

Resilience Integrated Planning and Reporting (IP&R) Support Package

Fact Sheet for Users



RESILIENCE IS

“The ability of a system, community or society exposed to hazards to resist, absorb, accommodate, adapt to, transform and recover from the effects of a hazard in a timely and efficient manner, including through the preservation and restoration of its essential basic structures and functions through risk management.”

From: Australian Disaster Resilience Glossary

Context

We live in a time of uncertainty, where changes towards extremes are increasingly more obvious. In recent years, we have experienced a global pandemic, bushfires, droughts, floods, as well as intensive cyber-attacks. Disaster after disaster has highlighted Australia’s vulnerability to natural and nonnatural threats and their social, environmental, and economic impacts. While individuals and communities are crucial to building resilience, they do not have control over many of the essential services and critical infrastructure needed, nor the levers to pull to reduce some disaster risks. Governments and industry must take coordinated action to reduce risks within their control to limit adverse impacts on communities. As the closest level of government to the community, councils have a role in protecting their community and environment and advocating to other levels of government. Resilience is high on the agenda and with new guidance, best practice and tools produced in the last years and more updates on their way to tackle a future of uncertainty and extremes – now is the time to act.

Objectives

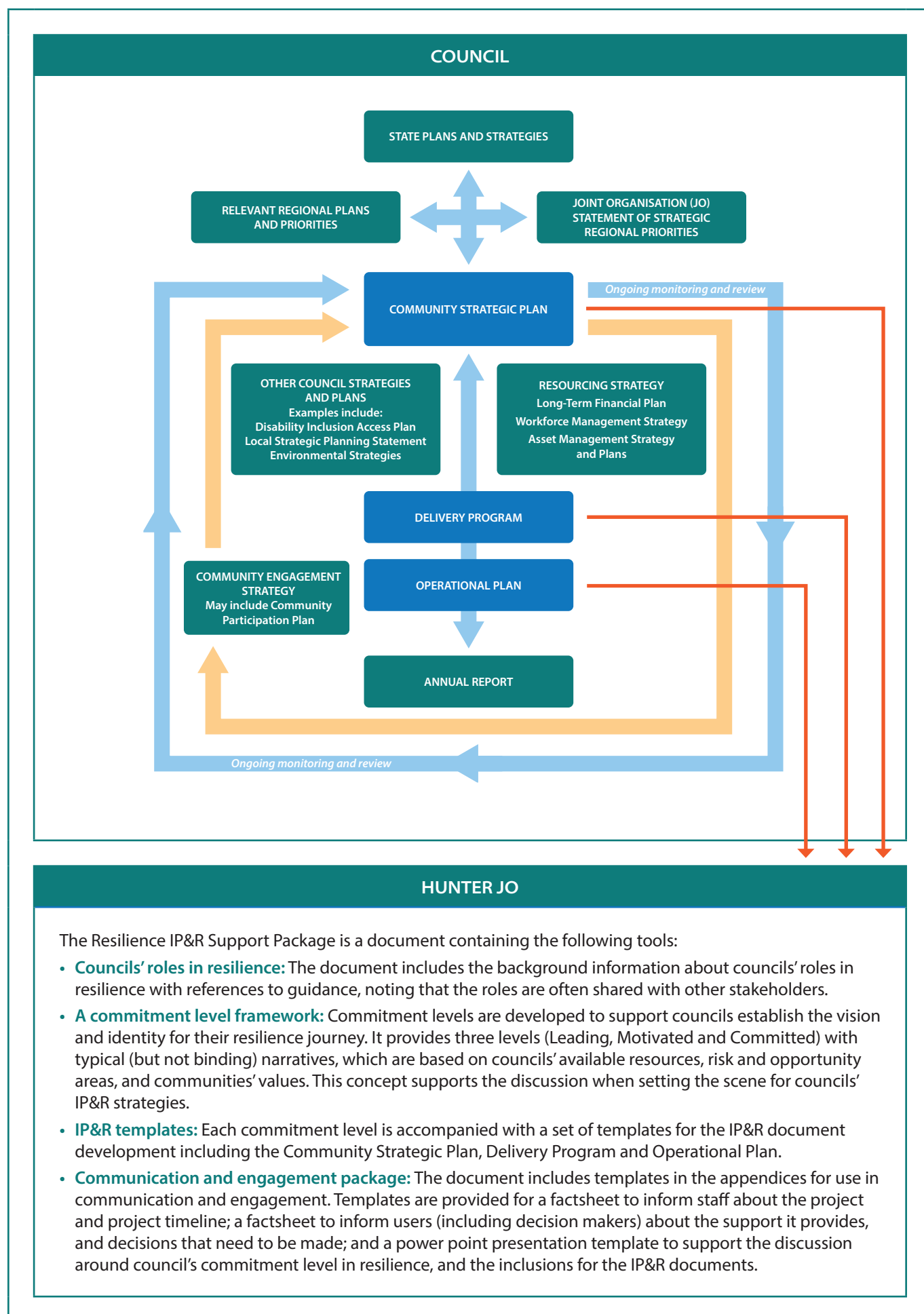
The Integrated Planning and Reporting (IP&R) framework sets the long-term strategic direction for councils, as well as identifying medium- and short-term programs and projects to achieve the strategic aspirations. The objective of the Resilience IP&R Support Package is to support councils’ and their communities’ resilience journey by providing user friendly, practical tools and templates to embed resilience as business as usual (BAU) through the IP&R process.

