

# **Addressing Active Living through Councils' Integrated Planning and Reporting Framework**

**A Resource prepared for the NSW Premier's  
Council for Active Living and the NSW  
Division of Local Government, Department of  
Premier and Cabinet**

Prepared by  
Dr Danny Wiggins

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The Project was managed by Lauren Templeman, Senior Project Co-ordinator with the Premier's Council for Active Living NSW (PCAL) © 2010. The document was prepared by Dr Danny Wiggins, with the guidance of a Steering Committee consisting of Lauren Templeman, Karen Paterson (Manager Policy and Research, Division of Local Government, Department of Premier and Cabinet), Helen Johnson (Senior Policy Officer – Public Health, NSW Local Government and Shires Associations) and Karin Bishop (Western Sydney Regional Organisation of Councils). Input was also provided by Peter McCue (Manager, PCAL) and a Reference Group comprised of Local and State Government representatives.

## **For more information**

Contact: The NSW Premier's Council for Active Living  
Level 3, 80 William Street, Sydney NSW 2001  
Phone: (02) 9219 2438 Fax: (02) 9219 2424  
[www.pcal.nsw.gov.au](http://www.pcal.nsw.gov.au)

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# **A Resource to assist councils to address active living through the Integrated Planning and Reporting Framework**

## **1. Introduction**

Active living matters are a good example of the need for coordination, as they must cross over council functional boundaries in order to achieve their potential impact. Many councils already address active living in their communities, for instance, by ensuring readily available walking tracks, quality open spaces, or the availability of physical activities for a local community. However, these have not been traditionally recognised as ‘active living’ actions. The new Integrated Planning and Reporting (IPR) framework provides an opportunity to focus and reflect this priority through Council’s strategic planning processes.

The Active Living IPR Resource has been prepared for the Premier’s Council for Active Living (PCAL) and the New South Wales Division of Local Government, Department of Premier and Cabinet (DLG). It provides guidance to councils (and other interested parties) on how to address active living principles and practices as councils prepare and implement the new IPR Framework.

The guidance is based on legislative requirements contained in the *Local Government Act 1993* and regulations, the DLG *Planning and Reporting Manual for local government in NSW* (referenced in the Resource as the IPR Manual 2010) and a review of the Community Strategic Plans (CSPs) and experiences of the councils who endorsed their CSPs in June 2010 (Group 1 councils). In addition, the coverage and treatment of other elements of the IPR Framework is based on a detailed review of the experiences of six representative Group 1 councils (in size and location). The review consisted of analysis of documents, interviews and follow-up correspondence with key staff members.

The Resource is presented in nine sections. Sections 2 - 4 outline what active living is, the scope of the resource, and a summary of the key elements of the IPR Framework. Sections 5 – 9 discuss in detail how active living can be addressed through each of the key elements of the Framework: community engagement process, CSP, the Resourcing Strategy, Delivery Program, Operational Plan, and performance measurement. Throughout the Resource, examples of active living, tips for councils, and key information have been highlighted in boxes for easy reference.

## **2. What is active living?**

Active living refers to opportunities for incorporating physical activity into routines of daily life as well as for sport and recreation (PCAL, June 2010). Encouraging and enabling active living in everyday life is a key element of public health promotion. The Ottawa Charter for Health Promotion (WHO 1986) recognises the multidimensional aspects of health; that ‘political, economic, social, cultural, environmental, behavioural and biological factors can all favour health or be harmful to it’. In order to improve health, it suggests the need to advocate, enable, mediate, and:

- build healthy public policy
- create supportive environments
- strengthen community actions
- develop personal skills
- reorient health services

In relation to ‘creating supportive environments’, the Charter notes that ‘the inextricable links between people and their environment constitutes the basis for a socio-ecological approach to health. The way society organizes work should help create a healthy society. Health promotion generates living and working conditions that are safe, stimulating, satisfying and enjoyable. Systematic assessment of the health impact of a rapidly changing environment – particularly in areas of technology, work, energy production and urbanization - is essential and must be followed by action to ensure positive benefit to the health of the public. The protection of the natural and built environments and the conservation of natural resources must be addressed in any health promotion strategy’.

This Resource primarily addresses the creation of supportive physical and social environments, but recognises the need for action in the other key health promoting areas identified within the Charter.

In NSW, the promotion of active living is a State government priority. This is evidenced by the priorities in the NSW State Plan (2010), the NSW Department of Planning’s Position Statement on Active Living and the formation and activities of Premier’s Council for Active Living (PCAL), which aims to build and strengthen the physical and social environments in which communities engage in active living. PCAL comprises senior representatives from across government, industry and the community sector. It was established in 2004 and follows on from the NSW Physical Activity Taskforce, which met between 1996 and 2002.

At the local government level, encouragement of physical activity is a long standing activity of councils, as well as being promoted by the DLG and the Local Government and Shires Associations of NSW (LGSA). For instance, the DLG publication ‘Creating Active Communities’ (2006) contains a wealth of information on councils’ roles and responsibilities, including extensive local case studies. The LGSA policy statement recognises that ‘Local Government shares the vision where all Australians are actively involved in social activities, sport, community recreation, fitness, outdoor recreation and other physical activities’.

### **3. The scope of active living at the local government level**

One of PCAL’s goals is to facilitate and encourage active living through promoting supportive physical and social environments. Supportive physical environments should have features such as:

- clean air
- density and mixed uses (convenience shopping) in centres (aligned with corridors)

- attractive and safe centres (with end-of-trip facilities such as secure bicycle racks and change rooms)
- good connections between centres and neighbourhoods
- a network of readily accessible, safe and attractive open spaces (for all ages, ethnicities, ability-levels and socio-economic groups); including “natural areas”
- efficient, attractive and safe pedestrian and cycleway system connections (to centres and key destinations)
- efficient and accessible public transport
- managed parking supply (appropriate to nature of centres and public transport links)

The control and management of physical environments is a long-standing activity of councils who have responsibilities in relation to the following:

- Land-use planning, including location, siting and design of private development (housing, commercial and industrial and special uses), parks, reserves and other recreation/ sporting/ community facilities
- Management of the public domain (streets, tree planting)
- Urban design (including streetscape enhancement and maintenance)
- Infrastructure provision and maintenance (also including open space)
- Transport and traffic, including pedestrian and bicycle plans
- Natural resource management
- Development assessment – site specific accessibility, amenity, safety and other issues
- Development contributions (as a funding source)
- Directional and explanatory signage
- Waste management (safety and amenity)
- Air quality

In relation to social environments, council services which contribute to the community’s health and well-being are also long-standing activities. They provide facilities, programs and projects related to active living, for example:

- Social Plans
- Health Plans
- Disability action plans and access policies
- Healthy community initiatives
- A range of community development programs and projects (for all ages, ethnicities and ability-levels)
  - health education
  - forums
  - sporting/ fitness programs
  - building social networks/ promoting participation
- Events organization and management
- Economic development programs
- Provision of affordable housing/ aged persons accommodation
- Community safety programs
- Community transport
- Cultural development
- Human resource/ occupational health and safety/ healthy workplace strategies

It is these activities that fall within the scope of the advice provided within this Active Living Resource. The Resource does not consider other public health services provided by councils, such as medical services, home and aged care services (such as meals on wheels), the operation of childcare facilities, food regulation/security/education or alcohol management.

