

ACTIVE AND HEALTHY GREATER BENDIGO FRAMEWORK 2022

A decision-making tool to guide
how the City supports and invests
in sport and active recreation

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ACKNOWLEDGEMENT OF COUNTRY

The City of Greater Bendigo is on Dja Dja Wurrung and Taungurung Country. We would like to acknowledge and extend our appreciation to the Traditional Owners of the land. We pay our respects to leaders and Elders past, present and emerging for they hold the memories, the traditions, the culture and the hopes of all Dja Dja Wurrung and Taungurung Peoples. We express our gratitude in the sharing of this land, our sorrow for the personal, spiritual and cultural costs of that sharing and our hope that we may walk forward together in harmony and in the spirit of healing.





WHAT IS THE ACTIVE AND HEALTHY GREATER BENDIGO FRAMEWORK?



The Active and Healthy Greater Bendigo Framework is a decision-making tool to guide how the City supports and invests in sport and active recreation.

This Active and Healthy Greater Bendigo Framework includes six key components:

- 1 Guiding pillars and priorities
- 2 Participation trend analysis
- 3 Targets for physical activity
- 4 A requirement for a Four-Year Strategic Resource Plan
- 5 Policy statements for development of key supportive policy
- 6 An evaluation plan

According to *Active Victoria - A strategic framework for sport and recreation in Victoria 2017 - 2021*:

- **Sport** = structured, competitive activity
- **Active recreation** = leisure time, non-competitive, physical activity

COMMUNITY VISION 2021–2031

Greater Bendigo celebrates our diverse community. We are welcoming, sustainable and prosperous. Walking hand-in-hand with the Traditional Custodians of this land. Building on our rich heritage for a bright and happy future.

The community vision is underpinned by five values:

- **Transparency** – honesty and accountability, integrity and clarity of language, to ensure that understandable, clear and concise language is used
- **Sustainability** – a focus on our environment, being both built and natural, and our health, our economy and our heritage
- **Inclusion** – capturing our cultural and community diversity
- **Innovation** – to help with ongoing growth, including creativity, adaption, continuous improvement and efficiency, so as the city and community continues to evolve and prosper
- **Equity** – provide support and give opportunity to others to be part of this community



INTRODUCTION



The ability of residents to live healthy lifestyles is a critical pillar to achieve the Greater Bendigo Community Vision. Areas of focus identified by the City to support residents achieving a healthy lifestyle are outlined in *Healthy Greater Bendigo 2021-2025*, which includes the following action areas:

- Healthy and well
- Safe and secure
- Able to participate
- Connected to culture and community
- Liveable

The mechanisms by which the City influences these action areas include provision of services which respond to community needs, developing supportive policy and undertaking planning, design, development and management of infrastructure. The action areas of Healthy Greater Bendigo 2021-2025 are addressed across a range of settings (for example: schools, arts, culture, health services) but the focus of this framework is within the sport and active recreation setting.

The City acknowledges that it is time to reflect on the way we work in the sport and active recreation setting to provide the services and facilities which meet changed community needs and expectations.

Healthy Greater Bendigo 2021-2025 action areas

Healthy and well

Safe and secure

Able to participate

Connected to culture and community

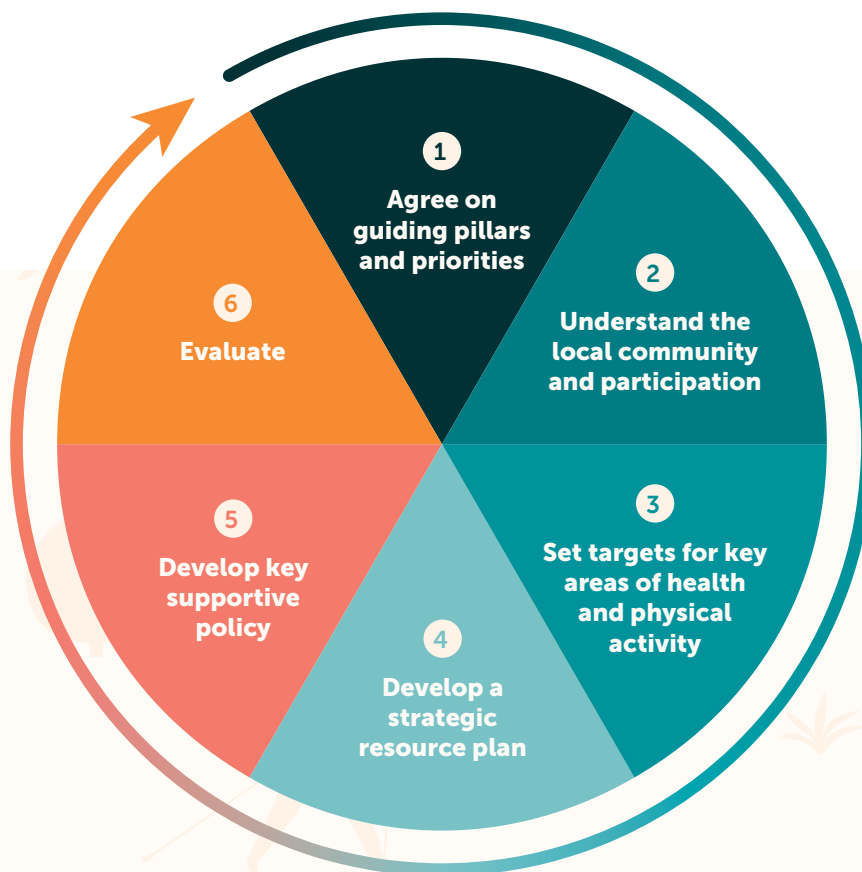
Liveable

The sport and active recreation landscape has changed dramatically over recent years and is continuing to evolve with newly emerging priorities and trends. It is now widely acknowledged that, not only is sport and active recreation an integral part of our community, it is essential to our health and wellbeing.

The purpose of this document is to articulate the City's role in providing sport and active recreation opportunities and provide a framework to inform strategic investment in projects, programs and activities.

In order to effectively deliver upon the City's role, an evidence informed approach is required. The approach needs to consider the desired outcome, current situation, targets for change/impact, a planned infrastructure and operational resource intervention and evaluation to determine if we have made a difference.

This document outlines changes in the sport and active recreation sector, the role of local government, the role of key partners, and how the City evaluates the impact upon health and wellbeing of investment.



