City of GLEN EIRA

GLEN EIRA CITY COUNCIL

BENTLEIGH
BENTLEIGH EAST
BRIGHTON EAST
CARNEGIE
CAULFIELD
ELSTERNWICK
GARDENVALE
GLEN HUNTLY
MCKINNON
MURRUMBEENA
ORMOND
ST KILDA EAST

GLEN EIRA CITY COUNCIL
INTEGRATED PLANNING AND REPORTING FRAMEWORK

$2.25M

CONTENTS

Date first adopted	October 2021
Dates amended	November 2022
Review due by	June 2024
Responsible position	Chief Financial Officer
Approved by	Executive

ACKNOWLEDGEMENT OF TRADITIONAL OWNERS

Glen Eira City Council acknowledges the Boonwurrung/Bunurong and Wurundjeri Woi Wurrung peoples of the Kulin Nation as Traditional Owners and Custodians, and pays respect to their Elders past, present and emerging. We acknowledge and uphold their continuing relationship to land and waterways. Council extends its respect to all Aboriginal and Torres Strait Islander peoples.

Council honours the rich histories and cultures of First Nations peoples and recognises and values the important contribution of Aboriginal and Torres Strait Islander peoples in enriching our community. We support the Uluru Statement from the Heart and are committed to a *Reconciliation Action Plan* which is underpinned by the principles of self-determination. We work towards improved outcomes and long-term generational change, and to consolidate Glen Eira as a culturally safe place for Aboriginal and Torres Strait Islander peoples. We are committed to achieving equality for Aboriginal and Torres Strait Islander people to live healthy and prosperous lives and to improve life outcomes for current and future generations.

Glen Eira resides on country that always was, and always will be, Aboriginal land.

A MESSAGE FROM OUR CEO

At Glen Eira City Council, planning for the future has always played a critical role in ensuring the work we do in the short term contributes to the long-term goals and aspirations of our community. Now more than ever, under the *Local Government Act 2020*, there is a heightened focus on ensuring our strategic planning is more integrated, transparent and focused on delivering outcomes for the community.

Given the impact of COVID on our capacity and resources, it is more important than ever that we are pragmatic and considered about what we commit to deliver in the short, medium and long-term. We must prioritise the things that will deliver the outcomes that are most important to our community.

With the completion of the *Glen Eira 2040 Community Vision* in May 2021 and the adoption of the *Glen Eira Council Plan 2021–2025* in October 2021, it is timely for us to strengthen our approach to planning and reporting to ensure that our strategic planning activities are transparent to the community, provide clear direction for the organisation and are reflective of our financial and resourcing capacity.

The *Integrated Planning and Reporting Framework* (*IPRF*) is our commitment to building a strategic planning and reporting system that acknowledges the inter-dependencies of our various streams of work and activity. It recognises that the community outcomes we achieve are usually the result of the contributions of many internal departments, stakeholders and partnerships, and that we are stronger when we ensure our efforts are aligned and connected.

The *IPRF* provides a holistic approach to planning for the future and ensuring our community can see tangible results in the short term and the outcomes of our contribution in the long term. I commend the *IPRF* to you and look forward to seeing the benefits of its implementation over the next four years.

Rebecca McKenzie
Chief Executive Officer

Integrated planning answers the question

How will we ensure community outcomes are being achieved?

1.0 WHAT IS INTEGRATED PLANNING AND REPORTING?

In 2020 the Victorian Government introduced the *Local Government Act 2020* (the *Act*). The *Act* is principles-based and removes many of the prescriptive provisions of the previous legislation.

The Act contains *overarching governance principles* that require councils to:

- comply with relevant laws;
- prioritise achieving the best outcomes for the municipal community, including future generations;
- promote economic, social and environmental sustainability, including planning for climate change;
- engage with the municipal community in strategic planning and decision-making;
- pursue innovation and continuous improvement;
- collaborate with other councils and government agencies;
- ensure their ongoing financial sustainability;
- take into account regional, state and national strategic plans and decisions; and
- ensure its decisions and actions are transparent.

Five supporting principles underpin the *overarching governance principles* of the *Act*.

The *Act* aims to improve Local Government strategic decision-making through a more integrated and transparent approach to planning and reporting.

Integrated planning recognises that Local Government works with many stakeholders who contribute to the delivery of outcomes, goals and aspirations of our community. It also acknowledges that to enable efficient and effective allocation of resources, it is important to engage all stakeholders that have a role in delivering outcomes.

Integrated planning and reporting begins with the community's aspirations and looks at how we plan across multiple functions, levels and locations to contribute to those aspirations. It also considers how the external environment and other organisations contribute to the community's desired outcomes. Importantly, it seeks to integrate how reporting of activities and outcomes supports effective strategic decision-making.

EXPECTATIONS UNDER THE ACT OF AN INTEGRATED PLANNING AND REPORTING FRAMEWORK

The key expectations of an *Integrated Planning and Reporting Framework (IPRF)* include:

• All parts of the *IPRF* are linked and interdependent.

• A cascading effect is evident from higher order plans through resource allocation to performance monitoring and accountability mechanisms.

• Each element of the *IPRF* has one or more specific functions.

The diagram below shows the key elements and expectations of integrated planning and reporting:

INTEGRATED PERFORMANCE AND REPORTING FRAMEWORK

All parts linked and interdependent

Incorporates strategic objectives, strategies, initiatives and activities

Includes performance reporting against progress

Includes achievement of intended outcomes

Links to community aspirations *Council Plan* objectives, regional, state and national plans and partnership

A cascade effect evident from higher order plans through resource allocation to performance monitoring and accountability mechanism

Each element has one or more specific functions

Monitors and evaluates performance to ensure accountability

Reports on progress towards achievement of objectives

Determines how resources are best utilised

Directs resource allocation

Defines policy, strategy, quality and cost standards

Establishes targets and goals to provide direction

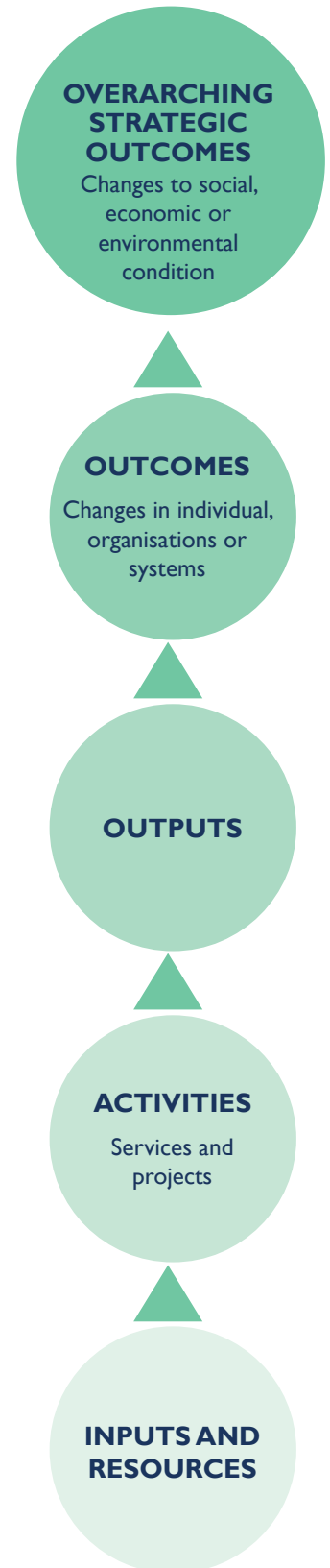**Defines** boundaries and limits of available funds and resources

GLEN EIRA'S APPROACH TO INTEGRATED PLANNING AND REPORTING FOCUSES ON OUTCOMES

Outcomes are the changes and improvements that the community wants or needs us to achieve. Outcomes apply to all Council activities, including services, programs, projects and initiatives that directly impact the community as well as to internal functions, such as People and Culture or Information Services, that support and enable the organisation.

The *IPRF* is based on recognising and responding to a hierarchy of outcomes.

An outcome hierarchy links what we do (inputs, activities, outputs) **to the effect or change we make** (outcomes) **to the overarching strategic outcomes we want to contribute to achieving.**

OVERARCHING STRATEGIC OUTCOMES
Changes to social, economic or environmental condition

OUTCOMES
Changes in individual, organisations or systems

OUTPUTS

ACTIVITIES
Services and projects

INPUTS AND RESOURCES

HOW OUTCOME HIERARCHIES IMPROVE PLANNING

Outcome hierarchies are important because it is outcomes, and not activities, that really matter to the community.

Outcomes can be established for different levels of the planning hierarchy and may be achieved over differing timeframes, the important thing is that outcomes focus on what gets achieved through the activity, not what the activity is. For example:

COMMUNITY VISION

The *Community Vision* describes the long-term outcomes that the community aspires to over a 20 year period.

Long-term outcomes are usually about changes to social, economic or environmental conditions. Council contributes to these long-term outcomes along with a range of other organisations.

COUNCIL PLAN

Council Plan outcomes describe the impact the Council expects to have over its four year term, on the achievement of the community's long-term outcomes.

Council Plan outcomes are called overarching strategic outcomes. They are overarching because they are whole-of Council outcomes that are achieved from the collective contributions of a number of areas across Council.

STRATEGIES

Strategies are directional documents, they describe the approach that Council intends to take to achieve the overarching outcomes in the *Council Plan*.