Finally, not all environmental and social actions are a local responsibility. Another PCAL goal is to 'build sustainable partnerships across the public, private and non-government sectors' (PCAL 2010). This is also an aim of the IPR Framework, and is emphasised in the DLG's 'Creating Active Communities' Guidelines: Physical Activity Guidelines for Local Councils (DLG 2006). As a result, the scope of this Resource also extends to local (and regional) needs which are beyond council responsibilities, but can be addressed in an advocacy role. For example:

- Regional and sub-regional planning
- Public transport provision and improvement
- Regional/ sub-regional sporting and recreation facilities: provision and grant funding
- Funding for community development/ preventative health programs

#### **4. What are the Integrated Planning and Reporting Framework's key elements?**

The IPR Framework was introduced by amendments to the *Local Government Act 1993* (with accompanying Regulation and Guidelines) in 2009. It requires councils to undertake 'whole-of-Council' long, medium and short term planning, covering the following key elements:

- Community Engagement Strategy
- Ten Year (minimum) CSP
- Resourcing Strategy
- Four Year Delivery Program
- Annual Operational Plan
- Annual Report
- Monitoring and evaluation (at all levels)

The key elements fit together in a logical sequence, as shown in Figure 1.



Figure 1: Key elements of the IPR Framework

The CSP, based on the outcomes of community engagement, establishes a vision and goals which flow through consideration of the Resourcing Strategy to the nuts and bolts of a four year Delivery Program and annual Operational Plan; all subject to ongoing monitoring and evaluation.

The framework promotes vertical integration, with objectives cascading through to implementation; and horizontal integration, across council functional areas'.

#### 4.1 Community Engagement Strategy

The *Local Government Act 1993* requires councils to prepare and implement a Community Engagement Strategy for engagement with the local community in developing and reviewing the CSP. The Strategy is to be based on social justice principles for engagement with the community (including other stakeholders, such as State Agencies),. The Strategy is the means of tapping the aspirations and priorities of the whole community to ensure that the CSP is community driven.

While the IPR Manual (DLG, 2010) is not prescriptive in terms of format and detail, two essential elements are listed:

- As a minimum, the Strategy must identify relevant stakeholder groups within the community and outline methods of engaging each group
- Due consideration must be given to the expected levels of service expressed by the community when preparing the CSP.

## 4.2 Community Strategic Plan (CSP)



### Key Information

The Community Strategic Plan is the highest level plan that a council will prepare. The purpose of the plan 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 its aims and aspirations.

While a council has a custodial role in initiating, preparing and maintaining the Community Strategic Plan on behalf of the local government area, it is not wholly responsible for its implementation. Other partners, such as State agencies and community groups may also be engaged in delivering the long-term objectives of the plan.'

(DLG, IPR Manual. 2010: 17)

Firstly, there are the requirements of the *Local Government Act 1993* and the DLG Guidelines. A CSP must:

- be developed and endorsed by Council
- 'Identify the community's main priorities and aspirations for the future'
- include a 'community vision statement'
- establish strategic objectives together with strategies to achieve those objectives
- address social, environmental, economic and civic leadership issues
- be 'based on social justice principles of equity, access, participation and rights'
- include 'assessment methods' for whether CSP objectives are being achieved
- 'give due regard' to the State Plan and other relevant State and regional plans
- be placed on council's website and be provided to the DLG
- have a minimum timeframe of 10 years
- be reviewed every four years - first review by 30 June 2013 (after the next council election cycle)

Secondly, there are a number of optional matters. A CSP may:

- have a timeframe of more than 10 years
- identify 'key projects' that will help deliver the CSP, addressing multiple objectives
- distinguish between on-going programs and strategic initiatives
- distinguish between operational and capital programs

The IPR Manual (DLG, 2010) requires a CSP to be developed and delivered as a partnership between council, State Agencies, community groups and individuals.

### 4.3 Resourcing Strategy

In order to be realistic about available resources to implement the community vision and aspirations, councils need to prepare a Resourcing Strategy which covers longer term financial planning, workforce management planning and asset management planning.



#### Key Information

Council sorts out which of the strategies outlined in the Community Strategic Plan are its direct responsibility and which are the responsibility of other agencies/groups. Council prepares long term financial plans for those matters which are its responsibility and prepares projected costings based on the level of service required by the community. The projections should consider matters such as the need for special variations to general income. Work commences on the development or review of the Asset Management Strategy. Strategies which are not Council's responsibility are brought to the attention of other agencies or organisations. Partnership arrangements are encouraged. By this stage, a risk assessment should be developed.

(NSW Division of Local Government, IPR Manual. 2010: 12)

### 4.4 Delivery Program

The four year Delivery Program should include all principal activities undertaken by Council during its term of office derived from the CSP. All plans, programs and projects (or 'principal activities'), and funding allocations must be included in this Program. The Program is what Council decides it will do to fulfil its responsibilities and implement activities that will achieve the aspirations and priorities established by the CSP (and subject to the 'reality check' of the Resourcing Strategy). The four year Delivery Program corresponds with the council electoral cycle and is the key accountability mechanism for Council: a 'central reference point for decision making and performance monitoring' (DLG, IPR Manual 2010: 87)

It is at the Delivery Program stage that specific responsibilities are allocated for principal activities and the monitoring of their success.

### 4.5 Operational Plan

The annual Operational Plan is even more specific. It is a detailed sub-set of the Delivery Program, adopted before the beginning of each financial year and detailing the individual actions (projects and activities) that will be undertaken. It must also include a Statement of Council's Revenue Policy. The Operational Plan allocates responsibilities for each action.

### 4.6 Monitoring, evaluation and annual reporting

Performance measurement is not new, being a feature of the current management planning process. The new framework extends this to require the establishment of key performance indicators not only at the Delivery Program level, but also in relation to the

higher order goals and objectives in the CSP (through preparation of a 'report-card' at the end of the council term). Such measures would feature in Council's annual reporting.

Council must prepare an annual report within five months of the end of the financial year. The report outlines the council's achievements in implementing its Delivery Program. In the year of the ordinary election, it will also include an outline of achievements in implementing the CSP.

## **5. Where to start: raising active living through the community engagement process**

The *Local Government Act 1993* requires councils to prepare and implement a Community Engagement Strategy, based on social justice principles, for engagement with the community in developing and reviewing their CSPs. The IPR Manual (DLG, 2010) requires the identification of relevant stakeholder groups (and appropriate engagement methods), and for due consideration to be given to expected service levels.

Councils will also need to consider the type of background information that should be provided to promote discussion.

### **Tip for councils: Background material for community engagement on active living**

There are a number of matters relating to active living that could be provided in the background information:

- Basic data on the health of the local community. There is a range of sources for such health data. For instance, via the Australian Bureau of Statistics, Department of Health website or the Social and Health Profiles for LGAs compiled by some Area Health Services.
- Active living priorities in the NSW State Plan, State Health Plan and other regional plans/strategies
- Council's legal obligations: Council's Charter and social justice principles
- Existing council service and regulatory activities that directly relate to active living (eg. open space and recreation; roads, cycleways and footpaths).

Consideration should also be given to utilising recent, relevant consultation and survey work undertaken by the council and State agencies.

### **Tip for councils: Raising resourcing at the engagement stage**

In the context of active living and, given the direct implications for asset provision and management, it is suggested that a 'preliminary' overview of resourcing issues be prepared to coincide with community engagement, preceding the CSP (and included in the background/briefing material). This would assist the community to nominate priorities, acceptable service levels and condition of assets.

The choice of participation/ consultation mechanisms depends on the location and size of the council and the nature of the local community. A sequenced program of general information sessions followed by specific, targeted workshops/ focus groups (reflecting community interests/ concerns) is a simple model. Councillors should be briefed/ workshopped at key points in the engagement process.

In relation to active living, most case study councils held sessions on health (and specifically on active living and/ or 'Getting Around'). The case study councils utilised a broad range of other engagement methods:

- Random telephone surveys
- Newspaper advertisements and articles
- Letterbox drops (eg. "postcards" about the consultation)
- Study groups, workshops, reflecting demography and spread of interests
- A web-forum
- 'Have a say days' or open days
- Ongoing customer satisfaction surveys
- Staff surveys

One small rural council emphasised the importance of using established connections and informal engagement, in addition to a formal structured program. Use can be made of existing section 355 Committees and other local user groups, such as sporting and progress associations.

