

**CORPORATE & BUSINESS SYSTEMS**

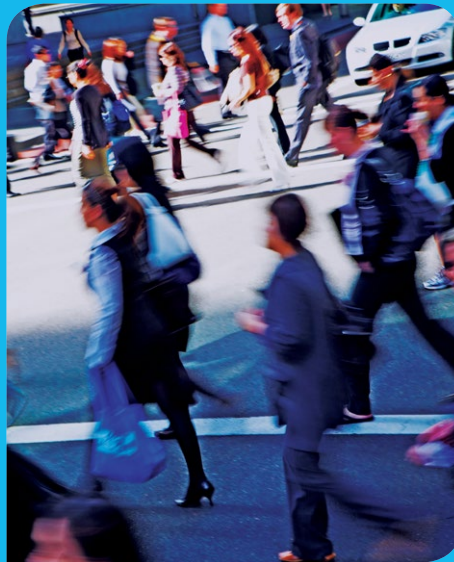
**ATTACHMENT 3.2**

**INTEGRATED PLANNING & REPORTING -  
DELIVERY PROGRAM, OPERATIONAL PLAN,  
RESOURCING STRATEGY (INTRODUCTION  
FROM IPR MANUAL FOR LG IN NSW MARCH  
2013)**

**STRATEGIC COMMITTEE MEETING**

**8 NOVEMBER 2017**

# Integrated Planning and Reporting Manual for local government in NSW



## Planning a sustainable future

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# INTRODUCTION



## Planning requirements at a glance

Due dates/ frequency	Plan/strategy	Description/requirements	Legislative reference
For use during development of the Community Strategic Plan and councils' other planning activities.	<b>Community Engagement Strategy</b>	A strategy based on social justice principles for engagement with the local community when developing the Community Strategic Plan.	s402(4) (Act)
From 2012, endorsed by 30 June in year following election. Review every four years, and roll forward so remains at least 10 year horizon. Exhibit for at least 28 days, copy of plan and amendments to plan to DLG within 28 days of endorsement.	<b>Community Strategic Plan (CSP)</b>	Plan which identifies the main priorities and aspirations for the future of the local government area.  Minimum 10 years.	s402(1)-(7) (Act)
Review in detail every 4 years as part of CSP review. Update annually when developing the Operational Plan.	<b>Long Term Financial Planning</b>	Included in the council's Resourcing Strategy for the provision of resources required to implement the CSP.  Minimum 10 years.	s403(2) (Act)
	<b>Workforce Management Planning</b>	Included in the council's Resourcing Strategy for the provision of resources required to implement the CSP.  Minimum 4 years.	s403(2) (Act)
	<b>Asset Management Planning</b>	Included in the council's Resourcing Strategy for the provision of resources required to implement the CSP. Comprises an Asset Management Strategy and Plan/s.  Minimum 10 years.	s403(2) (Act)

Due dates/ frequency	Plan/strategy	Description/requirements	Legislative reference
From 2012, adopt by 30 June in year following election. Exhibit for at least 28 days.	<b>Delivery Program</b>	Details the principal activities to be undertaken by the council to implement strategies established by the CSP.  <b>Four years' duration.</b>	s404(1)-(5) (Act)
Adopt prior to beginning of financial year. Exhibit for at least 28 days. Post copy on website within 28 days of council endorsement.	<b>Operational Plan</b>	Details the activities to be engaged in by the council during the year, and annual budget.  Annual sub-plan of Delivery Program.	s405(1)-(6) s532 s610B - s610F s706(2) (Act) cl201(1) (Reg)