The Active and Healthy Greater Bendigo Framework includes six key components:

- 1 Guiding pillars and priorities** - Providing a consistent structure upon which to apply different community needs data and strategic inputs while providing flexibility to adapt to the changing environment
- 2 Participation trend analysis** - Applying local data and trends to the framework to understand local community and participation to determine where and what investment should be undertaken. Data includes both participation data and population change data
- 3 Targets for physical activity** - Established in order to build a business case for investment to accurately reflect the return on investment proposed
- 4 A requirement for a Four-Year Strategic Resource Plan** - To determine the City's investment in sport and active recreation, this multi-year action plan of infrastructure and programming support will address complex issues, achieve the desired outcomes and targets identified
- 5 Policy statements for development of key supportive policy** - Consistent and fair policies to impact ongoing population health outcomes and achieve population level change to ensure that the City is investing resources where there is demonstrated need and decisions are made in a fair, transparent and equitable way
- 6 Evaluation plan** - To understand if the framework, investment and approach has made an impact, an evaluation plan will be used to evaluate the process, impact and outcome of the work undertaken

STRATEGIC CONTEXT



Contributing literature

A range of literature contributes toward the direction of this framework within a hierarchy of documents. The following is a list of documents which contribute to the core directions of the work:

- Victorian Health and Wellbeing Outcomes Framework
- Active Victoria - A Strategic Framework for Sport and Recreation in Victoria 2017-2021
- Council Plan 2021-2025 *Mir Wimbul*
- Healthy Greater Bendigo 2021-2025
- All Ages All Abilities Plan 2019
- Cultural Diversity and Inclusion Plan 2021-2025
- Youth Strategy 2017-2021
- Climate Change and Environment Strategy 2021-2026
- Greater Bendigo Public Space Plan 2019
- A stronger Greater Bendigo 2030
- Hard Court Facilities Strategy 2018
- *Barpangu* City of Greater Bendigo Reconciliation Plan 2021-2025
- Greater Bendigo Reducing Harm from Gambling Policy 2021
- Walk, Cycle Greater Bendigo Strategy 2019
- Community Buildings Policy (draft)
- Obesity Prevention Strategy (draft)
- Active Women and Girls (draft)

Community Vision 2021-2031

Greater Bendigo celebrates our diverse community. We are welcoming, sustainable and prosperous. Walking hand-in-hand with the Traditional Custodians of this land. Building on our rich heritage for a bright and happy future.

Healthy Greater Bendigo 2021-2025

- Healthy and well
- Safe and secure
- Able to participate
- Connected to culture and community
- Liveable

Council Plan 2021-2025 *Mir wimbul*

- Safe, welcoming and fair
- Strong, inclusive and sustainable economy
- Healthy, liveable spaces and places
- Climate-resilient

Active and Healthy Greater Bendigo Framework

Hard Court Facilities Strategy 2018

- Improve access and use
- Renew and upgrade facilities
- Respond to demand
- Club and association health

Greater Bendigo Public Space Plan 2019

- Sustainable
- Integrated and connected
- Engaged and collaborative
- Fair and inclusive
- Diverse
- Culturally significant

Walk, Cycle Greater Bendigo Strategy 2018

- Equity
- All ages, all abilities
- Partnerships
- Evaluation



The role of Local Government and key partners

The City is one of the providers of sport and active recreation within the community. It is important to recognise that there are a host of individuals and organisations involved in the planning and delivery of sport and active recreation experiences.

Local Government

Local Government is strongly connected to the community. As the most visible and accessible level of government for the community and with a responsibility to address local needs Councillors have the difficult role of balancing the aspirational vision of the community with available resources. The approach of Local Government is typically aimed at whole of population change by influencing the social and environmental factors which create opportunities for residents to be active. While Local Government provides some individual behaviour change, medical and health protection services, these are not as common or far reaching.

Key partners and providers

The following providers all contribute to the mix of sport and active recreation community options available:

- Family/home based
- Commercial opportunities
- Council supported opportunities
- Religious/church based opportunities
- Not-for-profit sector
- State/Federal Government supported opportunities
- Community groups

Further detail on the role of Local Government and key partners is provided in Appendix A: Role of Local Government and partners (page 20).



The sport and active recreation setting

In order to maximise the impact of resource allocation, it is important to define the City's investment within the sport and active recreation setting. The industry accepted model includes:

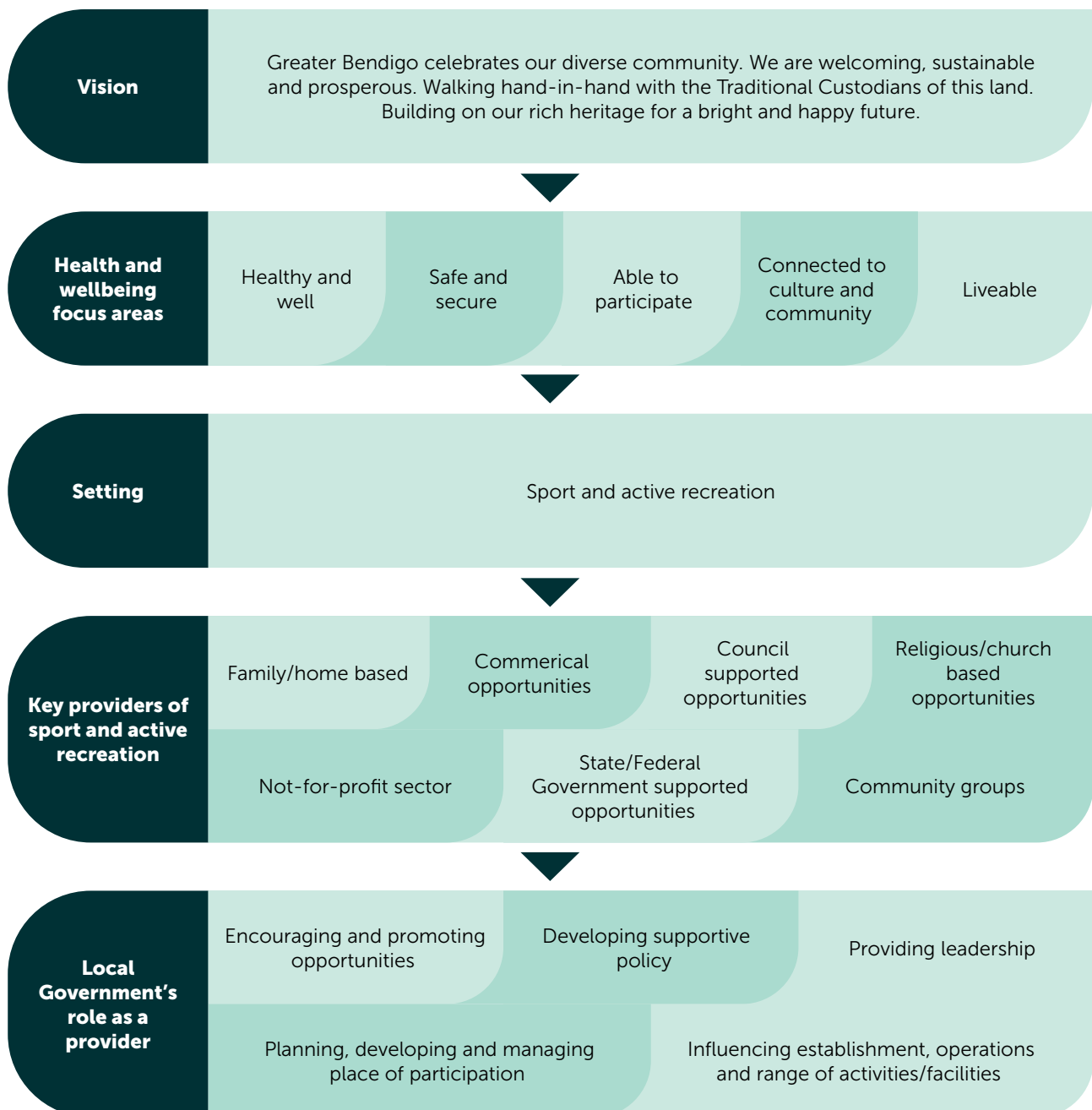
1. Planning, developing and managing the place of participation without bias toward any one activity.
2. Encouraging and promoting a broad range of sport and active recreation opportunities which reflect community need and capacity.
3. Influencing the establishment of equitable and sustainable development, supported by realistic operational guidelines, which create a range, a