Strategies may also describe how Council intends to address Federal or State Government legislative or policy requirements.

Strategies demonstrate how change is expected to develop using a hierarchy of short, medium or long-term outcomes that lead to the overarching strategic outcomes.

DELIVERY PLANS

Delivery plans contain annual actions over a four year period (projects, services, strategic actions) that result in short-term outcomes.

Delivery plans show how the actions and outputs link, through short, medium and long-term outcomes, to the overarching strategic outcomes in the *Council Plan*.

The diagram below shows how short-term outcomes contribute to intermediate strategic and community outcomes under the *Framework*.

OUTCOME HIERARCHY	PLANNING DOCUMENT	PURPOSE OF DOCUMENT
Community outcomes	*COMMUNITY VISION*	Describes the municipal community's aspirations for the future of the municipality for a period of at least the next 10 financial years. Community outcomes are contributed to by many stakeholders and influenced by many external factors.
Overarching strategic outcomes	*COUNCIL PLAN*	Describes the strategic direction of Council, including its strategic objectives and strategies for achieving its objectives for at least the next four financial years.
Intermediate outcomes	STRATEGIES	Describe the approach Council intends to take to achieve the overarching strategic outcomes and how change is expected to develop using a hierarchy of linked short, medium and long-term outcomes.
Short-term outcomes	DELIVERY PLANS	Describe actions that will deliver the outcomes in the strategies using a hierarchy that links actions, outputs, short, medium and long-term outcomes to the overarching strategic outcomes in the *Council Plan.*

Outcome hierarchies improve planning because they make the process of change more transparent and show how each level of change is expected to lead to the next level and on to the overarching outcomes in the *Council Plan* and *Community Vision*.

1.1

THE PRINCIPLES WHICH INFORM GLEN EIRA'S INTEGRATED PLANNING AND REPORTING FRAMEWORK

The principles that underpin the *IPRF* seek to ensure that as an organisation, we are working together to align our planning and reporting activities with the outcomes outlined in the *Glen Eira 2040 Community Vision* and the *Council Plan* and other key strategies.

The seven principles are outlined below:

INTEGRATED PLANNING IS BASED ON OUTCOMES (1)

Outcomes are the changes that Council delivers for the community.

PLANNING IS INTEGRATED VERTICALLY AND HORIZONTALLY (2)

Vertically: planning at all levels of the hierarchy is clearly linked and has line-of-sight to the overarching outcomes in the *Council Plan*.

Horizontally: all areas of Council that contribute to, or are accountable for, achieving an outcome participate in the planning process.

PLANNING IS EVIDENCED-BASED (3)

Strategic planning is based on practices that have been evaluated and acknowledged as proven, evidence-based, best practices.

PLANNING IS TRANSPARENT (4)

Council has control over outputs but can only influence the development of outcomes. Planning for outcomes means that Council is clear about the role it plays in contributing to the goals the community has set.

DEMONSTRATES HOW OUTCOMES ARE BEING ACHIEVED (5)

Integrated planning lets us know that outcomes are developing as intended.

Council monitors outcome development through a range of transparent measures and metrics.

PERFORMANCE REPORTING INFORMS ADAPTIVE MANAGEMENT (6)

Outcome development and service delivery performance are routinely monitored and reported to assure adaptive management.

EVALUATION OCCURS AT ALL LEVELS (7)

Evaluation is an integral part of the strategy development process.

Evaluation and improvement ensure that the *IPRF* responds to the changing context.

"Outcomes help us focus on what's important to the community."

"They help ensure the work we do contributes to achieving the goals we set in our Council Plan."

CASE STUDY:
USING OUTCOME MAPPING TO PLAN A PUBLIC HEALTH PROGRAM

The following case study illustrates the use of outcomes in strategic planning.

A public health planning team wanted to develop a strategy to meet a goal in the *Municipal Public Health and Wellbeing Plan* (*MPHWP*) to improve the health of elderly people.

In determining the desired outcome, or what the goal might 'look like when achieved', the planning team defines the long-term outcome as 'elderly citizens enjoy healthier lives'.

The planning approach then works backwards from the desired long-term outcome and identifies what pre-conditions need to be in place to achieve the longer-term outcome. As each pre-condition is identified, the team asks the same question about that outcome, until it reaches a logical action.

For example, assume that healthy eating is a pre-condition for a healthier life, and that one aspect of healthier eating is to consume more fruit and vegetables. A pre-condition of eating more fruit and vegetables is that people choose healthier
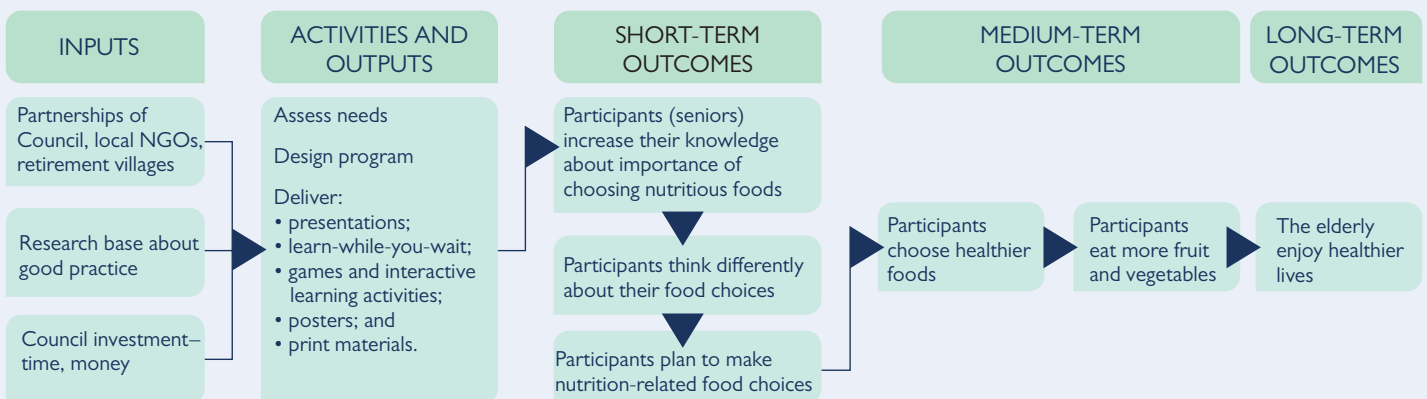
foods when shopping, and a pre-condition for choosing healthier foods is that people must have adequate knowledge and a positive attitude towards buying those healthy foods.

The planning team may decide that Council's role in this hierarchy of outcomes is to help elderly people acquire the knowledge they need through an awareness program on healthy eating. The team would also estimate the inputs required such as partnerships with other organisations (non-government organisations, retirement villages), evidence-based approaches to educating elderly people, and Council resources.

In developing an outcome map it is important to recognise and document the assumptions underlying the outcome hierarchy. For example, the assumptions in this map may include 1) that healthier options are available at the places where the elderly purchase their groceries and 2) that the elderly can afford healthier foods.

The final outcome map might look like the following:

NUTRITION PROGRAM FOR SENIORS

INPUTS	ACTIVITIES AND OUTPUTS	SHORT-TERM OUTCOMES	MEDIUM-TERM OUTCOMES	LONG-TERM OUTCOMES
Partnerships of Council, local NGOs, retirement villages	Assess needs Design program Deliver: • presentations; • learn-while-you-wait; • games and interactive learning activities; • posters; and • print materials.	Participants (seniors) increase their knowledge about importance of choosing nutritious foods	Participants choose healthier foods	The elderly enjoy healthier lives
Research base about good practice		Participants think differently about their food choices	Participants eat more fruit and vegetables	
Council investment– time, money		Participants plan to make nutrition-related food choices		

MONITORING PROGRESS

Once they have mapped the outcome hierarchy the next challenge the team must address is how they will monitor the program and measure whether it is making a difference.

