




Resilience Integrated Planning & Reporting (IP&R) SUPPORT PACKAGE



December 2023

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For more information on the Resilience IP&R Support Package (December 2023) please contact resilience@hunterjo.com.au.

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1

Call to Action

“Resilience starts from the belief that humans and nature are strongly coupled to the point that they should be conceived as one social-ecological system. This means that in our globalised society, there are virtually no ecosystems that are not shaped by people and no people without the need for ecosystems and the services they provide.”

(AIDR 2021, from Stockholm Resilience Centre 2019)

We live in a time of uncertainty, where changes towards extremes are increasingly more obvious (Infrastructure Australia, 2021). 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 non-natural threats and their social, environmental, and economic impacts. Whilst there has been progress towards more resilience to natural hazards and in reducing disaster risk, with climate change adding to the extremes and the compounding effects of several disasters combined, there is growing potential for events to occur at unimagined scales, combinations, and locations (National Recovery and Resilience Agency, 2019).

Over the past ten years, the cost of disasters to the Australian economy has reached around \$18 billion per year and could increase to \$39 billion per year by 2050 (Department of Home Affairs, 2018). This forecast does not take into account climate change, which is expected to elevate these costs. Further, it does not account for less quantifiable costs of disasters, such as increased family violence, mental health impacts, chronic disease, alcohol and drug use, short and long-term unemployment, changes to school academic outcomes, and crime.

Australian communities have pulled together to save lives and look after each other during the recent disasters (Department of Home Affairs, 2020). As the impacted areas are rebuilt, the Australian government focusses on improving disaster resilience and preparedness to reduce the risk of future disasters – a concept known as building back better.

By taking collective action now and investing in disaster risk reduction, benefits beyond avoiding loss and suffering by unlocking economic and social opportunities can be delivered (Department of Home Affairs, 2018). 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 recent years and more on the way, now is the time to act.

**The Australian government
focuses on improving disaster
resilience and preparedness to reduce
the risk of future disasters
– a concept known as building back better.**

2

Overview

2.1 About this Support Package

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 strategic aspirations. This Support Package assists councils' and their communities' resilience journey by providing user friendly, practical tools and templates to embed resilience as business as usual (BAU) in the IP&R process.

Figure 1 summarises the components of the Resilience IP&R Support Package and presents the links to the IP&R framework. The package aligns with the framework and timeline for the overarching IP&R documents - Community Strategic Plan (CSP, 10+ year strategy), Delivery Program (DP, 4-year program) and Operational Plan (OP, 1-year plan). It provides a pathway for councils' leadership teams with the support of governance and resilience staff to determine their resilience commitment level based on community feedback and to embed the associated principles and actions into the IP&R documents. Early engagement with the community and executive teams establishes resilience on

the agenda in the context of councils' overall commitments and enables appropriate prioritisation and allocation of resources. It encourages timely discussion with council executives, elected members, the community, governance, and resilience staff.

Whilst this package focuses on the three key documents (CSP, DP and OP), the intent is that this will allow resilience to filter through to the other related strategies, policies and plans. For example, it is envisaged that resilience will become a key concept in the Local Strategic Planning Statement; a 20-year vision of land use in the LGA, the Community Engagement Strategy, and the Asset Management Strategy / Plan.

By ensuring that the IP&R statements, objectives, and actions are in line with guidelines and best practice, the Package supports resilience staff by providing clarity of direction, boundaries, and resources for their work. It also establishes a direct link between resilience staff and decision makers through the mandatory IP&R planning and reporting cycle, which enables a more efficient resilience journey and encourages leadership at all levels.



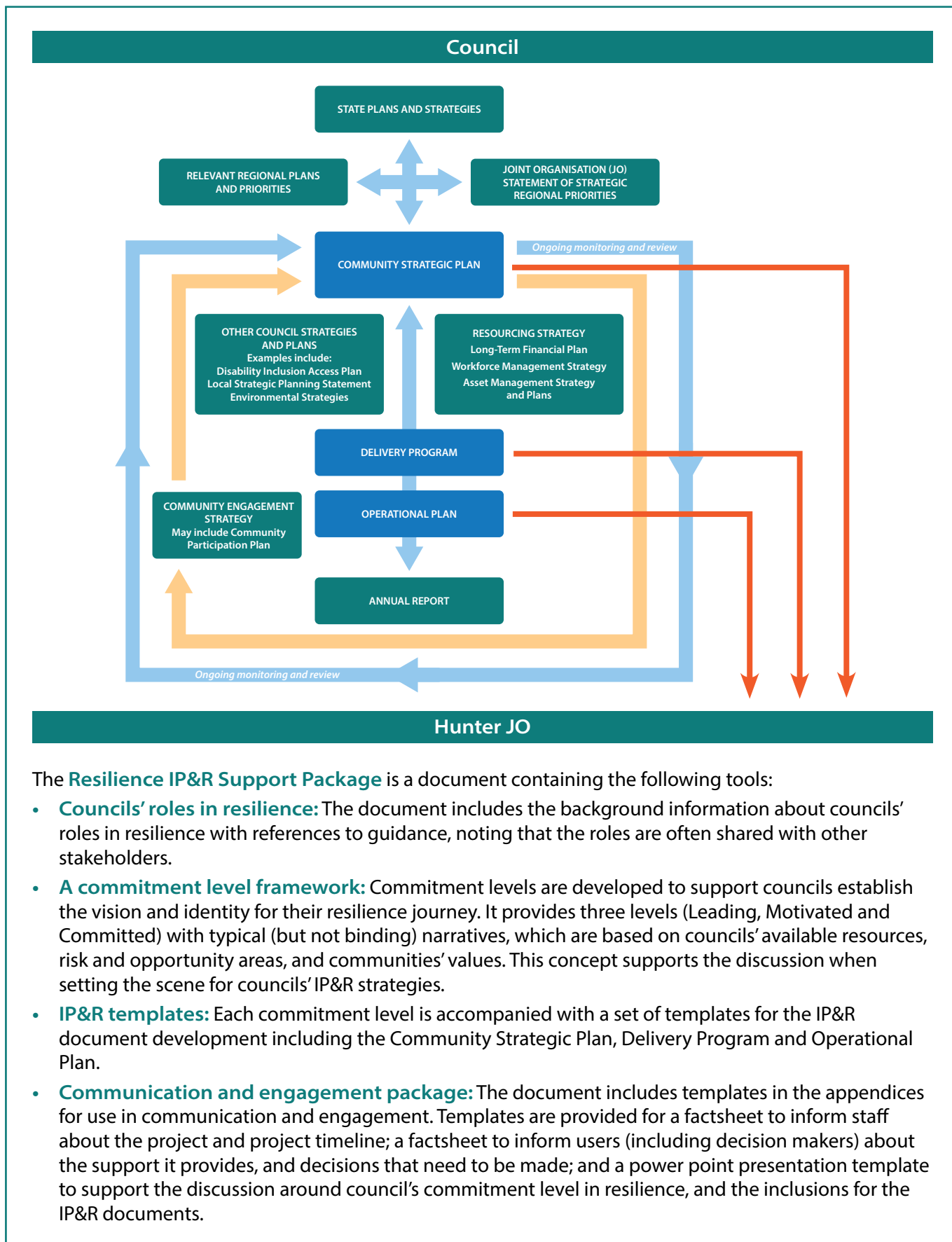


Figure 1. How does the Resilience IP&R Package work?

This Support Package was prepared by Hunter Joint Organisation for the 11 councils in the Hunter and Central Coast region. During the preparation, consultation was held with representatives from councils' governance staff, resilience staff, executive leaders, Resilient Sydney, Office of Local Government and NSW Reconstruction Authority.

2.2 Main Concepts for Councils' Resilience Action Planning

Guidance on resilience is developing rapidly, with most of the Australian framework dated in the last one to two years. To adopt best practice, councils need to be agile and follow the development of new and improved concepts and initiatives. In current guidance, there are key concepts that are essential for councils to consider when embedding resilience through the IP&R framework. This section describes those concepts.

2.2.1 What is Resilience

Resilience, as defined in the [Australian Disaster Resilience Glossary](#) 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."

Guidance on resilience in Australia typically refers to disaster resilience, in particular natural disasters. However, it is acknowledged that the principles making us resilient to natural disasters and an "all hazards approach", which is promoted through guidance, also increase overall resilience (NSW Government, 2018). This does not prevent the development of specific plans and arrangements for hazards that require specialised, place specific approaches. Some of the hazards mentioned in guidance are storms, cyclones, floods, droughts, bushfires, agricultural / animal disease, industrial incident and accidents, terrorism, cyber-attacks, financial crises, economical fluctuations, conflicts, and pandemics.

It should be noted that there is a trend to move away from the term "natural disaster", which is

often used to refer to harmful impacts following a natural hazard. A growing body of academic literature shows they are more commonly the result of choices made by people. Such choices include where housing is constructed, how infrastructure is designed and the impact of humans on the environment. The phrase "natural disaster", on the other hand, implies that disasters are the result of natural processes and nothing can be done to reduce risk, and also does not consider the impacts of human-induced climate change (NSW Treasury, 2023). As such, we only refer to the term "natural disaster" in this Package when referencing existing documents that also use the term.

There are four key environments to consider in resilience: built, social, natural, and economic (National Recovery and Resilience Agency, 2019; Council of Australian Governments, 2011). These coexist in systems, and a resilient system withstands, responds to and adapts more readily to shocks and stresses (Resilient Sydney, 2023). Shocks are sudden events, such as floods, bushfires, and cyber-attacks. Stresses are long term or chronic, such as drought, ageing infrastructure, species extinction, and social cohesion and inclusion.

2.2.2 Systemic Disaster Risk

Hazard-by-hazard approaches to disaster risk reduction are being challenged in a world of more frequent and compounding hazards. As defined in the United Nations Global Assessment Report (2019):

“Systemic risks emerge from the interactions of climate change and natural hazards, with the complex, interdependent and interconnected networks of social, technical, environmental, and economic systems. These risks are not necessarily obvious using traditional hazard-by-hazard risk assessments and revealing them requires an understanding of the degree of magnitude of failure across these systems that could suddenly or gradually exceed society’s capacity to cope.”

Some concepts that relate to systemic disaster risk are:

- **Systemic vulnerability** – a key aspect in assessing risk. There are four interconnected patterns of systemic vulnerability (Australian Government, 2018):
 - Placement of communities, infrastructure, and assets
 - Access and supply of essential information, goods, and services
 - Risk assessment, ownership, and transfer
 - Governance and organised decision-making
- **System thinking** – a holistic approach that focuses on the way that a system’s parts interrelate. When using systems thinking and involving all stakeholders to get an understanding of the dynamic, complex moving parts that make up a resilient society, the best intervention points for action can be selected (Australian Institute for Disaster Resilience, 2021).
- **Adaptive pathways** – an analytical approach that can help decision makers identify, explore and sequence possible adaptation decisions and actions over time (CSIRO, 2019). Tools such as the Resilience Adaptation Pathways and Transformation Approach (RAPTA) can be used to do this. It was developed to design, implement and evaluate interventions within highly uncertain and rapidly changing scenarios.

2.2.3 Emergency Management

The NSW Emergency Management framework sits under the State Emergency and Rescue Management Act 1989 (SERM Act). This Act provides the legislative basis for the coordination of emergency prevention, preparedness, response, and recovery operations for any emergency in NSW. Together with the state-wide and local Emergency Management Plans (EMPLANs), it sets out roles and responsibilities of agencies during emergencies, and governance and coordination arrangements.

2.2.4 Inclusive Governance

Inclusive governance is the expectation that risks will be transparently and effectively managed, and decisions made to mitigate them are inclusive, fair, just, well-informed and can be trusted. It includes networked cultures and building capacity to respond to unprecedented change for which there are few tested solutions. Collaboration for collective impact is key to inclusive governance and system thinking. There is also a shift in risk governance to a longer timeframe off the back of compounding disasters, so that survival and recovery can be achieved while also working towards longer-term resilience outcomes.

2.2.5 Building Back Better

The concept of “Building back better” is described in the United Nations’ Sendai Framework for Disaster Risk Reduction (2015). It aims to reduce risks of future disasters and shocks by integrating disaster risk reduction measures into the restoration of physical infrastructure, social systems, and the revitalisation of livelihoods, economies, and the environment. It uses the recovery after a disaster as a trigger to create more resilient nations and societies than before the event.

