

Strategic Planning and Performance Management Framework



Introduction

The Strategic Planning and Performance Management Framework has been created to help the Mayor, Councillors and Council Staff effectively make decisions on behalf of our community. It also helps us manage the complex business of a local government organisation by providing processes for strategic planning and performance management.

The framework helps us understand our responsibilities and what we need to do to:

- set the vision for the city
- develop plans and strategies to support the vision
- determine a strategic direction and priority activities
- use evidence-based information to help make informed decisions
- make sure decisions and outcomes align with our strategic direction and operational plan.

The framework was developed after extensive research into:

- contemporary and emerging trends
- methodologies and developments about strategic planning and performance management
- improvement opportunities identified by our Internal Auditor.

Research areas included frameworks, policies, processes and developments from a range of State Government, local authority and business sector models, as well as international standards.

The framework is part of a business improvement initiative driven by the Innovation and City Transformation Directorate. It will be reviewed yearly to make sure it remains effective for the organisation.

This framework is part of a set of documents developed to help staff, Mayor and Councillors, our community and other interested stakeholders understand our approach to how we manage strategic planning and performance management practices.

These documents include:

- Strategic Planning and Performance Management Framework
- Strategic Planning and Performance Management Framework – Snapshot
- procedure manuals to support the delivery of key elements within the framework.

“Efforts and courage are not enough without purpose and direction.”

—John F. Kennedy



Photo by Ian Hinrichsen

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Guiding principles

State Government legislation

In developing this framework, we researched legislative obligations, State Government guidelines, and other local governments to identify best practice.

The Local Government Act 2009 (the Act) is founded on five local government principles:

- transparent and effective processes, and decision-making in the public interest
- sustainable development and management of assets and infrastructure, and delivery of effective services
- democratic representation, social inclusion and meaningful community engagement
- good governance of, and by, local government
- ethical and legal behaviour of councillors and local government employees.

The Act specifies mandatory legislative requirements for:

- strategic planning, including long-term financial and asset management planning, and accountability
- annual operational planning, review and reporting.

The Act also specifies that our Mayor and Councillors are responsible for the strategic direction of the city. Their job is to focus on policy direction and service delivery in the public interest. This includes planning for our city's future and making important decisions that shape that future.

Mayor and Councillors must also take into consideration the following documents when making strategic decisions:

- Local Government Regulation 2012
- *Financial Accountability Act 2009*

- Financial and Performance Management Standard 2009
- *Public Sector Ethics Act 2008*
- *Planning Act 2016*
- Planning Regulation 2017
- Council's Decision Making Framework
- Council's Decision Making Policy
- Council's Strategic Planning and Performance Management Framework – Snapshot.

State Government documents

We also reviewed a range of State Government policies, guidelines, frameworks and toolkits to help shape our framework development and implementation. These include:

- Our Future State—Advancing Qld's Priorities
- Agency Planning Requirements
- Performance Management Framework
- Performance Management Framework Policy
- Measuring, Monitoring and Reporting Performance—reference guide.

We focused on sustainability frameworks by applying the principles of the quadruple bottom line (QBL). The QBL is recognised internationally and by the State Government as a balanced approach to planning and reporting. It considers the social, economic, environmental and corporate governance factors around decision making.

Mayor and Councillors must be guided by the five local government principles when making every strategic decision.



Targeted audience

This document has been prepared for the following stakeholders:

- driving organisational performance to deliver best value to the community.

Mayor and Councillors

Under the *Local Government Act 2009*, the primary role of the Mayor and Councillors as elected representatives is to serve and represent the interests of their community as a whole.

Mayor and Councillors are responsible for setting a strategic vision for the city and providing leadership in planning for their communities. Mayor and Councillors are also responsible for making sure appropriate strategies and policies are in place to achieve the city vision.

Good governance dictates the implementation of these strategies and policies be delegated to the organisation through policy and accountability frameworks. This allows Mayor and Councillors to focus on the broader desired outcomes instead of the delivery of operational matters.

This approach gives Mayor and Councillors the ability to operate as a 'board' of Council, and make collective decisions for the community.