## Reporting requirements at a glance

Due dates/ frequency	Plan/strategy	Description/requirements	Legislative reference
Within 5 months of the end of each financial year (ie by 30 November)	<b>Annual report</b>	<p>Report on the achievements in implementing the Delivery Program and the effectiveness of the principal activities undertaken in achieving the objectives in the Community Strategic Plan at which those activities are directed.</p> <p>Must be prepared in accordance with the Regulation and the Guidelines.</p> <p>Must include a copy of the council's audited financial reports.</p> <p>Must be posted on the council's website.</p>	s428 (Act) cl217(1) (Reg)
<p>Included in annual report due 30 Nov in year in which an ordinary election is held.</p> <p>(First one due by 30 November 2012)</p>	<b>End of term report</b>	<p>Report on the council's achievements in implementing the Community Strategic Plan over the previous four years.</p>	s428(2) (Act)
Included in annual report due 30 Nov in year in which an ordinary election is held	<b>State of the Environment Report</b>	<p>Reports on environmental issues relevant to the objectives for the environment established by the Community Strategic Plan. Must be prepared in accordance with the Guidelines.</p>	s428A (Act)
<p>At least every six months</p> <p>(Dates determined by the council)</p>	<b>Progress reports on Delivery Program</b>	<p>Report on progress with respect to the principal activities detailed in the Delivery Program.</p>	s404(5) (Act)



Due dates/ frequency	Plan/strategy	Description/requirements	Legislative reference
Not later than two months after the end of each quarter (except the June quarter)  (ie by 1 December, 1 March, and 1 June)	<b>Budget review statement</b>	Shows, by reference to the estimate of income and expenditure set out in the statement of the council's revenue policy included in the Operational Plan for the relevant year, a revised estimate of the income and expenditure for that year.	cl203 (Reg)

This manual is designed to assist councils as they implement the Integrated Planning and Reporting framework. It's an important tool designed to help achieve best practice for councils and better outcomes for communities.

It is issued in line with s 406(5) of the *Local Government Act 1993* (the Act) to guide councils through the reasoning behind, and the general intent of the requirements of the legislation and the Integrated Planning and Reporting Manual (the Guidelines).

Because each council is different, the legislation and essential elements of the Guidelines will be applied in different ways. How they are applied will depend on the geographical location, demographics and culture of the council area. For example, a small rural council might carry out community engagement activities in a different manner to a large city council.

## Why Integrated Planning and Reporting?

The Integrated Planning and Reporting framework recognises that most communities share similar aspirations: a safe, healthy and pleasant place to live, a sustainable environment, opportunities for social interaction, opportunities for employment and reliable infrastructure. The difference lies in how each community responds to these needs. It also recognises that council plans and policies should not exist in isolation and that they in fact are connected.

This framework allows NSW councils to draw their various plans together, understand how they interact and get the maximum leverage from their efforts by planning holistically for the future.

All councils in NSW are now (as at 1 July 2012) working within the Integrated Planning and Reporting framework (shown below).



## 1.1 Getting the most from integrated planning and reporting

The Integrated Planning and Reporting framework allows councils to build plans of appropriate size, scale and content for their communities. As each community in NSW is different, each council's Community Strategic Plan will be different. The most important thing is that the Community Strategic Plan, and the implementation structures that support it, are fit for purpose and appropriate to their communities.

The role of the Division of Local Government (DLG), Department of Premier and Cabinet in the planning process is to build the framework, provide guidance and assistance to councils in implementing it, and check that it is working. Each council's role is to use the planning process creatively, for the benefit of their community.

Apart from providing a clear picture for the future, the planning process can also help councils to better connect with their communities to gain a more detailed understanding of their area and its regional context. The process can also provide opportunities for councils to streamline their operations.

### Key roles and responsibilities

The success of the planning process relies on the commitment of the mayor and the general manager as well as all councillors. Without strong support and commitment, the council will find it difficult to develop and implement a meaningful plan.

The mayor, as spokesperson for the council, is the public face of the planning process. The mayor is responsible for explaining the purpose of the Community Strategic Plan to the community and encouraging public support for the planning process. The ability of the mayor and the councillors to capture a vision for the community's future and inspire others to participate in that future, will be fundamental to the success of the project. It is important that all councillors support this aim and are fully committed to the value of the project.

Similarly, the general manager has a pivotal role to play in mapping out the council's approach to the planning process and ensuring the community receives the information it needs to participate in a meaningful way.