2.3 Councils' shared role in resilience

All levels of government, the community and individuals have a role in resilience. Councils as organisations are responsible for building resilience by adapting planning, asset management, and operations to risks. As the closest level of government to the community, councils have a role in advocating to higher levels of government to create stronger resilience.

The reliance of the community on council assets and services is often emphasised during times of crisis, for example when critical infrastructure is damaged or disrupted by extreme weather events.

For councils to build resilience, there are different areas of focus. Whilst they are linked, they vary in theme and are likely to be managed by different teams. Dividing resilience into focus areas also supports proactive longer-term resilience outcomes while managing the immediate survival and recovery from disasters. A holistic resilience strategy should address all areas identified below:



Council Organisational Resilience

This relates to resilience considerations in councils' organisational culture, governance structure, leadership models, evidence-based decision making, risk management frameworks, resilience assessments, partnerships and collaborations, strategy alignment, investment / resourcing models, and business continuity planning.



Resilience through Land Use Planning

Councils have responsibilities as a planning authority to build disaster resilience, minimise losses due to disasters in areas of new development, and reduce impacts of any legacy land use decisions resulting in increased risks. This area relates specifically to councils' land use planning section and how resilience is considered and incorporated into planning and development of land.



Infrastructure Resilience

Councils are responsible for their assets, including critical infrastructure, providing communities with roads, buildings, water supply, sewer networks and stormwater drains. This area relates to resilient infrastructure, supporting resilience in the community.



Emergency Management

Councils have defined 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).



Resilience in Services

Councils provide services, including critical services, 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. This area relates to resilience in the services provided, supporting a resilient community.



Community Resilience

This area relates to councils' role in building resilience with and through the community they serve.

2.3.1 What does a resilient council and community look like?

A disaster resilient community is one where all sectors of the community work together, including all levels of government, organisations, and individuals (Council of Australian Governments, 2011). Communities are diverse and vary in the level of vulnerability and risks posed to them. Resilience is a place specific consideration that depends on the risks to the area and factors such as remoteness, population density and mobility, socio-economic status, social cohesion, and age profile. Examples of factors relevant to the Hunter Region are agricultural industries and the communities that rely on them, transformation of communities from mining industries to other, rapid growth and development in some regions, reliance on tourism, and remoteness.

Council specific elements that contribute to overall community resilience, and organisational resilience for councils themselves, are presented in Table 1.



Table 1:
Focus areas and key resilience elements for councils' and their communities' resilience journey

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.

Focus Area	Resilience Elements
	<ul style="list-style-type: none"> • 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. • 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, 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>

2.4 Resilience Guidance

There are several guidance documents relating to resilience in Australia and internationally. Figure 2 presents the frameworks that relate to overall resilience, disaster resilience, and emergency management. This framework forms the basis of the concepts and templates included in this Package for the purpose of preparing councils' IP&R documentation. There is also guidance on specific hazards, such as bushfire and floods. These guidance documents are highly relevant to councils and should be sought depending on the place specific risks and requirements that apply to the specific council.

	Resilience and Disaster Risk Reduction	Emergency Management	Infrastructure Resilience	Guidance for Planning Authorities
INTERNATIONAL	United Nations Office for Disaster Risk Reduction (UNDRR), 2015, "Sendai Framework for Disaster Risk Reduction 2015–2030"			
NATIONAL	National Recovery and Resilience Agency, 2019, "National Disaster Risk Reduction Framework" Council of Australian Governments, 2011, "National Strategy for Disaster Resilience"		Australian Government - Department of Home Affairs, Cyber and Infrastructure Security Centre, 2023, "Critical Infrastructure Resilience Strategy" and "Critical Infrastructure Security Plan"	Australian Institute for Disaster Resilience (AIDR), 2020, "Land Use Planning for Disaster Resilience Communities", first edition, included in the Australian Disaster Resilience Handbook Collection
NSW	NSW Reconstruction Authority "State Disaster Mitigation Plan", due to be completed December 2023	State Emergency and Rescue Management Act 1989 (SERM Act) NSW Government, 2018, "New South Wales State Emergency Management Plan", (EMPLAN) NSW Reconstruction Authority "State Recovery Plan", due to be completed December 2023 Hunter-Central Coast Regional Emergency Management Committee, 2021, "Hunter-Central Coast Regional Emergency Management Plan"	Infrastructure Australia and Infrastructure NSW, 2021, "A Pathway to Infrastructure Resilience" NSW Department of Justice & Office of Emergency Management, 2018 "NSW Critical Infrastructure Resilience Strategy Partner, Prepare, Provide"	
COUNCIL SPECIFIC	Disaster Adaptation Plans - Local and Regional. Further detail to be provided by NSW Reconstruction Authority in 2024			NSW Department of Planning, Industry and Environment, 2021, "Planning for a more resilient NSW A strategic guide to planning for natural hazards" - Specific to Planning Authorities NSW Department of Planning, Industry and Environment, 2021, "Handbook for the Strategic Guide to Planning for Natural Hazards"

Figure 2. Key resilience guidance frameworks forming the basis for this package.

3

Commitment levels

3.1 What is a commitment level?

Commitment levels are 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 is established to support the discussions within councils and is targeted at senior leaders when setting the scene for their strategy development. Each commitment level is accompanied by a set of templates for the IP&R document development, including strategic objectives, strategies and associated actions relevant to the specific commitment level.

It should be noted that 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.

A council's commitment level should be determined based on community feedback and values, availability of resources, and the level of risk and opportunity for the LGA. A commitment showing a council's resilience vision gives the community confidence that their needs and risks are considered, and that appropriate action will be executed.

3.2 Commitment Level Definitions

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> <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>

Commitment Level	Descriptors	Typical Narrative
Leading cont.		<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>

Commitment Level	Descriptors	Typical Narrative
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> <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>

Commitment Level	Descriptors	Typical Narrative
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>

4 Integrated Planning and Reporting (IP&R) Templates

This Section provides template wording for the main IP&R documents:

- Community Strategic Plan (10+ year strategy)
- Delivery Program (4-year program); and
- Operational Plan (1-year plan).

Case studies and suggested examples are also provided for:

- Community consultation and engagement
- Targets, measures and indicators

The templates comprise a selection of overarching strategic objectives where a council would typically pick one objective. The strategies, programs and project templates linked to the objectives address the six focus areas (see below), to allow for a holistic resilience strategy.



Organisational
Resilience



Resilience through Land
Use Planning



Infrastructure
Resilience



Emergency
Management



Resilience in
Services



Community
Resilience

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. However, the format outlined in this guide emphasises resilience through specific strategic objectives, flowing into strategies, programs, and actions.

To include specific topics relating to resilience in the IP&R documents, guidance is also available for:

- [Climate Change](#)
- [Heatwave](#)
- [Emergency Management](#)
- Contaminated Land (Under development)

Whilst this Support Package is limited to the three key documents of the IP&R framework (CSP, DP and OP), it is anticipated that resilience will flow through to the other relevant IP&R documents as a consequence. For example, template wording for the focus area “Resilience through Land Use Planning” includes links to the Local Strategic Planning Statement (LSPS), and the focus area “Infrastructure Resilience” includes links to the Asset Management Plan / Strategy.

The IP&R Framework is underpinned by strong community engagement which is essential when setting the direction for the Community Strategic Plan. Councils will also need to use targets, measures, and indicators to determine the effectiveness of the Community Strategic Plan, Delivery Program and Operational Plan. Templates for these elements are not included as part of this Support Package, however, examples of helpful case studies and tools are included in Sections 4.5 and 4.6.

4.1 Community Strategic Plan

The Community Strategic Plan (CSP) is the highest-level plan that a council will prepare. The purpose of the CSP is to identify the community's main priorities and aspirations for the future and to plan strategies for achieving these goals.

In doing this, the planning process will consider the issues and pressures that may affect the community and the level of resources that will realistically be available to achieve the community's aims and aspirations.

While a council has a custodial role in initiating, preparing, and maintaining the CSP on behalf of the local government area, it is not wholly responsible for its implementation. Other partners, such as state agencies, non-government organisations, business and industry, joint organisations and community groups may also be engaged in delivering the strategies of the CSP.

Office of Local Government, 2021, "[Integrated Planning and Reporting Guidelines for Local Government in NSW](#)"

The CSPs are based on extensive community consultation, and as such, the local drivers and vision around resilience will vary between councils. A CSP strives to answer four key questions:

- **Where are we now?**
- **Where do we want to be in 10 years' time?**
- **How will we get there?**
- **How will we know we have arrived?**

Templates are included for question two (strategic objectives) and three (strategies) only, as question one and four are of a more LGA specific nature. The template strategic objectives and strategies provided in this Support Package ensure that the 10-year direction is based on the latest guidance and scientific evidence and has the breadth to encompass a holistic program and actions through the Delivery Program (see Section 4.2), and Operational Plan (see Section 4.3).

4.1.1 Strategic Objectives – Where do we want to be in ten years’ time?

The strategic objectives are high level statements that define the community’s main priorities and aspirations for the future. To ensure that resilience is high on the agenda, it is suggested that it is spelled out in the strategic objectives. However, should this not be aligned with council’s and the community’s established priorities, resilience can be a sub-theme under other strategic objectives, for example; sustainability, liveability, wellbeing or environment.

If councils’ do decide to spell out resilience in the strategic objectives, the table below provides examples of what this may look like for different commitment levels. Four examples are provided for each commitment level, however, only one would be included in the CSP, and would be followed up with more descriptive strategies as provided in Section 4.1.2.

CSP – Strategic Objectives

Leading	Motivated	Committed
Our [LGA OR council] is a role model in resilience and sustainability	We are a resilient and sustainable [LGA OR council]	We strive to be a resilient and sustainable [LGA OR council]
We lead and drive best practice in resilience	We take ownership and adopt best practice in resilience	We are committed to improving resilience in our community
Resilience is embedded in all our decisions and actions	Resilience factors are understood and actioned	Resilience factors are understood, and action is prioritised
We are agile and resilient leaders in a constantly changing world	We are agile and resilient in a constantly changing world	We value resilience in a constantly changing world



4.1.2 Strategies – How do we get there?

The strategies included below outline the six focus areas required to enable a holistic resilience strategy, as identified in Section 2.3. The templates for the Delivery Program and Operational Plan then split resilience into seven areas; one for overall strategies addressing all focus areas at once, and then examples of what should be considered for each of the six focus areas individually.

CSP – Overall Strategies

Leading	Motivated	Committed
Holistic Resilience Strategy		
<p>We pave the way with our holistic resilience strategy, comprising:</p> <ul style="list-style-type: none"> • Organisational resilience • Community resilience • Infrastructure resilience • Resilience in services • Resilience through land use planning • Emergency management 	<p>Our resilience strategy is holistic, comprising:</p> <ul style="list-style-type: none"> • Organisational resilience • Community resilience • Infrastructure resilience • Resilience in services • Resilience through land use planning • Emergency management 	<p>Our resilience strategy considers a holistic range of factors, comprising:</p> <ul style="list-style-type: none"> • Organisational resilience • Community resilience • Infrastructure resilience • Resilience in services • Resilience through land use planning • Emergency management
Building back better		
<p>We <i>Build Back Better</i> by integrating resilience measures following disasters for the restoration of physical infrastructure, social systems, and the revitalisation of livelihoods, economies and the environment, and support innovation in resilience.</p>	<p>We <i>Build Back Better</i> by using the recovery after a disaster as a trigger to create a more resilient council and community than before the event.</p>	<p>We strive to <i>Build Back Better</i> by using the recovery after a disaster as a trigger to create a more resilient council and community than before the event.</p>
<p>Council may also want to focus on a specific topic linked to resilience. Relevant supporting documents for the IP&R framework are available for:</p> <ul style="list-style-type: none"> • Climate Change • Heatwave • Emergency Management • Contaminated Land (Under development) 		

4.2 Delivery Program Templates

The Delivery Program is a four-year plan that turns the strategic goals found in the Community Strategic Plan into actions.

It is the point where councils make a commitment to the Community Strategic Plan and act upon those issues that are within its area of responsibility.

The Delivery Program is the key 'go to' document for the councillors. It identifies all the key activities that councils have committed to undertake over their four-year term. All plans, projects, activities, and funding allocations of councils must be directly linked to the Delivery Program.

