)



Social and Political Economy Berrigan Shire

The political economy of the Shire and its population density is a key and distinguishing characteristic of the Shire. Compared to neighbouring Shires’ the Berrigan Shire (4.16 people per kilometre) is the most densely populated rural Shire in the region compared to its most similar neighbour the Murray Shire at 1.7 people per square kilometre. In common with neighbouring NSW Central Murray River Shires’ the bulk of the region’s local and export oriented agriculture product is processed locally or in Victoria. It is transported to Victorian markets or overseas through Victoria’s Port of Melbourne. Furthermore the LGA’s rail link is Victorian.

Electronic media (television and radio) including the ABC are broadcast from Victoria.

Telecommunications infrastructure is administered from Victoria and is part of the Greater Shepparton region. Commonwealth government service provision is also cross-border as the LGA is included in the Commonwealth Government’s Human Services (Centrelink) Shepparton region.

Council shares waste management and tourism development services with its neighbouring Victorian Shire - the Moira Shire Council. At a community level, parents make decisions about the educational opportunities available to their children – and school buses transport 40% of the Shire’s primary school and secondary school-aged children to Victorian schools. Sporting club affiliations and competitions are also governed by Victorian associations. The Shire’s population growth reflects endogenous (local factors) which include the liveability and amenity of Shire towns and facilities, the LGA’s proximity to Melbourne; its popularity as a Victorian family holiday destination and as a low-cost retirement option for metropolitan Melbourne retirees.

These issues were identified but not necessarily understood by the National Institute of Economic and Industry Research (2013) *Report New South Wales Local Government Areas: Similarities and Differences* cluster analysis of the Berrigan Shire. This report noted the anomalous nature of the LGA identified by cluster analysis. With the report writers observing that the low-rate-base of the Shire was the determining factor in its analysis. A strategic and fine grained analysis of anomalous social and economic factors would have led to the Shire being identified as either

1. An Academically Inclined LGA or
2. A Diverse Skill and Urban LGA

Adding weight to the argument identified by the Independent Local Government Review Panel in its Final Report that ‘more needs to be done to recognise and respond to the

Low Rate Base Shires NEIR Cluster Analysis

The 35 LGAs in this cluster all lie inland and nearly all lie in the Murray-Darling basin ... Of the 35, 29 qualify as ‘farm LGAs’ in the sense that more than half of their total unimproved value is in farm or pastoral property...The remaining 5 exceptions are as follows:

Berrigan, Deniliquin, Leeton, Wentworth and Broken Hill.

On the classification system here adopted, had their rate base been larger these five shires would have fallen into the diverse-skill urban cluster (though Deniliquin and Berrigan are close to being considered ‘academically inclined’ since the proportion of their populations which have finished year 12 or equivalent is not far short of the median. (National Institute of Economic and Industry Research, 2013, p. 15)

particular circumstances of border councils’ (Samson, Munro, & Inglis, 2014, p. 87). In the context of FFF Program it is essential and to achieve community and strengthening local government objectives that decisions are informed by intelligence about what will bring border communities and businesses the best-value in terms of their investment: ‘localism’.

Endogenous economic, social and environmental networks are not guided by the broader NSW system of local government, state / commonwealth agencies and their regional boundaries; and or the boundaries of federal electorates. Suggesting that, strategic partnerships and relationships are not determined by government boundaries and regions.

Not because these are not important but because the political and economic environment is characterised by:

1. The strength of social and economic ties to Victoria compared to the strength of social and economic ties to neighbouring NSW LGAs.
2. Electoral safety – the Shire is not in a marginal electorate
3. No strategic or political issues (national, state or regional) of note—now that the Murray Darling Basin Plan is being implemented.
4. Relatively high (for the region) population density – begging the question for New South Wales’ system of local government - is this the optimum scale (population and spatial economy) for a rural shire?
5. An established but marginal social and economic growth trajectory. Meaning that population decline or rapid growth, within current Shire boundaries, is not a strategic planning issue for Shire, the region or the State.
6. History and the experience of no-one listening – on both sides of the border.
7. Globally exposed local and export oriented market based economy.

Moreover, while our communities continue to experience marginal growth counter to national and state trends for rural communities, the result of close economic and social ties with neighbouring Victorian Shires and proximity to Melbourne, there is arguably little benefit to be gained by changing the status quo.

This account is independently reinforced by the national regional competitiveness ranking of the Shire compared with its Victorian and similar in population NSW neighbours Corowa and Deniliquin; resident travel to work data; and state-of-origin migration patterns: inward migration 56% of which is from Victoria offsetting 51% outward migration from the Shire to Victoria.

LGA National Competiveness Index out of 563 LGAs - mid point of index = 281	Competiveness Index 1= most competitive 563 = least competitive
Berrigan (NSW)	315
Deniliquin (NSW)	485
Corowa (NSW)	387
Moira (VIC)	357
Murray (NSW)	362

Source: InSight <http://www.regionalaustralia.org.au/insight/>

Berrigan Shire Residents Place of Work (POW)	2011	
SLA	Number	%
Berrigan (A)	2,069	60.6
POW Berrigan SLA		60.6
Moira (S) – West (VIC)	609	17.8
Moira (S) – East (VIC)	40	1.2
POW State/Territory undefined (Vic.)	48	1.4
POW Victoria	697	20.4
Jerilderie (A)	56	1.6
Deniliquin (A)	32	0.9
Corowa Shire (A)	25	0.7
Conargo (A)	17	0.5
Albury	11	0.3
POW neighbouring NSW Shires	141	4
Other POW		
POW No Fixed Address (NSW)	82	2.4

Berrigan Shire Residents Place of Work (POW)	2011	
POW not stated	91	2.7
POW State/Territory undefined (NSW)	142	4.2
Other POW* A possible explanation for the high % is that these responses reflect the seasonal work-force associated with agriculture –shearing, fruit picking, etc	315	9.3

Source <http://economy.id.com.au/berrigan/residents-place-of-work>

Migration Berrigan Shire 2011 Census					
State / Territory	In migration	%	Out migration	%	Net migration
Victoria	826	56.7	708	51.7	118
New South Wales	428	29.4	423	30.9	5
Queensland	103	7.1	115	8.4	-12
South Australia	18	1.2	31	2.3	-13
Western Australia	30	2.1	57	4.2	-27
Tasmania	7	0.0	9	0.7	-2
Northern Territory	39	2.7	18	1.3	21
Australian Capital	6	0.4	9	0.7	-3
Total Net Migration					89

Source: Australian Bureau of Statistics, Census of Population and Housing, 2011 (Usual Residence Data). Compiled and presented in profile.id by .id, the population experts. <http://profile.id.com.au/berrigan/migration-by-location>

Regional Competitiveness Berrigan Shire

The [In]Sight: Australia's regional competitiveness index has been designed to capture data on the competitive position of Australian Local Government areas. This index *ensures that regional decision making reflects local conditions: not national or state averages... Furthermore, it facilitates targeted strategic planning and comparison between neighbouring LGAs and the identification of the unique characteristics, in terms of the competitive advantages or disadvantages of a location and in doing so can provide some insight into the future economic sustainability or otherwise of a community / region.* (Regional Australia Institute, 2014)

Regional Competitiveness Index Berrigan Shire & Neighbouring NSW LGAs

LGA National Competitiveness Index out of 563 LGAs - mid point of index = 281	Competiveness Index 1= most competitive 563 = least competitive
Sydney	6
Albury	168
Greater Shepparton VIC	208
Berrigan	315
Campaspe VIC	322
Moira VIC	357
Jerilderie Shire	389
Murray Shire	405
Corowa Shire	418
Conargo Shire	431
Deniliquin LGA	513

Source: <http://www.regionalaustralia.org.au/insight/>

Nationally the competitiveness of the Berrigan Shire local government area is, relative to neighbouring NSW LGAs, 74 points higher than its proposed merger partner Jerilderie and 198 points higher than the regional competitiveness of the Panel's proposed Joint Organisation partner and proposed regional centre the LGA of Deniliquin. Based on this index the concern is that any boundary changes in the region and or change in strategic regional planning arrangements is more likely than not to result in a reduction not only in the Berrigan Shire LGA's competitiveness but the competitiveness of the new LGA and hence the region's economic sustainability.

The following table and figure breaks down further the Berrigan Shire’s competitiveness and in doing so provides a clear picture of the Shire and its neighbours competitive strengths and weaknesses – the least competitive LGA x theme is shaded.

The 2013 [NSW Infrastructure Audit](#) assessed Council’s management of its assets as strong and the management of its potential merger partner Jerilderie as weak. When this result is viewed in the context of the regional competitiveness index themes it is apparent that Jerilderie Shire Council has a legacy of infrastructure and essential services and institutions as has the Berrigan Shire. What is also apparent, given the NSW Infrastructure Audit observation that ‘as [LGA] population density decreases the cost per person generally increases’ (Office Local Government , 2013, p. 12) is that a merger of the two Shires will not substantially improve the competitiveness of the new LGA with respect to any of this Index’s themes. This will, based on current conditions, more likely than not further compromise the future sustainability and competitiveness of the region – not just existing or new LGAs.