quality of provision and an ease of access to built and natural facilities – which includes both formal places and informal spaces for recreation.

4. Developing relevant and appropriate policy, which recognises differing needs whilst guiding provision of sport and active recreation services.
5. Providing leadership to change traditional norms and create a more inclusive and equitable community.

Further detail on these settings is outlined in Appendix B: The sport and active recreation setting (page 22).

Summary of the community vision, strategic objectives, focus area, and the local government role





GUIDING PILLARS AND PRIORITIES



The guiding pillars and priorities provide structure for decision making. The guiding pillars are the values that we will apply in every approach and decision for sport and active recreation, while the priorities are the key actions within particular focus areas.

Guiding pillars

Value sport and active recreation

All levels of both the provider organisation and the community must 'value' and fully understand the benefits of a healthy lifestyle through participation in sport and active recreation, in contributing to the liveability of Greater Bendigo. This will be fully realised through good planning, policy, resourcing, evaluation and assessment.

The focus on infrastructure planning and provision of:

- Parks, open space, forests
- Sportsgrounds and associated facilities
- Playgrounds, pathways, and public places

A balanced provision across:

- Formal and informal opportunities
- Sport and other recreation activity

Engage with all stakeholders

Planning, developing and providing for sport and active recreation is not the sole responsibility of the City. Rather it is the shared responsibility of a range of community partners.

Quality engagement must be integrated, accessible, regular and responsive.

Key stakeholders:

- Government authorities
- Community organisations
- Peak sporting bodies
- Local sport and active recreation groups impacting on public access sport and active recreation provision

Equity with industry benchmarked planning principles and process

Provision must be equitable across the community and municipality. Planning must be sustainable within the capacity of the City and community and be based on industry methodology and practice in order to provide relevant services. The following components form the prioritisation:

- A focus on social/lifestyle activity planning
- Service provision across organised and non-organised activity with an equitable balance of natural and built facility
- A recognition of needs-based planning referencing quantitative and qualitative measures
- A recognition that non-urban, more isolated townships receive planning and recognition of the importance of community facilities
- The provision of a range of life-stage planning, from children through to older persons
- Addressing inequities across socially, economically and geographically disadvantaged communities

Participation by varied opportunities

Sport and active recreation services will be provided from a basis of supporting a healthy and vibrant community.

This will encourage and support participation across a broad range of sport and active recreation opportunities through 'settings' which service individuals, groups, teams, clubs, and specific activity.

The framework will establish participation, measured and monitored, across:

- Sporting participation – including organised and non-organised
- Social activity through organised gathering events and festivals
- Participation and usage of play and parkland settings – parks, lakes, walking tracks and trails



Priorities

1. Equity

- 1.1. Applying a hierarchy to future service level planning.
- 1.2. Advocating for a 'one community' approach to the achievement/maintenance of core service levels.
- 1.3. Investing in facility capacity to be used by people of all ages and abilities and/or for a diversity of purposes.
- 1.4. Only supporting single use of a facility where a sound business case for such can be demonstrated e.g. it is not practical to regularly move billiard tables.

2. Accessibility

- 2.1. Promote strategic alignment in facility location, including consideration of public transport and/or active transport (walking and cycling) links, expansion capability, demographic changes, etc.
- 2.2. Ensure facilities incorporate universal design and crime prevention through environmental design, and are physically safe and accessible, culturally safe and gender equitable, and comply with relevant legislation.
- 2.3. Advocate for a level of public internet access at all facilities.
- 2.4. Promote 24/7 public access to some toilets, change rooms/showers, personal belongings lockers, Wi-Fi and electronic device charging points at 'Municipal' Service Level facilities, to reflect the diversity of Municipal community lifestyles.
- 2.5. Advocate for a centralised facility data base and booking system that is digitally accessible, easy to navigate and in Easy English.

- 2.6. Advocate for a consistent and tiered approach to usage fees.
- 2.7. Promote information sharing about community volunteering and participation opportunities.

3. Promote wellbeing

- 3.1. Prioritise developments which most strongly deliver upon objectives and enable target groups identified in *Healthy Greater Bendigo 2021-2025*.
- 3.2. Do not invest in facility components which are utilised for activities in contradiction to the objectives of the Municipal Public Health and Wellbeing Policy e.g. gambling or alcohol sales.
- 3.3. Encourage and maximise use, including shared use, of facilities for a diverse range of health and wellbeing promoting activities and programs.
- 3.4. Develop and implement a code of conduct for facility access and use.
- 3.5. Promote alignment with the Healthy Facilities Policy (currently in development).
- 3.6. Ensure drinks and food preparation and serving at all facilities complies with relevant legislation.
- 3.7. Ensure access to free drinking water as part of all built facilities as well as promoting nutritious food.
- 3.8. Recognise the importance of enabling opportunities for community-based food production in public spaces, such as community gardens and planter boxes, as a means to improve community health and wellbeing, improve food security and promote Placemaking.
- 3.9. Invest in regular maintenance and cleaning so facilities remain desirable places for the community to gather.