These decisions can involve:

- providing strategic direction to the organisation and deciding on the organisation's strategies and objectives with the Chief Executive Officer
- monitoring the strategic direction of the organisation and its strategies and objectives with the Chief Executive Officer
- monitoring the operational and financial position and performance of the organisation generally

Council's organisation

Chief Executive Officer (CEO)

The CEO is our most senior officer, with ultimate responsibility for managing Council operations and staff. The CEO is responsible for pursuing the direction and achieving the priorities set by Mayor and Councillors.

The CEO delegates certain responsibilities to allow plans and strategies to be developed, which support the allocation of resources, to deliver successful outcomes.

The CEO has a pivotal role in mapping out Council's planning approach and making sure the community is well engaged in the process and results.

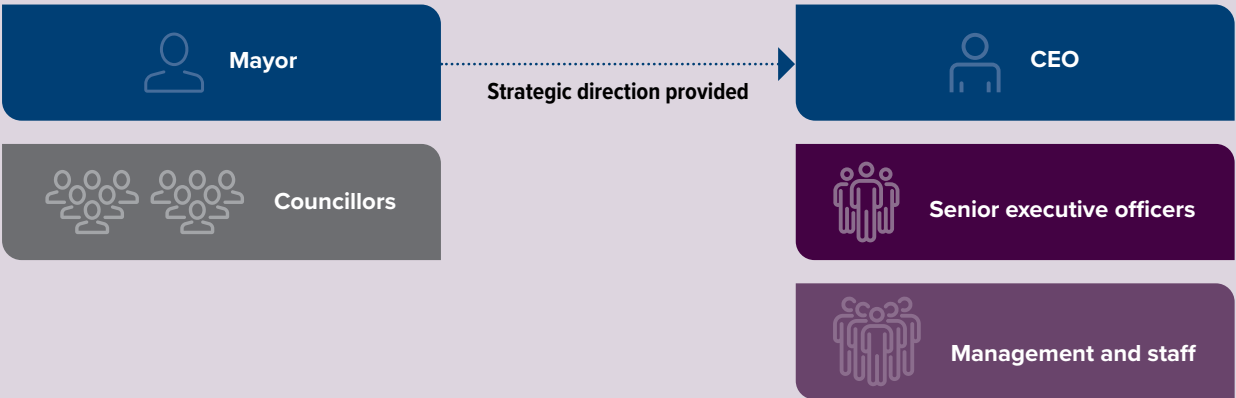
Executive Leadership Team (CEO and Directors)

Supporting the CEO are senior executive officers (Directors), who form our Executive Leadership Team (ELT). Each Director position aligns to a specific strategic function, supported by a number of branches. The branches are responsible for delivering services.