Although the team could use population health statistics to monitor the long-term outcome, long-term changes will take time to develop and will likely be too late to be suitable as monitoring indicators. A second issue with using long-term outcome measures for monitoring is that it is impossible to separate the contribution of the healthy eating program from the many other factors that contribute to long-term health in the elderly.
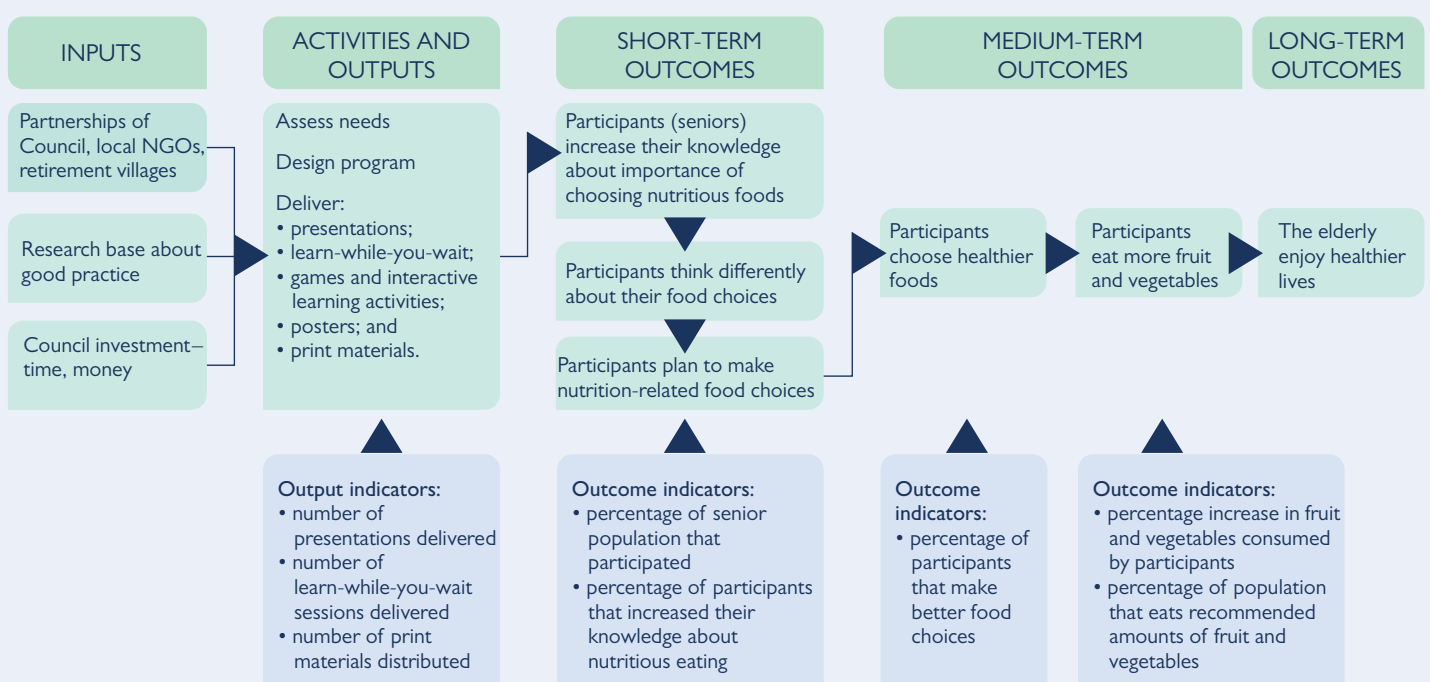
The monitoring and reporting approach should therefore focus on the outcome chain and use monitoring to answer the question: 'Are the outcomes developing as we have planned?' If monitoring shows that outcomes are developing as planned, the team can have confidence that the program design is appropriate and likely to contribute to the long-term health of the elderly.

The team might identify a range of outcome indicators as shown below. For example, the team might survey program participants three months after their

engagement with the program and determine the percentage that have increased their fruit and vegetable intake. An increase in this measure would be good evidence that the program is working as planned.

Without outcome monitoring, Council could spend resources on activities that deliver little value or benefit. Monitoring outcomes allows services to understand whether the service design is working as intended or, if it isn't, to take action to modify the program design or delivery to improve results.

INPUTS	ACTIVITIES AND OUTPUTS	SHORT-TERM OUTCOMES	MEDIUM-TERM OUTCOMES	LONG-TERM OUTCOMES
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Research base about good practice		Participants think differently about their food choices	Participants eat more fruit and vegetables	
Council investment—time, money		Participants plan to make nutrition-related food choices		
	Output indicators: • number of presentations delivered • number of learn-while-you-wait sessions delivered • number of print materials distributed	**Outcome indicators:** • percentage of senior population that participated • percentage of participants that increased their knowledge about nutritious eating	**Outcome indicators:** • percentage of participants that make better food choices	**Outcome indicators:** • percentage increase in fruit and vegetables consumed by participants • percentage of population that eats recommended amounts of fruit and vegetables

2.0

THE INTEGRATED PLANNING AND REPORTING FRAMEWORK

The *Integrated Planning and Reporting Framework* (*IPRF*) outlines Council's commitment to building a strategic planning and reporting system that is connected, inter-dependent and outcomes focused.

Strategic planning and reporting plays a critical role in ensuring the goals and aspirations outlined in the *Glen Eira 2040 Community Vision* and the four-year *Glen Eira Council Plan* are reflected in our strategic objectives, initiatives and actions.

It also provides clear direction for the organisation, informs our resource planning, and helps to ensure we deliver on our commitments. Glen Eira's *IPRF* is structured around three components: informing and enabling, planning, and reporting.
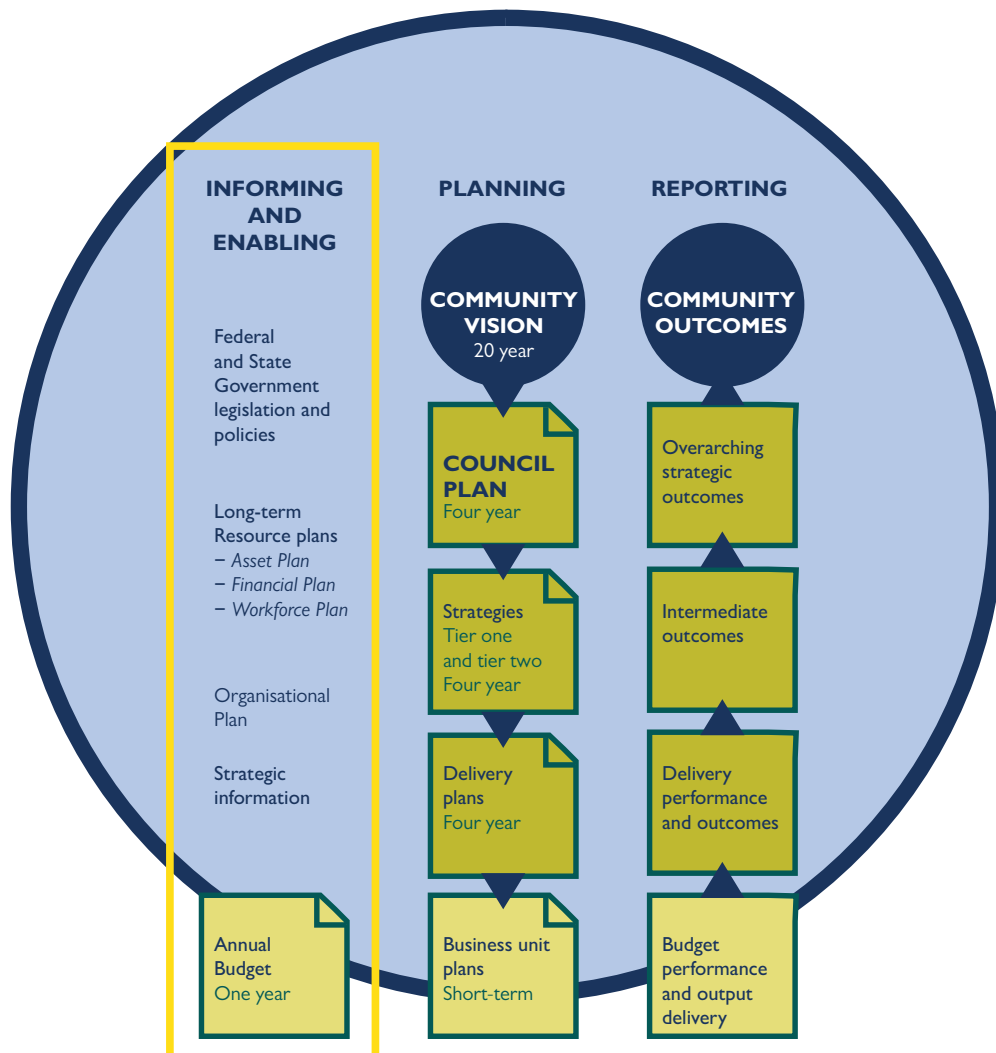
2.1

INFORMING AND ENABLING COMPONENTS

FEDERAL AND STATE GOVERNMENT LEGISLATION AND PLANS

Local Government is required to address the requirements of a range of Federal and State Government legislation and policies. The various requirements either implicitly or explicitly refer to long-term outcomes that the legislation or policy is intended to produce.

Council strategies must consider these external requirements, and the outcomes expected or inferred by them, alongside the over-arching strategic outcomes in the *Council Plan*.

LONG-TERM RESOURCE PLANS

The *Local Government Act 2020* requires that councils maintain an asset plan, a financial plan and a workforce plan that cover the forward 10 financial years.

Long-term Asset Plan

Glen Eira's *Long-term Asset Plan* (*LTAP*) outlines how Council's assets will support the provision of high quality services to the community. The *LTAP* includes information about maintenance, renewal, acquisition, expansion, upgrade, disposal and decommissioning in relation to each class of infrastructure asset under the control of the Council. It also includes the governance and management arrangements for asset management.

The *LTAP* is supported by asset class management plans for each of the following asset classes: drainage; roads and laneways; footpaths; buildings and facilities; recreation; and Glen Eira Sports and Aquatic Centre.

The asset class management plans are underpinned by an *Asset Management Register*, which is a record of assets which Glen Eira controls and uses to deliver its services and activities. The *Register* includes an assessment of the condition of assets, which is a critical factor in determining renewal and preventive maintenance requirements to achieve the target service levels.

When strategies and delivery plans are developed or updated, their asset requirements for the 10-year forecast period are estimated and provided as input to the asset management plans.

The *LTAP* and individual asset class management plans are dynamic plans and updated as new information is provided by the planning process. As the asset plans are updated, the estimated costs of managing assets over the 10-year forecast period are determined and provided as input to the long-term financial plan.

Long-term Financial Plan

Glen Eira's *Long-term Financial Plan* (*LTFP*) is the mechanism where the aspirations in the *Council Plan*, strategies and delivery plans are tested against financial realities.