4. Partnering

- 4.1. Maximise sport and active recreation opportunities through developing partnerships.
- 4.2. Recognise the Traditional Owners of the land.
- 4.3. Protect and celebrate the cultural heritage of First Nations People.
- 4.4. Prioritise facilities where strong partnerships between multiple tenants exist or will be enhanced.
- 4.5. Promote community engagement and partnerships in planning, design, construction, resourcing, management and use of facilities.
- 4.6. Consider Greater Bendigo Planning Scheme opportunities to achieve developer contributions to new facilities.
- 4.7. Invest in needs aligned community capacity building.
- 4.8. Consider Greater Bendigo Planning Scheme and Building Code of Australia opportunities to support utilisation of infrastructure owned and/or managed by government, private and not for profit sectors for Municipal Community use.
- 4.9. Support some commercial tenancies within community hubs where the commercial tenant's core business could increase access to life-long learning, jobs and enterprise, health and social services and civic infrastructure that helps to build social capital. (The ability to include commercial tenants would be contingent upon Greater Bendigo Planning Scheme and Building Code of Australia permitted use considerations).
- 4.10. Invest in community hub provision and operation that has capacity to support cross-cultural, intergenerational and cross-sectoral activities and programs.

- 4.11. Support community capacity building needs assessments, particularly where community building management under delegated authority exists.

5. Sustainability

- 5.1. Consider facility provision and operational costs in alignment with the Asset Management Policy, Long-term Financial Plan 2019 and catchment capacities.
- 5.2. Explore placemaking and adaptive re-use opportunities for existing facilities, particularly in instances where there are heritage considerations.
- 5.3. Apply Environmental Sustainable Design (ESD) and the Sustainable Buildings Policy to achieve more climate resilient facilities.
- 5.4. Develop and implement processes for monitoring, evaluating and reporting ESD and climate resilient facilities linked data and outcomes.
- 5.5. Support procedures and practices to maximise resource recovery, minimise waste generation and minimise greenhouse gas emissions.
- 5.6. Advocate for the re-investment of any proceeds from a community building consolidation or rationalisation process back into the respective catchment.
- 5.7. Invest in community building resilience to changing climatic conditions.

PARTICIPATION TREND ANALYSIS



The City has a range of data available to it in order to understand population level trends in our community. This information is available through Australian Census, Victorian Population Health Survey and many other data sets. This information can be filtered according to demographic groups or general/multi-suburb geographic location utilising the City's subscription to Profile id.

In addition to population level data, the City has undertaken a municipality specific survey of our population on two occasions in 2014 and 2019. This survey provides data on physical activity habits, mental wellbeing and risky health behaviours (for example: smoking) by suburb. These two data sets also allow the City to consider 2014 data compared to 2019 data and reflect upon the impact of resource allocations and changes over that period.

Demographic data

The Australian Bureau of Statistics' 2016 Census data found Greater Bendigo to have a population of 110,477. In 2020 the population was estimated at 119,980 (Estimated Resident Population, ABS 2020) and by 2036 Greater Bendigo's population is expected to reach 155,596 (Forecast ID, 2019).

Understand the local community and participation

The health benefits of regular physical activity include improved physical health, reduced risk of developing major chronic diseases, managing body weight, and helping prevent and manage mental health problems.

Local community participation

Overall 57.3% of Greater Bendigo residents meet physical activity guidelines in 2019, which is higher than the Victorian average (51.1%). For both men and women, rates of physical activity drop as people age and a lower proportion of people aged 70 years and over meet the guidelines.



Greater Bendigo population estimates (ABS, 2020)

Description	2020
Estimated resident population	119,980
Population density (persons/km ²)	40
Estimated resident population - males	58,544
Estimated resident population - females	61,436
Median age - males (years)	37.3
Median age - females (years)	39.6
Median age - persons (years)	38.5

Census data (ABS, 2016)

Description	2016
Aboriginal and Torres Strait Islander Peoples	1.7%
Total born overseas	8%
Speak a language other than English at home	4.6%
Persons who have need for assistance with core activities	5.9%
Average household size (no. of persons)	2.4

Reasons for using public facilities and open spaces (Active Living Census, 2019)

Reason	(%)
Exercise, health and fitness	67.5
Socialising with friends and family	66.1
Fun and enjoyment	63.9
Unstructured physical recreation activities (e.g. going for a walk or playing ball games with friends)	55
Exercising the dog	36.7
For time to myself	33.3
Organised sport (e.g. netball club)	33.3
Getting back to nature	28.2
Commuting	25.2

Health and wellbeing factors influenced by an active and healthy lifestyle

There is a well-established connection between health risk behaviours and diagnosed chronic diseases. The challenge for local government is how best to support the community in meeting health guidelines and finding ways to reduce the influence of environmental, socio-economic and cultural factors on health risk behaviours.

Improving the settings and spaces that people live and recreate in can influence a range of health factors including:

- Life expectancy
- Avoidable deaths from respiratory diseases, cancer and cardiovascular diseases
- Self-reported health, health status and satisfaction with life
- Obesity rate
- Food insecurity
- Depression and anxiety
- Social isolation
- Family violence
- Arthritis
- Osteoporosis
- Unintentional injuries treated in hospital
- Babies with low birth weight
- Feeling valued by society
- Believe others can be trusted

The way in which these health factors can be addressed within the sport and active recreation setting include:

- Physical activity, stress reduction and mental health improvement
- Non-organised active recreation
- Gender equity and female participation
- Social connection for isolated residents
- Physical activity for seniors
- Sports gambling
- Food in facilities and clubs
- Opportunities for physical activity for currently inactive
- Kids physical activity and establishing healthy habits for life
- Active travel
- Links between diet and lifestyle related diseases
- Smoking and alcohol
- Food hub with multiple approaches to food security

Activities with highest rates of participation for all Greater Bendigo residents (including children) at least once per year and at least once per week during the previous 12 months (Active Living Census, 2019)

Activity	Total (%)	Weekly (%)
Walking	21.4	78
Swimming	8.5	44.1
Fitness: Gym	6.8	81
Active play (at playgrounds/play centre)	6.6	56.5
Cycling: General cycling for recreation or transport	5.8	48.1
Bush walking/hiking	4.7	35.3
Jogging/running	4.1	67.4
Australian Rules Football	3.1	85.7
Fitness: Indoor group activities (e.g. aerobics, yoga, pilates)	2.9	74.5
Netball (indoor/outdoor)	2.6	81.7
Cycling: Mountain bike riding	2.5	49.1
Fishing	2.3	5.0
Basketball (indoor/outdoor)	2	79.7
Golf	1.9	44.3
Tennis (indoor/outdoor)	1.5	60.8
Dancing, ballet and calisthenics	1.4	81.5
Cycling: Road and sport cycling	1.4	75.4
Soccer (indoor/outdoor)	1.4	82.6
Fitness: Outdoor fitness, personal training and group activities	1.4	80.8
Cricket	1.3	73.4