Who is this package for?


The templates included in the package provide a useful resource for council staff when seeking sponsorship and commitment from their leadership team, and to guide IP&R and resilience staff during the preparation of IP&R documentation.



How does the package work?



Central to the Resilience IP&R Support Package are the categories of shared responsibilities drawn from an extensive literature review including Australian and international guidance on resilience. A holistic resilience strategy should address all the categories, which are:

Focus Area	Resilience Elements
 <p>Council Organisational Resilience</p>	<p>Elements that relate to councils as organisations are organisation wide and would benefit from a thorough change management methodology to be embedded successfully. The elements highlighted in literature are:</p> <ul style="list-style-type: none"> • Organisational culture – councils foster a networked, inclusive, and connected culture of disaster risk reduction awareness and action at all levels of the organisation. They provide a safe place to share ideas, continuously improve and innovate, and they build resilience literacy and capacity. • Governance structure – councils embrace an inclusive governance model for resilience where system thinking, engagement, and collaboration for impact are key factors. Inclusion of First Nations people in discussions and decision making around resilience is essential to the model. • Leadership models - new leadership qualities are needed to meet the challenges of the future. Disasters have shown leadership can emerge unexpectedly, in traditional and non-traditional settings, motivated by passion, hope and a sense of agency. Leaders enable others to up-skill and be involved in the system. There is a move from transactional or competitive relationships to collaboration for collective impact. Human relations (HR) practices are aware of and take into consideration the compounding effects of shocks and stresses on staff wellbeing, availability, and effectiveness. • Decision making - in an uncertain and rapidly changing reality, decisions are often needed fast with little time to build a full understanding. Whilst evidence-based decision making is preferred, councils will often need to act early, regularly assess and adapt continuously in this context. Decision-making in these situations can be regarded as a trial, experiment, or interim measure – actively learning from doing. It is important that diverse and broad stakeholder values and knowledge are incorporated in decisions made. Inclusive governance and techniques such as forecasting or adaptive pathways scenario planning can be used to help people imagine what they have never seen and work through these uncertainties. • Risk management frameworks - includes resilience and systemic risk reduction, which may result in a change of the framework itself to allow for uncertainty, longer timeframes, and a move from hazard-by-hazard approach to a systemic risk concept. Focus should be on people, place, and values with clear purpose and objectives. A risk assessment should cover all the areas relevant to councils in a holistic manner, be place-specific, and inclusive. Systematic disaster risk and resilience should be a frequent topic for councils' audit and risk committees. Regularly talking about the progress of disaster risk reduction and resilience activities fosters trust and participation, allowing risk owners the opportunity to accept, treat or transfer the risk. Engaging and supporting people to understand and use risk information avoids an imbalance of knowledge and power. • Resilience assessment – councils undertake or refer to a resilience assessment for the organisation and their community to inform focus areas for their resilience strategy. An example of a useful tool is the Australian Disaster Resilience Index. • Partnerships and collaborations – councils participate in and seek out meaningful partnerships and collaborations (through for example Hunter JO initiatives, the Get Ready program, or Resilient Cities), promoting system thinking and increasing the understanding of systematic risk. Partnerships and collaborations are also beneficial for a consistent approach, efficient use of resources, avoiding duplication of efforts, and knowledge sharing.