Office of Local Government, 2021, ["Integrated Planning and Reporting Guidelines for Local Government in NSW"](#)

At this level, the actions are more place specific and will vary between councils. However, the frameworks promoted are logical and chronological steps no matter which commitment level councils are targeting. The way councils fund, resource, undertake the steps, set the specific targets and the time required to complete would, however, relate to the commitment level. Councils are encouraged to adapt these actions to suit their own voice and language.

Template DP Strategies and Actions – Overall Strategies

Leading	Motivated	Committed
<p>[Prepare OR Review AND / OR Implement AND / OR Continue to implement] a [Resilience Strategy AND / OR Resilience Policy AND / OR Resilience Action Plan], comprising best practice and innovation in:</p> <ul style="list-style-type: none"> • Organisational resilience • Community resilience • Infrastructure resilience • Resilience in services • Resilience through land use planning • Emergency management 	<p>[Prepare OR Review AND / OR Implement AND / OR Continue to implement] a [Resilience Strategy AND / OR Resilience Policy AND / OR Resilience Action Plan], comprising:</p> <ul style="list-style-type: none"> • Organisational resilience • Community resilience • Infrastructure resilience • Resilience in services • Resilience through land use planning • Emergency management 	<p>[Seek funding to prepare OR Prepare OR Review AND / OR Implement AND / OR Continue to implement] a [Resilience Strategy AND / OR Resilience Policy AND / OR Resilience Action Plan], comprising:</p> <ul style="list-style-type: none"> • Organisational resilience • Community resilience • Infrastructure resilience • Resilience in services • Resilience through land use planning • Emergency management
Building Back Better		
<p>[Prepare OR Review AND / OR Implement AND / OR Continue to implement] Systems and procedures to <i>Build Back Better</i> by integrating resilience measures following disasters for the restoration of physical infrastructure, social systems, and the revitalisation of livelihoods, economies and the environment, and supporting innovation in resilience</p>	<p>[Prepare OR Review AND / OR Implement AND / OR Continue to implement] Systems and procedures to <i>Build Back Better</i> by using the recovery after a disaster as a trigger to create a more resilient council and community than before the event</p>	<p>[Seek funding OR partnerships to prepare OR Prepare OR Review AND / OR Implement AND / OR Continue to implement] systems and procedures to <i>Build Back Better</i> by using the recovery after a disaster as a trigger to create a more resilient council and community than before the event</p>
Maturity Assessment		
<p>Develop and undertake a resilience maturity assessment in all areas of shared responsibility (organisational resilience, community resilience, infrastructure resilience, resilience in services, resilience through land use planning, and emergency management) as a baseline to measure progress and success.</p>	<p>Undertake a resilience maturity assessment in all areas of shared responsibility (organisational resilience, community resilience, infrastructure resilience, resilience in services, resilience through land use planning, and emergency management) as a baseline to measure progress and success.</p>	<p>[Seek funding to undertake OR participate in a] resilience maturity assessment as a baseline to measure progress and success.</p>
Perception of Resilience		
<p>Include resilience related questions in existing council surveys, namely [service level review AND / OR community survey AND / OR staff survey AND / OR other] to establish a baseline and measure progress and success.</p>		



The Australian Disaster Resilience Index

The Australian Disaster Resilience Index can be adopted as input to the resilience strategy for councils (see further information in Targets, Measures and Indicators Section 4.6)



Vulnerability to Natural Disasters in the Hunter, Central Coast and MidCoast Regions

In 2020 the Hunter JO completed the project Spatial Analysis and Mapping of Community Vulnerability to Natural Disasters in the Hunter, Central Coast and MidCoast Regions, which can be used to assess needs, goals and tasks for the Delivery Program and Operational Plan (see further information in Targets, Measures and Indicators Section 4.6)



Specific Topics

Councils may want to focus on a specific topic linked to resilience. Relevant supporting documents for the IP&R framework are available for:

- [Climate Change](#)
- [Heatwave](#)
- [Emergency Management](#)
- Contaminated Land (Under development)

Template DP Strategies and Actions – Council Organisational Resilience

Leading	Motivated	Committed
Organisational Resilience Strategy		
<p>[Prepare OR Review AND / OR Implement AND / OR Continue to implement] an [Organisational Resilience Strategy AND / OR Organisational Resilience Policy AND / OR Organisational Resilience Action Plan], comprising best practice and innovation in:</p> <ul style="list-style-type: none"> • Organisational culture • Governance structure • Leadership models • Decision making • Risk management frameworks • Partnerships and collaborations • Strategy alignment and investment / resourcing models through the Integrated Planning and Reporting framework 	<p>[Prepare OR Review AND / OR Implement AND / OR Continue to implement] an [Organisational Resilience Strategy AND / OR Organisational Resilience Policy AND / OR Organisational Resilience Action Plan], comprising:</p> <ul style="list-style-type: none"> • Organisational culture • Governance structure • Leadership models • Decision making • Risk management frameworks • Partnerships and collaborations • Strategy alignment and investment / resourcing models through the Integrated Planning and Reporting framework 	<p>[Seek funding to prepare OR review AND / OR implement AND / OR continue to implement] an [Organisational Resilience Strategy AND / OR Organisational Resilience Policy AND / OR Organisational Resilience Action Plan].</p>
Organisational Culture		
<p>[Implement OR Continue to implement] the [Insert initiative OR program] to foster a networked, inclusive, and connected culture of resilience at all levels of the organisation, and provide a safe place to share ideas, continuously improve and innovate</p>	<p>Incorporate organisational resilience in Council's organisational culture [program OR strategy OR other] to foster a culture of resilience at all levels of the organisation</p>	<p>Participate in [insert initiatives OR externally funded programs OR training] to foster a culture of resilience within council</p>
Governance Structure		
<p>Drive and empower an inclusive governance model for resilience emphasising system thinking, engagement, and collaboration for impact as key factors, through [insert plan OR initiative OR team]</p>	<p>Embed an inclusive governance model for resilience where system thinking, engagement, and collaboration for impact are key factors, through [insert plan OR initiative OR team]</p>	<p>Embrace an inclusive governance model for resilience through [insert training OR initiative OR incorporate in council's overall governance model OR identify collaborations]</p>
Governance / Resources		
<p>Establish a cross organisational resilience team driving innovative, just and fair actions and adopting structured change management to embed resilience consideration as business as usual</p>	<p>Establish a cross organisational committee to embed resilience considerations in risk management and decision-making frameworks</p>	<p>Include resilience considerations on meeting agendas to ensure it is addressed in all decisions</p>

Template DP Strategies and Actions – Council Organisational Resilience cont.

Leading	Motivated	Committed
Leadership Models		
<p>[Prepare OR continue OR evolve OR improve] a leadership model that drives collaboration for collective impact in resilience, and enable others to up-skill and be involved in the system. The model promotes leadership at all levels of the organisation.</p> <p>To support staff through the compounding effects of shocks and stresses on their wellbeing, availability, and effectiveness, [insert process AND / OR training AND OR system AND / OR available support for staff] will be [embedded OR made available to staff]</p>	<p>[Adopt OR continue] a leadership model that drives collaboration for collective impact in resilience, and enable others to up-skill and be involved in the system. The model promotes leadership at all levels of the organisation.</p> <p>To support staff through the compounding effects of shocks and stresses on their wellbeing, availability, and effectiveness, [insert process AND / OR training AND OR system AND / OR available support for staff] will be [embedded OR made available to staff]</p>	<p>Incorporate resilience thinking with collaboration for collective impact in our leadership models, and promote leadership at all levels of the organisation.</p> <p>Incorporate considerations of the compounding effects of shocks and stresses on staff wellbeing, availability, and effectiveness, in our [HR AND / OR resourcing AND / OR wellbeing] plans</p>
Decision Making		
<p>[Update OR evolve] our evidence-based decision-making framework to incorporate the fact that decisions in a rapidly changing and uncertain reality often need to be agile, using a rapid diagnosis of the decision context to act early, regularly assess and adapt continuously.</p> <p>Undertake a survey to understand the diverse and broad stakeholder values and knowledge to be incorporated in decision-making to build resilience.</p> <p>[Prepare OR Evolve] a [insert specific forecasting or adaptive pathways scenario planning project or tool] to work through the potential decisions in an uncertain future</p>	<p>[Adopt OR embed] an evidence-based decision-making framework that incorporates the fact that decisions in a rapidly changing and uncertain reality often need to be agile, using a rapid diagnosis of the decision context to act early, regularly assess and adapt continuously.</p> <p>Include questions in [the CSP consultation AND / OR staff survey] to gather the broad stakeholder values and knowledge to be incorporated in decision-making to build resilience</p> <p>[Adopt OR Undertake] a [insert specific forecasting or adaptive pathways scenario planning project or tool] to work through the potential decisions in an uncertain future</p>	<p>Incorporate evidence-based decision-making in council's decision-making framework. Acknowledge that decisions in a rapidly changing and uncertain reality often need to be agile, using a rapid diagnosis of the decision context to act early, regularly assess and adapt continuously.</p> <p>Adopt [insert specific stakeholder engagement project OR initiative OR community values] into decision-making to build resilience</p> <p>Adopt [insert specific regional forecasting or adaptive pathways scenario planning tool or projects] as a basis for decision making in an uncertain future</p>

Template DP Strategies and Actions – Council Organisational Resilience cont.

Leading	Motivated	Committed
Risk Management Frameworks		
<p>[Update OR evolve] the council risk framework to incorporate place-specific systemic vulnerability, systemic risk and resilience as key elements.</p> <p>Include systemic vulnerability, disaster risk and resilience as the theme for the audit and risk committee [insert frequency].</p> <p>Include systemic vulnerability, disaster risk and resilience on all meeting agendas to ensure staff understand and use risk information relevant to them, and who the risk owners are</p>	<p>Update the council risk framework to incorporate resilience and move from a hazard-by-hazard approach to a systemic risk concept, allow for uncertainty, and longer timeframes.</p> <p>Include systemic vulnerability, disaster risk and resilience as the theme for the audit and risk committee [insert frequency]</p>	<p>Update the council risk framework to incorporate resilience.</p> <p>Include systemic vulnerability, disaster risk and resilience as a theme in the audit and risk committee [insert frequency]</p>
Partnerships and Collaborations		
<p>Drive [insert specific resilience partnerships and collaborations such as a Hunter JO initiative, the Get Ready program, or Resilient Cities] to promote system thinking, the systematic risk concept, and best practice approaches</p>	<p>Actively participate in [insert specific resilience partnerships and collaborations such as a Hunter JO initiative, the Get Ready program, or Resilient Cities] to promote system thinking, the systematic risk concept, and best practice approaches</p>	<p>Participate in [insert specific resilience partnership and collaborations] to share knowledge and avoid duplication of efforts and resources</p>
Collaboration		
<p>Undertake [insert specific innovation, research and development initiative or program], and actively participate in [insert network and partnerships] to keep abreast of scientific and regulatory developments, and drive collaboration for impact and system thinking</p>	<p>Actively participate in [insert networks and partnerships AND / OR innovation, research and development partnerships] to keep abreast of scientific and regulatory developments in the field of resilience</p>	<p>Participate in [insert specific networks and partnerships] to stay informed about developments in resilience best practice and regulation</p>