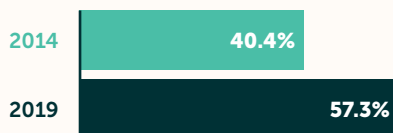
Proportion of adults with selected health factors (Victorian Population Health Survey, 2017)

Health factor	Greater Bendigo	Victoria
Overweight	60%	51%
Anxiety or depression	36%	27%
Arthritis	29%	21%
Asthma	28%	20%
Cancer	12%	8%
People reporting type 2 diabetes	5%	5%
Heart disease	8%	7%
Two or more chronic diseases	33%	25%

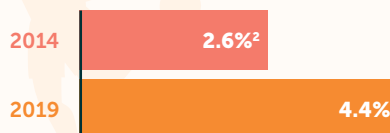


Changing trends 2014-2019

EXERCISE - Percentage of adults doing enough exercise¹



EXERCISE - Percentage of sedentary adults



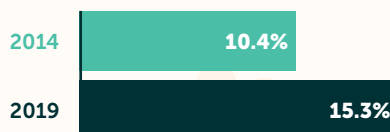
DIET - Percentage of adults that eat enough fruit



DIET - Percentage of adults that eat enough vegetables



DIET - Percentage of adults that consume sugary drinks daily³



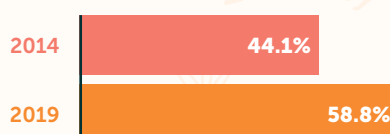
SMOKING - Percentage of current smoking adults



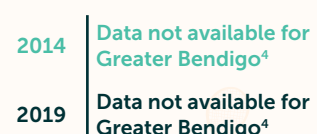
ALCOHOL - Percentage of adults with lifetime risk of alcohol-related harm



ALCOHOL - Percentage of adults at an increased risk of alcohol-related injury (binge drinking)



GENDER - Percentage of participants and board members that are female



¹ Definition of 'enough exercise' has changed. ² Low confidence in number. ³ Definition of 'sugary drinks' has changed.

⁴ Ausplay 2019 Victoria data for persons aged 15 and over www.clearinghouseforsport.gov.au – 42% in non-playing roles (such as an official, coach, referee or administrator) were female. 51% of participants in sport or non-sport related activities were female; with 25% of participants in sport-related activities only being female, 66% of participants in non-sport related activities only being female and 50% of participants in both sport and non-sport related activities being female.

TARGETS FOR KEY AREAS OF HEALTH AND PHYSICAL ACTIVITY

Health based targets were chosen to align with data collected in the Victorian Population Health Survey, a survey about the health, lifestyle and wellbeing of Victorian adults (defined as 18 years of age or older). The City's investment in projects, programs and activities will continue to include children, however these targets are based on adults due to data availability to measure our progress and will be used as an indicator for the change that we're looking to achieve across the whole community.



Basis of Target	Target	Trend	2026 Targets ⁵	2036 Targets ⁵
Exercise	More adults doing enough time and sessions	Continue positive trend	3,500 more adults or 5% increase 57.3% - 60.2%	10,000 more adults or 15% increase 57.3% - 65.9%
Exercise	Fewer sedentary adults	Exceed state average	3,500 fewer adults or 66% decrease 4.4% - 1.5%	4,000 fewer adults or 77% decrease 4.4% - 1%
Diet	More adults eating enough fruit	Continue positive trend	3,000 more adults or 5% increase 48% - 50.4%	9,000 more adults or 15% increase 48% - 55.2%
Diet	More adults eating enough vegetables	Continue positive trend	700 more adults or 5% increase 12.9% - 13.5%	2,300 more adults or 15% increase 12.9% - 14.8%
Diet	Fewer adults drink sugar sweetened beverages daily	Establish a positive trend	8,300 fewer adults or 45% decrease 15.3% - 8.4%	11,000 fewer adults or 60% decrease 15.3% - 6.1%
Smoking	Fewer adults smoke	Reach QUIT Victoria's 5% target by 2025	6,800 fewer adults or 53% decrease 10.7% - 5%	8,000 fewer adults or 62% decrease 10.7% - 4%
Alcohol	Fewer adults with lifetime risk of harm	10% decrease from 2014 by 2025 in line with World Health Organization 2013 target	6,800 fewer adults or 10% decrease (2014 baseline) 56.6% - 50.9%	13,600 fewer adults or 20% decrease (2014 baseline) 56.6% - 45.3%
Alcohol	Fewer adults at risk of injury (binge drinking)	10% decrease from 2014 by 2025 in line with World Health Organization 2013 target	23,000 fewer adults or 32.6% decrease 58.8% - 39.6%	35,000 fewer adults or 50% decrease 58.8% - 29.4%
Gender	More participants and board members of sport and active recreation organisations are female		50% participants and board members	50% participants and board members

⁵ Unless otherwise stated, targets use the 2019 population statistic as a baseline, and the increase or decrease in number of adults is based on the 2020 estimated residential population (Australian Bureau of Statistics).

