

Communications Strategy



As adopted by Council on
21 September 2010

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1 Overview

From a comprehensive communication review in 2005-06, a detailed communication plan was developed by consultant Anna Housego which analysed the current situation, and set forward goals and objectives for the future, resulting in a Communication Plan for 2006-09.

Now four years old, the plan is in need of review given changing social trends, communication tools and environment.

The drivers for developing this revised strategy are:

- To review previous objectives and present an updated strategy that builds on past work
- To implement a stronger emphasis on consultation processes
- To consider the use of emerging social media trends and develop an integration plan

This new communications strategy includes input from the earlier plan which will carry forward into the new strategy. Such inputs are referenced throughout.

It is noted that this Communications Strategy applies to the organisation of Burnie City Council, but its scope does not extend to the entities owned by Council.

1.1 Vision

Council has the following vision for communication:

“Council will actively communicate in a welcoming, timely and ethical way that encourages a two-way flow of information and understanding and contributes to improved performance and greater ratepayer and resident satisfaction.”¹

1.2 Core Communication Values

The earlier communication plan identified the following core values which are shown below with additional context about their importance:

Core Value	What it means	What it achieves
Honest	To present the truth	Increased trust between the community and Council
Open	To be transparent and accessible	Increased trust between the community and Council
Timely	To respond quickly and where possible proactively	Acts to reduce concerns that develop from misinformation
Clear	To present messages in an understandable and succinct way	Avoids confusion and achieves a successful message
Consistent	To ensure the message is the same regardless of the communication tool used	Avoids confusion and displays a united Council

¹ Burnie City Council, Communication Plan 2006-09, Anna Housego 2006.

2 Strategic Alignment

Council's Strategic Plan² contains specific goals and objectives relating to communication:

Goal 4	Leadership and Accountability Ensure that Council demonstrates leadership and is accountable to its community through transparent and inclusive decision-making processes and delivering outcomes.
Objective 4.1	Have open, accountable and participatory decision-making processes.
Strategy 4.1.1	Continue to develop and implement Council's community consultation and participation processes.
Strategy 4.1.2	Develop and maintain mechanisms to provide community input into the decision-making processes.
Strategy 4.1.3	Encourage public interest in the business and activities of Council.
Objective 4.2	Be a well informed council and community.
Strategy 4.2.1	Implement and review the Communications Strategy.
Strategy 4.2.2	Maintain a comprehensive understanding of the needs and profile of the Burnie community.

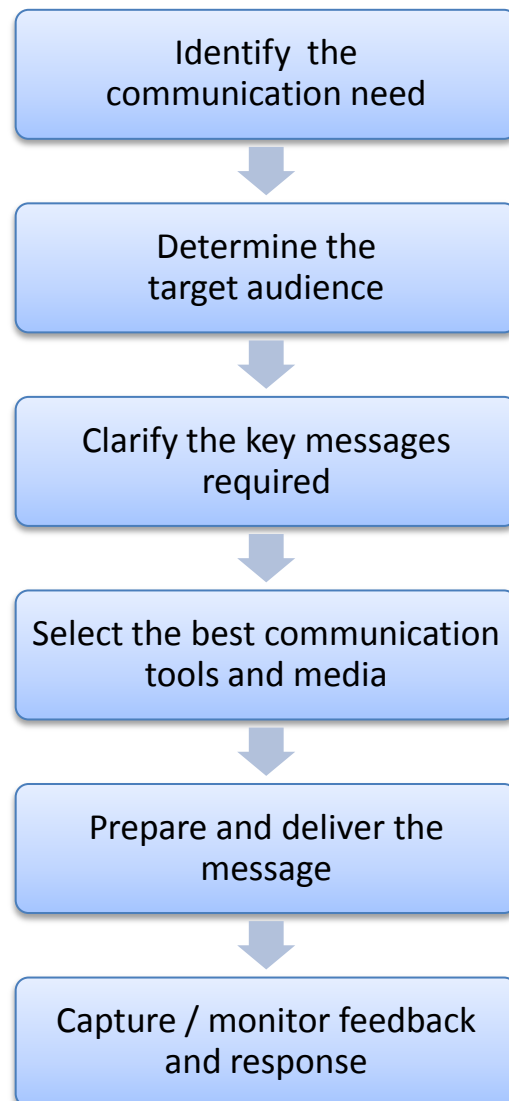
Each Annual Plan prepared by Council develops tasks that focus on delivering outcomes toward the above enduring strategies.