Template DP Strategies and Actions – Infrastructure Resilience

Leading	Motivated	Committed
Infrastructure for Resilience		
<p>Drive the concept “infrastructure for resilience” – a focus on the contribution of assets to the resilience of the system by:</p> <p>Drive [insert key partnerships] for shared responsibility and system thinking around critical infrastructure resilience</p> <p>Undertake [insert specific risk assessment / hazards identification] to account for all hazards, not just the ones we can foresee</p> <p>[Prepare OR Update] the asset management plan to emphasise resilience in critical infrastructure services for minimal disruption</p>	<p>Adopt the concept “infrastructure for resilience” – a focus on the contribution of assets to the resilience of the system by:</p> <p>Actively participate in [insert key partnerships] for shared responsibility and system thinking around critical infrastructure resilience</p> <p>Adopt [insert specific risk assessment / hazards identification] to account for all hazards, not just the ones we can foresee</p> <p>[Prepare OR Update] the asset management plan to emphasise resilience in critical infrastructure services for minimal disruption</p>	<p>[Support OR Participate in] [insert specific initiatives and collaborations] that shift the focus from the resilience of assets themselves, to the contribution of assets to the resilience of the system – a concept known as “infrastructure for resilience”</p>
Asset Management Strategy and Plan		
<p>[Update OR embed] our asset management strategy and plans to incorporate resilience and system thinking as central concepts, and support a 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</p>	<p>Update our asset management strategy and plans to incorporate resilience and system thinking as central concepts</p>	<p>Incorporate resilience and system thinking into our asset management strategy and plans</p>
Resilient Infrastructure		
<p>Drive best practice in resilience for our infrastructure to withstand shock events and continue operating, or be returned to service as soon as possible after any disruption, and respond to long-term stresses, by [updating OR evolving] our asset management plan and strategy</p>	<p>Adopt best practice in resilience for our infrastructure to withstand shock events and continue operating, or be returned to service as soon as possible after any disruption, and respond to long-term stresses, by [updating OR evolving] our asset management plan and strategy</p>	<p>Participate in [insert regional initiative OR collaboration] promoting best practice in resilience for our infrastructure to withstand shock events and continue operating, or be returned to service as soon as possible after any disruption, and respond to long-term stresses</p>

Template DP Strategies and Actions – Resilience in Services

Leading	Motivated	Committed
Resilient Services		
Drive best practice in resilience for our services to withstand shock events and continue operating, or be returned to service as soon as possible after any disruption, and respond to long-term stresses, by [preparing OR undertaking OR evolving] [insert action plan OR assessment OR program OR initiative]	Adopt best practice in resilience for our services to withstand shock events and continue operating, or be returned to service as soon as possible after any disruption, and respond to long-term stresses, by [adopting OR undertaking OR participating in] [insert action plan OR assessment OR program OR initiative]	Participate in [insert regional initiative OR collaboration] promoting resilient services for our community, that can withstand shock events and continue operating, or be returned to service as soon as possible after any disruption, and respond to long-term stresses
Community Needs and Service Levels		
<p>Include resilience in the regular service level reviews.</p> <p>Incorporate inclusive governance, system thinking and collaboration with relevant stakeholders into council's service planning.</p> <p>Incorporate community engagement around resilience through the Integrated Planning and Reporting process (CSP)</p>	Incorporate resilience in regular service level reviews, including concepts such as inclusive governance, system thinking and collaboration with relevant stakeholders	Include resilience in regular service level reviews

Template DP Strategies and Actions – Resilience through Land Use Planning

Leading	Motivated	Committed
Resilience through Land Use Planning		
<p>[Develop OR Evolve] best practice for disaster resilience and wellbeing for the community, and minimise future losses due to disasters in areas of new development or legacy planning decisions.</p> <p>[Develop OR Embed OR Adopt] resilience principles in land use planning to inform decisions, manage natural hazard risk, and encourage greater resilience. These principles are to incorporate the following key concepts:</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>[Adopt OR Improve] systems and procedures for disaster resilience and wellbeing for the community, and minimise future losses due to disasters in areas of new development or legacy planning decisions.</p> <p>[Adopt OR Improve] resilience principles in land use planning to inform decisions, manage natural hazard risk, and encourage greater resilience. These principles are to incorporate the following key concepts:</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>Adopt disaster resilience and wellbeing principles into land use planning system to inform decisions, manage natural hazard risk, and encourage greater resilience. The focus is to:</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>Incorporate resilience as a key concept in the Local Strategic Planning Statement, to be considered in all levels of decisions for planning and development.</p>		
<p>Adoption of standards and codes: Adopt [Insert relevant standards and codes for your council, for example for bushfires, floods or contaminated land]</p>		



Land Use Planning for Disaster Resilience

The Australian Institute for Disaster Resilience *Land Use Planning for Disaster Resilience Communities* (2020) outlines nationally agreed principles for good practice in land use planning to build disaster resilience and wellbeing for communities. It states that land use planning that considers natural hazard risk is the single most important mitigation measure in minimising the increase in future disaster losses in areas of new development. Significant natural hazards and their impacts in Australia are summarised, providing background information about the key concepts such as vulnerability, exposure and risk. This can assist Council setting goals and defining tasks for the delivery program and operational plan.

Planning for a more resilient NSW: A strategic guide to planning for natural hazards (DPIE, 2021) is a guide and supporting resource kit, which was developed to help planning authorities and councils consider natural hazards in strategic land-use planning, and make decisions that more effectively consider natural hazard risk and build sustainable, hazard-resilient communities. The guide can be used when setting goals and tasks for the delivery program and operational plan, and aims to inform the consideration of natural hazards in the preparation of:

- regional and district plans
- local strategic plans and community strategic plans
- planning proposals
- other strategic planning activities that relate to land-use planning.

The Handbook for the Strategic Guide to Planning for Natural Hazards (DPIE, 2021) supports planning authorities and councils create more resilience in the community and build economic stability, protect valuable assets, integrate environmental principles and balance these with housing and industry demand. This guide supports the Minister's Planning Principles through the theme Resilience and Hazards which aims to manage risks and build resilience in the face of natural and development related hazards and climate change.

Template DP Strategies and Actions – Emergency Management

Leading	Motivated	Committed
Emergency Management		
For emergency management strategies in line with council's obligation under the <i>State Emergency and Rescue Management Act 1989 (SERM Act)</i> , refer to " Implementing Emergency Risk Management Through the Integrated Planning and Reporting Framework " (Emergency NSW)		
Emergency Management Framework		
<p>[Prepare OR embed OR evolve] systems and procedures for council 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), associated Emergency Management Plans (EMPLANs), the State Disaster Mitigation Plan, the NSW Recovery Plan, and the NSW Disaster Recovery Handbook.</p> <p>[Prepare OR embed OR evolve] a community engagement plan for the development and exercise of emergency management plans and their operational employment</p>	<p>Define roles and responsibilities, adopt processes and procedures, and undertake continuous improvement and upskilling for staff to meet the requirements under the State Emergency and Rescue Management Act 1989 (SERM Act), associated Emergency Management Plans (EMPLANs), the State Disaster Mitigation Plan, the NSW Recovery Plan, and the NSW Disaster Recovery Handbook</p>	<p>Define roles and responsibilities, and adopt processes and procedures to meet council's obligations under the State Emergency and Rescue Management Act 1989 (SERM Act), associated Emergency Management Plans (EMPLANs), the State Disaster Mitigation Plan, the NSW Recovery Plan, and the NSW Disaster Recovery Handbook</p>

Template DP Strategies and Actions – Community Resilience

Leading	Motivated	Committed
Community Resilience		
<p>Prepare a community resilience survey to identify the status, gaps, and needs.</p> <p>Prepare a community resilience action plan to empower a community that is resilient, prepared, dynamic, flexible, and quick to respond to disasters</p>	<p>Include community resilience questions in the community survey for the CSP.</p> <p>[Prepare OR Adopt] a community resilience action plan to support a community that is resilient, prepared, dynamic, flexible, and quick to respond to disasters</p>	<p>Include resilience questions in council's existing community surveys. Participate in [define initiatives] to support a resilient community</p>
Community Resilience Program / Strategy		
<p>[Prepare OR Evolve] a Community Resilience [Program OR Strategy] that is place specific, action-based, and built around the diversity, needs, strengths, and systemic vulnerabilities and risks within our community. The Community Resilience [Program OR Strategy] is to be underpinned by inclusive governance - acknowledging community expertise, supporting meaningful engagement, providing reliable information and tools, and building trust. It recognises values, vulnerability, and social justice.</p> <p>The Community Resilience [Program OR Strategy] is to embed well-rehearsed emergency plans, scenario planning, building controls for local risks, and targeted insurances</p>	<p>Prepare a Community Resilience [Program OR Strategy] that is place specific, action-based, built around the diversity, needs, strengths, systemic vulnerabilities and risks within our community, and underpinned by inclusive governance</p> <p>The Community Resilience [Program OR Strategy] is to incorporate [rehearsed emergency plans, scenario planning, building controls for local risks, and targeted insurances]</p>	<p>Participate in [define initiative] to better understand the diversity, needs, strengths and place specific systemic vulnerabilities and risks within our community to build resilience</p>
Behaviour Change		
<p>Prepare a place specific behaviour assessment and behaviour change campaign, to understand the community dynamics and behaviours in resilience and drive place specific behaviour change</p>	<p>Adopt a [behaviour assessment AND / OR a behaviour change campaign] to support behaviour change for a more resilient community</p>	<p>Participate in [insert initiative] to support behaviour change for a more resilient community</p>

Get Ready Program

Councils can insert specific tasks associated with the Get Ready Program (further information in Targets, Measures and Indicators Section 4.6)



4.3 Operational Plan

The Operational Plan is a one year plan that spells out the detail of the Delivery Program, identifying the individual projects and activities that will be undertaken in a specific financial year to achieve the commitments made in the four-year Delivery Program.

It should be apparent how the Operational Plan activities work towards achieving the Delivery Program, and in turn work towards achieving the objectives of the Community Strategic Plan.

The activities of the Operational Plan are enabled by the Resourcing Strategy. Operational Plan responsibilities should be linked to team planning and the staff performance system, so that they become an intrinsic part of a staff member's work planning and regular performance review.

Office of Local Government, 2021, ["Integrated Planning and Reporting Guidelines for Local Government in NSW"](#)

The actions committed to in an Operational Plan will be place specific and depend on the individual council and community. There are countless examples of potential projects to include in an Operational Plan. This Package will not attempt to cover them all, but rather present the stepwise approaches outlined in relevant guidance documents and provide examples of typical topics councils could focus on in their action plans. Specific actions could also be informed by documents such as a regional Needs and Opportunities Analysis, Disaster Adaptation Plan or Resilience Strategy.

Template OP Strategies and Actions – Overall Strategies

Leading	Motivated	Committed
<p>[Prepare OR Review AND / OR Implement AND / OR Continue to implement OR implement specific sections of] the [Resilience Strategy AND / OR Resilience Policy AND / OR Resilience Action Plan], comprising best practice and innovation in:</p> <ul style="list-style-type: none"> • Organisational resilience • Community resilience • Infrastructure resilience • Resilience in services • Resilience through land use planning • Emergency management 	<p>[Prepare OR Review AND / OR Implement AND / OR Continue to implement] the [Resilience Strategy AND / OR Resilience Policy AND / OR Resilience Action Plan], comprising:</p> <ul style="list-style-type: none"> • Organisational resilience • Community resilience • Infrastructure resilience • Resilience in services • Resilience through land use planning • Emergency management 	<p>[Seek funding to prepare OR Prepare OR Review AND / OR Implement AND / OR Continue to implement OR implement specific section of] the [Resilience Strategy AND / OR Resilience Policy AND / OR Resilience Action Plan], comprising:</p> <ul style="list-style-type: none"> • Organisational resilience • Community resilience • Infrastructure resilience • Resilience in services • Resilience through land use planning • Emergency management
Building Back Better		
<p>[Prepare OR Review AND / OR Implement AND / OR Continue to implement OR Implement specific sections of] council's systems and procedures to <i>Build Back Better</i> by integrating resilience measures following disasters for the restoration of physical infrastructure, social systems, and the revitalisation of livelihoods, economies and the environment, and supporting innovation in resilience</p>	<p>[Prepare OR Review AND / OR Implement AND / OR Continue to implement OR implement specific sections of] council's systems and procedures to <i>Build Back Better</i> by using the recovery after a disaster as a trigger to create a more resilient council and community than before the event</p>	<p>[Seek funding OR partnerships to prepare OR Prepare OR Review AND / OR Implement AND / OR Continue to implement OR implement specific sections of] systems and procedures to <i>Build Back Better</i> by using the recovery after a disaster as a trigger to create a more resilient council and community than before the event</p>
Maturity Assessment		
<p>Develop and undertake a resilience maturity assessment in all areas of shared responsibilities (organisational resilience, community resilience, infrastructure resilience, resilience in services, resilience through land use planning, and emergency management) as a baseline to measure progress and success.</p> <p>[OR define certain areas from the assessment that will be focussed on in this time period]</p>	<p>Undertake a resilience maturity assessment in all areas of shared responsibilities (organisational resilience, community resilience, infrastructure resilience, resilience in services, resilience through land use planning, and emergency management) as a baseline to measure progress and success.</p> <p>[OR define certain areas from the assessment that will be focussed on in this time period]</p>	<p>[Seek funding to undertake OR participate in a] resilience maturity assessment as a baseline to measure progress and success.</p> <p>[OR define certain areas from the assessment that will be focussed on in this time period]</p>
Perception of Resilience		
<p>Include resilience related questions in existing council surveys, namely [service level review AND / OR community survey AND / OR staff survey AND / OR other] to establish a baseline and measure progress and success [OR define certain areas from the survey(s) that will be focussed on / councils aim to improve in this time period]</p>		