The *LTFP* receives inputs from annual business plans, annual and four year budgets, strategies, delivery plans, the *LTAP* and the *Organisational Plan*.

The *LTFP* is a reality test and should encourage options to be tested. For example, options regarding which services Council should deliver, or how much of each commitment the Council wants to implement, or which options or alternative approaches that strategies can take.

The *LTFP* interacts dynamically and regularly as strategies are developed or delivery plans reviewed.

The *LTFP* is a driver of improvement across all of Council's activities, and ensures it considers how the

cost of services, assets and projects will impact the long term financial position of the organisation. For example, the *LTFP* can identify the costs of services or the cost per employee of delivering a service. This is valuable information for comparing the productivity of a service to other services within Glen Eira or to similar services in other councils.

The *LTFP* is a dynamic plan which will change as the operating environment changes, as new strategies or plans are developed, or as current strategies and plans are reviewed and revised.

The LTFP will vary in detail, with the level of detail decreasing as the forecast period extends.

Long-term Workforce Plan

The four year *Workforce Plan* describes the organisational structure of the Council and specifies the projected staffing requirements for a period of at least 4 years. The resource projections reflect the human capital required to deliver the outcomes outlined in the *Council Plan* and other key strategic plans and measures which seek to ensure workforce gender equality, diversity and inclusiveness.
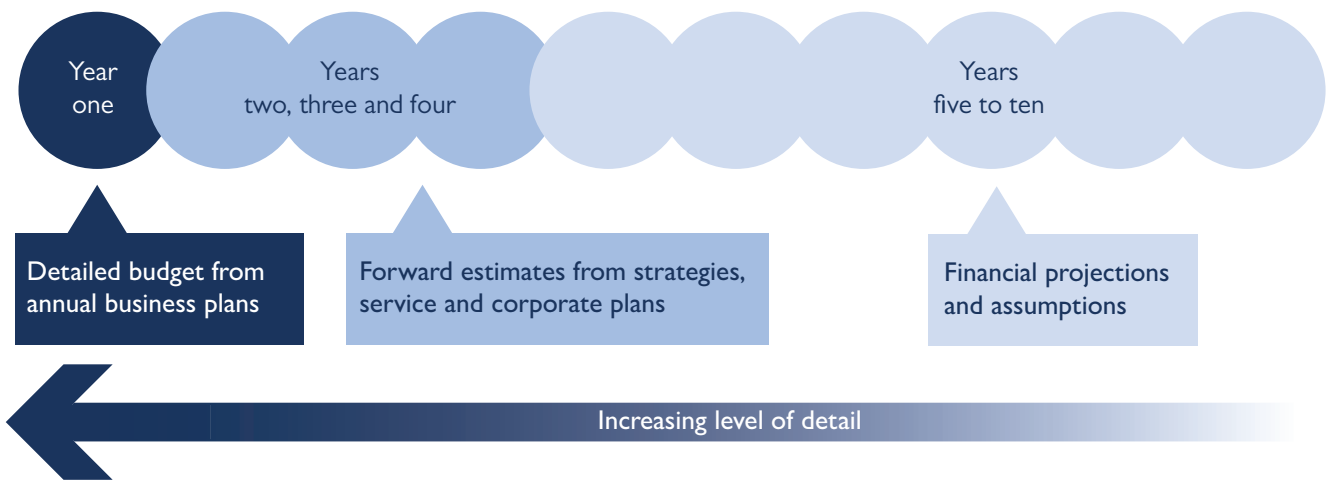

THE BENEFIT OF LONG-TERM RESOURCE PLANS

Glen Eira's long-term resource plans work together to ensure that expectations are achievable and sustainable.

When strategies or plans are being developed or reviewed, estimates of their resource requirements become inputs to the *LTAP, LTFP and Workforce Plan*.

Assessing the financial impact of a new or revised strategy or plan should trigger a revision of expectations or a review of the design of a strategy or plan, so that its resource requirements are more sustainable. The relationship is shown in the diagram below.
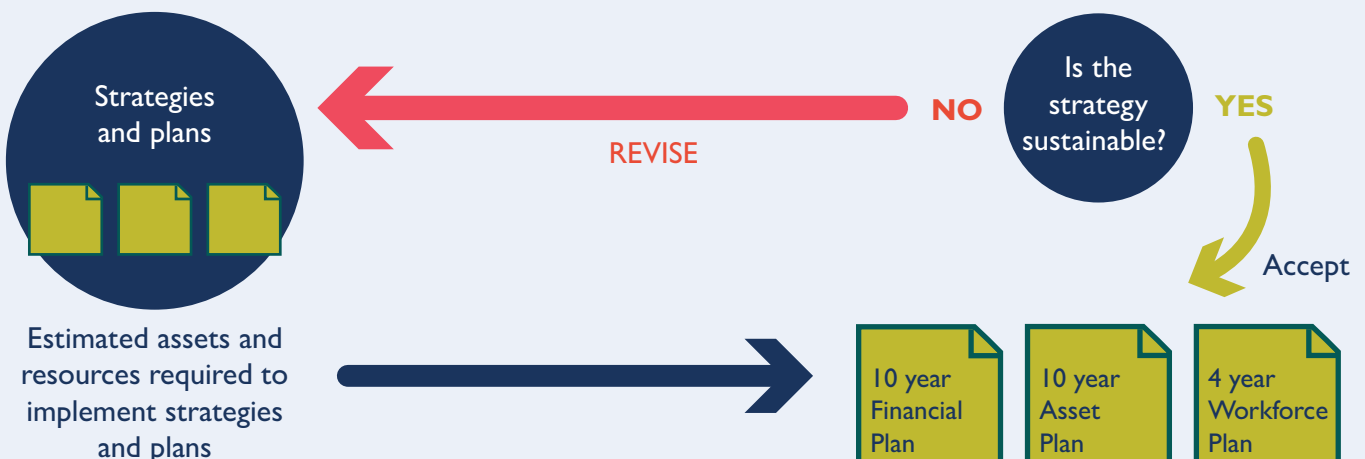
ORGANISATIONAL PLAN

The *Organisational Plan* is a key companion document to the *Council Plan* and is developed at the same time. This ensures the organisation has the appropriate resources and capabilities to support delivery of the overarching strategic outcomes set by the Council every four years.

The *Organisational Plan* describes Council's internal organisational activities that support and enable it to deliver its services, projects and strategic actions.

The *Organisational Plan* is a four year plan. It describes:

• A four year workforce capability strategy that defines how the capabilities and resources necessary for the delivery of services, projects and strategies will be maintained and developed.

• The organisational structure, roles and responsibilities.

• Transformation and change priorities including Glen Eira's customer experience agenda.

• How the organisation defines and develops, values culture and ways of working.

• The enabling infrastructure, including processes and technology.

• Financial and economic processes and support.

• Governance arrangements, including policies and procedures which support organisational effectiveness.

STRATEGIC INFORMATION THAT SUPPORTS EVIDENCE-BASED PLANNING

Glen Eira uses an evidence-based approach to strategic planning, ensuring planning activities are data driven.

There are two types of evidence:

Evidence about the operating environment

Environment scanning is a fundamental part of strategy development and there are many tools to guide the collection of evidence, including SWOT, PESTLE, SCEPTIC.

The implementation of the *IPRF* will include developing a high level of expertise in operating environment scanning that will provide a consistent approach to environment scanning to the whole organisation.
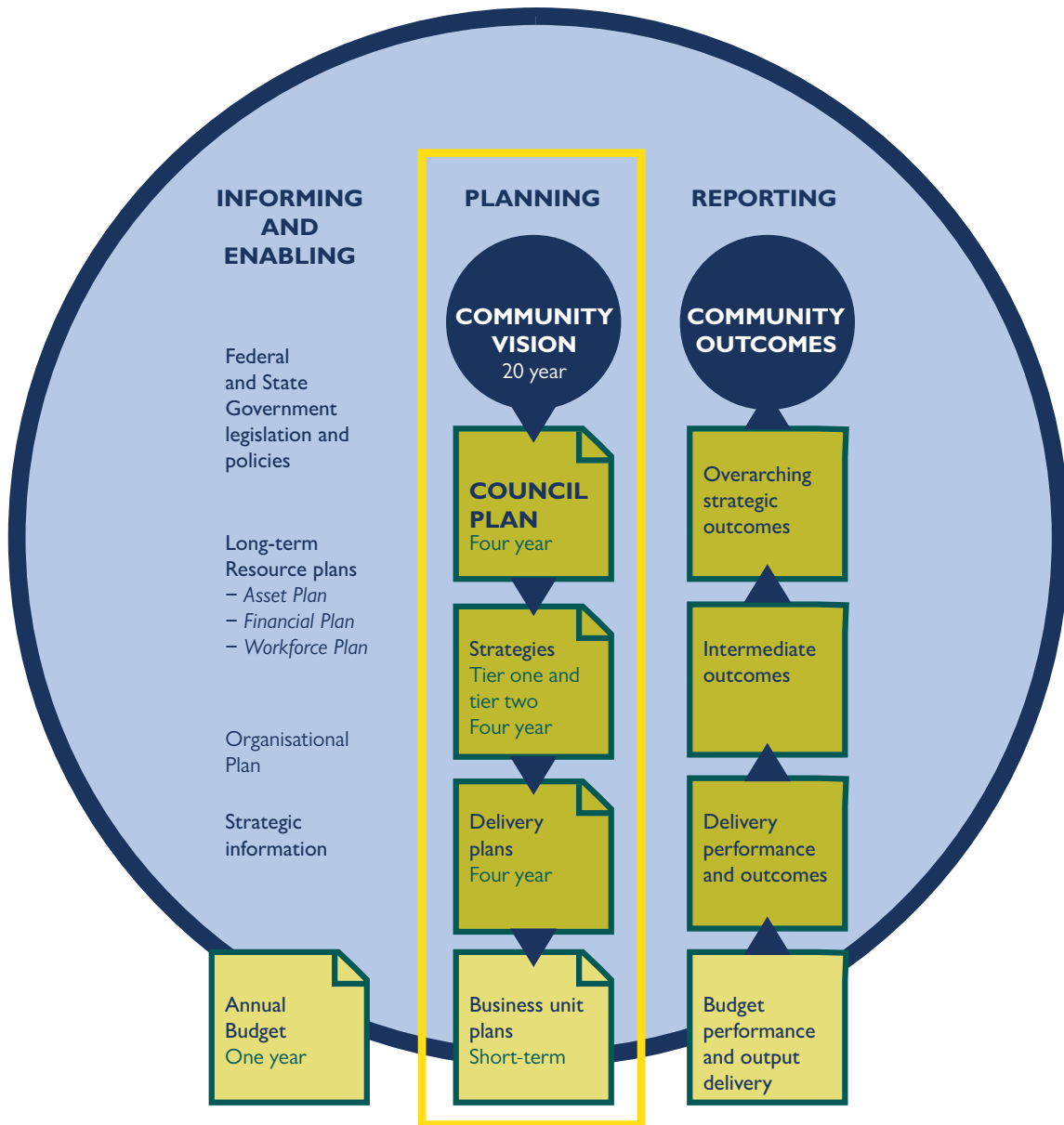
Evidence about best practices