This Communications Strategy strives to underpin the communication goals of the Strategic Plan.

² Burnie City Council Strategic Plan 2006-2011.

3 Communication Process

The following diagram conveys the process of communicating key messages to a target audience:



4 Target Audiences

The 2006-09 Communication Plan identified the following key audiences and their characteristics³:

Elected members and employees	<p>This audience consists of the Mayor, Aldermen, General Manager, Executive Management Team, MANEX, and employees.</p> <p>Elected members are a “public face” of Council, are in regular contact with their constituents, and are frequently approached on a range of matters. Ratepayers and residents have an expectation that elected members will be well informed on Council matters. The role of the Mayor and Aldermen also enables them to be advocates for Council decisions and activities.</p> <p>Managers and staff members also have a crucial role and responsibility in communication, both directly and indirectly, and their active involvement in ongoing development and delivery is essential to achieving successful outcomes.</p> <p>As with elected members, Council’s workforce provides a significant pool of individuals who, if they understand the purpose for decisions and their operational outcomes, can be ambassadors for the organisation.</p> <p>Research shows that effective communication internally contributes markedly to employee retention, development, satisfaction and productivity.</p>
Consumers of Council’s services and facilities	<p>Those who use the City’s services and facilities have a direct interest in Council, its decisions and activities. They include ratepayers, residents, local organisations such as sporting and social clubs, and visitors.</p> <p>While it is important that ratepayers, residents and community</p>

³ Table of Audiences – Burnie City Council Communication Plan 2006-09 Anna Housego, 2006.

	<p>groups have a positive overall view of Council, and confidence in its capacity and effectiveness, they often also need specific information in relation to immediate requirements impacting on services and facilities.</p> <p>The challenge with this key audience is to build and preserve good will.</p> <p>Communication in relation to visitors has to occur within a tourism-based framework in order to both attract visitors and to meet their expectations and needs once they show up. This requires communication in advance of the visit and once they are in the City.</p>
Influencers	<p>These are stakeholders who have the capacity to influence the views and perspectives of other Council audiences. They include:</p> <ul style="list-style-type: none"> - Politicians, both State and Federal; - Media; - Community leaders; - Business leaders; - Prominent local organisations; and - Interest groups. <p>This audience relies substantially on ongoing relationship development and the opportunity for two-way communication.</p>
Providers	<p>These are the State and Federal Government agencies and employees, as well as non-government organisations, who provide funding or other forms of support. Many have partnership arrangements at some level, often project-based.</p> <p>Relationship development is also important for this audience, along with the chance to remain up to date on specific projects or matters, to have input where desired, and to receive an appropriate level of public recognition for their contribution.</p>

Furthermore, Council can have various sub-sets of audiences, depending on the communication need. Following are examples but not limited to:

Community groups	Community groups play a valuable role in the provision of vital services to the community, often through voluntary roles in services spanning the arts, sports and recreation, health and welfare.
Project stakeholders	Each and every project undertaken by Council, whether it be construction of new facilities, development of new programs, changes in council services, consultation for new plans and strategies, will draw a unique set of stakeholders that have an interest in that project.
Tourists and visitors	As identified above, visitors to the city are a unique target audience that require a specific message and framework.
Generational sub-sets	Generational sub-sets of audiences are important from the aspect of different communication tools that best meet different audiences, for example the emergence of social media in reaching the younger generation.
Internal audiences	Council has an important role in managing internal communication and decision-making processes amongst its staff and organisational teams.

5 Key Messages

The importance of developing key messages is to ensure both **consistency** (the same message through different mediums) and **clarity** (a clear and succinct message).

At a broad level, Council has a range of key corporate messages that are outlined in its Strategic, Corporate and Annual Plans. This level of message is determined through a significant deliberation process and then agreed through an approval process.

At a day to day level, key messages must be developed for a wide range of purposes. These messages often do not have the luxury of significant time to deliberate and articulate, but the process of firstly identifying and then delivering the key message is just as critical in order to deliver a successful key message in any circumstance.

Key messages can be required in a variety of circumstances, for example:

- To provide information
- To receive and address complaints
- To provide project or progress updates
- To gather feedback and consultation
- To give promotional messages
- To drive or respond to current issues affecting the community

In terms of media coverage, it is preferable that messages be proactive rather than reactive and that Council communicates openly with the media in order to maximise public knowledge and understanding of its policies, activities, services and issues impacting on the community.