 **Tip for councils**

Given the significance of connectivity and access for active living, councils may wish to consider a spatial component to engagement – map-based discussions of local areas, highlighting location of transport connections/ open space, access and mobility. Discussing localities in this familiar fashion can help to highlight issues and problems.

State agencies are key players and should be involved at this stage. From discussions with the case study councils the following suggestions were noted:

- The main agencies with a stake in active living are Communities NSW - Sport and Recreation, Department of Environment, Climate Change and Water, Department of Human Services - Housing NSW, Department of Planning, NSW Health, NSW Police Force, Roads and Traffic Authority and Transport NSW
- Consideration of timing – a forum for all relevant agencies after a draft CSP has been prepared: 'something for them to consider'; also early notice/ informal negotiation of dates
- Targeting particular senior staff, with previous interest and expertise in active living matters
- Utilising the Department of Premier and Cabinet's Regional Manager's Network as a mechanism to encourage participation.
- Regional Organisations of Councils' (ROC) meetings as a way to minimise the load on State agencies (and to raise and coordinate cross-boundary matters)
- Negotiating protocol or Memoranda of Understanding as mechanisms for promoting involvement. Such agreements do not need to set specific

commitments and timeframes and could be based on agreed principles of engagement.

Non-government organisations are also a useful source of information (and possible consultation): the National Heart Foundation (NSW Division), the Planning Institute of Australia, the Cancer Council, Australian Sports Foundation, and Kidsafe NSW. Additional contacts can be found in the DLG's 'Creating Active Communities Guidelines' (2006).

Council staff and councillors should also be involved in the development of the CSP, including:

- Community Services on active living promotion and programs
- Parks and Reserves on open space management (via Plans of Management). Also, volunteers under Bushcare/ Parkcare policies
- Transport Planners/ Engineers, Road Safety Officers and Local Traffic Committees on Integrated Transport Planning and traffic management plans and actions
- Strategic Land-use Planners for managing growth (eg. new release areas) and urban renewal programs.
- Development Assessment Planners for implementing DCP provisions and development contributions.
- Councillors who ratify the budget, set priorities and introduce actions to works programs. Organising an active living briefing session for Councillors may be useful.

## **6. Community Strategic Plan: goals, objectives and strategies for active living**

The CSP is the lead document in the new IPR Framework. It contains the community's vision and aspirations for at least the next 10 years. In a logical sequence, it expands on the goals with detailed objectives/outcomes, followed by strategies to achieve them (and measures for monitoring success).

### **Tip for councils: Raising active living at the CSP stage**

Active living can be promoted in a council's CSP by:

- raising it as an issue as part of the community engagement process to develop the CSP
- mentioning in Council's vision and/or goals
- specifying objectives/ outcomes and strategies on the key elements of active living
- coordinating existing active living related policies and documents
- coordinating existing active living related programs, projects and responsibilities
- including active living performance indicators
- extending attention to other broad determinants of health

## 6.1 Active Living as a vision and goal

The promotion of active living may be considered significant enough by the community to be included in Council's vision statement. For example, one regional council includes in its vision an "active, vibrant residential population". A regional council's vision is "vibrant, healthy communities".

Many Group 1 councils have goals that relate to active living. Nomination of a simple goal can provide the basis for the more detailed provisions of the Framework.

### Example: A simple goal for active living

'A physically active community' is an example of a simple goal. If a broader goal, such as 'community well-being' or 'a healthy community', is proposed, consideration should be given to including an objective promoting 'physical activity' (or 'active living')

## 6.2 An intermediate step: themes or key directions

Most Group 1 councils have included in their CSPs an intermediate step between their broad vision statement/ goals and specific objectives titled 'key themes' or 'key directions'. Such a step breaks down the vision statement and assists in the generation of more specific objectives and strategies. A number of councils have utilised the quadruple bottom line, discussed in the IPR Manual (DLG, 2010) as the intermediate step and as shown in Figure 2, while others have a split that reflects the outcomes of community engagement (i.e. key issues or priorities).

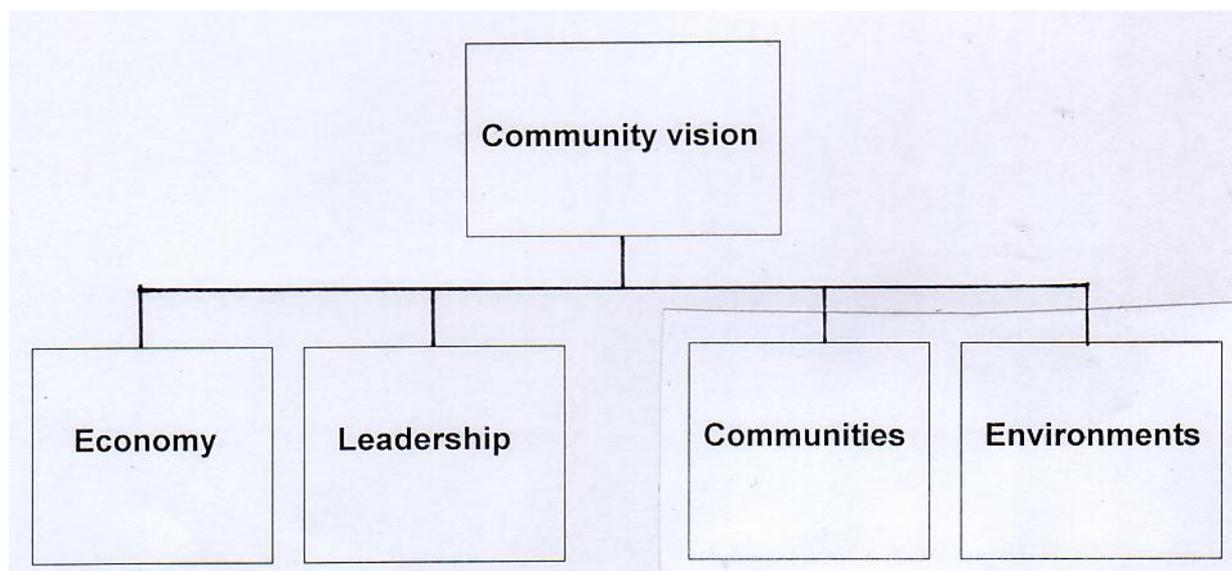


Figure 2: An example of key themes or directions.



### **Tip for councils & example: Active living as a theme/key direction**

Councils may choose to include active living as a specific key theme/ direction. This would facilitate co-ordination of objectives and strategies across functional areas (and flow through to the Resourcing Strategy, Delivery Program and Operational Plan).

Some Group 1 councils have included broad 'themes' that are directly relevant to active living. For example:

- Moving around
- Community well-being
- A healthy community

## **6.3 Utilising and coordinating supporting plans and policies**

Many Group 1 councils make reference to existing council plans and policies and include them as another intermediate, supporting level between the CSPs and the implementation of actions through the Delivery Program and Operational Plan (or as 'satellite'/ subsidiary documents). Again, this is a way to break down the vision, and assist in prioritising matters for coverage at the implementation stage.

Some of the plans and policies cited in Group 1 CSPs that are directly relevant to active living include:

- Health Plan
- Pedestrian Access and Mobility Plan (PAMP)
- Bike Plan
- Access policy
- Social Plan
- CBD Strategy/ Masterplan
- Environmental Management Strategy
- Plans of Management for Community Land
- Section 94 contribution plan(s)
- Multicultural/ diversity plan

Of particular relevance would be any Structure Plan, prepared as a pre-requisite to Council's new look standard Local Environmental Plan (LEP). Such structure plans, while not having the legal status of the subsequent LEP, would be well placed within the CSP as a guide to longer term spatial connections. For instance, they can identify longer-term structural connections (perhaps as future land reservations) beyond the time-frame of the statutory LEP. Including such initiatives in plan form can prompt action when the time is right (eg. as a result of movement in the property market or where significant applications fit, or will disrupt, such future intentions).