Best practice for strategic planning refers to better practices that have been proven, through evidence and evaluation, to work and that lead to the desired outcomes.

Evidence-based best practices can usually be found in the literature and in research that academia, industry or peak organisations carries out. For example, in the health area, VicHealth conducts research to identify evidence-based best practices that cover a range of health related issues.

2.2
PLANNING COMPONENTS

INFORMING AND ENABLING

PLANNING

REPORTING

Federal and State Government legislation and policies

Long-term Resource plans
– *Asset Plan*
– *Financial Plan*
– *Workforce Plan*

Organisational Plan

Strategic information

COMMUNITY VISION
20 year

COMMUNITY OUTCOMES

COUNCIL PLAN
Four year

Overarching strategic outcomes

Strategies
Tier one and tier two
Four year

Intermediate outcomes

Delivery plans
Four year

Delivery performance and outcomes

Annual Budget
One year

Business unit plans
Short-term

Budget performance and output delivery

COMMUNITY VISION AND COMMUNITY OUTCOMES

The *Local Government Act 2020* requires councils to develop and maintain a *Community Vision* with its community in accordance with its deliberative engagement practices. The scope of the *Community Vision* is at least 10 years and all planning must reflect the *Community Vision*.

The *Glen Eira Community Vision 2040* has a 20 year time horizon. The *Vision* identifies the aspirations and goals the community wants to achieve by 2040. Each action area has one or more community outcomes, which are descriptions of the community's aspirations for the future.

> **'Our Glen Eira'**
>
> **A thriving community of empowered citizens working together for an inclusive and sustainable future.**
>
> *— Glen Eira 2040 Community Vision*

COUNCIL IS ONE OF MANY CONTRIBUTORS TO COMMUNITY OUTCOMES

Many stakeholders contribute to the outcomes in the *Community Vision*. They include: Federal and State Governments; government agencies; the private sector; not-for-profit organisations; community groups; individual community members; and Glen Eira City Council.

The large number of contributors to community outcomes, together with the long-term nature of the community outcomes, means that it is impossible to attribute changes in community outcomes to any particular stakeholder — in practice, achieving the *Vision* is a collaborative effort.

Community outcomes are measured and reported for accountability purposes to inform stakeholders about the 'community condition' and as an input to further planning.

COUNCIL PLAN AND OVERARCHING STRATEGIC OUTCOMES

The *Local Government Act 2020* (The *Act*) requires councils to prepare a *Council Plan* for a period of four years. The *Council Plan* is a medium-term plan that reflects the ambitions and philosophy of the elected Council. Whilst strongly aligned to and referencing the *Community Vision*, it is not constrained to this agenda alone — it can incorporate broader objectives[1].

The *Council Plan* reflects which community outcomes Council intends to contribute to during its term.

Glen Eira's *Council Plan* includes strategic themes (areas of focus) and, for each theme, strategic objectives, strategic actions, overarching strategic outcomes, and strategic indicators for monitoring the achievement of the outcomes.

The overarching strategic outcomes are descriptions of what the Council expects the results of its strategic actions will look like, specific enough to be measured.

STRATEGIES AND INTERMEDIATE OUTCOMES

Tier one strategies explain how Council expects to deliver the overarching strategic outcomes in the *Council Plan*.

Tier one strategies are high-level directions that explain the approach Council is taking.

Tier one strategies are supported by tier two strategies. Tier two strategies contain the detail about a particular issue or theme. For example, *Our Climate Emergency Response Strategy 2021–2025* is a tier one strategy. It is supported by the tier two strategies the *Circular Economy Plan 2022–2026* and the *Glen Eira Integrated Water Management Plan*.

Tier two strategies have a variety of names including for example, plans, frameworks, structure plans, place-based master plans, and guidelines.

Tier one strategies include outcome hierarchies. Outcome hierarchies contain intermediate outcomes that link tier two strategy or service area outcomes to overarching strategic outcomes.

The planning horizon of tier one strategies may vary from four years to much longer terms. It is anticipated that Glen Eira's tier one strategies will reflect the *Council Plan* themes and include:

| WELL INFORMED, TRANSPARENT DECISIONS AND HIGHLY VALUED SERVICES | WELL DESIGNED AND MAINTAINED OPEN SPACES AND PLACES | A LIVABLE AND WELL PLANNED CITY | A GREEN AND SUSTAINABLE COMMUNITY | A HEALTHY, INCLUSIVE AND RESILIENT COMMUNITY |

[1] Engage Victoria. Integrated Strategic Planning and Reporting Framework (ISPRF).
https://engage.vic.gov.au/local-government-act-2020/integrated-strategic-planning-and-reporting-framework-workbook

Tier one and Tier two strategies will:

• Integrate different levels of planning by including an outcomes hierarchy that maps the progression from outcomes that services deliver to the overarching strategic outcomes in the *Council Plan* and to the community outcomes in the *Community Vision*. The outcomes hierarchy will 'tell the story' of the strategy.

• Integrate all areas of Council that have an interest in, contribute to, or are influenced by an outcome.

• Include key result indicators (KRIs) and targets for monitoring the development of outcomes.

• Assess the impact of the strategy on the long-term financial and asset plans. All strategies and plans should estimate the resourcing required to implement them, including assets, human resources and other resourcing impacts. These should be fed into the long-term *Financial Plan* and 'tested' for sustainability.

• Be supported by an evidence-base — normally attached to the strategy as an appendix or research report.

• Be reviewed at regular intervals and be adapted if outcomes are not developing as planned.

• Integrate across all contributors to community outcomes by engaging with external organisations that influence community outcomes to maximise the effectiveness and efficiency that synergy can bring. Council planning often assumes that the default role of Council is as service provider, however Council should consider a range of roles to better leverage the total resources available.

These roles could include, for example:

ADVOCATE
Raising awareness in state and federal governments and other stakeholders of the need of residents and businesses, as well as initiating or supporting campaigns for positive change.

LEADER/FACILITATOR
Showing the way, enable a process or approach, or to encourage or make things happen.

PARTNER
Developing trusting formal and informal relationships and alliances and working with and through others to achieve common goals.

EXPERT
Staying up-to-date with contemporary practice, collecting, interpreting and disseminating quantitative/qualitative data to inform evidence-based planning, priority setting, decision-making and evaluation.

PROVIDER
Offering a range of services and support, preventative interventions, infrastructure and facilities to individuals and groups.

PLANNER
Proactively planning for services and infrastructure, which respond to current and future needs and requirements.

FUNDER
Providing grants, funding and/or subsidies to local groups and agencies to progress and develop services and infrastructure for individuals and groups.

REGULATOR
Providing governance and regulatory controls such as local laws and health and building controls.

EDUCATOR
Sharing information, raising awareness, developing knowledge and skills to empower individuals and groups.

DELIVERY PLANS

Delivery plans describe the actions necessary to deliver the outcomes documented in strategies. Delivery planning occurs across a four year planning horizon.

The delivery plan includes the following:

• **Service profile** — define the customers of the service, the mandatory and discretionary services, the enabling legislation, linked strategies and policies.

• **The outcomes hierarchy** showing the short-term outcomes that the service delivers, and how these are connected to medium and long-term outcomes in strategic plans.

• **Future view** — describes how the service may change in the future; what will change; what needs to be changed internally; service map.

• **Customer analysis** — describes the customer experience, common customer journey's and satisfaction levels, analyses changes to customer demographics.

• **Financial analysis** — operating and cost analysis and future requirements; trends and future investment.

• **Strategic asset requirement** — outlines the current and potential future asset requirements and any major changes to the investment profile.

