

RECREATION AND SPORT

POLICY DEVELOPMENT

A GUIDE

**Prepared for the
OFFICE FOR RECREATION AND SPORT**

FEBRUARY 1999

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PREAMBLE

The Office for Recreation and Sport's Strategic Plan for the period 1995 to 1998 acknowledges the key role of Local Government in providing sport and recreation facilities, services and programs, and proposes a range of initiatives be developed in collaboration with Local Government agencies.

Following broad consultation with the industry, one such project is to identify and promote models of "best practice" and initiatives in planning and delivery of sport and recreation services, programs and facilities.

In this document, the term "best practice" means "regarded as most successful in achieving the aims and objectives of the process". It implies a broad knowledge of practices with a broad range of success.

Overall Aim:

- to provide a planning tool and current information on initiatives, trends, potential areas for inclusion and examples of best practices in Local Government sport and recreation policy development.

Specific Aims:

- to provide a planning tool to assist in ensuring that sport and recreation retain a priority and are sensitively managed during this period of Local Government reform;
- to identify all possible areas for inclusion in the development of a Local Government recreation and sport policy;
- to canvass the issues and challenges impacting on the provision of sport and recreation at the local level and develop a shared understanding of best practice approaches in addressing those challenges as they relate to policy development;
- to identify and promote the benefits of having a comprehensive, workable and dynamic sport and recreation policy;
- to provide a broad global and local perspective on good practice in policy development;
- to reinforce the benefits of adopting an integrated and collaborative approach between agencies with accountability for aspects of sport and recreation; and
- to identify possible variations between metropolitan and country approaches.

SCOPE OF THE MANUAL

This Guide has been prepared with ten modules which address different aspects of recreation and sport policies. Modules One to Five discuss the development and drafting of policies whereas Modules Six to Ten summarise policy case studies from within Australia and overseas.

Module One: What is Policy?

This module introduces recreation and sport policy development and includes a policy framework, an historical perspective on policy development and outlines benefits in adopting formal policies.

Module Two: Local Government and Recreation and Sport Provision

This module discusses Local Government's role in the delivery of recreation and sport opportunities and includes a discussion of the benefits of recreation and sport, an explanation of how the recreation and sport delivery system operates, summarises current issues confronting Local Government and describes the four main categories of Local Government authorities.

Module Three: Policy Development and Evaluation

This module illustrates how to prepare policies, including a suggested step-by-step process. This process is based on the assumption that policy development is a dynamic process with many interacting elements. A series of principles is proposed, which should be followed, including identifying all stakeholders and offering them the opportunity to participate.

Module Four: Structuring Policies

This module summarises examples of how policies have been drafted by various Councils in Australia and overseas. Policies can be drafted as comprehensive, all encompassing documents or simple statements depending upon Council and the issue. There is no best solution: rather a structure should be selected which satisfies Council's particular needs.

Module Five: Organisational Arrangements

This module presents options for obtaining advice during the policy development process, a summary of how recreation and sport policy fits with other Council documents, and a discussion on evaluating policies.

Module Six: Recreation and Sport Policy - Case Studies

This module summarises examples of recreation and sport policies which provide overall direction for Council's leisure services, as adopted by various Councils throughout Australia and overseas.

Module Seven: Equity Policy - Case Studies

This module summarises examples of recreation and sport policies which address access and equity across the recreation and sport area and specific policies relating to groups with special needs, as adopted by various Councils throughout Australia and overseas.

Module Eight: Funding Policy - Case Studies

This module summarises examples of recreation and sport policies which provide assistance to recreation and sport groups, including grants and subsidies for use of public facilities, sponsorship to individual athletes and funding for capital works, as adopted by various Councils throughout Australia and overseas.

Module Nine: Management Policy - Case Studies

This module summarises examples of policies for management of sporting reserves, outdoor recreation facilities and indoor recreation buildings, as adopted by various Councils throughout Australia and overseas.

Module Ten: Miscellaneous Policy - Case Studies

This module summarises examples of recreation and sport policies on a range of topics including alcohol, gaming, tobacco, open space and customer services as adopted by various Councils throughout Australia and overseas.

HOW TO USE THE MANUAL

This manual is intended to be used by elected members of Council and Council officers when preparing policies. Each module is a self-contained section of the manual which can be used independently.

It is expected that Modules One to Five will be useful in determining the most appropriate methodology for developing a policy and when drafting a policy. Modules Six to Ten provide case studies of policies from within Australia and overseas, and are intended to stimulate the development of innovative policies. Councils are encouraged to review these policies and pick the best elements for their own policies.

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The views expressed in this report represent the views of the consultant and those they have consulted and are not necessarily those of the Office for Recreation and Sport.

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This module provides an introduction to recreation and sport policy development and includes a policy framework, an historical perspective on policy development and outlines benefits in adopting formal policies.

1.1 THE NATURE OF POLICY

Policy is a frequently used term within government circles but rarely defined or explained. Consequently, policy has different meanings for different people in different situations. The following section provides a framework for understanding the nature of policy rather than formally defining the term.

1.1.1 Elements of a Policy

While there are no hard and fast rules on how to draft policies (refer section 3.2 for examples of how policies have been written) the following elements should be addressed in a policy statement.