5.1 Guiding Principles for Developing a Key Message

The following guiding principles provide a framework for developing a key message:

Is the message ethical, legal and factual?

Does the message align to Council's strategic plan?

Does the message align to relevant Council policies?

Does the message align to Council's position?

6 Roles and Procedures

6.1 Media Contact

Council understands that media attention plays an important role in communicating with the public. More importantly an accurate public perception of Council and what it does is vital to effective communication. Council has a process in place where all media enquiries are firstly directed to the **Communications Officer** and then a spokesperson and suitable response (if appropriate) is established through the following framework.

6.2 Council Spokesperson

The guiding principle for Council's media contact is that reporters should talk with the most knowledgeable person on the particular topic, within the following framework of spokesperson responsibilities:

1. The Mayor will be the primary spokesperson for Council on matters of policy and Council decisions. This function may be delegated to the Deputy Mayor in the Mayor's absence.
2. The General Manager will be the spokesperson for Council on issues of fact and relevance to the management of Council.
3. Managers (or on their delegated co-ordinators) may be the spokesperson for matters relating to operational or routine matters in their areas of responsibility.

The role of the Mayor as spokesperson is based upon Section 27 of the Local Government Act 1993, which sets out the following provisions for Mayors and Deputy Mayors in relation to being a spokesperson for Council:

- 27 (1) *The functions of a mayor are –*
(b) to act as the spokesperson of the council;
- 27 (1A) *The mayor or deputy mayor is to represent accurately the policies and decisions of the council in performing the functions of mayor or deputy mayor.*
- 27 (2) *The deputy mayor is to act in the position of mayor and exercise the powers and perform the functions of mayor if –*
(a) The mayor is absent; and
(b) The mayor or the council, by notice in writing, appoints the deputy mayor to act in the position
- 27 (2A) *The mayor, by notice in writing, may delegate for a specific period –*

- (a) *The function referred to in subsection (1)(b) to the deputy mayor, a councillor or the general manager;*
- 27 (3) *An appointment under subsection (2) remains in force –*
- (a) *For the period specified in the notice; or*
- (b) *Until sooner revoked.*

6.3 Procedure for dealing with the Media

The following process should be observed where a spokesperson is required to deal with the media.

1. Firstly determine whether a response is appropriate or not. In some cases, a response may not be warranted or constructive, but Council should always seek to remain open and transparent.
2. Where a response is required and a spokesperson determined, they should liaise with the Communications Officer on developing a media release (for all media) or media comment (for specific media/requests).
3. If a photo is required to accompany the media release to promote a certain project or event, it can be taken by the Communications Officer.
4. The General Manager must approve all written media releases.
5. All media releases are to be presented on the Council's official media release template, which is accessed by the Communications Officer.
6. All media releases are sent to media contacts by the Communications Officer.
7. All media releases are saved on Council's website and the link is sent to Aldermen and all staff on the same day they are issued to the media.
8. Newspaper articles are scanned and saved by the Communications Officer daily.

6.4 Media Exceptions – Emergencies

Under circumstances of emergency, critical incident management and disaster recovery, the above roles and procedures will not apply. Communication processes will be superseded by the appropriate emergency management plans, including but not limited to:

- Burnie City Emergency Management Plan
- Standard Operating Procedures for Burnie City Council (Affected Area Recovery, Community Re-establishment, Recovery Centres)
- North West Region Emergency Management Plan
- Tasmanian Emergency Management Plan

7 Audience-Centred Strategies

7.1 Current Initiatives

The following table demonstrates the current communication tools in place for the four key audience categories identified above. From time to time, communication tools may change to continually improve the effectiveness of delivering the message in a way that best reaches its audience at the time.