• **Service levels** — what are the established levels of service for example — size of the pothole or number of times the swimming pool pumps have to be serviced.

• **Community level of service** — satisfaction levels; turnaround time.

• **Four year action plan.**

• *Performance and Outcomes Framework*— which describes how service performance will be measured (economy, efficiency, effectiveness) and how service outcomes will be measured.
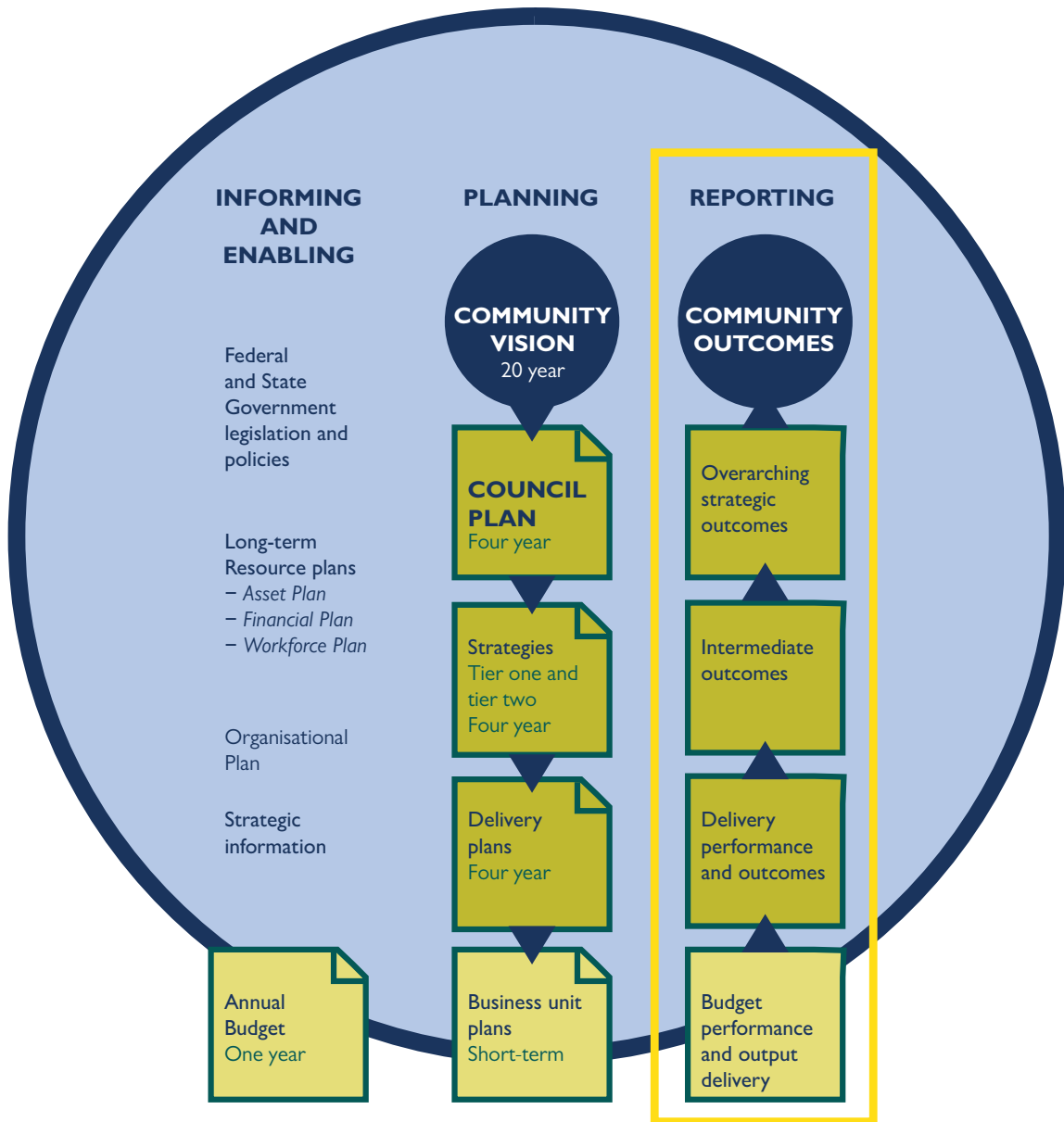
BUSINESS UNIT PLANS

Business unit plans are detailed annual action plans. Business unit plans promote accountability, efficiency and transparency throughout the year as well as demonstrating achievements and forewarning of challenges.

The business unit plan should include:

• A description of the business, including all strategies and plans that it contributes to, and the scope of services it delivers.

• A list of sources of actions, including *Council Plan, Organisational Plan* and other strategic commitments, and major initiatives and projects the business unit will be involved in.

• An assessment of the business unit's capability and performance, and identification of improvements planned for the coming year.

• A detailed list of actions with responsibilities and target dates.

• A list of Key Performance and Key Result (Outcome) Indicators.

2.3
REPORTING COMPONENTS

INFORMING AND ENABLING

Federal and State Government legislation and policies

Long-term Resource plans
– *Asset Plan*
– *Financial Plan*
– *Workforce Plan*

Organisational Plan

Strategic information

Annual Budget
One year

PLANNING

COMMUNITY VISION
20 year

COUNCIL PLAN
Four year

Strategies
Tier one and tier two
Four year

Delivery plans
Four year

Business unit plans
Short-term

REPORTING

COMMUNITY OUTCOMES

Overarching strategic outcomes

Intermediate outcomes

Delivery performance and outcomes

Budget performance and output delivery

MONITORING AND REPORTING

Monitoring and reporting are key components of the *IPRF* and serve two broad purposes — measurement of outcomes and measurement of performance.

Local Government has historically been very good at measuring performance — either milestone achievements, actions completed or volumes produced. However, while important measures of activity, what really matters to the community are the outcomes produced by Council. The *IPRF* includes both types of indicator — key results and key performance indicators.

COMMUNITY OUTCOMES

Community outcomes are the long-term changes in the social, economic or environmental condition of the community. Many stakeholders in addition to Council, influence or contribute to community outcomes including, for example, Federal and State Governments and their agencies, the private sector, the not-for-profit sector and the community itself. Community outcomes can also be influenced by the prevailing operating environment.

Council monitors and reports community outcomes for the interest of all stakeholders and as inputs to planning carried out by Council and other stakeholders.

Because of the complex mix of influences on community outcomes, it is impossible to separate the contributions of Council from other contributors and influencers. For this reason, community outcomes should not be used for accountability purposes or for measuring the performance of Council's strategies.

MEASURING OUTCOMES

All outcomes and outcome hierarchies should have a mechanism that describes how the outcomes will be measured. This mechanism — the outcomes framework, should describe:

One or more indicators.
An indicator answers the question 'How would we know the outcome is developing as intended?'. Indicators can be outcomes themselves and often serve to 'indicate' more complex outcomes. For example, an outcome such as 'residents act to protect and promote health' could have indicators such as 'increasing healthy eating' and 'increasing active living'.

For each indicator, one or more measures that compare some aspect of the indicator to a base.
For example, if the indicator was 'increase healthy eating' then a measure could be 'the proportion of residents who eat the recommended daily allowance of fruit and vegetables'. As far as possible, measures should be a ratio (proportion or percentage) that compares a current level to a standard or baseline.

Targets for the outcome.
The target depends heavily on the current or baseline status of the outcome and the estimates of what is possible from the evidence-based best practice used to develop the outcome hierarchy. Targets based on guesswork or what people would like to achieve should be avoided. The target may be a benchmark set or guided by others eg. financial targets or *Local Government Performance and Reporting Framework* targets.

Measurement detail.
This should describe how the measurement would be calculated and where the data will be sourced from.

Frequency of reporting.
How often will the measurement be reported?

OVERARCHING STRATEGIC OUTCOMES

Overarching strategic outcomes are the contributions that Council intends to make to the community outcomes.

Measuring overarching strategic outcomes can be challenging because they are often broad in definition and there may not be a single indicator that is measurable or where data is available. Two common approaches for managing this issue include:

• Using several indicators that each measure a dimension of an outcome. For example, an outcome such as 'increasing mental wellbeing' could be measured using both a dimension such as 'proportion of people reporting mental stress' and by a dimension such as 'resilience of a community'.

• Use of a proxy measure. A proxy is an indirect measure of an outcome which is strongly correlated to that outcome. It is commonly used when direct measures of the outcome are unobservable and/or unavailable. For example, obesity rates could be a proxy for the health and wellbeing of a community.

INTERMEDIATE OUTCOMES

All strategies — tier one and tier two (including plans, frameworks etc.) should have an outcomes hierarchy that describes how outcomes are expected to develop. All strategies should also have an associated outcomes framework that describes how the outcomes in the hierarchy will be measured.

Measurement of outcomes should, as far as possible, be practical. The purpose of measurement is to understand whether the chain of outcomes is developing as planned. If an outcomes hierarchy has multiple outcomes in a chain, it may not be necessary to measure all of the outcomes. Consideration should be given to cost and quality of measurement.

The purpose of measuring outcomes is to ensure that outcome hierarchies are developing as intended. If monitoring shows that outcomes are not developing as intended, management should take steps to investigate whether the issue lies with delivery or strategy design, and appropriate changes made to improve the level of performance.

DELIVERY OUTCOMES AND SERVICE PERFORMANCE

Delivery plans should be described using an outcomes hierarchy that link actions and delivery outcomes to outcomes in higher order strategies or plans.