Focus Area	Resilience Elements
	<ul style="list-style-type: none"> • Strategy alignment and investment / resourcing models – resilience is embedded in councils' Community Strategic Plans with a holistic cover of all councils' areas outlined in this Package. The strategic alignment flows into action, investment, and resourcing through the IP&R framework. • Business continuity plans – councils have business continuity plans and training linked to resilience concepts and systemic risks.
 <p>Council Infrastructure Resilience</p>	<p>This includes improving resilience of individual assets and infrastructure, as well as the overall resilience created for the wider community. Councils are responsible for a range of assets, including critical infrastructure. Structures vary between councils and may include roads, buildings, water supply, sewer networks and stormwater drains.</p> <p>Councils develop asset management plans and maintain assets in line with their Integrated Planning and Reporting (IP&R) responsibilities. Asset management strategies and plans are part of the Resourcing Strategy in the IP&R framework. Resilience and system thinking should be central in these plans with an aim to support whole-of-system, all-hazards approach to resilience planning that focuses on strengthening an infrastructure asset, network, and sector, as well as the place, precinct, city, and region that the infrastructure operates within. Achieving resilience requires a shift in focus from the resilience of assets themselves, to the contribution of assets to the resilience of the system – what is called 'infrastructure for resilience' (Infrastructure Australia and Infrastructure NSW, 2021). Resilient infrastructure can withstand shock events to continue operating or be returned to service as soon as possible after any disruption (NSW Department of Justice & Office of Emergency Management, 2018). To improve resilience outcomes, priority should be given to:</p> <ul style="list-style-type: none"> • Partnering for shared responsibility and system thinking around critical infrastructure resilience • Preparing for all hazards, not just the ones we can foresee • Providing critical infrastructure services with minimal disruption
 <p>Council Service Resilience</p>	<p>This area includes resilience in the services, including critical services, provided by councils to meet the needs and priorities of local communities. These vary between councils and can include waste collection, recycling, water supply, wastewater management, road maintenance, and residential care. Resilience in the services provided will support a resilient community.</p> <p>Community needs and service levels are determined through the IP&R framework and process. Councils should undertake regular service level reviews to ensure they provide, and continue to provide, a range of quality services that their community needs and that are resilient. Inclusive governance, system thinking and collaboration with relevant stakeholders is key to the resilience element, with community engagement undertaken through the IP&R process. Council business continuity plans and training are also means to optimise service resilience.</p>

Focus Area	Resilience Elements
 <p>Resilience Through Land Use Planning</p>	<p>This relates to councils as planning authorities. The planning and development process is essential to building disaster resilience and wellbeing for communities and minimise losses due to disasters in areas of new development. This area relates specifically to councils' land use planning section and how resilience is considered and incorporated into planning and development of land. Principles to inform land use planning decisions, manage natural hazard risk, and encourage greater resilience are (DPIE, 2021):</p> <ul style="list-style-type: none"> • Be strategic and consider risk from natural hazards early • Protect vulnerable people and assets • Adopt an 'all-hazards' approach • Involve the community in conversations about risk and values • Consider emergency response and evacuation • Be information driven and evidence based • Plan to build and rebuild for a future with a changing climate • Understand the relationship between natural processes and natural hazards <p>To increase resilience through the planning and development process specific standards, building codes, and guidance exist for various topics such as floods and bushfires.</p>
 <p>Council Emergency Management</p>	<p>For resilience through the emergency management framework, councils understand and perform their roles and responsibilities, governance and coordination arrangements in emergency prevention, preparedness, response and recovery operations under the State Emergency and Rescue Management Act 1989 (SERM Act) and associated Emergency Management Plans (EMPLANs). As described in the NSW EMPLAN, some key hazard types (e.g. fire, bushfire, storm, and flood) are assigned to specific agencies in agency enabling legislation. To build resilience, councils ensure that the capability and resourcing requirements of these responsibilities are understood and met. The community is engaged in the development and exercise of plans as well as in their operational employment.</p>
 <p>Community Resilience</p>	<p>This area relates to councils' role in building resilience with and through the communities they serve. A resilient community is prepared, dynamic, flexible, and quick to respond (Resilience NSW, 2021). Common characteristics of a cohesive and connected disaster resilient community are one that is functioning well while under stress, successfully adapts, is self-reliant and has social capacity (Resilient Sydney, 2018). These qualities can be supported by inclusive governance - acknowledging community expertise, supporting meaningful engagement, provide tools, and building trust. It is further supported by providing consistent and reliable information, and by action-based resilience planning to strengthen local capacity and capability. On a more practical level community resilience benefits from, for example, embedding well-rehearsed emergency plans, scenario planning, building controls for local risks, and targeted insurances.</p> <p>Councils should strive to better understand the diversity, needs, strengths, and vulnerabilities within communities. Disasters do not impact everyone in the same way, and it is often our vulnerable community members who are the hardest hit. Community resilience programs recognise values, vulnerability, and social justice. Behaviour change programs for resilience may be beneficial as a method to increase community resilience.</p>

Commitment levels

Commitment levels were developed to support councils establish their vision and identity for their resilience journey. It provides a typical, but not binding, narrative giving the general direction of the commitment level. The concept of commitment levels was developed to support the discussions within councils and is targeted at decision makers when setting the scene for their strategy development.