Reviewing current council policies/ activities that relate to active living can supplement higher order goals and assist in generation and coordination of detailed objectives/ outcomes and strategies. In particular, structure plans can identify key improvements at a timeframe beyond statutory planning controls.

## 6.4 Referencing State and regional plans and policies

In the preparation of CSPs, giving 'due regard' to the NSW State Plan (2010) and other State/ regional plans and policies is a legal requirement. Group 1 councils have handled this in a number of ways:

- Referring to under the relevant themes/ direction throughout the Plan
- Listing in an appendix to the Plan

Of particular relevance for active living are the NSW State Plan and Department of Planning's Regional/ Sub-regional Strategies.



### **Key Information: Relevant NSW State Plan priorities**

- Improve the public transport system
- Improve road safety
- Increase use of walking and cycling
- Increase the number of jobs closer to home
- Improve health in the community
- Promote healthy lifestyles
- Reduce potentially preventable hospital admissions
- Improve child well-being, health and safety
- Strengthen Aboriginal communities
- Improve air quality
- Increase the number of people using parks
- Increase the number of people participating in sporting activity
- Reduce levels of anti-social behaviour

Regional and Sub-regional Strategies contain a range of relevant elements:

- Housing (density) targets
- Major transport routes
- Regional open space location

## 6.5 Meaningful active living objectives/ outcomes

Most Group 1 councils included objectives/ outcomes and strategies relating to active living. For instance, one inner Sydney council identifies 'active transport' objectives as:

- encouraging walking and cycling
- sustainable transport choices and accessibility
- public transport and infrastructure improvement
- traffic management
- management of car parking

A Sydney middle ring council has proposed a future where:

- streets are visually appealing, hosting a variety of native trees, flowers and sustainable gardens
- residents can get to where they need to go in a way that is accessible, safe, environmentally friendly and efficient
- residents are able to walk and cycle safely and conveniently throughout the City

Another middle ring Sydney council has the following objectives relating to open space:

- Ensure there is equity of access to our open space and recreational facilities
- Support and facilitate community networks and programs which promote health and wellbeing and encourage a healthy lifestyle
- Ensure all public parks and open spaces are accessible, maintained and managed to meet the needs of current and future residents

 **Example: Active living objectives/ outcomes**

The following objectives/outcomes are relevant to active living:

- Quality open space, sporting and recreation facilities are accessible for all ages, ethnicities, ability-levels and socio-economic groups
- A range of physical activities is available for all ages, ethnicities, ability-levels and socio-economic groups
- Active travel options (such as walking, cycling and public transport) are readily available, between home, centres and attractions
- Localities are walkable
- Streets are attractive and safe
- Town centres and other key destinations are safe, vibrant and attractive, day and night.
- Private developments address the street and are well connected to movement systems
- The community is well-informed about active living

## 6.6 From objectives/outcomes to detailed strategies

Where active living objectives/ outcomes appear in the document will depend upon how the CSP is structured – grouped under one or a number of “themes”/ “key directions”.

In accordance with the logic of the Framework, these objectives can then be used to generate a list of broad strategies for achieving the desired outcomes as presented in the table below. These strategies would be appropriate to include in the CSP.

 <b>Example</b>	
<b>Objectives/ outcomes</b>	<b>Strategies</b>
<ul style="list-style-type: none"> <li>• Quality open space, sporting and recreational facilities are accessible for all ages, ethnicities, ability-levels and socio-economic groups</li> <li>• A range of physical activities is available for all ages, ethnicities,</li> </ul>	<ul style="list-style-type: none"> <li>• Providing an appropriate range of high quality passive and active open spaces</li> <li>• Managing and maintaining sporting and recreation facilities for maximum community use and value</li> <li>• Creating new open spaces as opportunities arise</li> <li>• Providing and promoting physical activity-based community development programs and activities</li> </ul>

<p>ability-levels and socio-economic groups</p> <ul style="list-style-type: none"> <li>• Active travel options (such as walking, cycling and public transport) are readily available between home, centres and attractions</li>   <li>• Localities are walkable</li>   <li>• Streets are attractive and safe</li>   <li>• Town centres and other key destinations are safe, vibrant and attractive, day and night</li> </ul>	<ul style="list-style-type: none"> <li>• Encouraging walking and cycling via a network of safe and convenient walking paths and cycleways linking major land uses and recreation opportunities</li> <li>• Providing sustainable and accessible transport choices and improved interaction between modes</li> <li>• Promoting public transport and infrastructure improvements</li> <li>• Implementing appropriate traffic management methods</li> <li>• Planning and developing higher density land uses in and around town centres</li> <li>• Managing car parking, to balance convenience with reduced car reliance</li> <li>• Informing, educating and encouraging the community to use sustainable transport</li> <li>• Demonstrating leadership in active travel implementation</li>   <li>• Requiring subdivisions to embody strong connections and walkability</li> <li>• Preparing and implementing Pedestrian Access and Mobility Plans (PAMPs)</li> <li>• Implementing ongoing works and maintenance programs</li>   <li>• Preparing and implementing public domain plans/ street planting master plans</li> <li>• Developing Asset Management Plans for streetscape assets</li> <li>• Adopting CPTED principles and practices as Council policy</li>   <li>• Encouraging appropriate land uses in Town Centres</li> <li>• Preparing and implementing public domain plans</li> <li>• Providing and promoting activities within Centres (day and night)</li> </ul>
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<ul style="list-style-type: none"> <li>Private developments address the street and are well connected to movement systems</li> </ul>	<ul style="list-style-type: none"> <li>Ensuring that local environments are permeable, encouraging walking to key destinations</li> <li>Requiring active street frontages in Town Centres</li> <li>Requiring private developments to contribute to the street.</li> <li>Requiring signposting to movement networks for major developments</li> </ul>
<ul style="list-style-type: none"> <li>The community is well-informed about active living</li> </ul>	<ul style="list-style-type: none"> <li>Providing and promoting community education programs on the virtues of active living</li> <li>Providing ongoing opportunities for dialogue</li> <li>Providing information about active living related events</li> </ul>

### 6.7 Partnering: roles and responsibilities outside Council

One outcome of the CSP process (reinforced by the IPR Manual (DLG, 2010)) is the identification of actions outside Council’s direct responsibility. As a result, in listing strategies for achieving the objectives/ desired outcomes, the CSP should nominate responsible agencies and suggest an advocacy role for the Council (and other innovative actions). For example, if improving public transport is an objective, the CSP can note that this is a State Government responsibility and nominate an advocacy/ partnership role for the Council. Similarly, if ongoing care and management of reserves is an objective, the establishment, funding and supervision of a Bushcare volunteer group could be the strategy.

### 6.8 Links to Delivery Program and Operational Plan

The nomination of clear strategies (such as those in the table above) prompts the listing and prioritising (for four year DPs and one year OPs) of specific actions, and allocation of responsibilities:

Actions	Timeframe	Council role	Stakeholders/ other contributors

## 7. The Resourcing Strategy

All councils must develop and implement a Resourcing Strategy for the provision of appropriate and realistic resources (ie. the means) to achieve the objectives and broad strategies identified in its CSP.