The Australian Disaster Resilience Index

The Australian Disaster Resilience Index can be adopted as input to the resilience strategy for councils (see further information in Targets, Measures and Indicators Section 4.6)



Vulnerability to Natural Disasters in the Hunter, Central Coast and MidCoast Regions

In 2020 the Hunter JO completed the project Spatial Analysis and Mapping of Community Vulnerability to Natural Disasters in the Hunter, Central Coast and MidCoast Regions, which can be used to assess needs, goals and tasks for the Delivery Program and Operational Plan (see further information in Targets, Measures and Indicators Section 4.6)



Specific Topics

Councils may want to focus on a specific topic linked to resilience. Relevant supporting documents for the IP&R framework are available for:

- [Climate Change](#)
- [Heatwave](#)
- [Emergency Management](#)
- Contaminated Land (Under development)

Template OP Strategies and Actions – Council Organisational Resilience

Leading	Motivated	Committed
Organisational Resilience Strategy		
<p>[Prepare OR Review AND / OR Implement AND / OR Continue to implement OR Implement specific section of] an [Organisational Resilience Strategy AND / OR Organisational Resilience Policy AND / OR Organisational Resilience Action Plan], comprising best practice and innovation in:</p> <ul style="list-style-type: none"> • Organisational culture • Governance structure • Leadership models • Decision making • Risk management frameworks • Partnerships and collaborations • Strategy alignment and investment / resourcing models through the Integrated Planning and Reporting framework 	<p>[Prepare OR Review AND / OR Implement AND / OR Continue to implement OR Implement specific sections of] an [Organisational Resilience Strategy AND / OR Organisational Resilience Policy AND / OR Organisational Resilience Action Plan], comprising:</p> <ul style="list-style-type: none"> • Organisational culture • Governance structure • Leadership models • Decision making • Risk management frameworks • Partnerships and collaborations • Strategy alignment and investment / resourcing models through the Integrated Planning and Reporting framework 	<p>[Seek funding to prepare OR review AND / OR implement AND / OR continue to implement OR Implement specific sections of] an [Organisational Resilience Strategy AND / OR Organisational Resilience Policy AND / OR Organisational Resilience Action Plan].</p>
Organisational Culture		
<p>[Implement OR Continue to implement OR implement specific parts of] the [Insert initiative OR program] to foster a networked, inclusive, and connected culture of resilience at all levels of the organisation, and provide a safe place to share ideas, continuously improve and innovate</p>	<p>Incorporate resilience in organisational culture [program OR strategy OR other] to foster a culture of resilience at all levels of the organisation.</p> <p>[OR define specific parts of the program or strategy to be implemented in this time period]</p>	<p>Participate in [insert initiatives OR externally funded programs OR training] to foster a culture of resilience</p> <p>[OR define specific parts of the program or strategy to be implemented in this time period]</p>
Governance Structure		
<p>Drive and empower an inclusive governance model for resilience emphasising system thinking, engagement, and collaboration for impact as key factors, through [insert plan OR initiative OR team]</p> <p>[OR define specific parts of the program or strategy to be implemented in this time period]</p>	<p>Embed an inclusive governance model for resilience where system thinking, engagement, and collaboration for impact are key factors, through [insert plan OR initiative OR team]</p> <p>[OR define specific parts of the program or strategy to be implemented in this time period]</p>	<p>Embraces an inclusive governance model for resilience through [insert training OR initiative OR incorporate in council overall governance model OR identify collaborations]</p> <p>[OR define specific actions, training, collaborations, parts of a program or strategy to be implemented in this time period]</p>
Governance / Resources		
<p>Establish a cross organisational resilience team driving innovative, just and fair actions and adopting structured change management to embed resilience consideration as business as usual</p>	<p>Establish a cross organisational committee to embed resilience considerations in risk management and decision-making frameworks</p>	<p>Include resilience considerations on meeting agendas to ensure it is addressed in all decisions</p>

Template OP Strategies and Actions – Council Organisational Resilience cont.

Leading	Motivated	Committed
Leadership Models		
<p>[Prepare OR continue OR evolve OR improve OR Implement specific tasks from] a leadership model that drives collaboration for collective impact in resilience, and enable others to up-skill and be involved in the system. The model promotes leadership at all levels of the organisation.</p> <p>[Insert process AND / OR training AND OR system AND / OR available support for staff] is to be [embedded OR made available to staff] to support staff through the compounding effects of shocks and stresses on their wellbeing, availability, and effectiveness</p>	<p>[Adopt OR continue OR implement specific tasks from] a leadership model that drives collaboration for collective impact in resilience, and enable others to up-skill and be involved in the system. The model promotes leadership at all levels of the organisation.</p> <p>[Insert process AND / OR training AND OR system AND / OR available support for staff] is to be [embedded OR made available to staff] to support staff through the compounding effects of shocks and stresses on their wellbeing, availability, and effectiveness</p>	<p>Incorporate resilience thinking with collaboration for collective impact in leadership models, and promote leadership at all levels of the organisation.</p> <p>Incorporate considerations of the compounding effects of shocks and stresses on staff wellbeing, availability, and effectiveness, in our [HR AND / OR resourcing AND / OR wellbeing] plans</p> <p>[OR define specific actions to be implemented in this time period]</p>
Decision Making		
<p>[Update OR Evolve OR Implement specific parts of] council's evidence-based decision-making framework to incorporate the fact that decisions in a rapidly changing and uncertain reality often need to be agile, using a rapid diagnosis of the decision context to act early, regularly assess and adapt continuously.</p> <p>Undertake a survey to understand the diverse and broad stakeholder values and knowledge to be incorporated in decision-making to build resilience.</p> <p>[Prepare OR Evolve] a [insert specific forecasting or adaptive pathways scenario planning project or tool] to work through the potential decisions in an uncertain future</p>	<p>[Adopt OR Embed OR Implement specific parts of] an evidence-based decision-making framework that incorporates the fact that decisions in a rapidly changing and uncertain reality often need to be agile, using a rapid diagnosis of the decision context to act early, regularly assess and adapt continuously.</p> <p>Include questions in [the CSP consultation AND / OR staff survey] to gather the broad stakeholder values and knowledge to be incorporated in decision-making to build resilience.</p> <p>[Adopt OR Undertake] a [insert specific forecasting or adaptive pathways scenario planning project or tool] to work through the potential decisions in an uncertain future</p>	<p>Incorporate evidence-based decision-making in councils decision-making framework. Acknowledge that decisions in a rapidly changing and uncertain reality often need to be agile, using a rapid diagnosis of the decision context to act early, regularly assess and adapt continuously.</p> <p>Adopt [insert specific stakeholder engagement project OR initiative OR community values] into decision making to build resilience.</p> <p>Adopt [insert specific regional forecasting or adaptive pathways scenario planning tool or projects] as a basis for decision making in an uncertain future</p>

Template OP Strategies and Actions – Council Organisational Resilience cont.

Leading	Motivated	Committed
Risk Management Frameworks		
<p>[Update OR evolve] council's risk framework to incorporate place-specific systemic vulnerability, systemic risk, and resilience as key elements.</p> <p>Include systemic vulnerability, disaster risk and resilience as the theme for the audit and risk committee [insert frequency].</p> <p>Include systemic vulnerability, disaster risk and resilience on meeting agendas to ensure staff understand and use risk information relevant to them, and know who the risk owners are</p>	<p>Update Council's risk framework to incorporate resilience and move from a hazard-by-hazard approach to a systemic risk concept, allow for uncertainty, and longer timeframes.</p> <p>Include systemic vulnerability, disaster risk and resilience as the theme for the audit and risk committee [insert frequency]</p>	<p>Update council's risk framework to incorporate resilience.</p> <p>Include systemic vulnerability, disaster risk and resilience as a theme in the audit and risk committee [insert frequency]</p>
Partnerships and Collaborations		
<p>Drive [insert specific resilience partnerships and collaborations such as a Hunter JO initiative, the Get Ready program, or Resilient Cities] to promote system thinking, the systematic risk concept, and best practice approaches</p>	<p>Actively participate in [insert specific resilience partnerships and collaborations such as a Hunter JO initiative, the Get Ready program, or Resilient Cities] to promote system thinking, the systematic risk concept, and best practice approaches</p>	<p>Participate in [insert specific resilience partnership and collaborations] to share knowledge and avoid duplication of efforts and resources</p>
Collaboration		
<p>Undertake [insert specific innovation, research and development initiative or program], and actively participate in [insert network and partnerships] to keep abreast of scientific and regulatory developments, and drive collaboration for impact and system thinking</p>	<p>Actively participate in [insert networks and partnerships AND / OR innovation, research and development partnerships] to keep abreast of scientific and regulatory developments in the field of resilience</p>	<p>Participate in [insert specific networks and partnerships] to stay informed about developments in resilience best practice and regulation</p>

Template OP Strategies and Actions – Infrastructure Resilience

Leading	Motivated	Committed
Infrastructure for Resilience		
<p>Drive the concept “infrastructure for resilience” – a focus on the contribution of assets to the resilience of the system:</p> <ul style="list-style-type: none"> • Drive [insert key partnerships] for shared responsibility and system thinking around critical infrastructure resilience • Undertake [insert specific risk assessment / hazards identification] to account for all hazards, not just the ones we can foresee • [Prepare OR Update] the asset management plan to emphasise resilience in critical infrastructure services for minimal disruption • [OR define specific tasks for this time period] 	<p>Adopt the concept “infrastructure for resilience” – a focus on the contribution of assets to the resilience of the system:</p> <ul style="list-style-type: none"> • Actively participate in [insert key partnerships] for shared responsibility and system thinking around critical infrastructure resilience • Adopt [insert specific risk assessment / hazards identification] to account for all hazards, not just the ones we can foresee • [Prepare OR Update] the asset management plan to emphasise resilience in critical infrastructure services for minimal disruption • [OR define specific tasks for this time period] 	<p>[Support OR Participate in] [insert specific initiatives and collaborations] that shift the focus from the resilience of assets themselves, to the contribution of assets to the resilience of the system – a concept known as “infrastructure for resilience”</p>
Asset Management Strategy and Plan		
<p>[Update OR embed] our asset management strategy and plans to incorporate resilience and system thinking as central concepts, and support a 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</p> <p>[OR define specific tasks from the strategy and plans for this time period]</p>	<p>Update our asset management strategy and plans to incorporate resilience and system thinking as central concepts</p> <p>[OR define specific tasks from the strategy and plans for this time period]</p>	<p>Incorporate resilience and system thinking into our asset management strategy and plans</p> <p>[OR define specific tasks from the strategy and plans for this time period]</p>
Resilient Infrastructure		
<p>[Update OR Evolve] our asset management plan and strategy to drive best practice in resilience for our infrastructure to withstand shock events and continue operating, or be returned to service as soon as possible after any disruption, and respond to long-term stresses</p> <p>[OR define specific tasks from the strategy and plans for this time period]</p>	<p>[Update OR evolve] our asset management plan and strategy to adopt best practice in resilience for our infrastructure to withstand shock events and continue operating, or be returned to service as soon as possible after any disruption, and respond to long-term stresses</p> <p>[OR define specific tasks from the strategy and plans for this time period]</p>	<p>Participate in [insert regional initiative OR collaboration] promoting best practice in resilience for our infrastructure to withstand shock events and continue operating, or be returned to service as soon as possible after any disruption, and respond to long-term stresses</p>