Comparison LGA National Competitiveness Index Themes (Least Competitive Shaded)

	Institutions	Technological Readiness	Infrastructure & Essential Services	Business Sophistication	Economic Fundamentals	Innovation	Human Capital	Natural Resources	Labour Market Efficiencies	Demography
Berrigan	288	237	233	341	295	397	212	322	301	506
Jerilderie	108	315	315	524	397	446	254	464	30	485
Corowa	367	238	311	256	468	360	272	404	360	498
Deniliquin	485	205	258	129	540	463	284	558	350	390
Albury	140	141	113	74	205	243	140	337	342	160
Murray	362	297	411	296	377	435	209	390	279	466
Moira VIC	357	273	284	324	197	203	287	366	345	363
Campaspe VIC	324	193	313	286	255	316	237	415	298	305
Shepparton VIC	208	163	256	224	341	224	273	517	349	177



Strategic regional planning that builds on or at least maintains an LGAs strengths and regional competitiveness is therefore, the best way forward. Adhering to this principle and addressing regional gaps in competitiveness facilitates service delivery that is

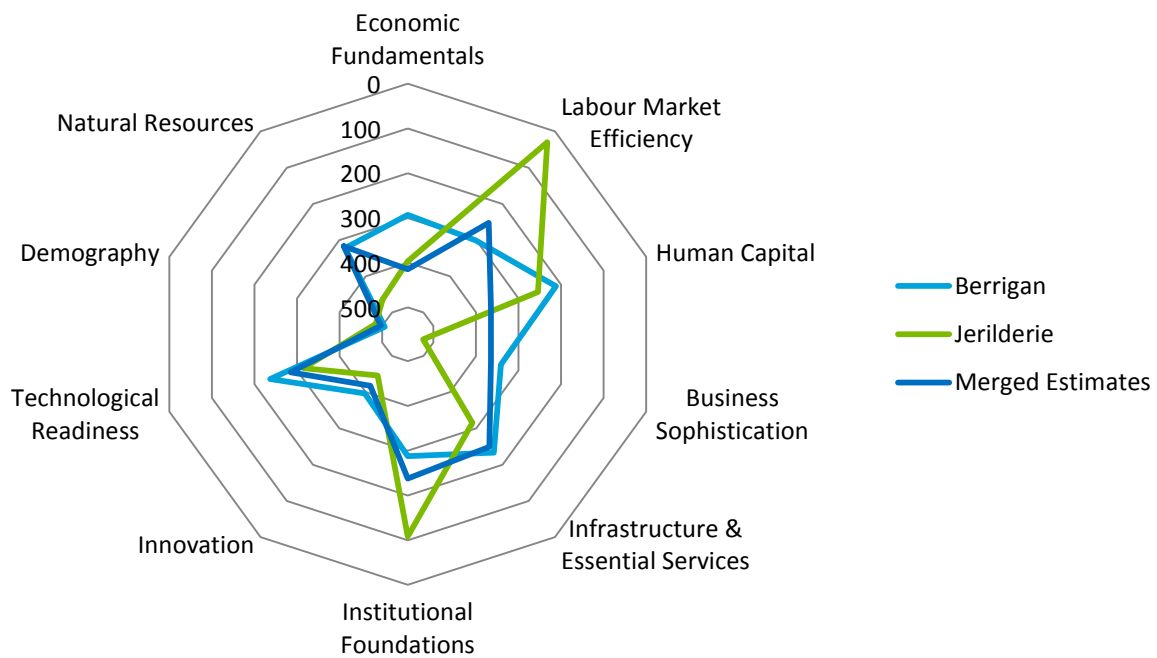
- Appropriate - in that it will meet the current and future needs of communities
- Effective – targeted service delivery
- Efficient – contribute toward improved use of local resources /networks; and
- Sustainable

Within its current boundaries and resources the competitiveness of the Berrigan Shire LGA, and therefore its sustainability, compared to its neighbours is built on the strength of its Regional Index competitiveness theme rankings

- Infrastructure and Essential Services (internal and external) the asset maintenance of its infrastructure which has been assessed as strong
- Economic fundamentals (external)
- Technological Readiness
- Labour Market (internal and external)
- Human Capital and institutions

Further the weakness of the Berrigan Shire’s demography relates not to the quantum of its population but its high dependency rates – that is the percentage of its population that is not in the labour force due to age either too young or too old. This factor is offset by the comparative strength of the Shire’s labour market, human capital and technological readiness. And, the hours worked per week by the Shire’s labour force⁷ moreover, the LGAs four strongest competitive themes: human capital, infrastructure, economic fundamentals, and labour market efficiencies are themes that contribute significantly to long-term and sustainable economic development.

Estimated National Competitiveness Ranking - Merged Berrigan and Jerilderie Shire



Source: 2015 Regional Australia Institute Commissioned Data - Berrigan Shire

⁷ Average hours worked per week Berrigan Shire LGA 60.6 hrs per week compared to the NSW Regional Average 60.4 hrs per week

<http://economy.id.com.au/berrigan/labourforce-key-statistics?BMID=20>

SWOT Analysis – LGA and Cross Border Region

The pre-Fit for the Future strengths, weaknesses, opportunities and threats for the Berrigan Shire (LGA) are outlined below. This analysis was initially compiled through information collected at town forums about what our communities liked (strengths), what could be improved (weaknesses), future trends or change (threats) preferred futures (opportunities) and analysis of relevant regional, state and national industry sector and government strategies and reports.

Initially used in the development of [Berrigan Shire 2023](#) the review team has updated this analysis to reflect current issues and insights gained from the preceding analysis. This SWOT also identifies whether is as an internal or external issue. Data from this analysis informs the identification of the current LGAs strategic challenges.

These are challenges that demand a strategic response and which for the most part require state, regional and cross-border leadership and political support. And, while Council has a role in fostering the emergence of local leaders, and as has been demonstrated by the Murray Darling Basin Plan, there needs to be, in political terms, significant metropolitan support before political support will be directed toward resolving issues that impact on the regional competitiveness of NSW-VIC border communities. Further, in the context of our system of government and competing priorities and the political conservatism of our communities it is extremely unlikely that there will be any change in the foreseeable future.

STRENGTHS	WEAKNESSES
<ul style="list-style-type: none"> • Newell Highway access to National Highway / transport /freight hubs • Proximity to Melbourne – NSW gateway for visitors • Irrigated export oriented agriculture industry • Diverse and productive economy – agriculture, construction, social support services, transport, local retail, tourism • Assets – natural, historic and cultural attractions, access to the Murray River • Affordable Housing / property • Education & Training School bus access to Victorian and NSW Secondary and Primary Schools – Public and Independent; TAFE 	<ul style="list-style-type: none"> • Politically a ‘safe seat’ – state and federal • Competiveness of local business – in small town environment • Lack of coordination and strategic approach business development / local economic development ie: Networks that identify and harnessing resources and opportunities to stimulate economic and employment activity • Tired? tourism services (restaurants and hotels) • Lack of cohesion and co-operation in tourism development and marketing across the region • Achieving buy-in from tourism stakeholders for cross-promoting the Murray region • Location of the visitor information centre off the

STRENGTHS	WEAKNESSES
<ul style="list-style-type: none"> • Community facilities /assets above ‘urban growth area benchmarks’ in each of the Shires towns assets include: recreation – sports grounds, playgrounds, community halls/centres, bowls and golf, libraries, hospitals/community health centres, pools, aged care beds / support packages, child care Slow but steady growth in population • Family friendly, community spirit • Life style values: Time, clean, natural environment, community spirit/volunteerism • Safe – low crime 	<p>Newell Highway</p> <ul style="list-style-type: none"> • Town Entries • Ageing population, ageing labour-force impact upon skill shortages, community capacity to volunteer

OPPORTUNITIES	THREATS
<ul style="list-style-type: none"> • Tocumwal Intermodal – Port to Rail Access Victoria • National trends micro business and online business models – increase local business and ownership – subject to Internet connectivity • Value add and promote innovation / product and processes in current industries • Greater Melbourne – northern growth corridor – attract tree changers wanting safe, clean and green family oriented communities • Population growth through attraction of immigrant families • Growth of Victorian provincial centres – Greater Shepparton • Pedestrian Access and Tourism Development Murray River – Barooga/Tocumwal eg: Tocumwal Boardwalk • Special interest – Sport / Active Recreation Tourism • The Barmah-Millewa National Park • Promotional initiatives with partner organisations • Improved packaging of products and experiences to particular market segments 	<ul style="list-style-type: none"> • Broadband connectivity – failing copper network, retailers shaping broadband speeds and delays to roll out of NBN • Impact of NBN installation in neighbouring Victorian communities drawing people, business away from the Shire for the foreseeable future • Cost of fuel and power – equity Victorian / NSW supplies • Freight and Transport Planning – Port of Botany Centric • Impact of growth and Victorian investment in Victorian provincial centres upon local business capacity to attract investment • Population forecasts - fewer families and children impact upon retention of current services and facilities • Exposure of the Shire’s businesses / local economy to fluctuations in commodity pricing / global markets • Rural decline accelerated by NPM policies at all levels of government contributing to contraction of human capital in rural communities • Policy driven water insecurity and impact upon irrigated agriculture, open space passive and active recreation, water based tourism • The Barmah-Millewa National Park and issues related to development and public access • Compliance issues re: community activities / funding impacting on volunteer recruitment / coproduction of community services • Extent of inward/outward migration and its impact upon the Shire’s social profile, diversity, and

OPPORTUNITIES	THREATS
	<p>community 'spirit'</p> <ul style="list-style-type: none"> • Threat – RMS/State/Federal government funding withdrawal • Loss of employment in Local Government – professional staff to Joint Organisations • Reduction in National Park