The content of the Resourcing Strategy can include:

- identifying and understanding future trends, and the implications for resourcing
- methods of gaining more secure and longer term income sources
- the role of income sources such as levies, development contributions, fees and charges
- impacts of key infrastructure actions, in council asset management systems
- community priorities and acceptable service standards
- individual performance reporting and management systems, which ensure delivery of council objectives
- targeting skills planning and development for managers and staff

The Resourcing Strategy includes the following mandatory requirements:

- Long Term Financial Plan (LTFP) (10 year minimum)
- Workforce Management Plan (WMP) (4 year minimum)
- Asset Management Plan(s) (AMP) (10 year minimum)

The IPR Manual describes the Resourcing Strategy as a ‘critical link in translating strategic objectives and broad strategies into actions’ (DLG, 2010, p59), with the required LTFP, AMP(s) and WMP acting as a reality check for discussing, detailing and prioritising actions in the Delivery Program and Operational Plan.

In addition, preliminary consideration of future resourcing, basic information on assets, staffing and finances should be raised in the community engagement process underpinning the CSP. Acknowledging limitations and financial realities can assist in prompting the community to nominate priority actions, realistic service levels and alternative funding/ delivery actions (eg. volunteering).

As indicated above, the Resourcing Strategy has three essential elements. These will be considered below.

## **7.1 Long Term Financial Planning**

The LTFP (a minimum of 10 years) is built on four foundations:

- Planning assumptions
- Revenue forecasts
- Expenditure forecasts (ongoing and future)
- Sensitivity analysis (factors/assumptions most likely to affect the plan)

Ultimately, all active living related actions must be included in a council's annual Operational Plan to enable them to proceed with detailed and realistic cost estimates that can be fed into the corporate budgeting process.

In preparing LTFPs, councils need to identify the pressures to be addressed over the longer term and find sufficient council resources to realistically address community aspirations. Another challenge is to identify how ongoing management will generate incomes or offset costs, and therefore justify the allocation of limited resources.

One Sydney Council describes its LTFP as a set of long range financial projections based on an informed set of assumptions. The LTFP is presented as a series of layers, from 'business as usual' (a 'base layer') through to future scenarios in response to CSP objectives (operational improvements and future capital works). Each layer discusses value adding, financial assumptions, analysis and results, and opportunities and threats.

 **Tip for councils: Active Living and LTFPs**

In relation to active living, LTFPs could consider the following matters:

- Programs and projects that are not councils' funding/provision responsibility (eg. regional open space, public transport provision). As a result, initiatives may not fall off the list and may prompt consideration of alternative council modes of operation (ie. advocacy) and staff responsibilities (eg. a lobbying role)
- Availability of alternative funding and grants programs (eg. DoP Open Space funds, Coastal Cycleways fund)
- Utilising Federal Assistance Grants for active living actions
- Seeking agreement of locality-based community groups for the imposition of Special Rates for local improvements
- Volunteer and community-based programs: Parkcare and Bushcare groups, main street improvement (in collaboration with Chambers of Commerce and other representative bodies), street planting and maintenance (by locals with Council support).
- Maximising use of development contributions, including Voluntary Planning Agreements, and in accordance with legislation
- Innovative service models
- Maximising use of conditions of development consent requiring provision of public domain improvements, again within legal limits

In summary, councils' Resourcing Strategy has a dual role – in a preliminary form, as a prompt for prioritising objectives and broad strategies (at the community engagement stage) and, more formally, in consideration of funding for specific programs and actions (in the four and one year plans). At the community engagement stage, financial realities underpinning the LTFP can alert the community to the need to prioritise their wish-lists and hopefully promote vigorous debate. Coverage of asset management could focus on acceptable service levels and standards. The possible workforce planning implications could also be discussed.

## **7.2 Workforce Management Planning**

A council's workforce is its most valuable asset. Workforce Management Plans must address the human resource requirements of the Delivery Program – hence the four-year time frame. They can do a number of things - ensuring staff levels and skills match the programs and actions proposed in the one and four year plans, introducing training programs and allocating clear responsibility for program/ service delivery.

Over time, CSP objectives and workforce planning may influence Council organisational structures. In relation to active living, this could be significant for place-making, where a coordinated approach can deliver attractive and safe neighbourhoods and activity centres. At present, in a number of councils, 'place managers' fulfil this role.



### **Example: Workforce Management Plan: coordination across departments; key appointments**

A large metropolitan council views the Workforce Management Plan as the mechanism for coordination across functional areas through which 'multiple divisions act in partnership to support 22 major service areas. In other words, the sharing of responsibility for specific services. This council also has 'place management' as a service for major centres and recreational areas.

A rural council noted the impetus provided, in coordinating active travel options, by the appointment of a Road Safety Officer (with State Government funding). Similarly, another case study council appointed a Youth Officer to promote action in youth matters.

Active living considerations should also be taken into account when preparing a longer-term training plan. Specific training needs within Council relevant to active living might include:

(i) Councillors

- Benefits of active living in improving personal health of residents and reducing environmental impacts, congestion and social isolation
- National and State level health data and the role of physical activity in promoting health
- Local demographic break-downs and projections, and existing/anticipated health needs and costs
- How various council actions contribute to provision of supportive physical and social environments
- The integral role active travel plays in creating more sustainable local travel options

(ii) Staff

- Benefits of active living in improving health of residents and reducing environmental impacts, congestion and social isolation
- The potential of the IPR Framework as a coordinating service delivery mechanism
- The significance of local structure planning as a mechanism, at the CSP level, for promoting easy and safe access to key destinations
- The role of coordinated place-making in promoting safe, attractive activity centres and connections
- Active travel options (reducing car dependence) and the legal/administrative actions for their introduction, funding etc.
- Personal health benefits of active living

Staff training could be extended to cover those involved in relevant local committees (eg. Local Traffic Committees and volunteer groups).

### **7.3 Asset Management Planning (Strategy and Plans)**

Most council 'assets' have something to contribute to active living. For instance:

- Parks, reserves, playgrounds and aquatic facilities as places for activities
- Streets, footpaths, cycleways and walking tracks, for moving around

- Traffic management facilities, for safety and separation
- Bus shelters
- Streetscape items such as directional signage, furniture, decoration and public art, which enhance the experience
- Public buildings, such as cultural/community centres and halls, as venues for activities

These are traditional council activities and most of them have always been big budget items. Problems with financing over the years have prompted sophisticated ‘acceptable level of maintenance’/service levels, as a way to prioritise new works and the maintenance of existing assets. Some councils have put such questions to their communities as part of their community engagement process.

For example, as part of its engagement strategy a large metropolitan council asked residents to nominate the minimum preferred condition level that they did not want to see particular assets drop below. Display posters presented a brief description of the asset and an example photo of the asset in each condition level (1 to 4). A similar approach was undertaken by a rural case study council.

The mix of asset management options i.e. maintenance, improvement and the provision of new assets, will vary by council area. Redevelopment/retrofitting of suburbs presents particular challenges and opportunities.



#### **Example: The redevelopment of Bonnyrigg**

While the focus of most councils is on managing established areas or planning for growth, the potential for retrofitting existing, poorly planned suburbs should not be forgotten.

While an exceptional circumstance, given the extent of public land ownership, the redevelopment of Bonnyrigg in Sydney’s south is an excellent example of the implementation of active-living principles. A Social Impact Assessment was prepared, and public and private domain studies and initiatives focussed on connectivity, local access, active travel, open space/ recreation, and the financing of works. A case study of Bonnyrigg is available on the PCAL website.

Particular attention should be paid to councils’ Plans of Management (PoM) for community land – a compulsory requirement under the *Local Government Act 1993*. Ideally, these place-specific plans should also respond to higher order active living objectives and broad strategies outlined in the CSP. In addition, PoMs and their subsequent Action Plans call upon the energy and resources of volunteers (such as Bushcare and Parkcare groups). This can help to overcome financial and workforce constraints.