Management and staff

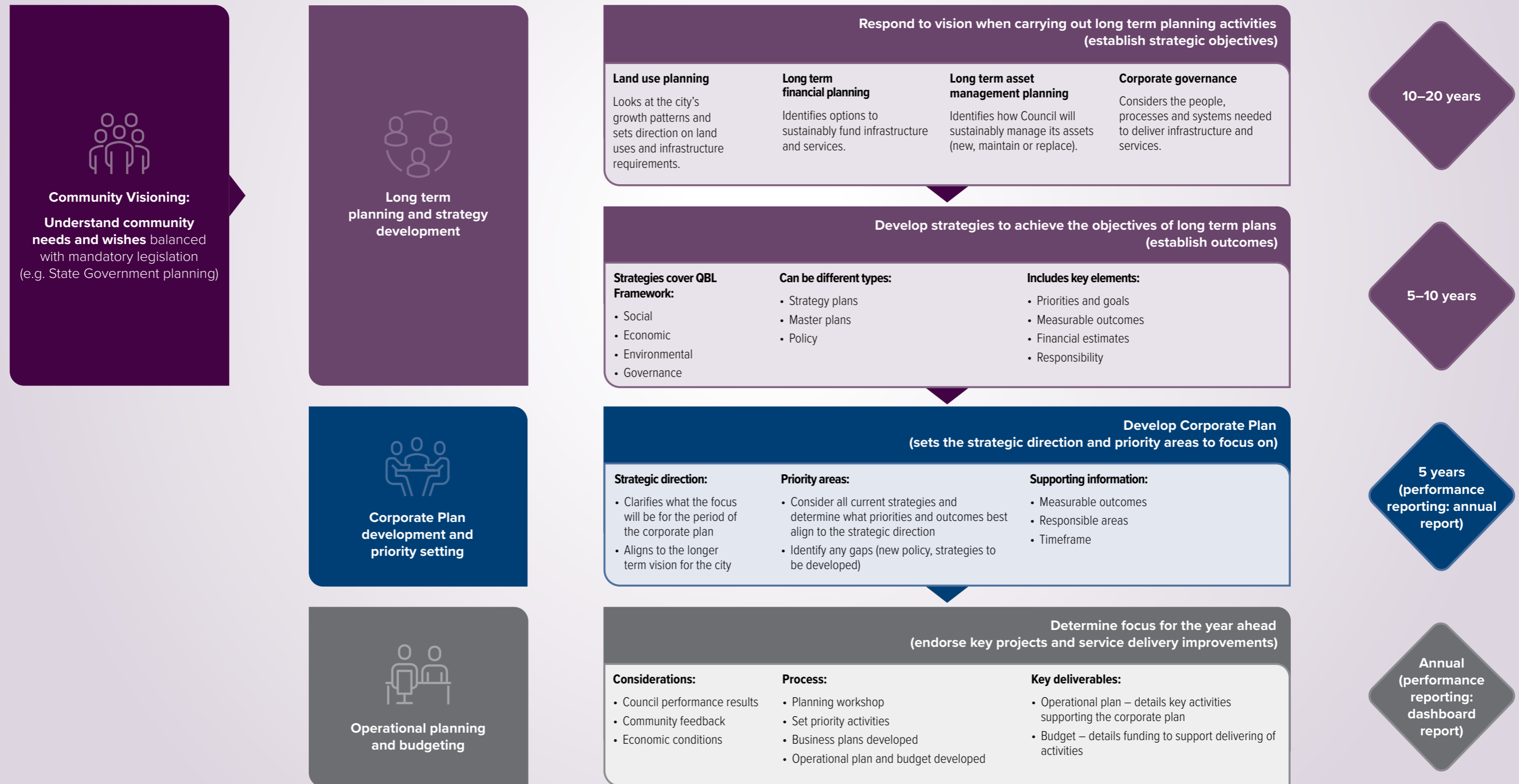
Branch Managers are part of the broader management team, who together with ELT make up the Collective Management Team (CLT). Branch Managers are supported by Program Leaders who are generally the subject matter experts. With the support of their staff, Managers and Program Leaders have the knowledge and experience to deliver on the priorities and outcomes set by Council.

Strategic direction



Strategic Planning and Performance Management Framework

The Strategic Planning and Performance Management Framework connects our community's vision for the City of Logan with our services. The framework helps us identify the plans and strategies we need to develop to achieve this vision. We then align and integrate our priorities to determine what to do and when, to deliver the vision. Understanding the framework will assist our Mayor and Councillors in making strategic decisions.



Community visioning



Why:

Develops a shared vision in the community on what future they want for our city and what needs to be done to achieve it.



When:

Refreshed every 10 years.
Reviewed every 4 years.
Monitored yearly.



Who:

Mayor and Councillors provide visual leadership, promote the process and actively engage with the community. Strategic and technical support is provided by our organisation.



How:

Workshops, information sessions, surveys and other engagement activities across the city.

Overview

In the simplest terms, visioning is a planning process where a community creates a shared vision for its future and begins to make it a reality. This vision is captured in a community plan, which then underpins other planning, as well as policy and decision making. The vision may include a focus on outcomes that Council supports, but which are not within its jurisdiction to provide. This includes areas where state and federal governments have responsibility.

Purpose

Visioning enables the whole community to understand the city's challenges and opportunities moving into the future. It's a chance for everyone with an interest in our city to take part and to be heard. It's a process through which deeply held community beliefs and values are identified. These values then inform the idealistic nature of the community's vision.

Visioning explores the emerging trends driving our community's future and the issues that concern our citizens. This helps Council identify and better understand those issues that may impact on the shared vision, and to develop strategies to address them.

The findings from this exercise give a clear picture of the community's preferred future. This vision allows a strategic 'road map' to be developed for both the community and Council. This is then captured in, and communicated through, a community plan.

Benefits

- Brings community members together in a unique environment to consider their common future
- Encourages the community to explore new ideas and possibilities
- Creates a shared sense of direction and a framework for future community decisions
- Produces a process which results in concrete goals and strategies for action
- Enriches public involvement by expanding the terms and scope of community engagement
- Promotes active partnerships among government, business and non-profit organisations

- Strengthens community cohesion and 'social capital' through active engagement
- Provides an informed and supportive context in which to develop other plans and policies
- Provides an opportunity for the community to understand the relationship between goal setting and the securing and management of resources to meet those goals.