The general manager will also be responsible for guiding the preparation of the Community Strategic Plan and the council's response to it via the Delivery Program. The general manager is responsible for implementing the Delivery Program and will report to the council on its progress and ensure that it becomes a living document with regular updates and reviews.

The general manager will need to have a clear understanding of the planning process and the way the various components are integrated. The general manager has an important leadership role to play in ensuring that each member of council's staff understands how their particular work activity contributes to achieving the objectives of the Community Strategic Plan and what is expected of them in delivering its outcomes.

## Summary of roles and responsibilities

<b>Mayor</b>	<ul style="list-style-type: none"> <li>• Act as the spokesperson for the council in promoting the Community Strategic Plan and lead community engagement in the development of the Plan.</li> </ul>
<b>Mayor and councillors</b>	<ul style="list-style-type: none"> <li>• Promote the Community Strategic Planning process to the community, and support and participate in community engagement for the development of the Community Strategic Plan</li> <li>• Consider advice on resourcing implications of the Community Strategic Plan and present options to the community for consultation</li> <li>• Endorse the Community Strategic Plan, on behalf of the community</li> <li>• Ensure the Community Strategic Plan is reviewed in accordance with the legislation and Guidelines</li> <li>• Work with the general manager and senior staff to develop a Delivery Program in accordance with the Guidelines</li> <li>• Oversee the implementation of the Delivery Program and receive and review reports from the general Manager on progress towards achieving its objectives</li> <li>• Review the Delivery Program on an annual basis</li> <li>• Work with the general manager and senior staff to develop an agreed schedule of reporting to the council on the Operational Plan budget, ensuring compliance with the minimum standard specified in the legislation and the Guidelines</li> <li>• Ensure that the council reports to the community annually, as required by the legislation and the Guidelines</li> <li>• Work with the general manager and senior staff to develop and oversee the implementation of the Operational Plan in accordance with the Guidelines.</li> </ul>

**General manager**

- Guide and advise councillors and council staff in developing the various plans and requirements of the framework
- Oversee the preparatory processes for the Community Strategic Plan to ensure adequate information/research is available to inform the Plan, the Community Engagement Strategy is prepared and approved by the council, and community members are given sufficient information to participate in the planning process in a meaningful way
- Ensure the Resourcing Strategy is being developed and is presented to the council where necessary
- Provide advice to councillors on resourcing implications of the Community Strategic Plan
- Work with councillors to develop the Delivery Program, in accordance with the Resourcing Strategy and the requirements in the Guidelines
- Ensure an annual Operational Plan is prepared and approved by the council
- Implement the Community Strategic Plan, Resourcing Strategy, Delivery Program and Operational Plan and advise the council of any matters that may affect the delivery of the plans, as appropriate
- Work with the council to develop an appropriate reporting schedule on the implementation of the Delivery Program and Operational Plan, ensuring compliance with the minimum standard specified in the legislation and Guidelines
- Ensure that council staff are aware of their responsibilities in implementing the Delivery Program and Operational Plan and monitor their performance through the council's staff performance system
- Oversee the preparation of the Annual Report to the community and the state of the environment report, in accordance with the legislation and Guidelines.

**Staff in a senior role**

- Senior staff, including deputy general managers, directors and/or executive managers, may take on these responsibilities, depending on the council's structure:
- Work with and support the general manager in the development of the plans and requirements of the framework
- Maintain a watching brief over the implementation of the Community Strategic Plan, Resourcing Strategy, Delivery Program and Operational Plan, and advise the general manager of any matters that may affect the delivery of the plans
- Undertake specific responsibilities allocated to them in the Delivery Program and Operational Plan
- Ensure staff fulfil responsibilities allocated to them in the Delivery Program and the Operational Plan
- Provide timely advice to the general manager on the progress of projects/activities included in the Delivery Program and the Operational Plan.

## 1.3 Timeframes and sequencing

### 1. Scoping

The council gathers information about its community, the opportunities and pressures that might affect it in the future and any state and regional plans that are already in place. The council also considers what principles will guide the Community Strategic Plan. A community engagement strategy is prepared in a format that can be used for community consultation.