Our LGA and Cross Border Region Strategic Challenges

- Internet Connectivity
- Freight and cross-border transport planning
- Cost of energy and fuel prices- relative to Victoria
- Political and population based pragmatism
- Lower than Murray Darling Basin average per capita income

SWOT Analysis – Council

STRENGTHS	WEAKNESSES
<ul style="list-style-type: none"> • Stable and growing revenue base • Ongoing community satisfaction with services – longitudinal Community and Business Satisfaction Survey (1995 – 2015) conducted every 4 years by external research company • Infrastructure Audit Rating – strong supported by a moderate TCorp Financial Sustainability rating with a neutral outlook • Employment of professional staff in strategic & integrated planning and enterprise risk management roles – work undertaken recognized as good practice by OLG & Statewide Local Govt Insurers • Evidence of extensive community and service user engagement in 4yr-Council Strategies and Action Plans • History and capacity to extend services and take on new projects e.g: Rolling Program of Capital Upgrades – Library and Recreation Reserve facilities and now town entries 	<ul style="list-style-type: none"> • Slow rate of growth Council revenue • Low-rate base • Ageing workforce • New project development dependent on sourcing external funding or community support / partnership • Limited opportunity for specialist staff to broaden peer networks and relationships as Sydney-based opportunities are cost and time prohibitive

STRENGTHS	WEAKNESSES
<ul style="list-style-type: none"> • Innovation and creativity – ‘firsts’ include- installation and use of electronic water meters, use of DAF water treatment, in-house and cost effect design and construction of water treatment plants, pioneer ‘water trading’ • Shared Services – Moira Shire Council (VIC) waste management and tourism promotion • Active participation RAMROC professional groups – convenor of Waste Management and Integrated Planners Group • History of active representation and evidence based submissions to State and Commonwealth Inquiries and funding bodies • Council diversity – reflects community demographic – age, disability and gender • Proximity to a capital city (Melb) and facilities – attractive to professionals wanting a work and life balance • Active promotion of economic diversity and evidence of rate base growth through industrial and aviation subdivision. • Availability of off-budget development funds • S355 management of community facilities and reserve – cost effective service delivery – and coproduced service delivery • Local recognition of Councillors and their role – Community Satisfaction Survey 2015 	

OPPORTUNITIES	THREATS
<ul style="list-style-type: none"> • Improved relationship with State Agencies once assessed as FFF • Regional and as a consequence state support and advocacy to improve broadband connectivity and cross border competitiveness NSW-VIC • Strengthened strategic planning within Councils / region if Berrigan Council is part of an Albury based JO • Land supply for residential subdivision and affordable housing projects • NBN • Lifestyle and facilities attractive to young families with children • Leverage further business development and economic growth from food services industry 	<ul style="list-style-type: none"> • Metro-centric perceptions re: lack of strategic capacity based on distance from Sydney and rural location • Centralised and regional planning agencies (Dubbo, Queanbeyan and Sydney) have limited knowledge, interest or intelligence re: endogenous VIC-NSW cross-border regional and cross-border township relationships, networks and industry supply chains • Lack of state and federal investment in critical infrastructure needed to support economic growth and diversity • State and federal decisions made for political purposes that impact upon the economic viability of the region e.g Murray Darling Basin • Lack of co-ordination by decision makers in a cross border environment

OPPORTUNITIES	THREATS
processing at Cobram and Strathmerton in Victoria	<ul style="list-style-type: none"> • Limited local intelligence re the role and function of the Joint Organisations and how this will operate or promote our Communities' Vision i.e.: Berrigan Shire 2023 • ILGRP recommendation that Berrigan LGA or a new LGA be part of Deniliquin based JO –a recommendation made to strengthen Deniliquin as regional centre for LGAs west of Deniliquin but which does not recognise social and economic orientation of LGA business and residents east to Albury and south to Victoria

Assessment Berrigan Shire Council FFF Scale and Strategic Capacity

This assessment of Council's performance against FFF elements of strategic capacity assumes no change in Council's model of service delivery and its workforce requirements. At the time of writing the role and the function of Joint Organisations is as has been published. There is therefore, no clarity on how Joint Organisations' will be configured in the region. The assumption therefore is that Joint Organisations will be configured based on the needs of member Councils and Council's will still require in-house strategic capacity to assist with decision making re: the strategic benefits or otherwise of a regional or sub-regional approach.

Element of Strategic Capacity	For	Against	Assessment
More robust revenue base and increased discretionary spending	<ul style="list-style-type: none"> • The Council as a Group 10 Council meets the 60% own source revenue test though the inclusion of the FAG • The Council has a growing revenue base that has, to this point been sufficient to meet the community's needs • The existing revenue base is relatively stable with periodic 	A larger revenue base, when considered in isolation, would always be stronger.	Council's revenue base is growing (albeit slowly) moreover there are no strategic or political issues identified from service review or SWOT analysis that suggest that this is likely to change other than Council being deemed to not be FFF and finding itself at a future point ineligible for available grants.

Element of Strategic Capacity	For	Against	Assessment
	<p>periods of moderate growth</p> <ul style="list-style-type: none"> • The Council has been able to use discretion to fund upgrade of community assets, it employs strategic staff, moreover, it has a declining asset backlog which it is in invest in growth generators consistent with its community's and Delivery Program strategic objectives • The strength of Council's engagement with its communities and high levels of community volunteerism has allowed it to reduce imposts on its revenue base and support further its capacity for discretionary spending 		<p>Council is also reducing from its albeit low revenue base its infrastructure backlog and in doing so retaining its discretionary spending.</p> <p>Further it has been assessed as having strong asset management skills.</p> <p>Council also meets the 7 FFF benchmarks</p> <p>Assessment: Council has a sustainable revenue base with discretionary spending capacity. As part of its continual improvement plan, it may want to:</p> <ol style="list-style-type: none"> 1. Review it financial performance against its Financial Strategy 2012 indicators and investigate subsequent options to enhance further its revenue base and the extent of its discretionary spending
<p>Scope to undertake new projects</p>	<p>The Council has a strong history of undertaking new functions and major projects:</p> <ul style="list-style-type: none"> • Recreation reserves • Risk Management • Residential and industrial • Subdivision • Water treatment plants • Library replacements 	<p>Ability to resource potential projects i.e. invest in on the shelf projects that are dependent on external funding.</p>	<p>Service review provides support for Council's current model of service delivery. Projects listed provide further evidence of the scope of past projects.</p> <p>Assessment: Council has demonstrated history confirmed by service review that it has the scope to</p>

Element of Strategic Capacity	For	Against	Assessment
	<ul style="list-style-type: none"> • Effluent refuse • Stormwater management projects • Strategic and social planning • Community capacity building 		<p>undertake new projects. Council's suite of Integrated Plan's will be used to guide new project development</p>
<p>Ability to employ a wider range of skilled staff</p>	<ul style="list-style-type: none"> • The Council has a wider skill set than most comparable Councils. • Dedicated strategic and social planner • Dedicated enterprise risk manager • Developed succession plans • Dedicated water and sewer engineer • No vacancies or current critical skill or knowledge gaps 	<p>The Council may from time to time experience some temporary staff shortages but not the commitment to the positions.</p>	<p>Service review provides support for Council's current model of service delivery and National regional competitiveness Index ranking provides evidence of localized conditions that support its ability to employ wider range of skilled staff.</p> <p>Assessment: Council has demonstrated history of recruiting appropriate staff Moreover it currently has no IT, Engineering or professional level vacancies</p>
<p>Knowledge, creativity and innovation</p>	<p>Knowledge</p> <ul style="list-style-type: none"> • Strong corporate and community knowledge • Multi-disciplinary management team / flat structure promotes organisational learning • Good long term staff • Professionally qualified key staff • Commitment to staff development and promotion • Developed information and skill sharing networks internal and external <p>Creativity</p> <ul style="list-style-type: none"> • Solution to river camping issues 	<p>Perception of rural isolation can be a recruitment and employment challenge. Can't use staff duplication to cover knowledge gaps created by leave or staff departure.</p> <p>Limited organisational capacity/peer support for specialist strategic staff Limited opportunity for specialist staff to broaden national international knowledge</p>	<p>Service review provides support for Council's current model of service delivery, and examples of Council knowledge, creativity and innovation supports the mid-range ranking of the LGA in the National regional competitiveness Index. This is counter to national trends for rural Shire and ILGRP cluster analysis. This ranking provides evidence of localized conditions supporting the retention and development of human capital, promotes high rates of lifelong learning – indicators of</p>

Element of Strategic Capacity	For	Against	Assessment
	<ul style="list-style-type: none"> • Development and growth of project investment fund used to finance saleable growth projects • Use of project profits to fund replacement of core assets • Regional leader in alternative cost effective road construction methods • Designed and built water treatment plant • Abandoned state funding models to install new water treatment plant using new technology at lower than the subsidized cost • Alternative, lower cost management of Finley Saleyards • Private management of Council Functions <p>Innovation First Council to use electronic water meters First Council to employ DAF water treatment process Water trading pioneer Established electricity supply Joint contracting with interstate Council Construction of natural gas reticulation works Development of significant effluent reuse schemes Managed regional fuel tank removal program Managed joint water reservoir renovation project</p>	<p>Measures of innovation The metric used by both the NEIR Cluster Analysis and the Regional Competitiveness Index. This metric reports on the number of registered patents by LGA – it should be treated with caution as it is not a per capita or percentage measure. It is therefore for small in population LGAs not necessarily an accurate measure of innovation</p>	<p>knowledge, creativity and innovation.</p> <p>The only nationally recognized innovation metric (number of registered patents) reports on a numerical basis. Therefore it is not an appropriate measure for comparative assessment of LGAs and regions.</p> <p>Assessment: Council ‘firsts’ provide evidence of Council resources re: knowledge, creativity and innovation</p>