Template OP Strategies and Actions – Resilience in Services

Leading	Motivated	Committed
Resilient Services		
<p>[Prepare OR Undertake OR Evolve] [insert action plan OR assessment OR program OR initiative] to drive best practice in resilience for our services to withstand shock events and continue operating, or be returned to service as soon as possible after any disruption, and respond to long-term stresses</p>	<p>[Adopt OR Undertake OR Participate in] [insert action plan OR assessment OR program OR initiative] to adopt best practice in resilience for our services to withstand shock events and continue operating, or be returned to service as soon as possible after any disruption, and respond to long-term stresses</p>	<p>Participate in [insert regional initiative OR collaboration] promoting resilient services for our community, that can withstand shock events and continue operating, or be returned to service as soon as possible after any disruption, and respond to long-term stresses</p>
Community Needs and Service Levels		
<p>Include resilience in regular service level reviews.</p> <p>Incorporate inclusive governance, system thinking and collaboration with relevant stakeholders into Council's service planning.</p> <p>Incorporate community engagement around resilience through the Integrated Planning and Reporting process and Community Strategic Plan process</p> <p>[OR define specific tasks for this time period]</p>	<p>Incorporate resilience in regular service level reviews, including concepts such as inclusive governance, system thinking and collaboration with relevant stakeholders</p> <p>[OR define specific tasks as outcomes from the review for this time period]</p>	<p>Include resilience in regular service level reviews</p> <p>[OR define specific tasks as outcomes from the review for this time period]</p>

Template OP Strategies and Actions – Resilience through Land Use Planning

Leading	Motivated	Committed
Resilience through Land Use Planning		
<p>[Develop OR Evolve] best practice for [define specific area if needed] disaster resilience and wellbeing for the community, and minimise future losses due to disasters in areas of new development.</p> <p>[Develop OR Embed OR Adopt] resilience principles in land use planning to inform decisions, manage natural hazard risk, and encourage greater resilience. These principles are to incorporate the following key concepts:</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>[OR define specific tasks for this time period]</p>	<p>[Adopt OR Improve OR embed] systems and procedures for disaster resilience and wellbeing for the community, and minimise future losses due to disasters in areas of new development.</p> <p>[Adopt OR Improve OR embed] resilience principles in land use planning to inform decisions, manage natural hazard risk, and encourage greater resilience. These principles are to incorporate the following key concepts:</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>[OR define specific tasks for this time period]</p>	<p>Adopt disaster resilience and wellbeing principles into the land use planning system to inform decisions, manage natural hazard risk, and encourage greater resilience. The focus is to:</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>[OR define specific tasks for this time period]</p>
<p>Include resilience as a key concept in the Local Strategic Planning Statement, to be considered in all planning and development decisions.</p>		
<p>Adoption of standards and codes: Adopt [Insert relevant standards and codes for your council, for example for bushfires, floods or contaminated land]</p>		

Land Use Planning for Disaster Resilience

Guidance documents relating to land use planning for disaster resilience are outlined in Delivery Program (see Section 4.2). They can be used when setting goals and defining tasks for the Operational Plan.



Template OP Strategies and Actions – Community Resilience

Leading	Motivated	Committed
Community Resilience		
<p>Prepare a community resilience survey to identify status, gaps, and needs. Prepare a community resilience action plan to empower a community that is resilient, prepared, dynamic, flexible, and quick to respond to disasters.</p> <p>[OR define specific tasks from the action plan for this time period]</p>	<p>Include community resilience questions in the community survey for the CSP. [Prepare OR Adopt] a community resilience action plan to support a community that is resilient, prepared, dynamic, flexible, and quick to respond to disasters</p> <p>[OR define specific tasks from the action plan for this time period]</p>	<p>Include resilience questions in Council's existing community surveys.</p> <p>Participate in [define initiatives] to support a resilient community</p>
Community Resilience Program / Strategy		
<p>[Prepare OR Evolve] a Community Resilience [Program OR Strategy] that is place specific, action-based, and built around the diversity, needs, strengths, and systemic vulnerabilities and risks within our community. The Community Resilience [Program OR Strategy] is to be underpinned by inclusive governance - acknowledging community expertise, supporting meaningful engagement, providing reliable information and tools, and building trust. It recognises values, vulnerability, and social justice.</p> <p>The Community Resilience [Program OR Strategy] is to embed well-rehearsed emergency plans, scenario planning, building controls for local risks, and targeted insurances</p> <p>[OR define specific tasks from program or strategy for this time period]</p>	<p>Prepare a Community Resilience [Program OR Strategy] that is place specific, action-based, built around the diversity, needs, strengths, systemic vulnerabilities and risks within our community, and underpinned by inclusive governance.</p> <p>The Community Resilience [Program OR Strategy] is to incorporate [rehearsed emergency plans, scenario planning, building controls for local risks, and targeted insurances]</p> <p>[OR define specific tasks from program or strategy for this time period]</p>	<p>Participate in [define initiative] to better understand the diversity, needs, strengths and place specific systemic vulnerabilities and risks within our community to build resilience.</p> <p>[OR]</p> <p>Implement [define task from the initiative]</p>
Behaviour Change		
<p>Prepare a place specific behaviour assessment and behaviour change campaign, to understand the community dynamics and behaviours in resilience and drive place specific behaviour change</p> <p>[OR define specific tasks from the survey and campaign]</p>	<p>Adopt a [behaviour assessment AND / OR a behaviour change campaign] to support behaviour change for a more resilient community</p> <p>[OR define specific tasks from the assessment and campaign]</p>	<p>Participate in [insert initiative] to support behaviour change for a more resilient community</p> <p>[OR define specific tasks from the initiative]</p>



Get Ready Program

Council can insert specific tasks associated with the Get Ready Program (further information in Targets, Measures and Indicators Section 4.6).

Template OP Strategies and Actions – Emergency Management

Leading	Motivated	Committed
Emergency Management		
For emergency management strategies in line with council's obligation under the State Emergency and Rescue Management Act 1989 (SERM Act), refer to "Implementing Emergency Risk Management Through the Integrated Planning and Reporting Framework" (Emergency NSW).		
Emergency Management Framework		
<p>[Prepare OR embed OR evolve] systems and procedures for Council's 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), associated Emergency Management Plans (EMPLANs), the State Disaster Mitigation Plan, the NSW Recovery Plan, and the NSW Disaster Recovery Handbook.</p> <p>[Prepare OR embed OR evolve] a community engagement plan for the development and exercise of emergency management plans and their operational employment</p> <p>[OR define specific tasks for this time period]</p>	<p>Define roles and responsibilities, adopt processes and procedures, and undertake continuous improvement and upskilling for staff to meet the requirements under the State Emergency and Rescue Management Act 1989 (SERM Act), associated Emergency Management Plans (EMPLANs), the State Disaster Mitigation Plan, the NSW Recovery Plan, and the NSW Disaster Recovery Handbook</p> <p>[OR define specific tasks for this time period]</p>	<p>Define roles and responsibilities, and adopt processes and procedures to meet Council's obligations under the State Emergency and Rescue Management Act 1989 (SERM Act), associated Emergency Management Plans (EMPLANs), the State Disaster Mitigation Plan, the NSW Recovery Plan, and the NSW Disaster Recovery Handbook</p> <p>[OR define specific tasks for this time period]</p>

4.4 Example of a complete CSP, DP and OP insert

Leading Commitment Level		
STRATEGIC OBJECTIVE: We lead and drive best practice in resilience.		
Infrastructure for Resilience	Community Strategic Plan - Strategy (template for an overall holistic resilience strategy)	<p>We pave the way with our holistic resilience strategy, comprising:</p> <ul style="list-style-type: none"> • Organisational resilience • Community resilience • Infrastructure resilience • Resilience in services • Resilience through land use planning • Emergency management
	Delivery Program (specific for "Infrastructure for Resilience")	<p>Drive the concept "infrastructure for resilience" – a focus on the contribution of assets to the resilience of the system by:</p> <ul style="list-style-type: none"> • Drive [insert key partnerships] for shared responsibility and system thinking around critical infrastructure resilience • Undertake [insert specific risk assessment / hazards identification] to account for all hazards, not just the ones we can foresee • [Prepare OR Update] the asset management plan to emphasise resilience in critical infrastructure services for minimal disruption
	Operational Plan (specific for "Infrastructure for Resilience")	<p>Drive the concept "Infrastructure for Resilience" – a focus on the contribution of assets to the resilience of the system: [define specific tasks for this time period]</p>

4.5 Community Consultation and Engagement

The IP&R Framework is underpinned by strong community engagement. Engagement with residents as well as business, state agencies and non-government organisations is essential to creating plans that will truly represent the aspirations and needs of the local community.

It is often challenging to involve the community in planning processes, but it is important for the long-term success of the Community Strategic Plan that as many community members as possible are involved in its development. To prepare for this, councils are required to devise a Community Engagement Strategy for the development and review of the Community Strategic Plan.

Office of Local Government, 2021, ["Integrated Planning and Reporting Guidelines for Local Government in NSW"](#)

It is acknowledged that disaster resilience will only be a small proportion of what councils need to include in community engagement when reviewing the Community Strategic Plan, however, it is important to ensure it is considered in a way that allows the communities' priorities in resilience to come through in a meaningful way. The communities' response to consultation on resilience should also inform the commitment level selected.

Below are some case studies demonstrating what community engagement can look like at different stages of developing and delivering resilience through the IP&R.

Example community engagement principals, topics and questions

[The Australian Institute of Disaster Resilience Community Engagement for Disaster Resilience Handbook 2020](#) outlines the following six principles of community engagement for disaster resilience:

- Place the community at the centre
- Understand the context
- Recognise complexity
- Work in partnership
- Communicate respectfully and inclusively
- Recognise and build capability

Below are some examples of topics and questions that councils may want to include as input to their CSP community engagement process:

- How do you rate the importance of councils building community resilience to hazards?
- What is your level of satisfaction with councils' actions towards improving resilience to hazards?
- What is your level of concern for the following hazards impacting you in 20XX? [Flooding, Bushfire, Sea level rise, Heatwave, etc]
- I have a good understanding and knowledge of my community's exposure to a future fire, flood or other disaster
- I am confident that my community is actively preparing for the next fire, flood or other disasters.

Case study – Simtables for community engagement on bushfire

The Simtables are sophisticated “digital sand tables” that display spatial data (maps) with a focus on natural hazards. They are useful tools for engaging communities about natural hazards, particularly bushfires, to improve their level of understanding and preparedness.

Hunter JO uses Simtables to deliver community workshops and training sessions with council staff and emergency management organisations across the region. This builds long term capacity within partner organisations to use the Simtables for community engagement.

MidCoast Council effectively uses the Simtable as part of their [Bushfire Preparedness Workshop series](#) held in fire affected communities across the MidCoast LGA.

To find out more, visit [Simtables](#).

Case study – Community engagement for Local Adaptation Planning

Planning and acting for timely adaptation requires genuine collaboration with local residents, businesses and other stakeholders taking an active role in developing and implementing the plan.

Lake Macquarie City Council has been working closely with the local community since 2013 to develop place based local adaptation plans (LAPs) addressing flooding, sea level rise and associated coastal hazards.

Council adopted the Marks Point Belmont South LAP in 2016 and is continuing to work with local residents and utility providers to implement the plan's recommendations. For the Pelican, Blacksmiths, Swansea, Swansea Heads and Caves Beach LAP, Council worked closely with the local community over a five-year period and demonstrated an ongoing commitment to collaboration.

Between 2016 and 2020, over 180 adaptation options were collated from the community through a range of codesign engagement activities. Leveraging this feedback and other technical advice and research, Lake Macquarie City Council combined the body of work undertaken to develop a 10-year adaptation plan for the area which was underpinned by a triggers and thresholds approach to adaptation.

As a result, the local community were closely involved throughout the entire process and a LAP working group continue to be actively engaged in follow up activities, ensuring the LAP is accepted by the wider community.

Lake Macquarie City Council is now following a similar approach and is working with residents, community groups and businesses in the lakeside suburbs between Teralba and Toronto to develop a locally led climate resilience plan for the area.

To find out more about Lake Macquarie's climate adaptation initiatives and community engagement approach, visit their [website](#).

4.6 Targets, Measures, and Indicators

Councils will need to use targets, measures, and indicators to determine the effectiveness of the Community Strategic Plan, Delivery Program and Operational Plan.

Assessing outcomes can be challenging because some things are simply difficult to measure, for example, changes in attitudes or improvements to ecosystems.