### 2. Engagement

The council leads community engagement to identify long term objectives of the community, strategies to achieve these objectives and the levels of service the community expects.

Consultation with relevant state agencies and Catchment Management Authorities to identify opportunities may also be undertaken. A draft Community Strategic Plan is then prepared.

### 3. Resourcing

The council sorts out which of the strategies outlined in the Community Strategic Plan are its direct responsibility and which are the responsibility of other agencies.

The council prepares long term financial plans for the strategies it is responsible for, and prepares projected costings based on the level of service expected by the community. The projections should consider matters such as the need for special variations to general income. Work commences on the development or review of the Asset Management Strategy. Other agencies are notified about the strategies they are responsible for and partnership arrangements are encouraged. A risk assessment process should also be developed.

### 4. Final plan

The draft Community Strategic Plan, with resourcing options, is presented back to the community for review and comment. Any amendments are made and the Community Strategic Plan is formally endorsed by the council on behalf of the community.

The council's Asset Management Strategy is finalised at this point. Possible impacts on the Local Environmental Plan are identified.

## 5. Delivery Program

The council uses the Community Strategic Plan, and resourcing options to prepare a four year Delivery Program for its term of office. Councillors allocate priorities to the objectives and strategies in the Community Strategic Plan and determine appropriate methods to measure the success of the Delivery Program. Internal reporting requirements are agreed between councillors and staff.

Financial plans are prepared for the four year period of the Delivery Program. These become the first four years of the council's 10 year Financial Plan. The Delivery Program is placed on public exhibition. The staff performance system for senior staff is aligned to Delivery Program objectives and performance measures.

## 6. Operational Plan

A detailed Operational Plan is prepared for each year of the Program. The Operational Plan sits under the Delivery Program and lists all the actions the council will undertake during the year to achieve its strategic goals. Performance measures are included and a detailed budget is prepared. This becomes the first year of the 10 year Financial Plan.

The staff performance system is aligned to the goals and measures in the Operational Plan. The council continues to set its rates and charges annually and place them on public exhibition.

## 7. Reporting

The general manager reports quarterly to the council on the budget in the Operational Plan.

The council reports to the community annually on its progress in achieving the Delivery Program objectives. In the last year of the council's term in office, an End of Term Report is prepared as an additional section for the Annual Report, outlining progress in achieving the objectives of the Community Strategic Plan during its term in office.

# 1.4 Top tips for implementing the Integrated Planning and Reporting framework

This manual provides a thorough discussion about each element of the Integrated Planning and Reporting framework. The 'top tips' described below have been prepared following the review of all councils' initial implementation of the Integrated Planning and Reporting framework, and describe some of the areas requiring further development by many councils. Used in conjunction with the Integrated Planning and Reporting self-assessment checklist, these tips may help councils strengthen their Integrated Planning and Reporting.

# INTEGRATED PLANNING AND REPORTING (IP&R)

## Top ten tips for councils

- 1 Show the way in which goals, actions and timelines in the Community Strategic Plan, Resourcing Strategy and Delivery Program/Operational Plan fit together
- 2 Consider colour coding or numbering to help navigation between the plans
- 3 Write all plans as clearly as possible - try reading them from the perspective of a community member
- 4 Publish all plans, including the Resourcing Strategy, in an accessible location on the website
- 5 Show timeframes on each document eg Workforce Plan 2013-17
- 6 Foster an ongoing internal conversation about IP&R, including education and information for new councillors and staff
- 7 Include performance measures in all plans - outcomes based for the Community Strategic Plan, outputs based for other plans and identify the baseline and target
- 8 Share information and suggestions with neighbouring and like councils - this conversation might also identify partnership opportunities (see good practice examples)
- 9 Show relationships between the Community Strategic Plan, State Plan and other relevant regional plans - and how the council might work together with NSW Government agencies
- 10 If the council is considering applying for a special rate variation, demonstrate the need for this in all relevant plans