Element of Strategic Capacity	For	Against	Assessment
Advanced skills in strategic planning and policy development	<ul style="list-style-type: none"> • Specialist social and strategic planning position • Initiated and convened RAMROC IPR Network • Policy papers and submissions Commonwealth / State eg: Youth Allowance Review, NBN, Murray Darling Basin Plan, ILGRP, LG NSW • Recognition by OLG of the Council's Integrated Plans as example of better practice • Recognition of the strength Council's Asset Management Plans • Integrated plans supported by lower level town development plans implemented by each community • Development of LEP that better reflects community needs and wants than the standard template • Developed infrastructure master plan • Regular Councillor/staff planning sessions 	<p>Strategy development competes with actual service delivery</p> <p>Limited peer / professional support networks – although this may be addressed by creation of JOs</p>	<p>The service review highlighted the importance of Council's commitment to in-house strategic planning and policy skills.</p> <p>Assessment: Council has advanced skills in strategic planning and policy development</p>
Effective regional collaboration	<ul style="list-style-type: none"> • Active participation in RAMROC and RAMROC professional groups – covenor of Waste Management Group Integrated Planners Group 	<p>Significant projects requiring regional collaboration are VIC /NSW e.g.: Rail, Freight or Commonwealth – NBN these are issues outside the decision making remit of State Govt. Regional Offices</p>	<p>The Service review highlighted gaps in documented strategy related to regional collaboration. With shared servicing arrangement with Moira Shire (VIC) and strong involvement of Council</p>

Element of Strategic Capacity	For	Against	Assessment
	<ul style="list-style-type: none"> • Joint contract with Moira Shire • Council (VIC) for waste and recycling • Staff membership of professional groups: PIA, IPWEA, LG Managers, CPA 		<p>/Officers in RAMROC Council is within regional constraints imposed by distance from central decision makers an effective partner and collaborator on regional projects aligned to our communities' vision Given that BSC projects of strategic and regional significance involve the Commonwealth and or Victorian Governments'.</p>
<p>Credibility for more effective advocacy</p>	<p>Longitudinal Community Satisfaction Surveys conducted every 4 years since 1995.</p> <p>Representation and evidenced based submissions to State and Commonwealth Inquiries 2011 – 2014</p> <p>Youth Allowance Inquiry 2011</p> <p>Murray Darling Basin Inquiry 2011- 12</p> <p>Joint Standing Committee Telecommunications 2013</p> <p>Strengthening Basin Communities Research Project (RAMROC)</p> <p>OLG Submissions</p> <p>Liveability & Ageing Strategy</p> <p>Disability Action Plans</p> <p>Performance Reporting</p> <p>Storm water Management charge</p> <p>Cross Border Commission</p> <p>ILGRP</p> <p>Council prepared evidence based submissions and invited Panel to meet with</p>	<p>Population and proximity to Sydney appear to enhance credibility and the effectiveness of advocacy</p> <p>Distance from Sydney is a real constraint further it is difficult to shift or influence perceptions in circumstances where these is not a common or shared 'frame of reference' as is the case re: metro, regional and rural divide</p> <p>In addition to Is anyone listening?</p>	<p>Service review provides evidence of a planned, systematic evidence based approach toward Council service delivery and advocacy. The use of evidence and transparency with methodology are indicators of credibility and validity.</p> <p>Assessment – Council prepares its business cases and advocacy campaigns based on best available evidence supported by engagement with user groups. Therefore, should be viewed by other Agencies as credible advocate in our system of government.</p>

Element of Strategic Capacity	For	Against	Assessment
	<p>Council during the Review</p> <p>Successful Advocacy Campaigns Involvement in Berrigan MPS advocacy Funding for Finley GP facility Replacement of Barooga bridge Provision of natural gas throughout the cross border region Funding for recreational facilities</p>		
<p>Capable partner for State and Federal agencies</p>	<ul style="list-style-type: none"> • HACC services • Early Intervention services • Healthy ageing program • Convene Berrigan Jerilderie Community Services Network • Finley GP facility • Health transport service • Fluoridation service at Tocumwal and Barooga • Integrated water cycle management pioneer 	<p>Question the bona fides of other levels of government in seeking partners</p>	<p>Service review identified that Council continues to deliver and acquit services and capital projects funded by other levels of government. Moreover, that Strategy and evidence guides its project development or participation as a provider of first (if legislatively required) or last resort if market failure</p> <p>Assessment : - Council is a capable partner for State and Federal Agencies</p>
<p>Resources to cope with complex and unexpected change</p>	<ul style="list-style-type: none"> • Dealt with change over 108 years • Long term planning • Fit for purpose assets • Positive response by Council and Management Team to integrated planning and reporting • Dedicated strategic planning capacity • Dedicated risk management capacity 	<p>Obviously finite resources.</p>	<p>Council's Financial Strategy has been designed to ensure that it has sufficient resources to cope with unexpected Examples described a history of Council's responsiveness Moreover, the Service Review highlighted Council's focus on Strategy and its analysis of social, political and economic environment</p>

Element of Strategic Capacity	For	Against	Assessment
	<ul style="list-style-type: none"> • Shared vision for the future • Generally change has been well managed whether unexpected or complex • Demonstrated capacity to respond to emergencies such as recent droughts, flooding and tornado 		<p>facilitating prioritization of service delivery and resource allocation</p> <p>Assessment: Council has resources to cope with complex and unexpected change</p>
<p>High quality political and managerial leadership</p>	<ul style="list-style-type: none"> • Mix of representation including gender, age, social, disability and background • Long standing tradition of pragmatic and effective governance. • Ability to deal with issues on their merit • Lack of parochialism • Mix of management skills, strengths and weaknesses • Commitment to quality management • Shared long term vision around key corporate goals • Healthy governance relations • No silos 	<p>Too many long term managers</p>	<p>Regional competitiveness index provides evidence of an LGA with strong institutions, high rates of volunteerism indicators of political leadership in an environment characterized by relatively low % of post graduates and few public servants proxy indicators of community leadership. Service review provides an overview of targeted management and leadership in terms of Service Delivery Strategy development which has ensured that services which incur high expenditure – Roads / Infrastructure, Libraries are strategically directed as are issues that impact on our regional competitiveness – economic development/tourism</p> <p>Assessment: Council has high quality political and managerial leadership</p>

Berrigan Shire Planning framework and outcome hierarchy

[Berrigan Shire 2023](#) is the Berrigan Shire's Community Strategic Plan. Its strategic outcomes reflect the improvement or change in social, economic, civic leadership and environmental conditions envisaged by Berrigan Shire communities. The Plan's 'logic' of strategic outcomes and supporting objectives, Council outputs and resourcing (described in following table) also describes what will be done. Why it is important and the effect / change that it will have on the local area, our economy, council operations and our natural environment. This review of Council's Strategic Service Delivery assumes that there will be no substantive change to this framework and outcome hierarchy, until such time as the Community Strategic Plan is formally reviewed (2017) by Shire residents, business and other stakeholders.

	Outcome Hierarchy	Outcome Defined
Aspirational	Vision for Berrigan Shire	Preferred future to be created or change in environmental, economic and social conditions that will impact on and contribute to our preferred future.
10 yr Long-term Outcomes Social, Economic, Environment, Civic Leadership	In the context of Vision 'improvement or change in social, economic, civic leadership and environmental conditions of Berrigan Shire communities	Describes what will be done, why it is important and the effect or change that it will have on local area / economy / council operations / natural environment. The results to be achieved. Observed outcomes are measured against benchmarks – indicators.
Outputs 4 Year Delivery Program Objectives	Improvement / Change in how community / Council issues /assets are managed	The result of what is planned and implemented – Delivery Program Outputs. Outputs are measured in the number of hours, number of service users, cost of delivery, etc. Can also include service level issues such as accessibility, response time, and overall satisfaction. Intermediate outcomes. Events or results that contribute to lead to long-term outcomes – milestones.
Activities Annual Operating Plan - Actions	Council or CSP activities	What is done – the strategies used and actions taken that contribute to the social, economic, or environmental conditions of Berrigan Shire communities.
Inputs Core -/Activities Resource Plan	Resources needed to achieve the Vision	Inputs or resources (human, economic and natural) needed to achieve the vision which include: <ul style="list-style-type: none"> • Time • Money / physical assets/plant • Staff • Plans/Policies • Systems that monitor and report on progress
Council's Role		In accordance with the <i>Berrigan Shire 2023: Resourcing Strategy</i> Council provides services, facilitates community engagement, advocates and partners with our local communities in the development of projects and activities that progress <i>Berrigan Shire 2023</i> objectives.

Source: [Berrigan Shire 2023](#) pp16

Council’s Model of Service Delivery – Strategic Capacity

Council’s current model of service delivery reflects its history, geography, community needs and expectations. It provides a range of traditional local government property services (water, sewer, development and road, rates and rubbish) and the sustainability of the delivery of its services is guided by *Financial Strategy 2012* objectives of:

1. Financial sustainability
2. Cost effective maintenance of infrastructure service levels
3. Financial capacity and freedom (Berrigan Shire Council, 2012, p. 3)

In addition to traditional property services Council’s community-building and business development services are also delivered through its strategic and social planning activities, its library services, multi–shire early childhood intervention services, and economic development services.