A council's commitment level should be determined based on community feedback and values but could also consider availability of resources and the level of risk and opportunity for the LGA. Each commitment level is accompanied by a set of templates relevant to the specific commitment level for the IP&R document development including the Community Strategic Plan, Delivery Program and Operational Plan.

The commitment levels are not a cookie cutter approach; whilst councils can choose to adopt the templates from one commitment level as an efficient option, they can use templates from various levels to suit their needs if they wish to do so.

Synergies with other strategic areas such as climate change, sustainability, environment, and risk assessment are important to acknowledge to leverage efforts and resources and avoid duplication. It should be noted that the Support Package is for resilience at a higher level and does not address each hazard or potential scenario (e.g. bushfire, flood, pandemic, cyber-attack etc) individually.

Why establish a commitment level?

Establishing a commitment level provides stakeholders with vision and direction and gives the community confidence that their needs and risks are considered, and that appropriate action will be executed. The commitment levels also support resilience and IP&R staff by providing clarity of direction, boundaries, and resources for their work. It establishes a direct link between the community, resilience staff and the decision makers through the mandatory planning and reporting cycle associated with the IP&R framework, which enables a more efficient resilience journey. It encourages leadership at all levels.

The three commitment levels and their typical narratives are presented below:

Commitment Level	Descriptors	Typical Narrative
Leading	Thought Leaders Innovators Influencers Active Drivers Change Agents	<p>Leading councils highlight resilience as a priority in the introduction or vision statement of their strategies, programs, and plans, and infuses their IP&R documentation with considerations for all areas of resilience (organisational, infrastructure, services, planning and development, emergency management and community). A place specific resilience assessment, incorporation of systemic risk into the overall risk assessment framework, and frequent inclusion on the agenda for the audit and risk committee, form the basis of well-informed decisions and action. They tailor programs and resourcing to act on risks and opportunities.</p> <p>Resilience has strong executive sponsorship and an inclusive governance structure, encouraging leadership at all levels of councils and their communities, and transparent discussion and management of risks. Decision making is inclusive, fair, just, evidence based and can be trusted. These councils have a governance structure that accounts for proactive longer-term resilience outcomes while managing the immediate survival and recovery from disasters. There are dedicated staff with resilience expertise, a well-defined change management program, and networked cultures provided with opportunities for resilience capacity building.</p> <p>Collaboration for collective impact is key, and leading councils are driving progress in system thinking and adaptive pathways planning for their region. These councils are active members of collaborations such as the Resilient Cities, Hunter JO initiatives, and the Get Ready program.</p> <p>There is thorough understanding of the communities' reliance on councils' infrastructure (critical infrastructure in particular) and services. Resilience and system thinking are central to the asset management strategy and plan, business continuity planning, and councils' service level review. The focus has shifted to include not just the asset or service itself, but also the place, precinct, city, and region that it operates within. When recovery is needed after a disaster, it is used as a trigger to create a more resilient community than before the event – to build back better.</p>