Audience	Key Purpose	Current Communications Tools
Elected members and employees	To facilitate communication between Council representatives at all levels, to ensure a well-informed organisation, and ownership of corporate goals and objectives.	Workshops (Aldermen) Council Meetings (Aldermen, EMT) Intranet (Staff) Community Forums (Aldermen) GM's Briefing (Aldermen, EMT) Extranet (Aldermen, EMT) The Communicator newsletter (Staff) Staff Meetings (Staff) Team Meetings (Staff) HR Update (Staff)
Consumers of Council's services and facilities	To provide access to comprehensive information about Council's services, facilities and regulatory environment; as well as communicate the positive messages of what is happening in Burnie.	Media Releases Burnie City Council website Customer Services (face to face) Burnie Community News Annual Plan and Budget Estimates Guide to Services Annual Report Associated websites (BAFC, Discover Burnie) Newspaper articles (Coast to Coast, Mayors Message, Community Update ad) Public Notices Radio (weekly segment) Brochures Departmental newsletters

		Promotional campaigns One-to-one communication Noticeboard displays
Influencers	To build and maintain strong relationships with those in roles of influence and significant stakeholders.	Fostering strong personal relationships Community Forums Advance Burnie Consultation sessions Specific events Networking Burnie
Providers	To build and maintain strong relationships with government and non-government agencies.	Ongoing strong relationships

7.2 New communication initiatives

The following new communication initiatives are identified for action:

1. Establish six-monthly community forums in the area of community development.
2. Implement a changing Q&A section on the website that deals with current issues.
3. Provide in-house media training to assist key staff and elected representatives in understanding the role of media in Council's public image.
4. Further develop the extranet for aldermen and provide training on its use.
5. Develop the range and currency of information available on the website to ensure consistency and support to Customer Services.

8 Consultation Strategies

8.1 Consultation

The purpose of consultation is to seek feedback on a specific issue.

Consultation in the local government setting has been defined as:

“The process of informed communication between the Council and the community on an issue prior to the Council making a decision or determining a direction on that issue.”⁴

Consultation is a tool that assists in making a decision. A council is elected to make those decisions. Consultation ensures that those affected by decisions are able to have their voice considered in those decisions.

Consultation does not mean that those consulted are joint decision-makers or are making a vote on an issue. It means that their voices will be taken into account and considered before a decision is made by those elected to do so.


Therefore consultation cannot be ‘in word only’. There should be evidence that consultation is genuine, and that it is not too late in the process to affect change. In other words, the results of consultation will be considered and potentially influence the end result.

⁴ VLGA Community Consultation Resource Guide 2001

8.2 Consultation Context – The continuum of engagement

The International Association for Public Participation (IAP2) has developed the following continuum of engagement, which is helpful for understanding what consultation is and what it is not, and how increasing levels of public impact can be engaged. The level of community impact increases as the level of engagement increases.

Spectrum of Public Participation:



	Inform	Consult	Involve	Collaborate	Empower
Public Participation Goal	To provide the public with balanced and objective information to assist them in understanding the problem, developing alternatives, or solutions.	To obtain public feedback on analysis, alternatives, or decisions.	To work directly with the public through the process to ensure that public and private concerns are consistently understood and considered.	To partner with the public in each aspect of the decision including the development of alternatives and the identification of the preferred solution.	To place final decision making in the hands of the public.
Promise to the Public	We will keep you informed.	We will keep you informed, listen to and acknowledge your concerns, and provide feedback on how public input influenced the decision.	We will work with you to ensure that your concerns and issues are directly reflected in the alternatives developed and provide feedback on how public input influenced the decision.	We will look to you for direct advice and innovation in formulating solutions and incorporate your advice and recommendations into the decisions to the maximum extent possible.	We will implement what you decide.
Example Techniques	Fact sheets; Web sites; Open houses;	Public comment; Focus groups; Surveys; Public meetings	Workshops; Elector polls	Community advisory committees; Consensus-building; Participative decision-making	Ballots; Delegated decision

Source: IAP2 Spectrum of Engagement (www.iap2.org) – Example techniques adapted for Australian context

Sometimes Council has a need to simply provide information about a council decision or service, or it may need to educate the community about an issue. In these cases, the purpose should be clearly identified so that the community's expectations are not confused with consultation.

Effective consultation aims to:

- Give accurate information
- Gain broad perspectives and points of view
- Facilitate the sharing of opinions
- Draw out new ideas, thoughts or approaches
- Positively manage conflict in a mutually respectful environment
- Enable council decisions to take into account the views of its stakeholders

Consultation can be through a range of both structured and non-structured processes.