Responsibility of Mayor and Councillors

The Mayor has an important role in supporting Councillors to embrace a collective mindset throughout the visioning process and to ensure Councillors' strategic considerations provide overarching benefit for the Logan community as a whole.

Mayor and Councillors are role models in the visioning process, providing highly visible strategic leadership. They champion the discussion with the community and make sure that subsequent planning decisions align to the vision and objectives within the community plan.

Ultimately, Mayor and Councillors will adopt the community plan and should also adopt an operating framework. These documents ensure the community vision and objectives are reflected in our business and decision making.

Responsibility of Council's organisation

The CEO and Council staff support the engagement process through developing scope and methodologies, delivering engagement opportunities, and ensuring we comply with legislative requirements. The CEO must also make sure appropriate resourcing is committed to achieving the vision and objectives outlined in the Community Plan.



Photo by Deanne Bale

Long term planning and strategy development



Why:

Sets out broad objectives and key outcomes to achieve the vision and meet legislative requirements.



When:

Long-term plans generally refreshed every 7-10 years. Strategies generally refreshed every 5-7 years. Monitoring occurs on an as needs basis.



Who:

Mayor and Councillors have a crucial role in engaging with the community to ensure objectives and outcomes are supported. The role of our organisation is to make sure proper process occurs.



How:

Long term plans and strategies have an external facing focus and will involve extensive community engagement. The internal facing focus will involve engagement with Mayor and Councillors and key personnel.

Overview

Managing growth and development of the city in line with the community's vision requires us to carry out strategic long-term planning. The city's planning scheme lays the foundation for identifying growth patterns, land use options and infrastructure requirements. To ensure a sustainable approach is applied, we use strong corporate governance practices including developing long-term financial and asset management plans.

We are able to plan for the long term by developing documents that set clear goals with measurable outcomes and timeframes. These documents are generally referred to as strategies, plans or policies. They are developed in partnership with the community and/or Council staff.

Purpose

Land use planning:

- Establishes and manages the City's growth and change patterns
- Aims to balance demand for development with environmental and social considerations
- Informs long-term financial planning requirements through identifying infrastructure needs and service delivery requirements
- Provides integration with State Government regional plans and State policy
- Ensures orderly development and growth and guides overall economic stability

Long term financial planning:

- Ensures the sustainable management of Council resources
- Manages future financial risks while ensuring appropriate community service levels are maintained
- Achieves desired financial sustainability targets whilst minimising the impact on ratepayers

Long term asset management planning:

- Takes a strategic, lifecycle approach to the management of Council's assets
- Aligns the development and maintenance of Council assets and service delivery to long term financial planning
- Considers the most cost effective lifecycle approach to managing assets and meeting levels of service.

Corporate governance:

- Ensures integrity and effectiveness in Council and organisational decision making
- Ensures compliance with legislation and other legal requirements
- Ensures the sustainability of the organisation and its ability to function effectively
- Considers the organisational resourcing needed to meet the long-term objectives
- Considers appropriate systems and processes to ensure transparency and accountability in service delivery

Strategy:

- Provides a strategic and targeted approach to addressing long term planning objectives
- Considers more detailed engagement of stakeholders to clarify what needs to be achieved
- Identifies measurable outcomes to help us know if the goals are being achieved
- Details where primary responsibility sits for delivery and potential financial impact

Benefits

- Helps to broadly define the direction for Council and set out objectives that are in line with the vision
- Supports a sustainable approach to the delivery and management of the city's infrastructure and service delivery
- Allows us to be proactive in our approach to meeting the long-term needs of the community instead of reacting to situations as they arise
- Offers strong foundations from which Council can evaluate and determine clear actions that need to be undertaken to successfully achieve the broader objectives
- Provides some certainty on major infrastructure and service delivery requirements, allowing better decision making for a range of stakeholders

Responsibility of Mayor and Councillors

Mayor and Councillors must adopt a strategic approach and focus on policy directions to deliver services in the public interest.

The *Local Government Act 2009* recognises that the primary accountability of local government is to its community and decisions must be made to benefit the entire local government area.