Delivery plans should include an outcomes hierarchy that links their efficiency and economic performance as well as their effectiveness. The measurement of service performance involves comparing the actual performance to a target (which is the service standard or service objective). Service standards should be included in the performance and outcomes framework as part of a service plan.

The categories of service performance include:

• Economy measure, which is usually performance against budget.

• Efficiency measures such as cost per unit output or, because output costs can be challenging to measure, productivity measures such as outputs per full time equivalent input. Efficiency measures should be reported against a service standard.

• Effectiveness measures which measure performance against an objective (or service standard). Typical measures include: access; quality; response time; turn-around-time; customer satisfaction; and customer experience.

REPORTING

Overarching strategic plans, including the *Council Plan* have established transparent reporting processes to ensure the public have access to regular and transparent information about Council's performance. Performance is generally reported annually and made available to the public.

Council also reports on performance against intermediate strategic outcomes in a range of ways, including through the annual reporting process and through the *Local Government Performance Reporting Framework* (*LGPRF*).

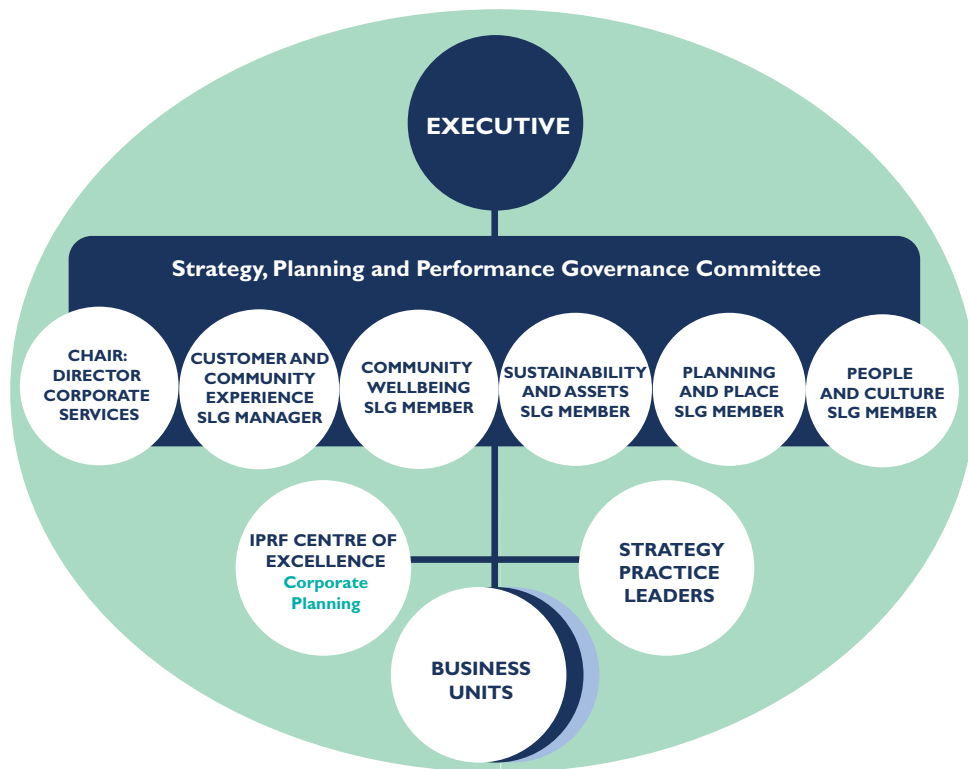"Delivery processes such as services, programs and projects should be measured on their efficiency and economic performance as well as on their effectiveness."

3.0
IPRF GOVERNANCE ARRANGEMENTS

Effective governance is critical to the success of the strategic planning system and the *IPRF*. The *IPRF* is overseen and supported by the following governance arrangements. The roles and responsibilities of each of these groups is outlined below.

EXECUTIVE

Strategy, Planning and Performance Governance Committee

CHAIR: DIRECTOR CORPORATE SERVICES

CUSTOMER AND COMMUNITY EXPERIENCE SLG MANAGER

COMMUNITY WELLBEING SLG MEMBER

SUSTAINABILITY AND ASSETS SLG MEMBER

PLANNING AND PLACE SLG MEMBER

PEOPLE AND CULTURE SLG MEMBER

IPRF CENTRE OF EXCELLENCE Corporate Planning

STRATEGY PRACTICE LEADERS

BUSINESS UNITS

SLG: Senior Leadership Group

AUTHORISING ENVIRONMENT

The *IPRF* operates within an authorising environment that includes formal authorities such as Federal and State Government legislation, and informal authorities such as ministerial good practice guidelines, the policy direction of government agencies or the requirements from funding bodies. Each of the planning levels in the *IPRF* includes provision for meeting the requirements of the authorising environment in its planning process.

GOVERNANCE STRUCTURE

The governance structure consists of five components:

• Executive;

• Strategy, Planning and Performance Governance Committee;

• Strategy Practice Leaders Group;

• The IPRF Centre of Excellence; and

• Business units.

RESPONSIBILITIES

1. The Executive is responsible for:

• The overall performance of the *IPRF*.

• Approval of requests for new plans.

2. The Strategy, Planning and Performance Governance Committee is responsible for:

• Meeting quarterly to oversee the *IPRF*.

• Assessing requests for new plans and recommending appropriate courses of action to the Executive.

• Overseeing the transition to an *IPRF* and advising the Executive on actions to ensure effective implementation.

• Monitoring the performance of the *IPRF* and addressing performance issues.

• Regularly reporting to the Executive on the performance of the *IPRF*.

• Ensuring all Council planning documents are consistent with the principles and practices of the *IPRF*.

• Evaluating the *IPRF* and recommending improvements to the Executive.

3. The Strategy Practice Leaders Group (SPLG) consists of a small group of Council officers with responsibility for strategic thinking, strategic and service planning and development of outcome hierarchies. The SPLG:

• Meets monthly to advance the *IPRF*.

• Supports the Governance Committee with strategic planning expertise, including the review of new plans.

• Facilitates planning activities and provides advice to Council areas who are undertaking planning activities.

• Supports the Corporate Planning Unit in capacity building activities.

4. The IPRF Centre of Excellence is located within Corporate Planning. It is responsible for:
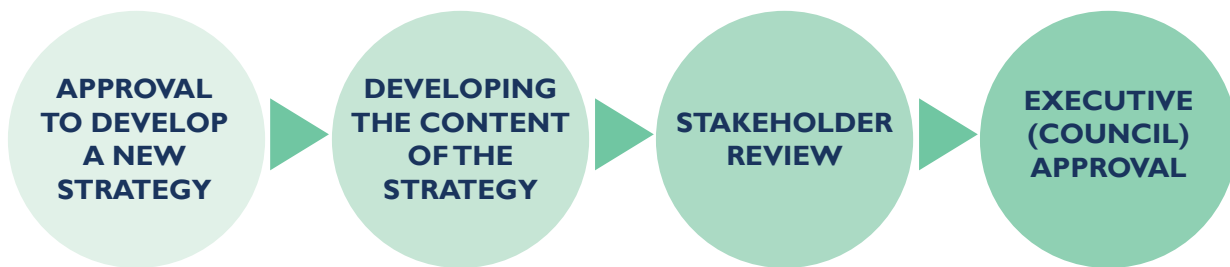
• the day-to-day operation of the *IPRF*. This includes:

– Facilitating the transition to an *IPRF*.

– Keeping the Governance Committee informed about the effectiveness and efficiency of the transition process and ongoing *IPRF* implementation.

– Maintaining a register of all Council plans.

– Monitoring that new plans conform to the principles and standards of the *IPRF*.

– Co-ordinating the *IPRF* reporting activities and ensuring the organisation is appropriately informed about performance and results.

– Building organisational capacity in integrated strategic planning, including outcomes mapping.

5. Business units are responsible for developing plans, and for working collaboratively with the Strategy, Planning and Performance Governance Committee to ensure plans are integrated and developed to the standard adopted by the *IPRF*.

APPROVAL PROCESS FOR NEW STRATEGIES

Strategic planning is central to the effective operation of the *IPRF*. The strategy development process ensures there is a structured, transparent and integrated approach to the development of strategic plans at Glen Eira City Council.

There are four key steps in the strategy development process which are outlined below.

APPROVAL TO DEVELOP A NEW STRATEGY ▶ **DEVELOPING THE CONTENT OF THE STRATEGY** ▶ **STAKEHOLDER REVIEW** ▶ **EXECUTIVE (COUNCIL) APPROVAL**

EXAMPLE OF ASSESSING FOR THE APPROPRIATE LEVEL OF OUTCOME

Assume that Council decided the municipality should have a greater share of electric cars, and requested a strategy to that effect.

Although a strategy may be appropriate, an alternative approach could be to address the need by adding a program to the climate change and sustainability service.