8.3 Principles for effective consultation:

1. Consultation should take place earlier rather than later in the decision-making process, but with a balance of being advanced enough to provide adequate information for effective consultation.
2. Consultation should offer more than one medium for feedback, input and discussion, in order to suit different audience styles of communication.
3. Consultation should provide adequate time frames for the stages of notification, consideration and response.
4. Consultation should seek a broad representation from the community and relevant stakeholders in order to be effective; the more views the better.
5. Consultation feedback should be collected and reported accurately back to the decision-makers.
6. The decision-making process should be able to demonstrate the involvement of consultation and its contribution to the decision.
7. Consultation can be strengthened through regular engagement with various audiences to build relationships of trust.

8.4 Examples of consultation methods

These include, but are not limited to:

- Open-house sessions – conducted specifically for target audiences affected
- Focus groups – used in order to establish an in-depth response from a sample group
- Online collaboration – using blogs, forums, social media, consultation software

- Website information – offering download information and email response link or feedback forms
- Atrium displays and contact person – providing a display of printed materials and a contact person for discussion.
- Media coverage – radio and newspaper articles providing awareness and correspondence links.
- Advisory Committees – as an avenue for obtaining specialist input.
- Online surveys – to collect and analyse data opinions and attitudes to issues.

8.5 New consultation initiatives

1. Explore community engagement and consultation models being used in other areas.
2. Develop a consultation plan template to ensure a planned approach for consultation need.
3. Implement engagement strategy of meeting one community group per month.

9 Social Media and Web 2.0

9.1 Opportunities arising

The fast rise of social media and Web 2.0 collaborative tools is a trend that cannot be ignored by any organisation, as it presents one of the major tools for communicating amongst the approaching generations. Messages communicated through social media can have instant impact, reaching a wide mass of individuals.

Unlike older forms of online communication (predominately one-way or two-way) it is interactive, multi-directional and collaborative, taking into account multiple opinions.

Social media refers to tools used for social interaction and networking. Examples of contemporary social media include:

Facebook – Websites that creates networks of people with similar interests and enriches communication by delivering information to these groups that is open for community comment and collaboration.

Twitter – A combination of social networking and blogging that allows users to post short messages to be delivered to an online community of ‘followers’ from a web page or by SMS.

Youtube – Website that provides an easy to use platform for anyone with online access to upload and share videos that can be commented on and used by other community members.

Flickr – Website that provides an easy to use platform for anyone with online access to upload and share photos and images that can be commented on by other community members.

Use of social media sites is free and accessible to anyone.

Web 2.0 collaborative tools refer to websites designed to facilitate discussion around a central topic. Examples include:

Blogs – Websites that enable authors to publish articles chronologically that can be commented on by the audience.

Forums – A website that allows people to post questions or discussions for the community to respond to.

Wiki's – Collaborative websites for groups of people that are able to create, update and link web pages to build a body of knowledge.

Whilst the use of these sites is free to users, there is expense involved from Council's point of view in establishing the online environments through a purchased Content Management System, which will require an allocation of resources in the budget process.

9.2 Establishing a moderating framework

The use of social media and Web 2.0 tools in the Council environment present a strong opportunity to expand consultation and engagement, and to deliver key messages direct to audiences without channelling messages through the media where control over the message can be reduced.

However the use of such tools requires an established framework for monitoring and moderating discussion where required. Whilst the intent of such tools is to provide a transparent and genuine discussion forum, there must be some boundaries enforced and considerations undertaken prior to commencing:

For example:

- How will discussion be moderated (what criteria is established that can be consistent despite the moderator) – for example, when does a comment become offensive.
- What resources will be required for moderating? (how much time will it take, and who will do it to cover all times)
- How will information be collected and stored when required? (for example, if used for consultation, how can information be gathered and reported)
- How will staff input be recorded for future reference if it is considered advice?

9.3 New social media initiatives

1. Pilot test the use of collaborative blogs and forums in a small web environment through the new Youth Web Site.
2. Investigate the merits of various social media and prioritise an action plan for implementation of the most effective tools for Council.
3. Develop framework of moderation tools and procedures.

10 Online Communications Framework

There are four key areas that can be delivered by Council in the online environment:

- Customer Service
- Promotions, Marketing and Events
- Internal Communications
- Consultation

The table below sets out the broader objectives and strategies for each area.