Its tradition of co-production and working with its communities through Section 355 Committees is a strategic decision that supplements its revenue base ensuring that Council is responsive within its resources to the needs of its communities. That this is an effective model is demonstrated by Council and community support for fundraising and volunteer management of recreation reserves, pools, and public halls. The result of which has in the past seven years seen Council complete a \$6 million program of works funded from a combination of Council loans to its Section 355 Committees, grants of funds from other levels of government and community fund raising.

Monetised Value of Volunteer Work	Value of Volunteer Fund Raising for Capital Projects in the Past 7years	
287 volunteers x 136 hours per annum x \$22.50	Berrigan Sports Ground	\$240,009
	Barooga Sports Ground	\$380,000
	Finley Sports Ground	\$580,000
	Tocumwal Sports Ground	\$700,000
Total \$880,000 per annum	Total over 7 years	\$1.9 million

The range of services provided by Council and its use of committees and the support its committees receive from our communities is evidence of a strong relationship between Council, its community and the strategic capacity of Council in its current form.

It is evident that Council's strategic capacity in particular its:

- Revenue base and discretionary spending,
- Scope to undertake new and major projects,
- Creativity and innovation

is coupled to its commitment to co-production and intergenerational stewardship of community assets and the community's sense of 'ownership and stewardship' of community / council facilities and assets.

Moreover, that this partnership together with professionalism and expertise of its asset managers and finance staff contributed to Council outperforming a number of its peers (metropolitan, regional and rural) with respect to its financial sustainability and the strength of its asset management.

TCORP: Financial Sustainability of the New South Wales Local Government Sector 2013			
Benchmark	Financial Sustainability	Financial Outlook	BSC Rating
	Moderate or better	Neutral or Better	Moderate / Neutral
LG: Local Government Infrastructure Audit 2013			
Benchmark	Asset Management	Bring to standard (BTS)	Strong with BTS of \$974 / capita
	Moderate or better	BTS per capita below \$1000	

Council is also committed to the integration of strategy and operations via the implementation of its suite of integrated plans. The implementation of these plans is through a program of prioritized incremental change and is guided by Council and senior management commitment to aligning strategy with operations. The following service statement and matrix provides strategic

overview of Council services and is a timely snapshot of Council service delivery and the strategic issues relevant to each service and activity.

Service Statement and Service Matrix

The following service statement derived from Council's Annual Operational Plan describes and identifies the range of services provided by Council and how each of these services contributes to [Berrigan Shire 2023](#) and Council's Delivery Program Strategic Objectives.

For the purpose of this service review additional information includes whether the service users are internal or external, whether Council planning and service delivery is informed by 4-year Service Delivery Specific Strategy and Action Plan integrated with Council's primary suite of Integrated Plans.

The key elements addressed by Council's suite of Service Delivery Strategy and Action Plans are described in the adjacent side bar. Council Service Delivery Strategy and Action Plans are developed for soft infrastructure Service Delivery activities. Council's Asset Management Strategy and associated Asset Management Plans guide and inform service planning, service delivery and review of asset based services: Council's hard infrastructure. These Strategy's and Plans are developed within Council resources and the order of strategy development and completion reflect community priorities.

Council is committed to retaining in-house strategic and social planning capacity primarily because

1. Strategy's – particularly those requiring nuanced analysis of local conditions when developed by consultants because of resources (usually budget) and time constraints often fail to effectively engage local residents and internal stakeholders.
2. Strategy's that fail to engage residents and internal stakeholders are effectively a waste of Council resources
3. There is closer alignment of operations with strategy recognising that as a small Council it has had in the past the experience of more established therefore reputable consulting firms allocating the project to relatively inexperienced and junior consultants.

Weblinks to the relevant and adopted by Council 4-year Service Delivery Strategies and Action Plans are included in the Service Statement.

The service statement also describes which Council services are legislatively mandated and impose on Council a range of compliance activities.

Key describing nature of Service Delivery /Service User Engagement

- * *Legislative Requirement to deliver or report on service*
- ^ *Service Users engaged in review and development of Strategic Plan and or Feedback re: Service Levels either through direct survey, community engagement including focus groups or Statistically Valid Community Satisfaction Survey*
- # *Commercial – Council leases out these service*

**Berrigan Shire Council
Service Delivery Specific
Strategy & Action Plans
include:**

Background Statement

Strategy Objectives

Service Review

Methodology

Literature Review/Policy
Context

Profile of Current
Activity/Services

Community
Engagement/Service User
Engagement

Summary Analysis

Recommendations

Strategy Decision Making
Framework

4-yr Action Plan mapped
to Berrigan Shire 2023
Strategic Outcomes

Service Statement – as at June 2015

CSP Strategic Outcome	CSP & DP Strategic Objective	Council Service Delivery	Internal / External	Current Strategic Plan	Web Links to Relevant Strategy & Action Plan	Key Strategic Issues
1.Sustainable Natural and Built Landscapes	1.1 Support sustainable use of our natural resources and built landscapes	Land use planning and development*	External	Yes	LEP 2013 [^]	Statutory Instrument
	1.2 Retain the diversity and preserve the health of our natural landscapes and wildlife	Weed Control*	External	n/a	County Council	
	1.3 Connect and protect our communities	Council roads, paths, levees* Storm water, Drainage* Waste *	External External	Yes	Asset Management Strategy 2013- 2017 [^] Asset Management Plans & PAMPs [^]	Sustainability of current service levels Asset Optimisation Re-development inefficient /costly to maintain infrastructure Refer to specific AMP or PAMP
2. Good Government	2.1 <i>Berrigan Shire</i> 2023 objectives and strategies inform Council planning and community led projects	Council governance* Strategic planning*	Internal & External	Yes	Berrigan Shire 2023 [^]	pp. 7-8 of CSP
2. Good Government	2.2 Ensure effective governance by Council of Council operations and reporting	Financial* & Corporate Services Enterprise risk management* Plant and business operations Human Resources	Internal Internal Internal Internal	Yes	Financial Strategy 2012 appendix 13 LTFP 2015 - 2025 Risk Management Strategy 2014	Financial sustainability Cost effective maintenance /service levels Financial capacity and freedom Safe Workplace

CSP Strategic Outcome	CSP & DP Strategic Objective	Council Service Delivery	Internal / External	Current Strategic Plan	Web Links to Relevant Strategy & Action Plan	Key Strategic Issues
					Workforce Development Plan 2013-2017 Delivery Program 2013-2017	Attraction & Retention Professional Staff/Skilled Technical Staff Financial sustainability of Program in particular Capital Works Plan
Good Government	2.3 Strengthen strategic relationships and partnerships with community, business and government	Strategic Planning* Council Governance	External	n/a		Engaging partners/business other levels of government in Strategic Plan development / implementation
3. Supported and engaged communities	3.1 Create safe, and friendly accessible communities	Emergency Services* Water and sewerage treatment*# Environmental health* Animal Control * Cemeteries* Social planning	External External External External Internal & External	Yes Yes Yes	Displan 2012 Asset Management Plans & PAMPs^ Liveability and Healthy Ageing Strategy 2013 - 2017^ Health & Wellbeing Profile	Prevention Financial sustainability Additional Capacity for urban growth Workforce Mobility / Access Transport Social Support Workforce Ageing Population Mental Health

CSP Strategic Outcome	CSP & DP Strategic Objective	Council Service Delivery	Internal / External	Current Strategic Plan	Web Links to Relevant Strategy & Action Plan	Key Strategic Issues
				Yes	Children, Young People and Families Strategy 2015 – 2019^	Child Care Before & After School Care Service User engagement in redevelopment of playgrounds
	3.2 Support community engagement through life-long learning, culture and recreation	Libraries*, EIS, HACC and community services Parks, reserves*, recreation facilities	External		Library Services Strategy 2014- 2018^ Volunteer Strategy 2013-2017^	Digital Inclusion People Management Place-making Age of Volunteers Sustainability Volunteer Management of Recreation Reserves/Facilities
4. Diverse and Resilient Business	4.1 Invest in local job creation, retention and innovation	Business development Saleyards# Quarries Caravan Parks#	External External Internal External	Yes	Economic Development Strategy 2012 - 2016	Agriculture Retail Aged Care/Social Support Sector Workforce Training Tourism
	4.2 Strong and diverse local economy	Economic Development	Internal / External	Yes	Economic Development Strategy 2012 - 2016	
	4.3 Diversify and promote local tourism	Tourism and events promotion	Internal	Yes	Tourism Strategy 2014 – 2018^	Visitor Experiences Digital Platform Amenity of Infrastructure Town Entrance Amenity

CSP Strategic Outcome	CSP & DP Strategic Objective	Council Service Delivery	Internal / External	Current Strategic Plan	Web Links to Relevant Strategy & Action Plan	Key Strategic Issues
	4.4 Connect local, regional and national road, rail and aviation infrastructure	Tocumwal Aerodrome	Internal	Yes	Tocumwal Aerodrome Management Plan	Financial sustainability Optimise usage Aviation Industry /Land Sales
		Tocumwal Intermodal Planning	External	Yes	Tocumwal Freight Access Improvement Strategy 2014	Intermodal Connectivity NSW/VIC
		Transport/Freight Planning	External			National Highway Connectivity