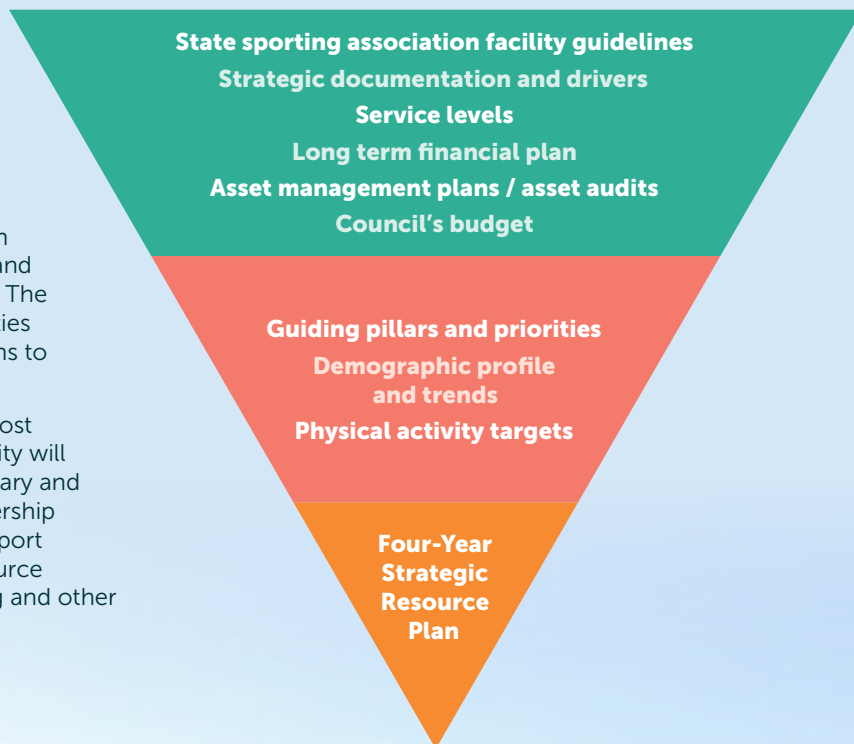
FOUR-YEAR STRATEGIC RESOURCE PLAN



In order to invest resources to impact on these key focus and target areas, a Four-Year Strategic Resource Plan (Plan) is proposed.

The Plan will be informed by the demographic profile of residents, strategic drivers, service levels, principles of service provision, Council's Financial Plan (10 years), relevant Asset Plans (10+ years) and the principles of Council's budget (4 years). The plan will apply the guiding pillars and priorities of this document to identify and rank actions to achieve the physical activity targets.

Although the City owns and/or manages most of the land that the City will improve, the City will only be able to achieve many of the necessary and desired improvements by working in partnership with others and this plan is intended to support the identification of partners and seek resource contributions from those directly benefiting and other levels of government.





SUPPORTIVE POLICY STATEMENTS



This framework does not reflect detailed policy, but rather outlines the policies required for fair and transparent allocation of resources. The need for these policies has been identified through consultation with clubs/associations, in consultation with City departments and considering feedback by Councillors in 2019.

12 policies were identified for development. Of these policies, six were identified as priorities for development and the City received funding to support development of a Healthy Facilities Policy.

Priority policies:

1. Shared use of education facilities
2. Support for rural communities
3. Hierarchy of facilities
4. Capital contributions
5. In-kind contributions
6. User fees and charges
7. Healthy facilities

Other policies:

8. Commercial signage
9. Female friendly sport
10. Facility hire and allocations
11. Smoke free recreation reserves
12. Loan guarantee and joint funding arrangements policy (complete)

1. Shared use of education facilities

To provide an authorising environment for the City to investigate Joint Development and shared use of facilities between the City and the education providers.

2. Support for rural communities

To demonstrate Council's recognition of the importance sport and active recreation facilities play within small rural communities and formalise a place based planning process to understand and provide core levels of service.

3. Hierarchy of facilities

To complement the City's Lease and Licence Policy and Community Buildings Policy (draft). The purpose of this policy is to articulate facility development and management levels according to the catchment area, types of use and community needs being addressed.

4. Capital contributions

The Capital Contributions Policy has been developed to provide the City with a transparent, consistent and equitable framework to provide clear expectations around community and the City's investment in the development of sport and active recreation facilities to champion social justice, advance equity and support access and inclusion.

5. In-kind contributions

To provide the City and sports clubs with a consistent framework and policy nominating in-kind contributions to fund facility maintenance or renewal at the City's recreation reserves and facilities.

6. User fees and charges

To complement the City's Pricing Policy by providing a fair, transparent and equitable structure to allocate user fees, discounts and waivers at sport and active recreation reserves, including utilities.

7. Healthy facilities

To provide healthy, safe and sustainable food and drink options in all the City's owned, managed or funded facilities and venues as part of the City's commitment to promoting health and wellbeing for all Greater Bendigo residents. It will apply to the following areas and situations:

- Cafeterias, cafés, canteens, coffee shops and kiosks
- Catering
- Vending machines
- Prizes, gifts and give-aways
- Fundraising
- Sponsorship
- Marketing, advertising and promotion

This policy also aims to ensure waste minimisation and other sustainable practices are fostered when promoting or selling food and drink options within the City's owned or managed facilities and venues.

8. Commercial signage

To establish guidelines for advertising and sponsorship signage at City owned or managed recreation facilities that ensure:

- Signage installation is of an acceptable and safe standard
- Ensure a consistent decision/approval making approach to requests for sponsorship signage from sporting clubs/community groups
- Clubs are not denied the opportunity to derive a reasonable income from signage
- Facilities continue to be accessible and safe for use by all sectors of the community
- The visual amenity of sporting reserves and open space is maintained
- Signage is appropriate for a public reserve and complies with relevant City requirements including the Planning Schemes and Healthy Facilities Policy

9. Female friendly sport

The Female Friendly Sport Policy articulates the City's position in relation to advancing gender equity in sport and recreation and to undertake initiatives to change the physical and social environments that support women and girls to lead active and healthy lifestyles.

10. Facility hire and allocations

This policy has been developed to provide a clear position in the way in which the City allocates recreation reserves, sporting fields and associated facilities for hire. The objectives of this policy are to:

- Provide a responsible, consistent, transparent and equitable process for the use of City recreation reserves and associated facilities
- Provide agreed principles to prioritise use and management of recreation reserves and associated facilities owned and/or managed by the City
- To assist the City in the allocation of recreation reserves and facilities when competing requests are received
- To provide clear direction which is consistent with other City policies, local laws and relevant legislation affecting the use of recreation reserves and facilities
- To ensure the City is provided with adequate time for maintenance activities to sustain quality sporting facilities for community use.
- To allow the opportunity for the City to host elite sporting events e.g. Big Bash, AFL, AFLW etc.

11. Smoke free recreation reserves

The purpose of this policy is to create smoke free conditions for sporting clubs that have a tenancy agreement at recreation reserves owned or managed by the City, with the aim of:

- Provide community leadership to protect the health and wellbeing of the community
- Reducing harm caused by exposure to tobacco smoke
- Raise community awareness of the issues associated with smoking
- Improve public amenity and maintenance of City property
- Minimising cigarette butt pollution on City recreation reserves and facilities

12. Loan guarantee and joint funding arrangements policy

Approved in 2022, the purpose of this policy is to clarify the rules and methodology which the City will apply when considering:

- Whether it should act as bank guarantor for loans taken out by community organisations
- Whether it should provide significant support to a community organisation by way of funding, supply of goods, services, labour and expertise





EVALUATION PLAN

This framework has been developed to ensure that the City is fulfilling its role, is accountable and transparent in the use of public funds, is maximising return on investment to the community and is making a positive difference to community life. To ensure that these goals have been fulfilled an evaluation plan has been developed.