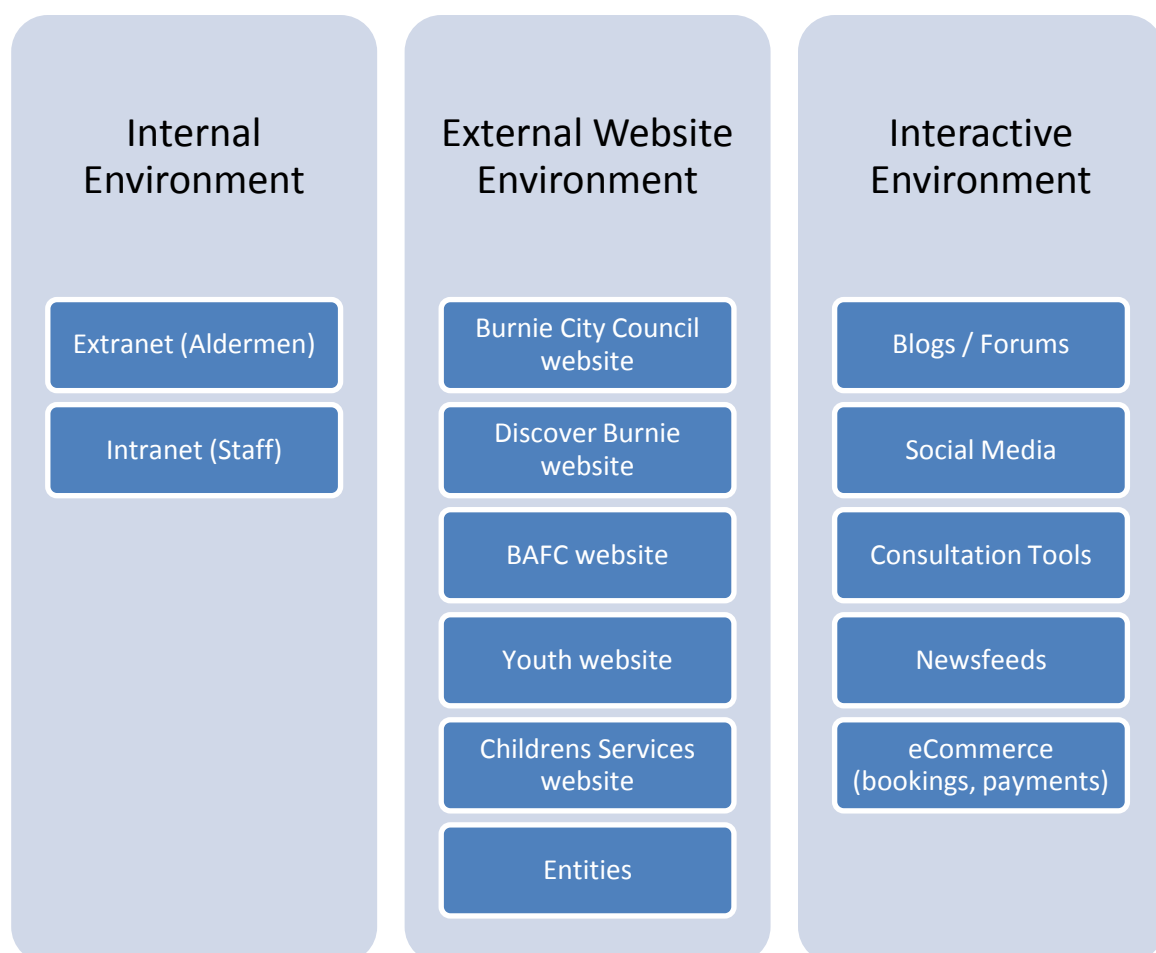
Key Area of Online Service	Objectives	Strategies
Customer and Information Services	Ensure stakeholder service delivery is consistent in both online and offline customer service channels to provide information so that customers have access to reliable information from anywhere at anytime.	<ul style="list-style-type: none"> – Promote Council websites as an entry point for online public information and services that provide accurate and consistent information to internal and external stakeholders. – Integrate the Electronic Document Management System (EDMS) into online platforms to ensure documents are current and always provide a ‘single version of the truth’.
	Promote Council websites as a tool for customer self-service to improve service efficiency and quality.	<ul style="list-style-type: none"> – Ensure Council employees are confident with and knowledgeable about Council websites so that customers can be redirected to relevant areas for online self-service.
Promotions, Marketing and Events	Ensure websites reflect the brand, profile and key messages to support Burnie’s marketing strategies.	<ul style="list-style-type: none"> – Ensure business units work collaboratively to produce consistent branding and messages in both the online and offline environments.
	Use online marketing and promotion as a key opportunity to enter new intrastate, national and	<ul style="list-style-type: none"> – Improve and maximise current websites by investigating new opportunities for online marketing and promotion. – Implement Web 2.0 tools for the