Office of Local Government, 2021, ["Integrated Planning and Reporting Guidelines for Local Government in NSW"](#)

This Support Package does not aim to propose standard targets, measures, and indicators for resilience, as these will depend on councils' place specific actions and chosen commitment level. However, examples of suggested resources for developing targets, measures and indicators for resilience have been outlined here and referred to throughout the Delivery Program Section 4.2 and Operational Plan Section 4.3. These include frameworks for resilience maturity assessments that can be adopted to assess a baseline based on pre-determined indicators at the start, set targets for the future, and measure success.

It is also suggested that resilience questions can be included in councils' existing surveys (or a targeted one) as an indicator of staff and community perception of resilience, and changes over time. Regional initiatives measuring resilience and sustainability and defining indicators of success also exist, as defined in the case studies below.



The Australian Disaster Resilience Index

The Australian Disaster Resilience Index is a snapshot of the capacities for disaster resilience in Australian communities. The concept seeks to help communities, governments, and industry work together to cope with and adapt to natural hazards such as bushfires, floods, storms, and earthquakes. Understanding these capacities, and how they differ from place to place, can be used when setting goals, defining projects, and measuring success for the Delivery Program and Operational Plan. There are three levels of insight that can be utilised by councils:

1. Index: An index of disaster resilience, coping capacity, and adaptive capacity
2. Disaster resilience factors: Factors that enhance or constrain disaster resilience
3. Geographic profiles: Profiles showing which places have similar strengths and barriers to disaster resilience

More information about the index and how it can be used can be found [here](#).



Localising Sustainable Development Goals

The United Nations (UN) Sustainable Development Goals (SDGs) can also be used to measure resilience. The Hunter Sustainable Development Goals (SDG) Taskforce, a group of motivated businesses, not-for-profits, councils and government bodies, and the University of Newcastle are working together to assess SDG Indicators of progress for the Hunter.

This project represents an example of SDG Goal 17 (Partnerships for the goals) in action. It is the first of its kind in Australia to apply the UN SDGs at a regional level. Indeed, it is one of the first regional applications anywhere in the world, as other assessments tend to focus on the national or city level. The group aims for the Hunter to provide an example of regional localisation of the SDGs, which can be copied elsewhere in Australia and globally.

This project has identified and collected data for 124 different sets, which culminates in metrics for 54 separate indicators. Results of the work are expected to be made available in 2024 through a dashboard that will allow all stakeholders to view and interact with the data as well as creating a summary report (Voluntary Local Review) that will describe the trends and opportunities.



Vulnerability to Natural Disasters in the Hunter, Central Coast and MidCoast Regions

In 2020 the Hunter JO completed a Spatial Analysis and Mapping of Community Vulnerability to Natural Disasters in the Hunter, Central Coast and MidCoast Regions. The project integrated and analysed local and regional spatial datasets, representing demographics, infrastructure, and natural hazard exposure, to identify relative community vulnerability to a range of natural hazards at a local community scale across the 11 councils areas of the Hunter and Central Coast region.

The data collected and mapped can be used to assess needs, goals and tasks for the Delivery Program and Operational Plan. More information is available on the [Hunter JO website](#) and data can be made available on request.



Get Ready Program

The Get Ready Program, facilitated by the NSW Reconstruction Authority, gives councils targeted information, resources, and support to help their local communities build resilience and prepare for disasters. Participating in the program provides the following benefits:

- Resources tailored to the individual council's community
- A targeted plan on how to use the resources and tools
- Ongoing support and assistance
- Seasonal campaign kits to promote disaster awareness
- Being part of a community of Get Ready Councils

As part of the program, the Get Ready NSW Household Preparedness Survey is the first state-wide baseline data of household preparedness for bushfire, home fire, flood, and storm. These results are available to emergency services, state government agencies and councils. Households from every local government area (LGA) across the state were surveyed between August and October 2020, with sampling focused at a Joint Organisation level.

Council can incorporate the Get Ready Program (or other programs) and survey data into their resilience plan and define it in the IP&R framework. More information is provided [here](#).



100 Resilient Cities

In 2013, The Rockefeller Foundation pioneered [100 Resilient Cities](#) (100RC) to help more cities build resilience to the physical, social, and economic challenges that are a growing part of the 21st century. Cities in the 100RC network have been provided with the resources necessary to develop a roadmap to resilience along four main pathways:

- Financial and logistical guidance for establishing an innovative new position in city government;
- A Chief Resilience Officer, who will lead the city's resilience efforts;
- Expert support for the development of a robust Resilience Strategy;
- Access to solutions, service providers, and partners from the private, public and NGO sectors who can help them develop and implement their Resilience Strategies; and
- Membership of a global network of member cities who can learn from and help each other.

The Resilient Cities Network emerged in September 2019, following on from the 100RC Program. The network is a global city-led non-profit organisation that brings together knowledge, practice, partnerships, and funding to empower cities to help them build a safe, equitable and sustainable future for all. The network comprises 100 member cities in 40 countries. Sydney, Melbourne, Wellington and Christchurch are implementing resilience strategies across the Asia Pacific.

Whilst members of the program and network are typically larger cities, some of the concepts and topics can be adapted to fit regional areas.

5

Communication and Engagement

5.1 How to use the Templates

The templates in this Section were prepared to assist resilience and IP&R staff with communication and engagement. The aim is to establish resilience on the agenda of the decision makers within council, to ensure it becomes part of the vision, prioritisation, and resourcing discussions. The templates are included as appendices to this document and can be downloaded from the [Hunter JO Resilience webpage](#):

Appendix A: Factsheet – Resilience IP&R Summary.

This factsheet summarises the Resilience IP&R Support Package and project. It can be used to raise awareness of the resource within council and to endorse the resource as a way forward.

Appendix B: Factsheet – Resilience IP&R Package Information for Users.

This factsheet outlines the main components of the Resilience IP&R Support Package and highlights how to use it. It can be used in communications with decision makers to set the context and establish council's commitment level in resilience.

Appendix C: Presentation – Council's Resilience Commitments.

This presentation template can be used to gain input and endorsement from decision makers. It provides background to resilience and the Resilience IP&R Support Package, and leaves room to include council's journey to date, and to present a way forward by proposing a relevant commitment level and / or wording for the IP&R documents.



6

Glossary

For more information on terms or definitions throughout this document please click on the link below to be directed to the [Australian Disaster Resilience Glossary](#)

7

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8 Communication and Engagement Appendices

Appendix A: Factsheet – Resilience IP&R Summary

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



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.

COUNCILS' SHARED ROLE IN RESILIENCE

The key roles identified through this project are based on a review of available guidance, regulation, and strategies:

Organisational resilience - this relates to resilience considerations in organisational culture, governance structure, leadership models, evidence-based decision making, risk management frameworks, resilience assessments, partnerships and collaborations, strategy alignment, investment / resourcing models, and business continuity planning.

Infrastructure resilience - Councils are responsible for assets, including critical infrastructure, providing communities with roads, buildings, water supply, sewer networks and stormwater drains. This area relates to resilient infrastructure, supporting resilience in the community.

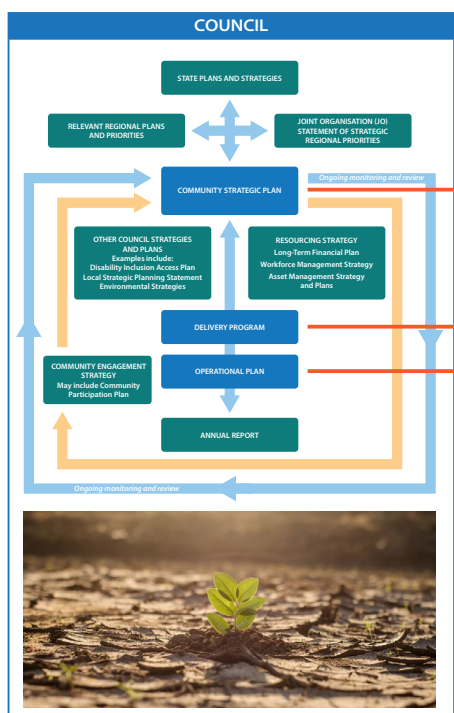
Community resilience - This area relates to councils' role in building resilience with and through the community it serves.

Resilience in services - Councils provide services, including critical services, 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. This area relates to resilience in the services provided, supporting a resilient community.

Resilience through land use planning - Councils have responsibilities as a planning authority to build 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.

Emergency management - Councils have defined 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).

HOW DOES IT WORK?

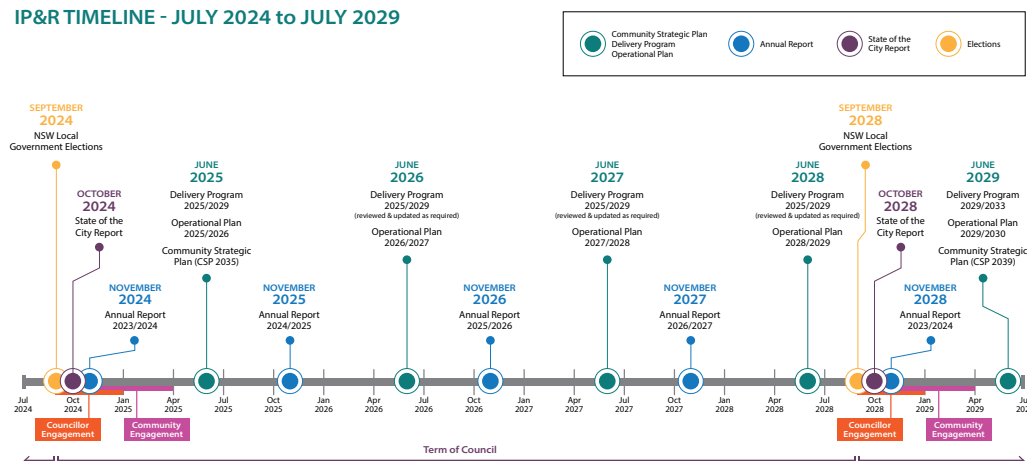


HUNTER JO

The Resilience IP&R Support Package is a document containing the following tools:

- **Councils' roles in resilience:** The document includes the background information about councils' roles in resilience with references to guidance, noting that the roles are often shared with other stakeholders.
- **A commitment level framework:** Commitment levels are developed to support councils establish the vision and identity for their resilience journey. It provides three levels (Leading, Motivated and Committed) with typical (but not binding) narratives, which are based on councils' available resources, risk and opportunity areas, and communities' values. This concept supports the discussion when setting the scene for councils' IP&R strategies.
- **IP&R templates:** Each commitment level is accompanied with a set of templates for the IP&R document development including the Community Strategic Plan, Delivery Program and Operational Plan.
- **Communication and engagement package:** The document includes templates in the appendices for use in communication and engagement. Templates are provided for a factsheet to inform staff about the project and project timeline; a factsheet to inform users (including decision makers) about the support it provides, and decisions that need to be made; and a power point presentation template to support the discussion around council's commitment level in resilience, and the inclusions for the IP&R documents.

IP&R TIMELINE - JULY 2024 to JULY 2029



This is a Bushfire Community Recovery and Resilience Fund project through the Joint Commonwealth/State Disaster Recovery Funding Arrangements. Although funding for this product has been provided by both the Australian and NSW Governments, the material contained herein does not necessarily represent the views of either government.