Given change to health outcomes can require decades or even generations, monitoring and evaluation should only be considered an indication of progress. To monitor this progress the City will utilise methods that are feasible to support the City's work rather than becoming a substantive and onerous part of the work.

Monitoring and evaluation will be measured utilising data from the Active Living Census 2014 and 2019, Victorian Population Health Survey and other data sets available. Both quantitative (numerical) and qualitative (descriptive) data will be utilised to provide measures and indicators of progress toward these goals and where possible this will align with the Victorian Health and Wellbeing Outcomes Framework to provide direct comparisons to state wide statistics.

APPENDIX A:

ROLE OF LOCAL GOVERNMENT AND PARTNERS

The City is one of the providers of sport and active recreation within the community. It is important to recognise the host of individuals and organisations involved. It is also important to position and recognise the most appropriate role and use of local government resources in order to not duplicate nor extend beyond capacity.

Key partners and providers

The following providers all contribute to the mix of sport and active recreation community options available.

Family

More and more of today's community are relying on "household recreation" as the major provider of its core recreation activity. The change in house space, disposable income, time availability, and increase in home-based electronic products for personal recreation activity have seen a huge change in behaviour patterns. The computer, internet, social networks, television, home theatres, web-based activities including virtual sports, games and fitness activities, on-site facilities such as backyard pools, and other home based leisure functions.

Government

Government instrumentalities are funding and facility providers of community recreation opportunities. However, there are different levels of support provided through Federal, State and Local Government authorities. These include funding contribution toward community facilities – parks, waterways, local sport and recreation facilities etc.

While the Federal Government has traditionally restricted itself to national/international elite focussed activity it has in recent times invested in local community facilities.

State Government has become a support funder of specific projects and Local Government has been increasingly the provider of community public opportunity. The State Government is a source of funding and industry knowledge (Department of Sport and Recreation), provides land upon which communities develop/provide sport and active recreation facilities (Department of Environment, Land, Water and Planning), provide direction and policy advice for health promotion activities (Department of Health and Human Services) and provide physical education for young people (Department of Education).



Church

Traditionally, community support networks by church based groups were major providers of recreation opportunity. This included youth clubs, dance functions, social groups, group/seniors outings, sport groups and social service networks. Recent years has seen some decline in such participation.

Private sector

The private provision is generally through commercially viable opportunities from group fitness, gymnasias, fitness centres, bowling alleys, cinema, skating rinks, swimming pools, equestrian and other opportunities which private sector organisations invest in for a commercial return on investment.

Peak sporting association

State sporting associations (SSAs) provide support and coordination for peak/elite athlete development pathways and supported community sport by providing governance assistance, access to affordable and appropriate insurances, etc.

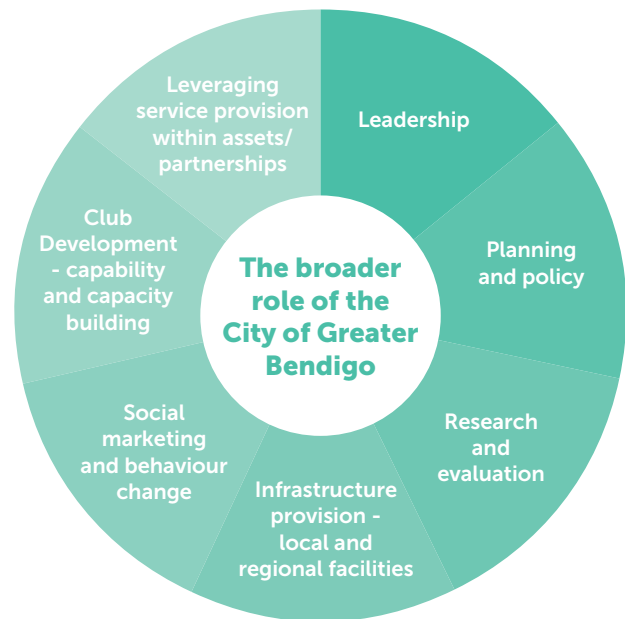
Not for profit organisations (NFP)

A number of key NFP organisations remain strong within the range of sport and recreation providers. These include YMCA/YWCA, life saving clubs, Scouts and Guides, service clubs such as Lions and Rotary, bicycle user groups etc. and the significant contribution provided in this area of community sporting clubs – supported by individual volunteer input. Community sport has long recognised the glue which is its strength is the interested volunteer.

The role of Local Government

Greater Bendigo is the fourth largest city in Victoria and critically important to the social and economic health of the region. As a large population base the City has an informal responsibility to provide facilities and services which support the broader region and to advocate on behalf of neighbouring municipalities on key issues concerning the sector. In the sport and active recreation setting Greater Bendigo as a regional City provides regional scale facilities for major events and elite athlete pathways, regional SSA development staff, leadership of regional planning, advocacy for the need to consider rural context where funding programs, services and activities are proposed by other levels of government.

The City has significant reach into the community though a range of settings where attitudes and behaviours can be influenced. This includes accessing City services at different ages and stages of life.



Social and environmental (population) approach	Program development and evaluation <ul style="list-style-type: none"> Social research Designing action plans Implementing actions Evaluating actions Evaluating outcomes
	Healthy public policy <ul style="list-style-type: none"> Developing healthy public policy in legislation, policy, strategic planning and decision making frameworks
	Creating environments and settings that support wellbeing <ul style="list-style-type: none"> Creating liveable communities with infrastructure which supports people to live their lives to the fullest Town planning Environmental sustainability
	Community development <ul style="list-style-type: none"> Creating a community which is empowered, socially connected, fair and equitable, inclusive, people are able to participate and free from discrimination
Behaviour change approach	Health education and health literacy <ul style="list-style-type: none"> Limited - no direct role as the City has a population approach Linked/related skills (e.g. library service to support reading and communication skill development) Early years services
	Health information and social marketing <ul style="list-style-type: none"> Limited role Limited involvement in social marketing where it supports other core functions Community leadership
Protection approach	Immunisation screening, risk assessment and surveillance <ul style="list-style-type: none"> Maternal and child health - immunisation Municipal building surveyor Environmental health - food safety Local laws

For example, maternal and child health services, child care facilities, community sport and active recreation, planning/building/environmental health, business/economic development, community halls, positive aging and home care services. Through these settings the City can address priority health and wellbeing issues. This has already commenced in facilities such as Early Learning Centres and Aquatic Facilities where healthy choices have been introduced as part of the business as usual service.

In a revenue constrained environment, with a significant (aging) asset base, increasing expectations, cost shifting and changing trends in participation, it is timely to consider local government's role in providing for sport and active recreation and how resources are best allocated to provide maximum return on investment for the community.