Mayor and Councillors are responsible for planning collectively for the future of their communities and for developing strategies and policies to achieve those plans. Mayor and Councillors need to show strategic vision and leadership by putting in place principles, policies and local laws to fulfil the community's shared vision, as outlined in the Community Plan. A strategic focus helps ensure we can plan for and meet the future needs of our community.

Responsibility of Council's organisation

The Chief Executive Officer is responsible for employing professional officers, consultants and/or contractors to research and develop recommendations that will ensure the objectives and outcomes identified through long term planning and strategy development are delivered.

Corporate planning



Why:

Provides 5-year strategic direction and outlines the priority areas that must be given the highest attention.



When:

Must be prepared every 5 years.
Can be reviewed by resolution of Council at any time.



Who:

Mayor and Councillors collectively are responsible for directing their decision making to achieve the outcomes of the Corporate Plan. The organisation is responsible for carrying out its duties to achieve the Corporate Plan.



How:

Through direction from the Executive Leadership Team. Mayor and Councillors engage in a series of workshops to review strategies and other strategic data and are guided on community engagement approaches.

Overview

Our long-term planning and strategy development processes provide a number of strategic objectives which Council must address. Many of these objectives relate to regional growth matters driven by legislation or State Government mandates, needing Council to significantly invest in major infrastructure and service delivery.

As well as mandated requirements, Council is responsible for delivering its Corporate Plan. The Corporate Plan gives Mayor and Councillors the opportunity to set a strategic direction that reflects current community views and details the priorities to be given the most attention.

In developing the Corporate Plan, Mayor and Councillors give consideration to planned outcomes identified in existing strategies and information captured through community engagement or data research on social, economic and environmental matters.

Priorities identified by Mayor and Councillors in the Corporate Plan need to have measurable outcomes so that organisational performance and progress can be evaluated. It is then up to the organisation to deliver a range of projects and/or improve levels of service to achieve these stated outcomes.

Purpose

The Corporate Plan is the 'business plan' for the organisation. It articulates the strategic direction Mayor and Councillors wish to pursue in response to the vision set by the community and details the priorities we must focus on. It also provides the opportunity for our organisation to outline our role in delivering the Corporate Plan and the values we are committed to upholding.

The Corporate Plan should serve as the primary tool for transparency with our community. It provides the framework for setting clear measurable outcomes that can be monitored and reported on to the community. This allows us to be transparent and accountable to the community when determining budgets to deliver key projects and service delivery improvements.

Benefits

- Defines the strategic direction and priorities that we must pursue for the city
- Gives clarity to the purpose and goals of the organisation
- Captures the corporate values under which we will serve the community
- Articulates to the community the commitments and outcomes we intend to achieve
- Guides how we will direct our activities and resources to deliver outcomes
- Informs annual operational planning and budgeting and provides a roadmap for performance measurement

Responsibility of Mayor and Councillors

The Mayor plays a vital role in supporting Councillors to develop a strong sense of shared purpose and commitment. By supporting Councillors to collectively

consider community needs and desires, benefits for the community as a whole are maximised.

Community members look to their Mayor and Councillors to provide collective leadership and strategic guidance. Mayor and Councillors can achieve this by highlighting to the community the desired direction for the city and the priorities that need the most attention during the life of the Corporate Plan.

The needs and desires of the community change and evolve so it is important for Mayor and Councillors to be aware of the role the Corporate Plan can play in addressing those needs.

Responsibility of Council's organisation

Council staff are responsible for developing and implementing a range of projects and service delivery improvements to achieve the Corporate Plan. Our Executive Leadership Team works with Mayor and Councillors to ensure its successful delivery.



Photo by Ian Hinrichsen

Operational planning and budgeting



Why:

Provides an annual program of works based on identified Corporate Plan priority areas.



When:

Prepared yearly and monitored throughout the year.



Who:

Our organisation is responsible for identifying and managing the program of works. Mayor and Councillors must be engaged in the process of setting annual priorities and adopting the Operational Plan and Budget.



How:

Annual planning workshop to identify focus areas for the year ahead, followed by a series of budget meetings.

Overview

It is important for Mayor and Councillors to understand the pulse of the community. This will help identify the Corporate Plan priorities the organisation must give greater consideration to for the year ahead. By knowing the broad parameters set collectively by Mayor and Councillors, the organisation will be in a better position to identify projects that offer the most value to the community.