Council’s Insurance & Operational Risk Profile

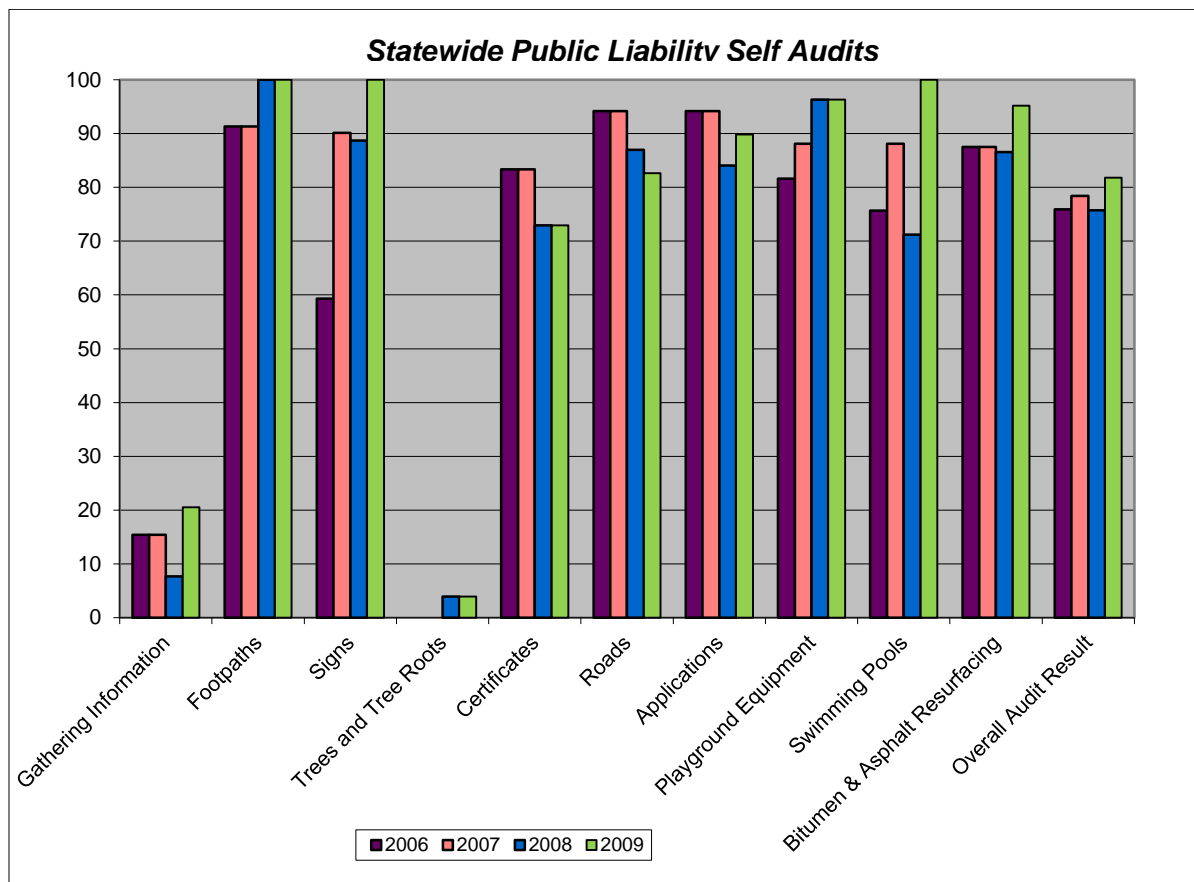
The Council has shown gradual improvement in both areas of insurance through participation in the StateCover Audit, and in the Statewide PL Audit and subsequent Risk Management Action Plans.

Berrigan Shire Council has demonstrated performance at levels not only above the Local Risk Group average, but also the Regional and State averages.

Statewide Public Liability Audits (2005-2009)

During this period, Statewide utilised the Public Liability Audit as a benchmark for Council’s to measure individual performance, and also performance against Council’s within their region and across NSW.

The following graphs demonstrate the gradual improvement for Berrigan Shire Council as they committed to developing and progressing risk management practices.



Statewide Continuous Improvement Pathway – Risk Management Action Plans

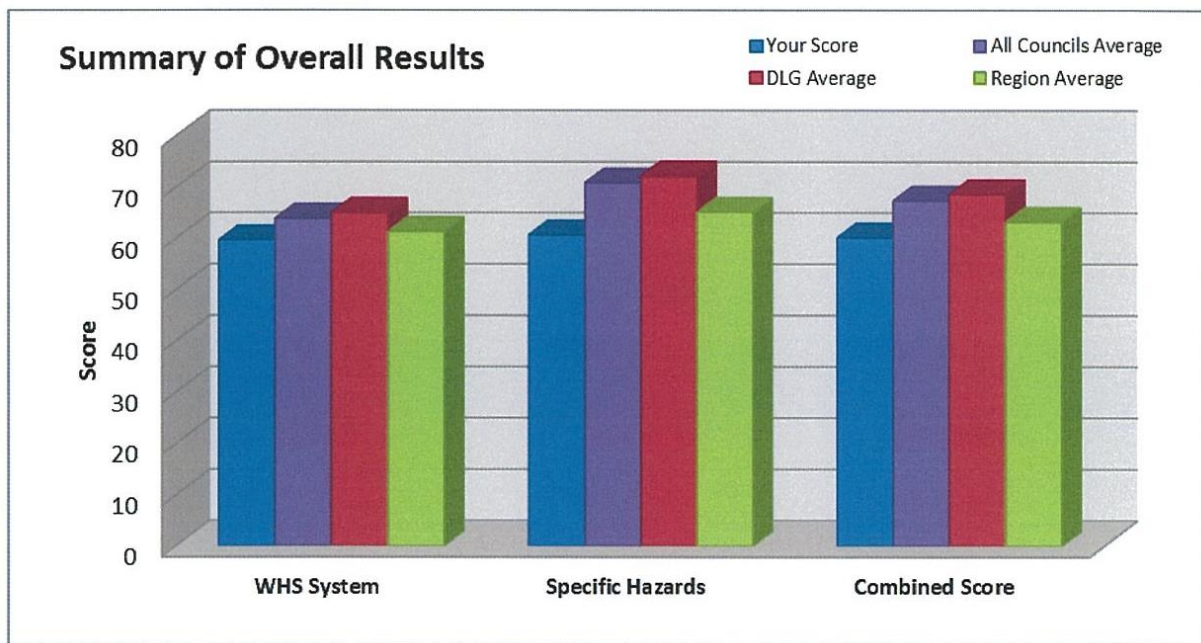
From 2010, with the gradual phase out of the public liability audit and the introduction of the Statewide Continuous Improvement Pathway, and the development of the Risk Management Action Plan, the Berrigan Shire Council continued to demonstrate improvement, achieving the highest score in the Region for 2013/14.

Berrigan Shire Council has been flagged as high performing Council for Statewide, and unlike neighbouring Councils, was identified as a Tier 2 Council with requirements to fulfil four elements under the CIP-RMAP. Neighbouring Councils were categorised as Tier 3 Councils due to poor performance in the previous PL Audits, and lack of resources and were only required to fulfil two elements.

This has since changed with all Councils required to commit to fulfilling the four elements in the RMAP.

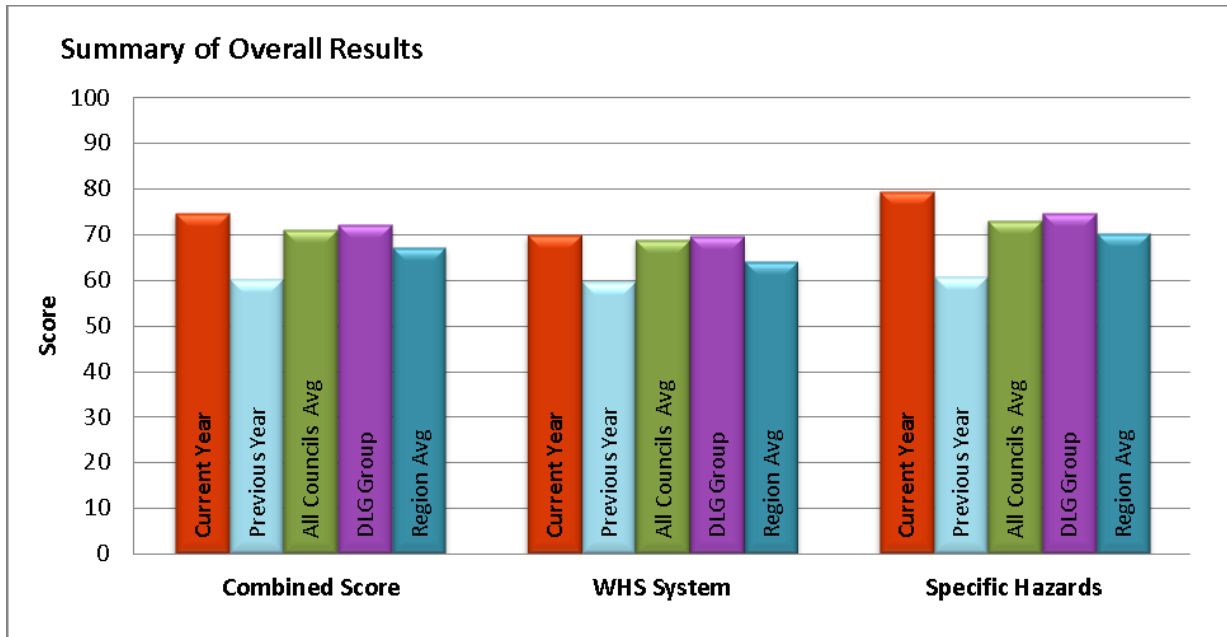
StateCover Workers Compensation and WHS Performance