 **Tip for councils: Prioritising active living related assets**

In relation to active living related assets (especially active travel infrastructure), the following could be considered:

- Key infrastructure (not necessarily major cost items) that would facilitate pedestrian/ cycling connections should be identified and prioritised
- The need for procuring new assets - community facilities and movement systems. Needs surveys and preparation of a broad-brush structure plan as a part of the CSP would feed such longer-term considerations
- For proposed assets, ensure that Council's Local Environmental Plan and Development Control Plans embody urban design principles (and work together with Public Domain Plans and appropriate Section 94 Development Contributions Plans)
- Emphasising key physical connections in renewal programs
- Establishing criteria for consideration in decisions on the disposal of assets (especially land), covering its potential as local open space or necessary connections to the movement system. For example, in considering reclassification and disposal of community land, a matter for consideration should be its potential for enhancing connectivity and access.

## 8. Delivery Program and Operational Plan

The required four year Delivery Program (DP) is not dissimilar to the current 'Management Plan' regime - specific programs and projects (or 'principal activities') that are a council's responsibility, and financial estimates over a four year horizon – and is prepared in response to the aspirations and priorities established by the CSP. The four year program corresponds with the Council electoral cycle and is the key accountability mechanism for Council: a 'central reference point for decision making and performance monitoring' (IPR Manual, DLG, 2010).

It is at the planning stages of the DP and Operational Plan (OP) that specific responsibilities are allocated for projects or activities and for monitoring their success.

Following the nomination of clear strategies in the CSP, it is possible to list and prioritise actions, and allocate responsibilities. A matrix (such as that below) can assist in the generation of active living timeframes and responsibilities.

There are a number of 'timeframe' options. Nomination as 'this year' in the timeframe column means that the action will be prioritised in the annual OP. The OP is a detailed sub-set of the DP, adopted before the beginning of each financial year, and listing the individual actions (projects and activities) that will be undertaken (plus Council's Revenue Policy).

Actions	Timeframe	Council Role	Stakeholders/ other contributors

## 8.1 Generating specific four and one year actions from broad CSP strategies

Ideally, lists of specific actions/services should cascade down from the CSP's objectives and broad strategies, through the reality check of the Resourcing Strategy, to the four-year DP and its subset, the annual OP.

The objectives and broad strategies in the CSP should be repeated in the four-year DP, which represents a one-stop-shop in an operational sense.

A number of councils use an implementation matrix such as that shown above to elaborate on the range of actions, with those prioritised as annual actions forming the OP. This has been handled in a number of ways:

- All actions/activities listed per CSP broad strategy and prioritised by four and one year target.
- The four-year DP actions listed separately, with specific actions/activities for the OP as sub sets.

In addition, such a matrix (in either format) can also be used to generate and list:

- relevant performance indicators at the DP and OP level
- Council functional area responsibilities and roles.

The process for generating priorities will depend upon an individual council's corporate structure, management regimes and community feedback. Ideally, community-based priorities will result from the community engagement process underpinning the CSP. Final lists of four and one year actions will be the subject of 'normal' budgetary negotiations and political priorities.

### Example: Prioritising Programs and Services

One non-metropolitan coastal council prioritises future council actions, in broad terms, as follows:

1. Sustaining current services
2. City Growth
3. New Programs
4. Asset Upgrade
5. Expanded Programs
6. New Assets

In summary, priority is given to current services, many of which would relate to active living. Urban expansion ('city growth'), in keeping with good practice in urban design and infrastructure funding, should embody active living principles, particularly in relation to subdivision design.

For the remainder, in-house negotiations could aim to prioritise active-living focussed, new/upgraded assets and programs.

Utilising such a matrix builds upon the suggested objectives and broad strategies, previously listed under CSP content, to generate possible actions (overleaf). Many of the actions listed are from the six case studies investigated for this Project.

For each of the broad strategies there is a range of implementation actions. Those listed below are not exhaustive, but represent some key actions common to good practice at those councils investigated. These build upon the example in Section 6.6 of the Resource. Local circumstances and priorities will differ.

 Example			
Community Strategic Plan		Delivery Program (4 years)	Operational Plan (1 year)
Objectives/ outcomes	Broad Strategies	Action	Priority Action
<ul style="list-style-type: none"> <li>Quality open space, sporting and recreational facilities are accessible for all ages, ethnicities, ability-levels and socio-economic groups</li> </ul>	<ul style="list-style-type: none"> <li>Providing an appropriate range of high quality passive and active open spaces</li> <li>Managing and maintaining sporting and recreation facilities for maximum community use and value</li> <li>Creating new open spaces as opportunities arise</li> </ul>	<ul style="list-style-type: none"> <li>Program open space design/ re-design/ embellishment</li> <li>Undertake strategic planning for new community and recreation facilities</li> <li>Ensure Plans of Management (PoM) for Community land are updated periodically and reflect active living objectives</li> <li>Program, manage and maintain facilities, as per works schedule</li> <li>Undertake ongoing monitoring of strategic planning exercises and significant DAs</li> </ul>	<ul style="list-style-type: none"> <li>Undertake a needs analysis</li> <li>Survey shortfall in open space provision by walking catchment</li> <li>Ensure development contributions are levied on DAs in accordance with Contribution Plans</li> <li>Review priority PoMs (generic and site specific), to ensure that they address active living objectives</li> <li>Undertake specific, high priority works, as per works schedule</li> </ul>
<ul style="list-style-type: none"> <li>A range of physical activities is available for all ages, ethnicities, ability-levels and socio-economic groups</li> </ul>	<ul style="list-style-type: none"> <li>Providing and promoting physical activity-based community development programs and activities</li> </ul>	<ul style="list-style-type: none"> <li>Introduce a program of active living activities</li> <li>Apply for active living related funding</li> <li>Introduce in-house physical activities for Council staff</li> </ul>	<ul style="list-style-type: none"> <li>Survey of active living program needs (and current provision) by community group/ location</li> <li>Survey funding options</li> <li>Pilot a Health and Well-being program for staff</li> </ul>