## IP&R plans in a nutshell: key components to remember

<b>Community Strategic Plans...</b>	<p>Address four key questions:</p> <ul style="list-style-type: none"> <li>• Where are we now?</li> <li>• Where do we want to be in 10 years time?</li> <li>• How will we get there?</li> <li>• How will we know we've arrived?</li> </ul>
<b>Long Term Financial Plans...</b>	<ul style="list-style-type: none"> <li>• Show councillors and the community how the council will achieve financial sustainability over the long term</li> <li>• Incorporate easy to read commentary to explain financial information, not just spreadsheets</li> <li>• Include different scenarios (eg planned, optimistic, conservative), as well as a sensitivity analysis</li> </ul>
<b>Asset Management Policy, Strategy and Plans...</b>	<ul style="list-style-type: none"> <li>• Demonstrate how the council's assets will enable the implementation of the Community Strategic Plan</li> <li>• Describe the condition of key assets, preferably using easily understandable maps or tables</li> <li>• Identify acceptable levels of services as discussed with the community</li> <li>• Determine where the council will intervene to improve assets</li> </ul>
<b>Workforce Plans...</b>	<ul style="list-style-type: none"> <li>• Identify current and predicted workforce issues and explain what the council is going to do to address in order to achieve the Delivery Program</li> </ul>
<b>Delivery Programs...</b>	<ul style="list-style-type: none"> <li>• Summarise the activities the council has prioritised over a four year term to achieve the Community Strategic Plan</li> <li>• Address the full range of the council's operations</li> <li>• Are the key 'go to' document for councillors</li> </ul>
<b>Operational Plans...</b>	<ul style="list-style-type: none"> <li>• Show detailed actions, which are clearly linked to the related activity area in the Delivery Program</li> <li>• Include a Statement of Revenue Policy</li> </ul>



### Top tips for...integrating your plans

- Clearly link the goals in the Community Strategic Plan to the activities in the Delivery Program and Operational Plan
- Reflect specific asset, financial and workforce activities in the Resourcing Strategy in both the Delivery Program and the Operational Plan
- Identify strategies or activities in the Workforce Plan and Asset Plans which will have an impact on the council's finances

### Top tips for...communicating and engaging about your planning

- Publish a separate Community Engagement Strategy, which demonstrates how the council will engage hard to reach groups and the general community, as well as NSW Government agencies and other stakeholders
- Consider how councillors can contribute to and support the engagement process
- Get creative with your consultation methods – take a look at other Community Engagement Strategies for ideas
- Show how community engagement informed the goals, priorities and strategies in the Community Strategic Plan – demonstrate that it is a long term plan for the community, not simply the vision of the councillors
- Include contextual information about the local government area in the Community Strategic Plan, such as geographic boundaries and demographics
- Engage the community in identifying the acceptable level of service for each asset type in Asset Management Plans

In 2013, Community Engagement Strategies prepared by Group 3 councils may be less comprehensive than those prepared by other councils. Group 3 councils may be confident the priorities identified in 2012 remain relevant – and may therefore want to simply check in with the community.

It is up to the council to determine how extensive the community engagement program in 2013 will be. Remember that, at a minimum, the Community Strategic Plan will need to be publicly exhibited before being endorsed by the council.

### Top tips for...measuring your performance

- Use outcome based performance indicators in the Community Strategic Plan – for example, the proportion of people who feel safe in their community
- Use output based performance indicators in the Delivery Program/Operational Plan – for example, the completion of the Safe Communities Action Plan by 30 June 2015
- Consider including measures or targets even when a strategy is not the responsibility of the council – this will help in showing the progress in meeting broader community objectives and identifying when further negotiation with other service providers may be needed
- Include indicators for monitoring financial performance in the Long Term Financial Plan and for assessing progress against actions in Asset Management Plans and the Workforce Plan
- Ensure performance indicators are relevant, meaningful and provide valuable information about how the council and the community is tracking – remember, quality over quantity