2012



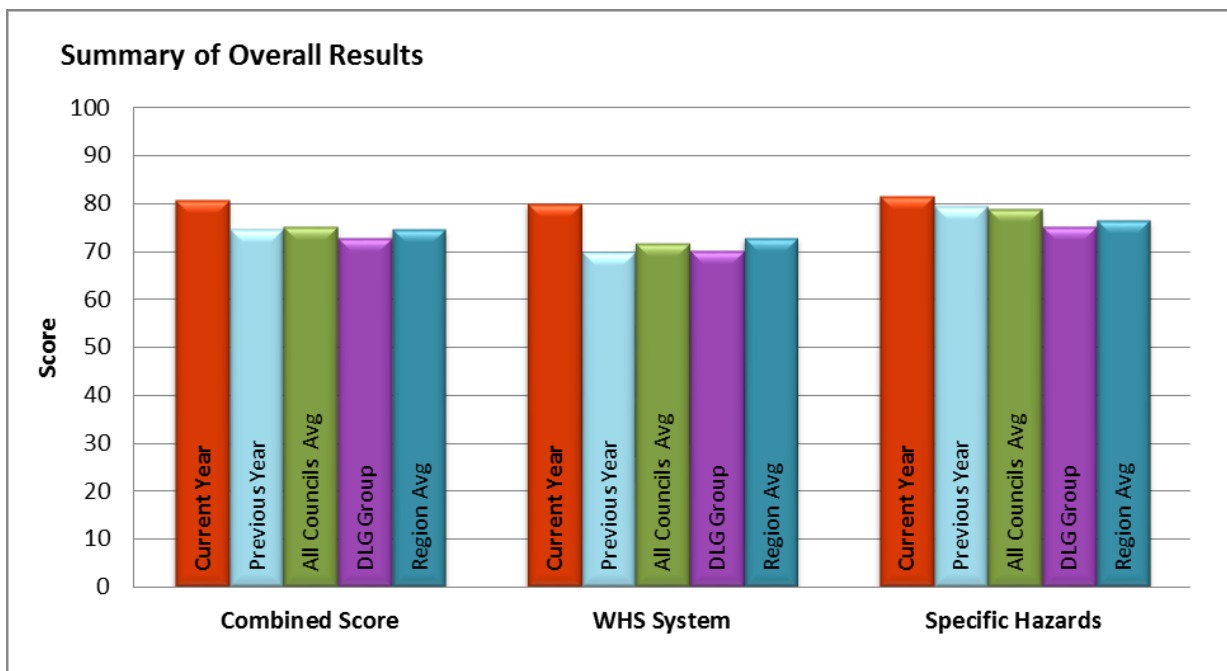
In 2012, Council’s overall score was 60.1% which was below average. Committed to improvement and embracing best practice, Council adopted the Risk Management Strategic Plan 2013-2016.

2013



In 2013, council’s overall score was 74.6%, an improvement of 14.5% and above average in comparison to all Councils, the Risk Group and the Region.

2014



In 2014, Council’s overall score was 80.8% - a further 6.2% improvement on the previous year and a continued leader in improvement across the State.

Workers Compensation

A further reflection of Council's commitment to improving work health and safety practices has been in the reduction in Workcover claims. A key benchmark for the measurement of Council's Workers Compensation performance is the average premium rate paid by the Council compared to the average rate of the industry and/or group of Councils.

The premium rate paid by Council incorporates rating factors, which take into account the claims experience of an individual Council and the claims experience of the local government industry.

Group	Average Premium Rate
Council	2.49%
OLG Group Average	3.53%
StateCover Average	3.24%

Overall Financial Position

	2009/10 \$	2010/11 \$	2011/12 \$	2012/13 \$	2013/14	Forecast 2014/15
Revenue	17.1 m	17.0 m	19.5 m	19.0 m	18.9 m	19.5 m
Expenditure	16.5 m	17.0 m	17.6 m	18.0 m	18.7 m	17.4 m
Surplus	0.6 m	(0.1) m	1.9 m	0.2 m	.2m	2.0 m
Surplus /Deficit before Capital Grants & Contributions	(0.7 m)	(0.0) m	1.4 m	(0.4) m	(1.5 m)	0.5

Evaluation Berrigan Shire Service Delivery Statement

The following framework and describes the questions used by Council Officers to qualitatively evaluate the effectiveness and appropriateness of Council's service delivery statement in the context of its

- Strategic Alignment – link between CSP and service delivery
- Economic Alignment – whether alternative model of service provision is appropriate e.g.: market or community
- Productive Alignment – strategies used to contain expenditure whilst maintaining strategic alignment

	What does answering this question achieve?	What supporting questions have been explored
Why does Council provide this service?	Strategic Alignment Demonstrates the link between Councils' CSP and service delivery	What are Council's legislatively mandated commitments? Is there likely to be any legislative change in the foreseeable future? What Commonwealth / State priorities exist? Is the service reliant on the trust and involvement of residents and local business?
Comment	<p>The service review identifies that Council is currently delivering few services which do not have a legislatively mandated reporting or compliance requirement. The services that are being delivered and which are not legislatively required are broadly speaking its:</p> <ul style="list-style-type: none"> • Social planning; • Recreation, open space facilities; and • Economic development activities. <p>These are services which enhance the overall liveability of the LGA and the strategic capacity and productivity of Council ensuring that Council retains in-house the skills and knowledge it needs to be responsive to its non-hard infrastructure related strategic challenges:</p> <ul style="list-style-type: none"> • Ageing Population • Impact of external policy, and climate events on the Shire's industries and jobs • Lower than Murray Darling Basin average per capita income • Decrease in the number of people 15 years to 24 years of age • Societal change in tourism, recreation and leisure pursuits e.g.: volunteerism, electronic gaming, and sporting club membership 	
Assessment	Current range of services and activities are strategically aligned.	

	What does answering this question achieve?	What supporting questions have been explored
Why should Council deliver this service	Economic Alignment Demonstrates whether market based service provision an option or desirable	What kind of market exists? Eg – nascent, established, monopolistic, failed) What functions could or should be delivered outside the Council? Does capacity and capability reside in NGO or private sector? What is the funding model for the service? (Full cost recovery, Funded rates , Grant Income)
Comment	<p>Market based service provision in a rural setting includes engaging contractors and consultants The benefits of this approach are that significant savings can be gained where there are alternate suppliers i.e.: that is competition or when service delivery is shared with a neighbouring Council such as Council’s partnership with Moira Shire Council (VIC) waste collection. There is not locally a pool of experienced economic development and social planning professionals. Moreover as the Office of Local Government Peer -Review of the quality of IPR identified – Councils that relied on consultants for the development of their integrated plans failed to produce a suite of integrated plans. Of the discretionary or non-mandated by services that Council provides our recreation reserves/halls/pools are already provided in partnership with volunteer Committees of Management and where Council receives a grant to provide services</p> <ul style="list-style-type: none"> • Early Interventional Service for Children it does so as the service provider of last resort; and • HACC services – Council’s Liveability and Healthy Ageing Strategy 2013 - 2017 and subsequent action taken provides evidence that when Council is satisfied that there is a pool of potential providers that consideration is given to community /market provision 	
Assessment	Evidence of systematic strategic review and strategy development and links to Strategies identified in the Service Statement demonstrate that Council routinely assesses the context of service delivery, and capacity of market to deliver the same. Further, having the in-house capacity to do so is not only needed due to market failure but desirable	
How can Council better deliver this service	Productive Alignment The strategies Council follows to contain expenditure whilst maintaining alignment to strategic objectives	What inputs can be measured to deliver outcomes? What level of effort is required to deliver outcomes and outputs? What is the cost of delivering low value adding activities?
Comment	Council’s it Annual Operational Plan includes a number of qualitative and quantitative measures related to service delivery outcomes. Council Officers also provide qualitative comment on progress as part of Council’s quarterly reporting, 6 monthly and Annual Reporting. Where external measures are a funding requirement – Council Officers collect and collate data to acquit grants and comply with legislation. Council also engages service users through	

	What does answering this question achieve?	What supporting questions have been explored
	surveys, focus groups and user feedbacks in Strategy and Asset Management Plan review and development.. It also has a longstanding commitment to conducting every 4 years a phone survey of community and business satisfaction with its services. This survey is undertaken by Nexus Research and is population based – the methodology used is statistically valid. The last survey was conducted 2011 and the 2015 survey has been commissioned and commenced. LG NSW comparative data for the 2012/13 period indicates that Council spends 5% of its Total Expenditure on Governance & Administration – this is the 5 th lowest % in the State and that it does this while maintaining the delivery service delivery and improving the strategic alignment of its operations	
Assessment	Council has embedded in its suite of integrated plans – the reporting of inputs and their contribution toward Delivery Program and CSP strategic outcomes. Furthermore, compared to peers the current model of service delivery, the scale of LGA boundaries / shared service arrangements (VIC), attraction and retention of skilled staff allows it to achieve a comparatively low unit cost re: administration and governance expenditure whilst maintaining strategic alignment.	