	global marketplaces to improve Burnie's profile in the tourism industry.	<p>development of an online tourism community so that user-generated content can be maximised for further marketing and promotion opportunities.</p> <ul style="list-style-type: none"> – Develop a new sales channel for tourism and marketing by implementing eCommerce functionality into relevant websites.
	Exploit opportunities to promote local events, performances and media across multiple Council websites to increase potential audiences.	<ul style="list-style-type: none"> – Ensure CMS functionality publishes content across multiple websites to increase advertising and promotion opportunities to reach broader audiences. – Investigate social networking sites to extend and support Council websites in order to reach broader audiences.
Internal Communications	Provide a central point to access current and historical information.	<ul style="list-style-type: none"> – Expand Intranet and Extranet functionality to improve service delivery. – Promote Intranet and Extranet as a tool for internal communications.
Consultation	Implement new community collaboration and engagement by utilising Web 2.0 and social media platforms to improve Council accountability, transparency and decision-making.	<ul style="list-style-type: none"> – Source appropriate technology to facilitate collaborative online service for deployment on Council websites. – Investigate using contemporary social networking sites as a medium for community collaboration to extend demographic profiles for improvement of participation rates and representation levels. – Implement policies, procedures and processes for administration and implementation of Web 2.0 online collaborative tools.

10.1 New online initiatives

1. Roll out the new Burnie City Council website (stage one).
2. Launch the youth website with collaborative tools as a pilot project.
3. Establish the web management team.
4. Determine new content management system for collaborative tools.
5. Explore potential newsfeed option for website.
6. Develop stage two of the new Burnie City website (extended areas, collaboration tools).

The following diagram represents Council's online communications framework that is progressively under development:



11 Communication Plan 2010-2012

The following table summarises the key actions from chapters 7 to 10 throughout this document, together with their responsible areas.

New Communication Initiatives (Ch 7)

<i>Action</i>	<i>Achieve by</i>	<i>Responsible</i>	<i>Resource</i>
Establish six-monthly community forums in the area of community development.	June 2011	Community & Economic Development	Recurring operational budget
Implement a changing Q&A section on the website that deals with current issues	December 2010	Communications	Recurring operational budget
Provide in-house media training to assist key staff and elected representatives in understanding the role of media in Council's public image	June 2011	Communications	Recurring operational budget
Further develop the extranet for aldermen and provide training on its use.	June 2011	Strategic and Governance	Recurring operational budget
Develop the range and currency of information available on the website to ensure consistency and support to Customer Services.	June 2011	Strategic and Governance	Recurring operational budget

New Consultation Initiatives (Ch 8)

<i>Action</i>	<i>Achieve by</i>	<i>Responsible</i>	<i>Resource</i>
Explore community engagement and consultation models being used in other areas.	December 2011	Community & Economic Development and Communications	Recurring operational budget
Develop a consultation plan template to	December	Strategic &	Recurring

ensure a planned approach for consultation need.	2010	Governance	operational budget
Implement engagement strategy of meeting one community group per month.	June 2011	Community & Economic Development	Recurring operational budget

New Social Media Initiatives (Ch 9)

Action	Achieve by	Responsible	Resource
Pilot test the use of collaborative blogs and forums in a small web environment through the new Youth Web Site.	June 2011	Web Developer and Youth Officer	Recurring operational budget
Investigate the merits of various social media and prioritise an action plan for implementation of the most effective tools for Council.	June 2011	Communications	Recurring operational budget
Develop framework of moderation tools and procedures.	June 2011	Strategic & Governance	Recurring operational budget

New Online Initiatives (Ch 10)

Action	Achieve by	Responsible	Resource
Roll out the new Burnie City Council website (stage 1)	October 2010	Web Developer	Recurring operational budget
Launch the youth website with collaborative tools as a pilot project.	January 2011	Web Developer & Youth Officer	Recurring operational budget
Determine new content management system for collaborative tools.	June 2012	Web Developer	Additional resource required 2011-12

Establish the web management team.	December 2010	Strategic & Governance	Recurring operational budget
Explore potential newsfeed option for website.	June 2011	Communications	Recurring operational budget
Develop stage two of the new Burnie City website (extended areas, collaboration tools).	June 2012	Web Developer	Additional resource required 2011-12