Commitment Level	Descriptors	Typical Narrative
Leading cont.		<p>These councils' lead the way in land use planning for resilience as the most important avenue to minimize future disaster losses in areas of new development. They actively contribute to standards, building codes and guidance to ensure resilience is considered and incorporated into planning and development of land.</p> <p>Leading councils understand and provide expertise through their roles and responsibilities in emergency prevention, preparedness, response and recovery operations under the State Emergency and Rescue Management Act 1989 (SERM Act) and associated Emergency Management Plans (EMPLANs).</p> <p>They understand their communities' vulnerabilities and systemic risks and drive large scale behaviour change programs, targeted campaigns, and encourage strong social cohesion and networks to influence community action. Their communities are engaged in decision making and councils provide tools and information to empower resilience building.</p> <p>Resilience is a focus area in corporate innovation and research and development programs. Leading councils identify critical gaps and opportunities and drive research and innovation to fill them.</p> <p>Leading councils are looked to as case studies and contribute to conferences and forums as thought leaders. They measure and report their progress regularly and transparently both within councils and to their communities.</p> <p>There are opportunities for updates throughout the IP&R cycles in an agile manner reflecting the increasingly available information and data associated with the topic and frequent updates in guidance and information.</p>
Motivated	Best Practice Early Adopters Contributors Collaborators Active Participators	<p>Motivated councils acknowledge resilience in the introduction of their strategies and follow through with defined programs and projects. They include all areas of resilience (organisational, infrastructure, services, planning and development, emergency management and community) and prioritise actions in the larger context of councils' requirements with funding and resources allocated accordingly. Systemic risk and resilience assessments are incorporated in the overall risk assessment framework and are frequently included on the agenda for the audit and risk committee to inform decision making and action.</p> <p>The leadership team is committed and aware with a dedicated sponsor for resilience. They support an inclusive governance structure, encouraging leadership at all levels of councils and their communities. There is a dedicated resilience lead, or responsibility and accountability is an essential part of a wider role, allowing for proactive longer-term resilience goals while managing the immediate survival and recovery from disasters. Networked cultures and capacity building in resilience are encouraged.</p> <p>These councils seek well documented and validated methodologies for best practice in resilience. This is typically done through active participation in collaborations (for example Hunter JO initiatives, Resilient Cities and the Get Ready program) and partnerships to leverage efforts in areas such as resilience assessments, system thinking, and adaptive pathway planning.</p> <p>There is an understanding of the communities' reliance on councils' infrastructure (critical infrastructure in particular) and services. Resilience and system thinking are central to the asset management strategy and plan, business continuity planning, and councils' service level review. The focus has shifted to include not just the asset or service itself, but also the place, precinct, city, and region that it operates within. When recovery is needed after a disaster, motivated councils strive to create a more resilient community than before the event – to build back better.</p>

Commitment Level	Descriptors	Typical Narrative
Motivated cont.		<p>These councils' value land use planning for resilience as the most important avenue to minimize future disaster losses in areas of new development. They keep abreast of and implement standards, building codes and guidance to ensure resilience is considered and incorporated into planning and development of land.</p> <p>Motivated councils understand and meet their roles and responsibilities in emergency prevention, preparedness, response and recovery operations under the State Emergency and Rescue Management Act 1989 (SERM Act) and associated Emergency Management Plans (EMPLANs).</p> <p>Councils empower their communities to participate in resilience building and decision making by providing information and tools, adopting validated community campaigns for large scale behaviour change, and participating in campaigns established by partnerships.</p> <p>The motivated councils' resilience journey has frequent reviews, continuous improvement, and considerations of wider priority areas embedded in their IP&R cycles.</p>
Committed	Opportunistic Participators Supporters Complying	<p>Committed councils acknowledge resilience as a focus area and that action is required. They understand the areas of resilience relevant to their council (organisational, infrastructure, services, planning and development, emergency management and community). These councils commit to seeking funding and collaboration (such as Hunter JO initiatives) to enable activities in an opportunistic manner and leverage efforts and funding as dedicated resources are not available internally. External assistance is essential for the successful delivery of their program.</p> <p>Committed councils typically draw from regional resilience assessments. They incorporate systemic risk into the overall risk assessment framework in the context of other priorities and available resources, and it is a frequent inclusion on the agenda for the audit and risk committee.</p> <p>Resilience forms a small part of a wider role, linking into decision makers and executive team for sponsorship. Resilience is considered in asset management strategies and plans, business continuity planning, and councils' service level review.</p> <p>These councils understand that land use planning for resilience is the most important avenue to minimize the increase in future disaster losses in areas of new development. They use relevant building codes and guidance to ensure resilience is considered and incorporated into planning and development of land.</p> <p>Committed councils understand their roles and responsibilities in emergency prevention, preparedness, response and recovery operations under the State Emergency and Rescue Management Act 1989 (SERM Act) and associated Emergency Management Plans (EMPLANs).</p> <p>They participate in or adopt collaborative community engagement and behaviour change initiatives for resilience building.</p> <p>Committed councils review their approach to resilience frequently in consideration of available grants and partnerships and in line with the IP&R cycle.</p>

In summary, councils can use community feedback and the Resilience IP&R Support Package to establish a commitment level – council's identity in their resilience journey - and define inclusions for the IP&R documents to ensure the resilience strategy covers a holistic view of the shared responsibilities councils have in creating more resilient communities.