Evaluation Framework adapted from Price Waterhouse & Cooper 2013 *Improving Public Sector Productivity*
<http://www.pwc.com.au/industry/government/assets/Improving-Public-Sector-Productivity-Dec13.pdf>

Community Satisfaction Survey

This report conducted by Nexus Pty Ltd (Nexus Research, 2015) summarises results from a telephone survey of 350 residents' and 101 business respondents in Berrigan Shire during January 2015. The objective was to monitor community satisfaction with Council services and obtain feedback on salient community issues, to assist future strategy. Where possible the findings are compared with a similar survey conducted in 2010.

Attitudes & Contact: 40% of Berrigan Shire residents have visited the Council's website, 11% have accessed the Facebook page and almost 50% have phoned the Council's offices in the last year. This compares with 44%, 6% and 72% of business respondents respectively. Over 70% of its visitors considered the website easy to navigate and a similar proportion of phone callers obtained the information or action that they wanted. 25% of residents consider Berrigan's value for money for rates to be good or excellent, 33% consider it adequate and 41% suggest a need for improvement. The view from business respondents is similar however, 52% suggest a need for improvement.

The top ten services of highest **Importance** to respondents were:

Residents	Businesses
Fire & Emergency services	Fire & Emergency services
Water supply & Sewerage	Water supply & Sewerage
Maintaining the public toilets	Main street & Town centre appearance
Road, Footpath & Drains maintenance	Road, Footpath & Drains maintenance
Garbage collection	Maintaining the public toilets
Provision of disabled facilities	Street cleaning
Main street & Town centre appearance	Garbage collection
Street lighting	Street lighting
Public parks & gardens	Economic & Business development
Reserves & Ovals maintenance	Recycling processes & practices

A quadrant analysis revealed that the services of relatively greater importance but slightly

lesser satisfaction for residents were Recreation & Sports facilities and the Public swimming pool; along with Road, Footpath & Drains repair & maintenance, Provision of disabled facilities and Street lighting. Business respondents also identified Road, Footpath & Drains repair & maintenance, Maintaining the Main street & Town centre appearance and the Public toilets; along with Assistance with business development and Planning scheme building or development.

Overall satisfaction Berrigan Shire has remained consistent with the previous survey. Possible areas for improvement (Satisfaction mean below 7) include:

- Assistance with business development
- Planning scheme, applications services; and
- Road, footpath and drain maintenance

Satisfaction levels may also be improved with additional information provided to residents/businesses on:

- Areas providing value for money for Rates
- Incentives for Business attraction/expansion
- Road maintenance (Nexus Research, 2015, pp. 4-6)

Independent Assessment– SGS Economics & Planning

SGS Economics and Planning (SGS) was commissioned April 2015 to provide independent analysis of Council's scale and strategic capacity. It undertook a high level strategic appraisal, financial appraisal, and due diligence assessment of potential outcomes concluding:

'that BSC undoubtedly looks south (Victoria) for a variety of social (service delivery, migration) and economic linkages (freight, jobs), and also east in Albury-Wodonga (service delivery, air transport) (SGS Economics and Planning, 2015, p. 1)

Further

'the LTFP projection demonstrate that Berrigan's performance will improve as a stand-alone option and marked improvements are forecast against all OLG indicators (SGS Economics and Planning, 2015, p. 5)

Service Delivery Review Findings

This Service Delivery Review serves a two- fold to purpose. First it provides an overview of Council’s strategic operating environment in the context of planned local government reform in addition to assessing Council’s current model of service delivery. Briefly the review of the LGAs demographic, social, economic profile highlighted the links between the Shire’s regional competitiveness and socio-economic ties to Victoria, in particular the additional access to services generated by Cobram – Barooga services centre. With the analysis suggesting that change to LGA boundaries in the region may impact negatively on the national regional competitiveness ranking of the Shire – and its attractiveness for new investment.

The mapping of Council services and formal Strategies guiding service delivery and operational planning identified that there is scope to strengthen and improve the delivery of Council services which, contribute to the following Berrigan Shire 2023 strategic objectives.

- 1.1 Support sustainable use of our natural resources and built landscapes
- 1.2 Retain the diversity and preserve the health of our natural landscapes and wildlife
- 2.3 Strengthen strategic relationships and partnerships with community, business and government

This review also set out to assess appropriateness of Council’s current model (scale) and its strategic capacity⁸ in the context of the Panel’s recommendation that it merge with the Jerilderie Shire. Informed by the draft business case exploring the feasibility of a merger between the Jerilderie and Berrigan Shires’ and SGS Report *Fit for the Future: Options analysis and comparison report* the finding of this service review is that Council has sufficient scale and capacity and that its current model of service delivery is

1. **Appropriate** – there is a match between current and future community needs and wants
2. **Effective** – services are targeted and there is scope to improve quality and the capacity to develop new ways of operating
3. **Efficient** – in that within resource constraints that Council and its communities have a history and tradition of continuous improvement and efficient use of community and Council resources.

⁸ (Samson, Munro, & Inglis, 2014, p. 32) Box 8 Key Elements of Strategic Capacity

Further, that the development by Council of a Fit for the Future Improvement Proposal is a better option for the region and our system of government, that the Panel's recommendation that it merge with the Jerilderie Shire Council.

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Appendix 1

Median Property Sale Prices

- Rural Local Government Areas - All Dwellings - Jun 2014
notes: (s) 30 or less sales lodged; (-) 10 or less sales lodged; (n) not available due to small number

LGA	Median (\$'000)	Change in Median	
		Qtly %	Ann %
Upper Murray exc. Albury	212	-1.9	-0.5
Berrigan	179	-16.7	-11.8
Conargo	- n n		
Corowa Shire	260	20.9	27.5
Deniliquin	140	-22.2	-12.5
Greater Hume Shire	195	n	n
Jerilderie -	n	n	
Murray	275	-18.2	2.1
Urana - n n			
Wakool s n n	190		

Source: http://www.housing.nsw.gov.au/NR/rdonlyres/36919D3C-2321-419D-9A12-BAD389240B35/0/Sales_Rural_LGA_2014q2.pdf

Median Rents

Rural Local Government Areas All Dwellings Sep 2014
Notes (s) 30 or less bonds lodged: (-) 10 or less bonds lodged: (n) not available due to small number

LGA	One Bedroom			Two Bedroom			Three Bedroom		
	Change			Change			Change		
	Median \$	Change Qtly %	Ann %	Median \$	Change Qtly %	Ann %	Median \$	Change Qtly %	Ann %
Upper Murray ex Albury	130 s	n	n	175	-1.4	2.9	250	0	6.4
Berrigan	-	n	n	165	n	n	225 s	n	n
Deniliquin	125 s	n	n	140	n	-17.6	225	-11.8	2.3
Greater Hume	n	n	n	230 s	n	n	-	n	n
Murray	-	n	n	230 s	n	n	290 s	n	n

Source: http://www.housing.nsw.gov.au/NR/rdonlyres/8B0B3809-12F3-4FAB-B6F2-3E18A65B3BB3/0/Rent_Rural_LGA_2014q3.pdf

Priority Projects – CSP Objectives Berrigan and Jerilderie Shire

Shire	Priority Project or CSP Objective	Social	Environmental	Economic	Civic Leadership
Berrigan	Establish partnerships with National Parks that promote sustainable use and access to the River and its forests		x		
Berrigan	Preserve and further develop the Shire's cultural heritage and local history		x		
Berrigan	Invest in town entrances and the visual amenity of our streetscapes		x		
Berrigan	Invest in the maintenance and development of the Shire's network of critical physical infrastructure: levees, roads, storm water, water, sewer and waste management facilities		x		
Berrigan	Participation in regional and cross-border forums and initiatives eg: Emergency services, RAMROC etc				x
Berrigan	Community transport connecting our towns	x			
Berrigan	Support for volunteers	x			
Berrigan	Market and promote the lifestyle and liveability of our communities	x			
Berrigan	Planning for an Ageing Population	x			
Berrigan	Walking / bike trails connecting our towns	x			
Berrigan	Redevelop and upgrade existing sporting facilities	x			
Berrigan	Upgrade of National Highway 39 to Tocumwal			x	
Berrigan	Improved access to incentives for new and existing business			x	
Berrigan	Development of retail / commercial / industrial precincts Barooga			x	
Berrigan	Establish event based tourism and promote further development of established tourism markets			x	

Shire	Priority Project or CSP Objective	Social	Environmental	Economic	Civic Leadership
Berrigan	Development of Shire's regional and freight and industry infrastructure – Tocumwal Intermodal Facility and Tocumwal Aerodrome			x	
Jerilderie	Objective 1.5.1: The availability of service infrastructure to facilitate business growth and expansion			x	
Jerilderie	Objective 1.5.2: Appropriate infrastructure to support our commercial and industrial businesses			x	
Jerilderie	Objective 1.1.1: Better understanding of the tourist sector in Jerilderie			x	
Jerilderie	Objective 5.1.1: Accessible and relevant local community engagement practices	x			
Jerilderie	Objective 5.1.2: A strong involvement in State planning for the region			x	
Jerilderie	Objective 5.2.1: Improve the communities understanding of the available services and programs	x			
Jerilderie	Objective 5.2.3: Services that are best placed to meet the needs of our community	x			
Jerilderie	Objective 5.2.2: Increased knowledge of the service needs of our community				