The Operational Plan details the projects and services, aligned to the priorities of the Corporate Plan, which the organisation aims to deliver in the coming financial year. The budget details the planned income and expenditure associated with delivering these projects and services. It also outlines how the budget contributes to the long term financial sustainability of Council.

Purpose

The Operational Plan translates priorities from the Corporate Plan into measurable actions for the year ahead. Capturing these projects and core services in a single document allows us to communicate, to our community and to our staff, the priorities that will be given the most attention during that year.

The budget ensures that all identified planned projects and service delivery commitments are fully funded and that proper consideration is given to ensuring Council remains financially sustainable.

Benefits

- Expands the Corporate Plan into more detailed action plans. This allows us to align activities more accurately to the nominated priorities
- Provides the basis for communicating to the community, the work we are doing for the year ahead and how it links back to their vision
- Allows for available resources to be properly considered
- Allows timeframes for project and service delivery to be more accurately developed
- Allows for better management of resources and monitoring of performance during the year

Responsibility of Mayor and Councillors

Mayor and Councillors must remain aware of current economic, social and environmental factors that impact the community. They should consider these factors when setting the priorities and financial parameters for the year ahead. These parameters guide us in identifying projects and service delivery improvements, which are presented back to Mayor and Councillors for adoption.

Responsibility of Council's organisation

Our organisation is responsible for developing a detailed schedule to help Mayor and Councillors develop the annual Operational Plan and Budget. We are also responsible for providing Mayor and Councillors with appropriate background information to allow them to make an informed decision on which projects and services should be supported for the year ahead.



Organisational performance management



Why:

Provides transparency and accountability of the work delivered.



When:

Monitored throughout the year.
Reported every 3 months and yearly.



Who:

Our organisation is responsible for the successful delivery of projects and the quality of services provided. Mayor and Councillors maintain oversight of delivery through performance assessments provided by the organisation and any engagement with the community.



How:

Projects are monitored by assessing achievement against planned milestones.
Services are monitored by assessing achievement against service standards.

Overview

Organisational performance management (not individual performance management) is the systematic approach to measuring, monitoring, analysing and reporting on our performance in delivering projects and services.

Having relevant and reliable performance results allows us to make informed decisions on the range and quality of services we provide and to measure our success in achieving the broader strategic priorities.

Purpose

Being accountable in how we manage Council assets and deliver services is fundamental to good governance. This includes ensuring appropriate performance results are monitored, reported and evaluated.

Performance management is also about ensuring we deliver the outcomes and results our community values and expects.

Benefits

- Builds community trust and confidence by being transparent with performance results
- Improves efficiency by looking at performance results and identifying areas for improvement
- Allows us to benchmark performance and identify where best practice is being achieved
- Supports better decision making at both the operational and strategic level
- Allows us to respond to poor performance results quickly, addressing or reducing potential operational or strategic risks
- Collects performance data which supports ongoing learning and improvement of future work

Responsibility of Mayor and Councillors

Mayor and Councillors are accountable to the community for Council's performance. They are responsible for making decisions that best serve the interests and benefit of the whole community, based on the information presented to them by the organisation.

Responsibility of Council's organisation

Our organisation is responsible for collecting, analysing and presenting performance results. The Executive Leadership Team is generally responsible for monitoring performance results related to strategic and operational matters, and managing the organisation. Performance results relating to community-facing projects and services are generally reviewed by the Executive Leadership Team and discussed with Mayor and Councillors.



Glossary of key terms

Asset

Something of value that Council owns on behalf of the community, e.g. roads, drains, parks and buildings.

Asset Management Plan (long-term)

An holistic plan that covers the disciplines and activities necessary to manage an asset over its lifecycle of acquisition, operations, maintenance and disposal.

Budget

An estimate of income and expenditure for a set period of time.

Community

Community is a term used in local government that can mean different things to different people. It can mean everyone who lives, works or is involved in some sort of activity in a municipality. It can also mean groups with single interests, needs or demands. Community can also be defined as separate smaller groups with specific interests that may compete with others in the municipality.

Community engagement

The process of working collaboratively with and through groups of people joined by location, special interest, or similar situations, to address issues affecting their wellbeing. The levels of engagement are: inform, consult, involve, collaborate and empower.