The outcomes of the new program could contribute to the outcome: 'Increased community practice of sustainable behaviours' that already exists in the *Our Climate Emergency Response Strategy.*
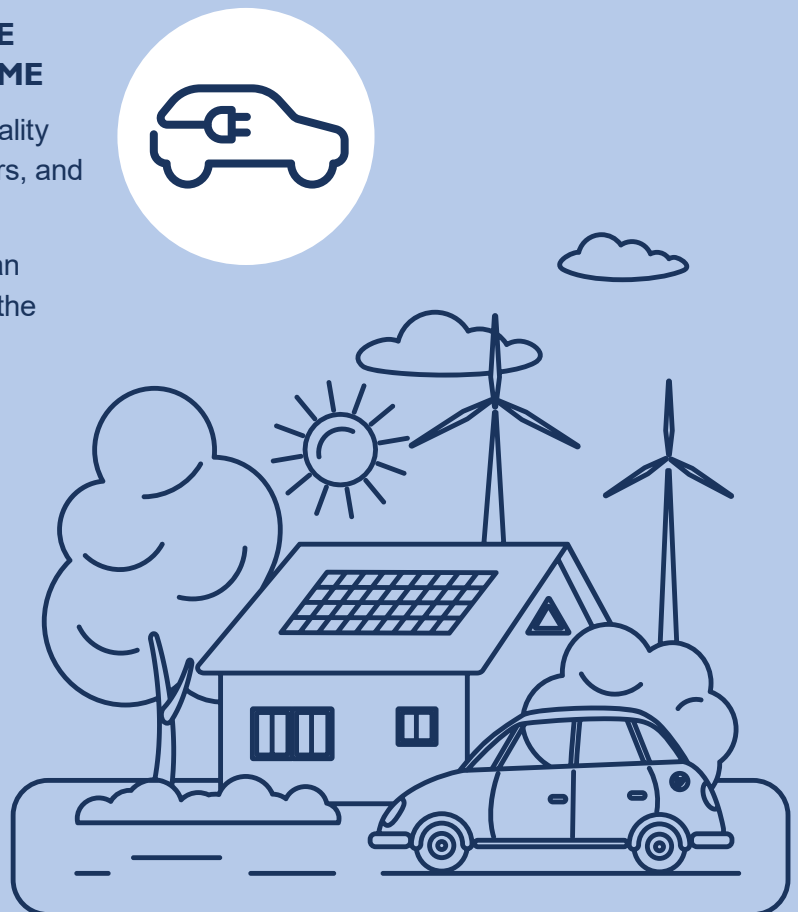
STRATEGY DEVELOPMENT PROCESS

1. The service area manager (who will own the strategy) prepares a *Strategy Initiation Document* (*SID*) for endorsement by the Strategy, Planning and Performance Governance Committee.

2. If the *SID* is approved to proceed, A practice leader is assigned to work with the strategy development team. The role of the practice leader will vary and include advisor, 'critical friend', facilitator or process expert. Out of scope (for the practice leader) is the content of the strategy or project management of the development process.

3. If the strategy development team wishes to engage an external consultant to facilitate the process, the terms of reference provided to consultants should include the principles and practices of the *IPRF*.

The tender/engagement assessment process should also include a criterion on the extent to which the consultant's methodology aligns with the principles and practices of the *IPRF*.

4. The project development process should commence with a capacity building activity for all people involved in the development process. The capacity building activity to include: the principles and practices of the *IPRF*, strategic thinking, outcomes mapping, evidence-based decision-making, options assessment, cost-benefit analysis or social return on investment analysis (basic) and the strategy development process.

5. The project manager to report monthly to the Strategy, Planning and Performance Governance Committee on progress.

6. The draft strategy to be reviewed by the Strategy, Planning and Performance Governance Committee for consistency with the principles and practices of the *IPRF*.

7. The final strategy to be approved by the Executive and/or Council as appropriate.

Appendixes

A: GLOSSARY OF TERMS

B: TRANSITION TO AN IPRF

A: Glossary of terms

BUSINESS UNIT PLAN	The business unit plan describes the commitments of a particular organisational unit. This includes core service delivery, as well as strategic actions and projects, along with the resources available to deliver those commitments. Business planning is a cyclical and ongoing process with business unit plans to be reviewed and updated annually.
PERFORMANCE DEVELOPMENT PLAN (PDP)	Plans for individual employees at Glen Eira that identify their professional and career development goals. PDPs should be informed by Council strategies and business unit plans.
POLICY	A statement of position or principles that Glen Eira has adopted. Council develops and maintains policies to: • ensure compliance with relevant laws; • facilitate the effective, efficient and equitable administration of operations; • define roles and responsibilities; • guide decision-making; • manage risks; and • be transparent to the municipal community about how Council conducts its operations and makes decisions.
STRUCTURE PLAN	A structure plan sets out the preferred land use, infrastructure and urban design in a specific activity centre or precinct location. It provides certainty for all stakeholders (government, community, businesses and the development industry) about what change is expected to occur and aims to ensure that the location develops as a great place to live, work and visit.
TIER ONE STRATEGY	Tier One strategies are high-level directional documents that are directly linked to a strategic direction from the *Council Plan*. They explain how Council expects to deliver the overarching strategic outcomes under the strategic direction. A Tier One strategy has a minimum timeframe of four years and a broad organisational impact (affecting multiple directorates and/or services) and/or significant community impact (municipal-wide outcomes, not limited to a single location or narrow demographic).
TIER TWO STRATEGY	Tier Two strategies must be linked to or guided by an outcome or action contained in a Tier One strategy. The focus of a Tier Two strategy is narrower than a Tier One strategy, for example it may be focused on a single issue, Council service or a place. Tier Two strategies can take a variety of names and formats, including: strategy; plan; structure plan; master plan; and framework.

B: Transitioning to an IPRF

INTRODUCTION AND CONTEXT

Given the new principles based approach enabled under the *Local Government Act 2020*, the need to develop a suite of supporting governance, process and practical arrangements and the breadth of existing strategies and plans, the introduction of an integrated approach to planning and reporting will take some time to implement.

It is envisaged that while a large part of the implementation and supporting arrangements will be delivered within the first year, full implementation will occur over four years of the planning cycle as existing strategies and plans come to a conclusion and the new process is adopted across the organisation.

IMPLEMENTATION APPROACH — TRANSITION ARRANGEMENTS

It is proposed that transitional arrangements are adopted for existing strategies and plans which will eventually form part of the *IPRF*. This hybrid model will exist for up to four years as the *IPRF* becomes fully operational at the conclusion of each of the existing strategy cycles.

The development or new or amendment of existing strategies will be subject to the *IPRF Policy* and overseen by the Strategy, Planning and Performance Governance Committee. Guidance for this process is provided through the *Strategy Development Guidelines and Toolkit*, which is available on the Intranet.

IMPLEMENTATION PLAN

1. Develop foundation governance arrangements and documentation

Timeframe: By June 2021

Develop the suite of key documents including:

• strategy template and process guide;

• service plan template and guide;

• documented outcomes framework with Key Risk Indicator/ Key Performance Indicators guide; and

• implementation plan, service plan, delivery plan and business plan templates.

2. Establish and embed governance arrangements

Timeframe: By June 2021

• develop Executive understanding and support;
• adopt the *IPRF Policy*;
• establish Strategy, Planning and Performance Governance Committee terms of reference and membership;
• implement a communication and change management plan;
• develop the capacity of Strategy Practice Leaders Group and Strategy, Planning and Performance Governance Committee;
• confirm transition schedule (which plans when); and
• implement communications and change management plan.

3. Build capacity and develop the role of the SPLG

Timeframe: By October 2021

• identify members for SPLG;

• develop schedule of strategies and plans for review, including priority status; and

• establish tier one strategy suite:

– Executive to approve concept and list of tier one strategies;

– develop interim linkages to current strategies (strategy map); and

– develop a schedule of strategy review and establishment for at least 12 months.

4. Operationalise the framework

Timeframe: Commencing January 2022

• six months before each strategy to be updated, undertake review of strategy and whether it should continue as a strategy or be reclassified;

• undertake capacity building of key people in development process;

• development process to be facilitated by SPLG; and

• as each strategy reviewed or updated, update tier one strategies;

Note: this process will take up to four years given the timeframes for a range of existing strategies and plans.

5. Develop outcomes reporting process (integrated into existing)

Timeframe: Commencing January 2022

As each new strategy or plan is developed, implement monitoring plan — which involves collection of data against agreed Key Risk Indicators.

IMPLEMENTATION TIMELINE

	2020–21	2021–22				2022–23				2023–24			
	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4
1. PRE-PREPARATION PHASE • Strategy template and process guide • Service plan template and guide • Developing an outcomes framework with Key Risk Indicators/Key Performance Indicators guide • Capacity building/ initial training program • Identify members for SPLG • Develop schedule of strategies and plans for review, including priority status • Develop draft master plans with linkages to current strategies • Change management plan	█												
2. ESTABLISHMENT • Develop capacity of Executive • Establish Strategy, Planning and Performance Governance Committee • Develop capacity of SPLG and Governance Committee • Confirm transition schedule (which plans when) • Implement communications and change management plan		█											
3. IMPLEMENT **Strategy one** • Review and reclassify (if required) • Capacity building of key people in development process • Develop strategy and update master plans **Strategy two, etc**			█	█									
4. IMPLEMENT OUTCOMES REPORTING PROCESS • Develop process and collection mechanism • Collect and report monitoring data	█	█	█	█	██(collect)								

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National Relay Service
If you are deaf, hearing-impaired, or speech-impaired, we ask that you call us via the National Relay Service and then ask for (03) 9524 3333.

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Teletypewriter (TTY): 13 36 77
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www.facebook.com/GlenEiraMaternalandChildHealth

Glen Eira sustainable living:
www.facebook.com/sustainablelivinggleneira

Glen Eira Youth Services:
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www.instagram.com/gleneirayouthservices