<ul style="list-style-type: none"> <li>• Active travel options (such as walking, cycling and public transport) are readily available between home, centres and attractions</li> </ul>	<ul style="list-style-type: none"> <li>• Encouraging walking and cycling: a network of safe and convenient walking paths and cycleways linking major land uses and recreation opportunities</li> <li>• Providing sustainable and accessible transport choices and improved interaction between modes</li> <li>• Promoting public transport and infrastructure improvements</li> <li>• Implementing appropriate traffic management methods</li> <li>• Planning and developing higher density land uses in and around town centres</li> <li>• Managing car parking, to balance convenience with reduced car reliance</li> <li>• Informing, educating and encouraging the community to use sustainable transport</li> </ul>	<ul style="list-style-type: none"> <li>• Incorporate walking and cycling paths in local structure planning</li> <li>• Prepare and update a Council-wide Bicycle Plan</li> <li>• Prepare a Pedestrian Access and Mobility Plan (PAMP)</li> <li>• Review DCP provisions on end-of-trip facilities</li> <li>• Prepare an Integrated Transport Plan</li> <li>• Make application for grant funding for eligible infrastructure projects</li> <li>• Lobby State Government for public transport improvements</li> <li>• Undertake an ongoing program of traffic management</li> <li>• Amend Council's LEP to introduce higher density around centres and attractions (and mixed uses around centres)</li> <li>• Revise car parking requirements in DCP, by location and circumstance</li> <li>• Introduce an education program on travel options</li> </ul>	<ul style="list-style-type: none"> <li>• Review State Government Guidelines on Bicycle Planning</li> <li>• Consult with local bicycle groups and users</li> <li>• Survey existing PAMPs in other Council areas</li> <li>• Investigate other councils' DCP provisions</li> <li>• Survey literature and other councils' actions on integrated transport planning</li> <li>• Survey and model public transport needs</li> <li>• Prioritise traffic management actions, as per works schedule</li> <li>• Investigate other councils' reviews of car parking requirements</li> <li>• Review current information on travel options</li> </ul>
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	<ul style="list-style-type: none"> <li>• Demonstrating leadership in active travel implementation</li> </ul>	<ul style="list-style-type: none"> <li>• Establish a Workplace Travel Plan</li> </ul>	<ul style="list-style-type: none"> <li>• Undertake a staff travel survey</li> </ul>
<ul style="list-style-type: none"> <li>• Localities are walkable</li> </ul>	<ul style="list-style-type: none"> <li>• Requiring subdivisions to embody strong connections and walkability</li> <li>• Preparing and implementing Pedestrian Access and Mobility Plans (PAMPs)</li> <li>• Implementing ongoing works and maintenance programs</li> </ul>	<ul style="list-style-type: none"> <li>• Review Council's subdivision controls in accordance with best practice</li> <li>• Introducing a PAMP for the council area</li> <li>• Implementing an ongoing program of footpath/ cycleway construction and maintenance</li> </ul>	<ul style="list-style-type: none"> <li>• Review best practice subdivision controls</li> <li>• Undertake an accessibility audit</li> <li>• Review State Government advice and other councils' PAMPs</li> <li>• Undertake priority works on footpaths/cycleways, as per works schedule</li> </ul>
<ul style="list-style-type: none"> <li>• Streets are attractive and safe</li> </ul>	<ul style="list-style-type: none"> <li>• Preparing and implementing public domain plans/ street planting master plans</li> <li>• Developing an Asset Management Plan for streetscape assets</li> <li>• Adopting CPTED principles and practices as Council policy</li> </ul>	<ul style="list-style-type: none"> <li>• Introducing Public Domain Plans for key centres</li> <li>• Draft an AMP for streetscape assets</li> </ul>	<ul style="list-style-type: none"> <li>• Research form and content of other councils' public domain plans</li> <li>• Research on other councils' AMPs for streetscape assets</li> <li>• Incorporate CPTED provisions in Councils DCP</li> </ul>
<ul style="list-style-type: none"> <li>• Town centres and other key destinations are safe, vibrant and attractive, day and night.</li> </ul>	<ul style="list-style-type: none"> <li>• Encouraging appropriate land uses in Town Centres</li> <li>• Preparing and implementing public domain plans</li> <li>• Providing and promoting activities within Centres (day and night)</li> </ul>	<ul style="list-style-type: none"> <li>• Amend Council's LEP to introduce higher density around centres and attractions (and mixed uses in Centres)</li> <li>• Introduce Public Domain Plans for key centres</li> <li>• Introduce a program of activities</li> <li>• Appoint a Place Manager for major centres</li> </ul>	<ul style="list-style-type: none"> <li>• Prioritise and trial programs in Centres</li> <li>• Research roles of Place Managers in other councils</li> </ul>

<ul style="list-style-type: none"> <li>• Private developments address the street and are well connected to movement systems</li> </ul>	<ul style="list-style-type: none"> <li>• Ensuring that local environments are permeable, encouraging walking to key destinations</li> <li>• Requiring active street frontages in Town Centres</li> <li>• Requiring private developments to contribute to the street</li> <li>• Requiring signposting to movement networks for major developments</li> </ul>	<ul style="list-style-type: none"> <li>• Introduce a PAMP for Council area</li> <li>• Introduce DCP provisions requiring active street frontages</li> <li>• Introduce DCP provisions on treatment of frontages</li> <li>• Amend DCP/ conditions of consent to require signposting in new developments</li> </ul>	<ul style="list-style-type: none"> <li>• Review other councils' DCP provisions</li> <li>• Review other councils' DCP provisions</li> </ul>
<ul style="list-style-type: none"> <li>• The community is well-informed about active living</li> </ul>	<ul style="list-style-type: none"> <li>• Providing and promoting community education programs on the virtues of active living</li> <li>• Providing ongoing opportunities for dialogue</li> <li>• Providing information about active living related events</li> </ul>	<ul style="list-style-type: none"> <li>• Develop effective public health awareness programs, in partnership with Government Agencies and the community</li> <li>• Prepare and provide brochures on the virtues of active living prepared and promoted by council</li> <li>• Establish (and update) local directories on transport provision, location of recreation facilities and walking/ cycling networks and trails</li> <li>• Establish a contact at council for information on active living</li> <li>• Update community regularly through council website and other sources of council information</li> </ul>	<ul style="list-style-type: none"> <li>• Establish links with the local Area Health Service</li> <li>• Provide driver awareness campaigns</li> </ul>

## 8.2 Incorporating current activities and services: flowing up the framework and meeting at the Delivery Program

Specific actions listed in the DP and prioritised in the OP also reflect existing principal activities/services providing they remain a community priority.

For example, there are benefits for active living facilities in circumstances where councils operate purpose-built facilities such as aged care. A small rural council promoted its facility as providing local scope for movement in the community ('farmers moving to town') and for supportive urban design, active transport options (eg

community transport) and increased recreational activities. This is an example of a council taking a proactive role, not only in service provision, but also in promoting the multiple use of facilities as activity centres/ community hubs, with advantages in relation to active living.

As a result, as well as cascading down the hierarchy in accordance with the process outlined in the IPR Manual (DLG, 2010), in the case study plans reviewed, details also flow up from existing actions and services to meet at the DP (see Figure 3). In some councils, new to the IPR Framework, the balance may be in favour of existing services and activities (with responsibility to single functional areas/ departments) but, over time, the balance should shift. A number of case study councils stressed that initiatives introduced in previous Management Plans, based on previous community engagement processes and consistent with current community views, continued through into their new DPs. Other councils with the benefit of previous strategic planning processes emphasised that the higher order objectives and strategies, in the CSP and generated by community engagement, predominate and that allocation of tasks and coordination across functional areas is achieved through the Workforce Plan.



Figure 3: Up and down the IPR hierarchy

One large rural council purposely specifies 'new initiatives' in its DP, distinguishing such proposed actions from current or ongoing activities.

 **Tip for councils: Active living at the operational level: Four-year DP and One-Year OP: top down and bottom-up**

In summary, the following key actions might be considered:

- Elaborate on objectives and broad strategies relating to active living identified in councils' Community Strategic Plan
- Acknowledge that, at least in the short term, DP actions and OP priorities will reflect some current practices
- Identify obvious existing programs and service areas that cover active living, eg. recreation/open spaces, community development
- Identify existing actions in other program service areas that cover active living eg. streets, cycleway and pathway construction and maintenance
- Incrementally realign programs and actions with CSP's active living objectives.

It is also important to acknowledge the continued role of existing State Government requirements and funding arrangements, which must inform the CSP and the details that flow from it. Some of these commitments have direct advantages for promoting active living.

Many active living actions suggested at the DP and OP stage relate to amendments to a council's LEP framework and detailed DCP provisions. The time is right for promoting such matters, with councils in NSW required to prepare and adopt a new LEP in the standard format, and to review their DCPs in accordance with the new regime. DCPs can address active living generally and/ or as elements in place-based, site specific controls. For example, as 'masterplans' for Town Centres and new release areas, with ideal opportunities for incorporating active living principles in subdivision design (eg. Renwick's DCP prepared by Landcom), and detailed urban design initiatives (eg. PCAL's Development and Active Living Resource).

In relation to amending LEPs, it should be noted that the CSP is a matter for consideration in determining whether the amendment can move through the 'Gateway': the first step in the process.