Community Plan

A collaborative effort to plan for the future by understanding the community and the influences shaping it. A Community Plan sets out what the communities of the region would like to see occur in the future. It states the long-term vision, goals and priorities and serves as the key driver for the Corporate Plan, planning scheme and other planning projects within Council. Community engagement is essential for developing the vision.

Corporate Plan

The Corporate Plan is Council's strategic business plan. It drives and coordinates all strategic documents and policies, and forms the basis for strategic decision making.

Corporate values

Council's stated values for the organisation

Council

Logan City Council

Council's Decision Making Framework

A guideline to equip Mayor and Councillors with the tools to make good decisions in the public interest.

Council's organisation

Employees, contractors or consultants of Logan City Council.

Financial planning (long term)

This process expresses in financial terms the activities the organisation proposes to undertake over the medium to long-term (at least 10 years) to achieve its stated objectives. It is an essential guide for future decisions and actions, as it requires the organisation to think beyond an annual budget cycle to consider the longer-term impact of revenue and expenditure projections.

Financial sustainability

'A local government is financially sustainable if the local government is able to maintain its financial capital and infrastructure over the long term.'—Local Government Act 2009

Framework

The basic structure underlying a system, concept or text that shows the links between various processes to achieve a particular outcome. It usually includes an explanation of the relationships between the various elements.

Governance/good governance

Governance is the process of decision-making and the process by which decisions are implemented (or not implemented). Good governance is a way of measuring how public institutions conduct public affairs and manage public resources in a preferred way.

Land use planning

The process of regulating the use of land to sustainably plan for the needs of the community and guide the way land is used and developed into the future.

Local government

The administration of a particular municipality with representatives elected by those who live there. Local government is the third tier of government in Australia, administered by the states and territories, which in turn sit beneath the federal tier.

Mayor and Councillors

Elected officials sworn in to represent the community.

Milestones

These are the steps or main phases of a project that work towards a final objective or target. They help to assess progress along the way and identify issues as they arise rather than at the end of the project lifecycle.

Objective/s (in the context of long-term planning)

A succinct statement of the key goal/s being pursued over the medium to long term. They reflect the key components of an intended strategy. They should be SMART (specific, measurable, achievable, realistic and timely) and focus on results and activities.

Operational Plan

A yearly plan detailing how we will achieve the strategies of the Corporate Plan in the following year. The Operational Plan should state what is to be achieved, by which part of Council and by when.

Outcome/s

Describe what the community hopes to see, feel, touch, and hear in the future. Outcomes are commonly referred to as goals. Outcomes are the effect that our activities have on the community.

Performance management—individual

A process that encourages responsibility for improving individual performance and learning needs into meaningful and measurable action plans.

Performance management—organisational

A process that manages the performance of an organisation to improve and maintain

good performance. It involves understanding and acting on performance issues at each level of the organisation and ensures resources are being properly used to meet organisational goals.

Planning Scheme

A requirement under the Planning Act 2016 that coordinates and integrates planning and development matters for a designated local government, including environmental matters and key infrastructure concerns.

Policy

A definitive statement issued at the highest level, which states Council's intent, commitment and/or position to achieve an objective and provides a decision making framework for day-to-day application.

Priorities

Community-defined areas that need focused attention. Priorities are the most important areas to which Council should develop a response (by way of strategy, action plans or projects). Priorities must be measurable as they have a strong link to performance indicators.

Quadruple bottom line (QBL)

An approach to planning and sustainable development that takes into account governance, in addition to the traditional triple bottom line standards of environmental, social and economic sustainability.

Strategic direction

Long-term, forward planning that clearly identifies the future vision (the desired future) for the city.

Strategic Planning and Performance Management Framework – Snapshot

A corporate document designed to assist Mayor and Councillors with strategic decision making. It forms part of, and provides a high level snapshot of, the Strategic Planning and Performance Management Framework.

Strategic vision

A forward planning process that involves the City of Logan community. It considers the internal and external environment to identify a city profile (where are we now?) and emerging trends (where are we going?) It uses this information to develop a long term vision (where do we want to be?) for the city. A vision for a city must belong to and be informed by the community invested in the city, and focus on the long term (generally 20+ years).

Strategy

A medium term plan of action designed to respond to a priority area and which works towards achieving a long-term vision.

Vision (city/community)

A common picture of a community's environmental, social and economic future that is sufficiently long term to allow substantial change from past and current patterns.



Photo by Ron Coutts

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