For more information or to be involved please contact Anna Flack at Hunter JO
resilience@hunterjo.com.au or visit www.hunterjo.com.au

Appendix B: Factsheet – Resilience IP&R Package Information for Users

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

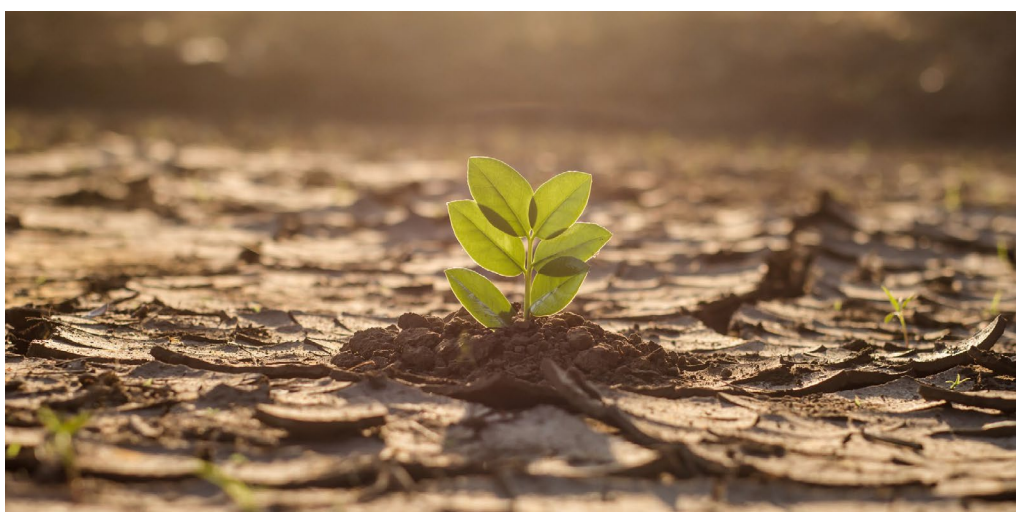
We live in a time of uncertainty, where changes towards extremes are increasingly more obvious. In recent years, we have experienced a global pandemic, bushfires, droughts, floods, as well as intensive cyber-attacks. Disaster after disaster has highlighted Australia's vulnerability to natural and nonnatural 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

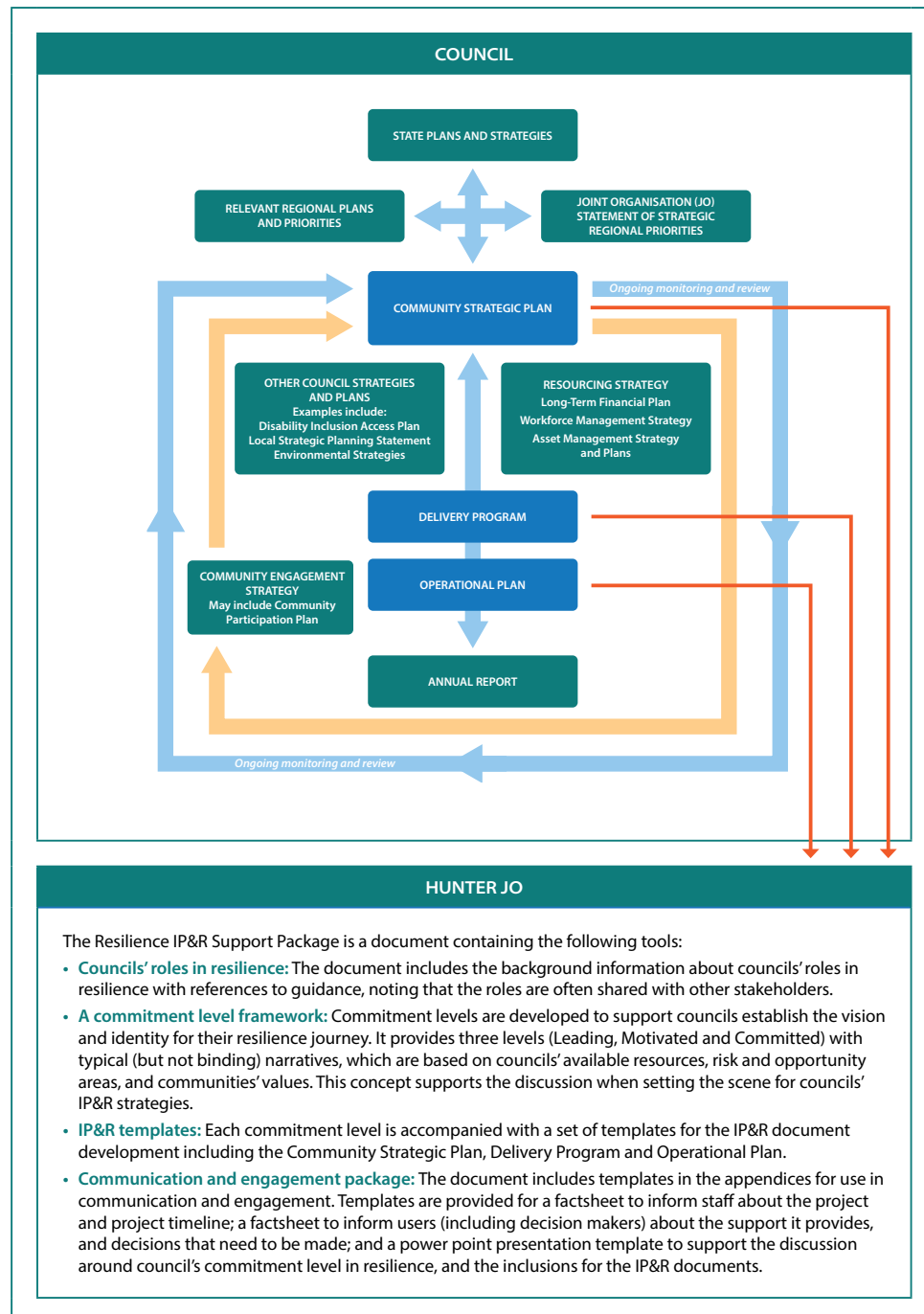
The Integrated Planning and Reporting (IP&R) framework sets the long-term strategic direction for councils, as well as identifying medium- and short-term programs and projects to achieve the strategic aspirations. The objective of the Resilience IP&R Support Package is to support councils' and their 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.

Appendix C: Presentation – Council’s Resilience Commitments



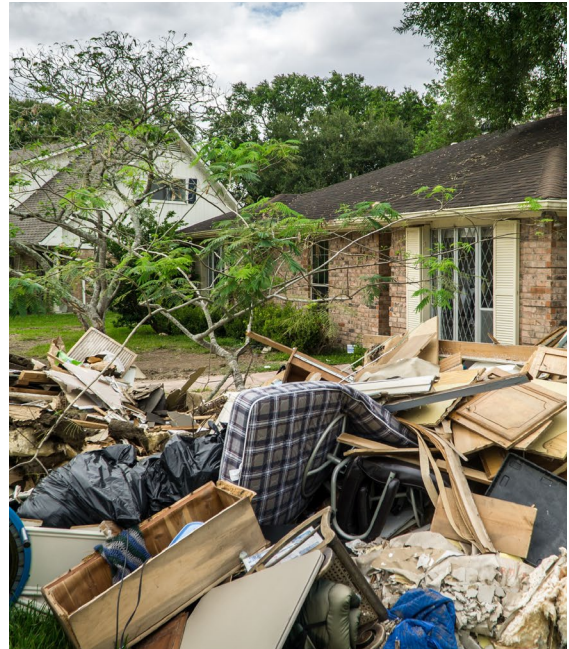
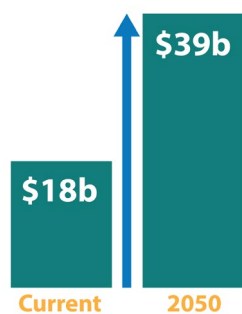
“Resilience starts from the belief that humans and nature are strongly coupled to the point that they should be conceived as one social-ecological system.

This means that in our globalised society, there are virtually no ecosystems that are not shaped by people and no people without the need for ecosystems and the services they provide.”

(AIDR 2021, from Stockholm Resilience Centre 2019)

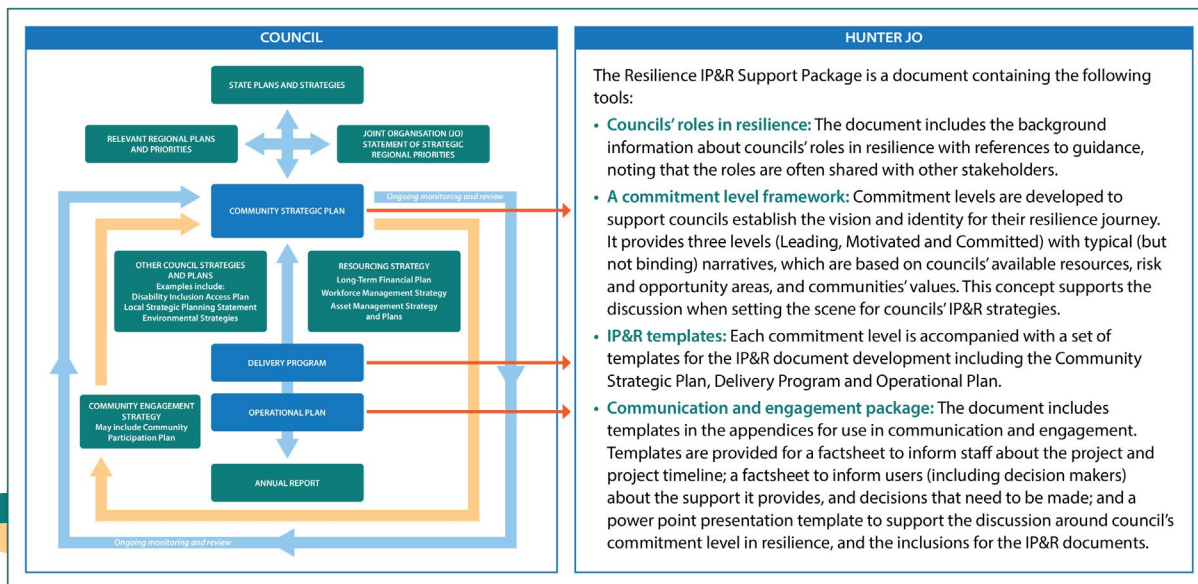


The cost of disasters to the Australian economy reached around **\$18 billion per year** and could **increase to \$39 billion per year** by 2050.



[Insert Council specific progress slides with work to date]

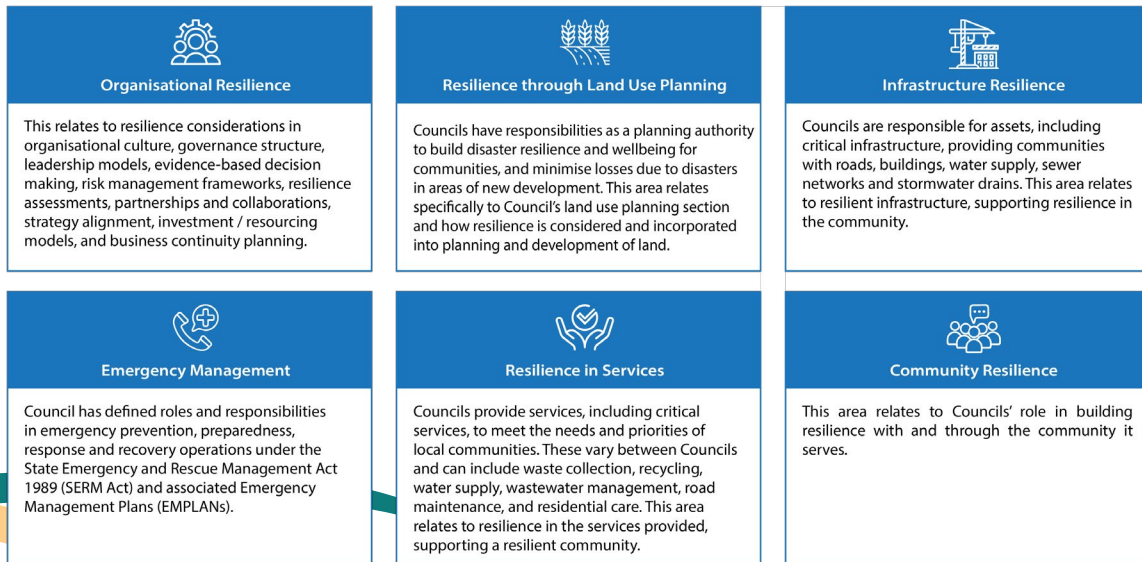
About Hunter JO's Resilience IP&R Support Package



Commitment Levels

	LEADING	MOTIVATED	COMMITTED
DESCRIPTORS	Thought Leaders Innovators Influencers Active Drivers Change Agents	Best Practice Early Adopters Contributors Collaborators Active Participants	Opportunistic Participators Supporters Complying

Councils' Shared Responsibilities in Resilience



Proposed Commitment Level

[Insert proposed commitment level AND / OR inclusions and commitments proposed for the IP&R documents]



Questions?





Australian Government



This is a Bushfire Community Recovery and Resilience Fund project through the joint Commonwealth/State Disaster Recovery Funding Arrangements. Although funding for this product has been provided by both the Australian and NSW Governments, the material contained herein does not necessarily represent the views of either government.