## 9. Performance Measurement

The legislation recognises the significance of ongoing monitoring of council activities. While the idea of 'key performance indicators' is not new (especially in relation to current Management Plans), the *Local Government Act 1993* requires ongoing monitoring at all levels of the IPR Framework.

### Example: Levels of Performance Monitoring

One large coastal council proposes three sets of measures at the objectives, strategies and action levels:

- 'Community Progress Indicators': performance measures in response to the objectives in the CSP; an annual report in the year of the ordinary election on the performance of the council.
- 'Strategic Progress Indicators': performance measures relating to the CSP's "themes" or what this council calls its four "Key Reporting Areas", and
- 'Operational Performance Measures': for actions in the DP and OP.

The following table, drawn from the PCAL indicators in the IPR Manual (DLG, 2010), addresses the first two sets of measures, in particular the annual report in the year of the ordinary election on the achievement of CSP objectives. Councils should customise the measures to suit their situation, priorities and resources.

 Example

Objectives/ outcomes	Performance measures
<ul style="list-style-type: none"> <li>• Quality open space, sporting and recreational facilities are accessible for all ages, ethnicities, ability-levels and socio-economic groups</li> </ul>	<ul style="list-style-type: none"> <li>○ Number and location of facilities that promote active living</li> <li>○ Total amount of open space per head of population</li> <li>○ Percentage of residents within 400m of a neighbourhood park and 800m of a district park</li> <li>○ Location/ provision of street and park furniture (including benches, resting places and awnings for shade) on significant pedestrian routes/ cycleways</li> <li>○ Location/ provision of lighting on major pedestrian/ cycling routes</li> <li>○ Maintenance schedule on target for local parks</li> <li>○ Funding received for open space provision/ embellishment</li> </ul>
<ul style="list-style-type: none"> <li>• A range of physical activities is available for all ages, ethnicities, ability-levels and socio-economic groups</li> </ul>	<ul style="list-style-type: none"> <li>○ Number of active living programs by local population, catering for particular sub-groups and income levels</li> <li>○ Attendance rates at physical activity sessions</li> <li>○ Number of Health Impact Assessments completed</li> <li>○ Number and frequency of community events such as walks or runs</li> </ul>
<ul style="list-style-type: none"> <li>• Active travel options (such as walking, cycling and public transport) are readily available between home, centres and attractions</li> </ul>	<ul style="list-style-type: none"> <li>○ Increase in residential densities in Centres</li> <li>○ Take-up rate of mixed use developments in Centres</li> <li>○ Cycling infrastructure: kilometres of continuous cycleways, total length of cycleways, bicycle parking facilities at major destinations and end-of-trip facilities at major destinations</li> <li>○ Development and implementation of local Integrated Transport Plans</li> <li>○ Quality of infrastructure connections, including integrated bicycle network access to major destinations.</li> <li>○ Percentage of the local population within</li> </ul>

<ul style="list-style-type: none"> <li>• Localities are walkable</li>   <li>• Streets are attractive and safe</li>   <li>• Town centres and other key destinations are safe, vibrant and attractive, day and night</li> </ul>	<ul style="list-style-type: none"> <li>○ walking distance of public transport stops</li> <li>○ Frequency of public transport to major destinations</li>   <li>○ Footpath infrastructure: kilometres of footpaths per kilometre squared, total length of footpaths, footpath connections between residential areas and shopping.</li> <li>○ Footpath maintenance schedules on target</li> <li>○ Number and length of 40 km/h and 50 km/h speed limit zones (to reduce accidents and improve local amenity)</li> <li>○ Street connectivity measures including ratio of intersections to land area (eg number of intersections per km squared), and similar ratios relating to number of blocks, culs de sac and/or access points</li>   <li>○ Resident satisfaction surveys on amenity of local public domain</li> <li>○ Progress of strategic community safety plans, including appropriate social solutions on crime prevention strategies</li> <li>○ Crime Prevention Through Environmental Design (CPTED) Guidelines incorporated within local council Development Control Plans (DCPs)</li> <li>○ Public domain plans in place for significant pedestrian routes/ cycleways</li> <li>○ Number of people visibly active within a neighbourhood</li>   <li>○ Visitor satisfaction with amenity of Town Centres</li> <li>○ Increase in residential densities in Centres</li> <li>○ Take-up of mixed use developments in Centres</li> <li>○ Implementation rate of Public Domain Plan measures: landscaping, presence of grass, trees and shade</li> <li>○ Surveys indicate that Town Centres and other key destinations are 'areas of interest'</li> <li>○ Amount of garbage or litter within Town Centres and key destinations</li> <li>○ Total graffiti and its rate of removal</li> </ul>
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<ul style="list-style-type: none"> <li>• Private developments address the street and are well connected to movement systems</li>   <li>• The community is well-informed about active living</li> </ul>	<ul style="list-style-type: none"> <li>○ Streetscape and interface guidelines incorporated within local council Development Control Plans (DCPs)</li> <li>○ Post occupancy audit indicates street activity levels</li> <li>○ Compliance of approved developments with CPTED principles</li> <li>○ Percentage of pedestrian trips to local destinations</li>   <li>○ Provision of education, promotion and driver awareness campaigns</li> <li>○ Availability of brochures and signage to promote active living</li> <li>○ Local directories are established and updated, and include local transport information, location of recreation facilities and walking/cycling networks and trails</li> </ul>
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Available sources for such information include:

- Reviews of Council activities
- Review of progress of the Works Program
- Community surveys and consultations (including post-occupancy surveys)
- ABS Census
- NSW Health Survey
- Geographic Information systems for built environment features
- Infrastructure audits
- Sampling of Development Consent Register

The performance measures at the Operational Plan level would draw upon such measures, but would be quantified/ qualified to reflect the specific actions listed. For example, whether works or projects have been completed in the allocated timeframe and within budget.

## Glossary of Terms

Active travel	Walking, cycling and/ or public transport
Activity centre	A place, such as a Town Centre, a beach or a local attraction, characterised by active land-uses and people traffic
Addressing the Street	Where, in the design and siting of specific developments, attention is paid to the impact on the street: a positive visual contribution (perhaps with street trees), clear entranceways, easy access and passive surveillance; sometimes referred to as 'interface' or 'edge treatment'
CPTED	Crime Prevention Through Environmental Design. Guidelines for the design and siting of development to improve safety
Development contributions	Monies (or land) paid by developers, in accordance with a Development Contributions Plan, as a share of costs required for infrastructure and services related to the development
Group 1-3 Councils	The grouping of NSW Councils, by timeframe, for the purpose of phasing in the new strategic planning provisions
Horizontal integration	In management terms, the integration of activities across functional boundaries (sometimes called 'silos'). This relates to coordination of documents and staff activities
Masterplan	Comprehensive, concept level plan for future land-uses and connections
PAMP	Pedestrian Access and Mobility Plan. A comprehensive strategic and action plan to develop policies and build pedestrian facilities
Place making	The urban design motto referring to a coordinated approach to the planning and management of places; especially relevant in Town Centres, new suburbs and major redevelopment proposals

Place Managers	Local government employees with responsibility for coordinating activities within specified places (especially Town Centres)
Post occupancy survey	A survey of occupants/ residents once a development is occupied and operational
Public Domain Plan	A set of construction level plans, sections and details showing the public domain surrounding a development site reconstructed in accordance with a council's standards
Streetscape	The view from the footpath/ street of built form
Structure Plan	A map-based plan of a council area (or a locality) showing existing and potential future infrastructure such as streets, cycleways and pedestrian routes, and significant public land-uses (such as open space)
Vertical integration	In management terms, the integration of activities up and down the hierarchy (of documents and personnel)
Voluntary Planning Agreement	A voluntary agreement between a developer and Council/ the Minister (and possibly State agencies), in relation to a development proposal, addressing matters such as infrastructure provision and development rights

## References

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