The approach of local government is typically aimed at whole of population change by influencing the social and environmental factors rather than individual behaviour change or medical and health protection influences. This is detailed in the continuum of health promotion.

Continuum of health promotion practice adapted for the City⁶

The graphic (left) translates the theory of primary health approaches into examples of the City's work. It demonstrates that local government's greatest role/impact is within the social and environmental (population) approach rather than the behaviour change or medical/health protection approaches. The graphic also provides examples of the City's work in those categories to demonstrate the broad range of health-related activities undertaken by the City.

⁶ Adapted from: Talbot & Verrinder, (2018), Promoting Health, The Primary Health Care Approach. Originally adapted from Labonte, (1992), Heart health inequities in Canada: Models, theory and planning. Healthy Promotion International, 7(2), 119-121).

APPENDIX B: THE SPORT AND ACTIVE RECREATION SETTING

1 Planning, developing and managing place of participation

This framework recognises the contributions of each provider and positions the City's most appropriate/significant contribution to active and healthy lifestyles.

Planning

- Planning will consider population growth impacts upon infill development areas and new growth corridors
- Levels of services and facility provision standards will be determined taking into account State Sporting Association guidelines and the City's resource capacity, where State Sporting Association guidelines outline preferred requirements for different levels of facilities and guidance for facility development
- Demographic make-up and trends of local areas and likely needs
- Localised participation trends
- Equitable access and quality
- Maximise use (e.g. multi-use)
- Desired local health and wellbeing outcomes (including but not limited to physical activity)
- Sustainability and governance
- Consideration of prior asset management performance

Developing

- Design will encourage use by all people
- Environmentally sustainable and operationally efficient design will be implemented
- Facilities will be designed to support multiple uses
- Design will enable future expansion and technologies where possible
- Facilities will be designed to the standard which coincides with the level of use
- Community will be encouraged to participate in the design and development of facilities

Managing

- Fair and equitable access will be facilitated
- History and traditional uses will be recognised in decision making
- User costs will be consistently and fairly managed/distributed
- Users will be encouraged to actively contribute to management
- Tenancy agreements and fees will reflect the level of service returned to the community on behalf of the City

2 Encouraging and promoting opportunities

Data from the 2014 and 2019 Active Living Census outlined that one of the key barriers to participation identified by residents was their knowledge of opportunities that exist. Given local government is the major provider of community facilities and has linkages with many groups, there is a support role for the City to promote and in some cases provide opportunities for residents to access, services, events, programs and activities within their community. This can be achieved by the delivery of grant funded programs, promotion via social media, marketing opportunities, event support, and other health promotion tools.

3 Influencing development, operations and range of activities/facilities

There is a major opportunity for the City to influence the establishment of equitable and sustainable development, supported by realistic operational guidelines, which create a range, a quality of provision and an ease of access to built and natural facilities.

By applying an evidence based approach the City can construct facilities which address the health and equity needs of our community. We can also implement service/tenancy agreements which require those benefiting from reduced cost access to public facilities to provide services to the community which enhance health and wellbeing.



4 Developing supportive policy

Sport and active recreation policy and procedures are integral within this planning process. They ensure:

- Compatibility with City goals and directions
- Fairness in approach to 'like situations'
- Equity for individuals, groups and organisations in the access and provision of City services
- Responsiveness and transparency in liaising with the community

Policy provides the City's position on a range of matters to do with the provision of sports and active recreation opportunities across the municipality. To ensure fairness, equity, and responsiveness in policy development, the following "protocols" have been used to direct policy:

1. Identification of policy gaps in recognition of inconsistent community practice
2. Review of the City's existing policy documentation
3. Identification, examination and reflection of 'like policy' within other Local Government Authorities in Victoria
4. Draft development of City of Greater Bendigo specific policy
5. Key stakeholder consultation on proposed policy framework
6. Develop draft policy for Council endorsement

Policy framework

The City has commenced scoping and developing immediate policy components required. The following areas have been identified as requiring immediate policy framework.

Priority policies:

1. Shared use of education facilities
2. Support for rural communities
3. Hierarchy of facilities
4. Capital contributions
5. In-kind contributions
6. User fees and charges
7. Healthy facilities

Other policies:

8. Commercial signage
9. Female friendly sport
10. Facility hire and allocations
11. Smoke free recreation reserves
12. Loan guarantee and joint funding arrangements policy (complete)

5 Providing leadership

Greater Bendigo has experienced an accelerating rate of change to living standards, cultural diversity, recreation trends and expectations. Strong leadership from clubs and organisations is necessary to respond to the emerging needs and challenge traditional norms to create an equitable community where people feel safe, valued and connected.

Local government has a role to support this leadership by creating system change.

Policies: Government, institutional and organizational rules, regulations, and priorities that guide the entity's own and others' actions.

Practices: Espoused activities of institutions, coalitions, networks, and other entities targeted to improving social and environmental progress. Also, within the entity, the procedures, guidelines, or informal shared habits that comprise their work.

Resource flows: How money, people, knowledge, information, and other assets such as infrastructure are allocated and distributed.

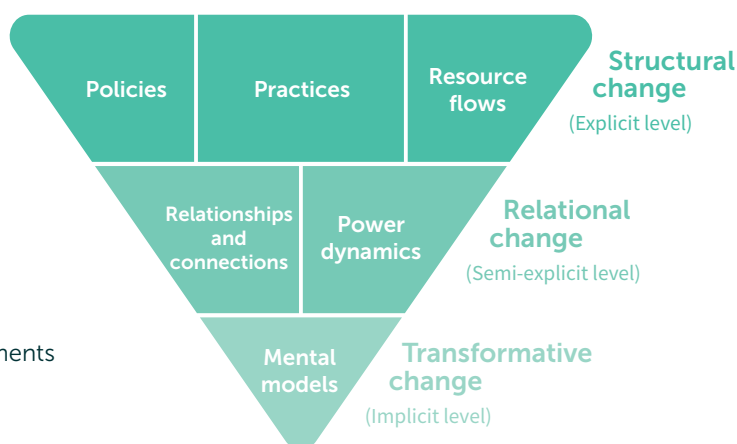
Relationships and connections: Quality of connections and communication occurring among actors in the system, especially among those with differing histories and viewpoints.

Power dynamics: The distribution of decision-making power, authority, and both formal and informal influence among individuals and organizations.

Mental models: Habits of thought—deeply held beliefs and assumptions and taken-for-granted ways of operating that influence how we think, what we do, and how we talk.

(Kania, J., Kramer, M., Senge, P., The Water of Systems Change. FSG)

Six conditions of systems change





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