- Policies are philosophical statements which reflect the culture of that particular Local Government and its community, based on the belief and value systems inherent within that community.
- Policies give an explanation as to why activities are to be undertaken.
- Policies provide guidelines for action and a mechanism for dealing with issues as they arise on a day-to-day basis.
- Policies detail what is to be achieved in terms of outcomes or directions rather than processes.
- Policies must be measurable and hence able to be evaluated to determine how successfully they have been implemented.
- Policies are supported by a set of procedures which guide implementation, and ensure that the policies are practical and workable.
- Policies should be consistently implemented across all Council functions and service delivery areas.
- Policies are consistently applied across all the Council area taking account of changes in demography and nature of the area.
- Policies aid consistent decision-making within that Council.
- Policies must comply with State and

Commonwealth Legislation, such as the Disability Discrimination Act.

1.1.2 Categories of Policy

Three categories of policy have been identified.

Comprehensive Policies

Sport and Recreation Victoria, in its information bulletin *Leisure Services Policy Development*, advocates the development of policy as a comprehensive document which encompasses:

- definition of the purpose and vision of the organisation;
- a statement of principles which guide decisions;
- objectives and intended outcomes;
- strategies for achieving change; and
- specific actions and priorities.

Program Policies

Program policies relate to specific Local Government programs, initiatives or issues and may affect a range of functions within Council's service delivery.

For example the City of Port Adelaide Enfield has a community consultation policy which states Council's aims and beliefs, outcomes intended from the policy, protocol to be used in implementing the policy, and detailed strategies and actions for implementing the policy. It is intended that this community consultation policy will be used across all Council activities.

Implementation Policies

Most Councils have adopted statements which specify how Council will respond in specific situations.

For example, many Councils have detailed fees and charges policies for sporting reserves, sports facilities, swimming pools and leisure centres. These statements give precise definitions of fees and charges to be levied in most situations.

1.1.3 Policy Related Documents and Actions

Within the Local Government environment a series of documents and actions complement and supplement recreation and sport policies.

Policy Manuals

Most Councils have a Policy Manual which tends to be a collection of Council resolutions grouped under functional headings. These resolutions usually vary from broad philosophical statements, such as "the Council is a nuclear free zone" to very specific resolutions relating to charges for entry to local swimming pools.

Procedure Manuals

Some Councils have developed separate procedure manuals which outline administrative procedures for implementing Council programs.

By-laws

Most Councils have adopted by-laws which may be based on broad statements of intent, such as "all Council buildings will be smoke free". These by-laws are mandatory, are usually policed by Council Officers, and provide little or no discretion in their implementation.

Corporate or Strategic Plans

In recent years Councils have developed Corporate or Strategic Plans which tend to be action documents linked closely to Council's annual budgeting process. Corporate Plans are modified from year to year and have a series of statements from the very broad to the specific, such as vision, goals, objectives, strategies and actions.

Practices

Communities now expect a greater degree of accountability from their Local Government. Councils recognise they can no longer justify certain practices simply because they have been used over many years. In response Councils are developing open and equitable processes to formalise practices.

1.2 POLICY DEVELOPMENT IN PERSPECTIVE

Policy development processes have changed considerably in the last 100 years, and since the early 1970's the rate of change has increased. Given the rapidly changing nature of Local Government across Australia, methods and processes used to develop policy continue to change. Therefore different Local Government authorities will use different policy development methods and processes, to reflect local circumstances. Summarised below are some recent trends in policy development processes.

1. From few to many participants

Initially participation in policy development was restricted to elected members of Council and

senior Council Officers. In recent times specialist staff members as well as the general community and special interest groups have become actively involved in the policy development process.

2. From political to budgetary considerations

Policies have always been developed to reflect the ideology of Council, ranging from a "social welfare mentality" to an "economic rationalist" approach. In more recent years Councils have been required to ensure that policies are economically viable and therefore can be implemented within current and future budgets. Consequently, greater emphasis is being given to the cost of implementing a new policy.

3. From one to many sources

Traditionally policies were generated from one source, in the Council chamber by elected members assisted by senior Council Officers. In recent years there has been a dramatic shift where policies are generated following consultation with a number of different sources including elected members, Council officers, other spheres of government and the community. As a result the policy process has changed to accommodate this greater diversity of policy generation.

4. From generalist to specialist advisers

Originally policy was developed without specialist policy advisers. Senior Council Officers provided advice to elected members of Council on a wide range of issues. In larger Councils central policy units were established to develop policies across all Council functions. In some Councils, policy advice has been decentralised into functional or service delivery areas using professionally qualified staff.

1.3 BENEFITS OF FORMAL POLICIES

Formal policies are written statements adopted by Council resolution, preferably including an implementation and review program. Some benefits of adopting formal policies as opposed to maintaining traditional practices follow:

- They provide clear guidelines for decision-making to elected members, Council Officers and the community, over a long period of time.
- They enable Council Officers to undertake delegated action without reference to Council.
- They encourage transparent government as policies are publicly available documents, and hence increase public accountability.

-
- They provide a basis for consistent decision-making, replacing ad hoc decisions and making decisions easier to explain.
 - They reduce the probability of individuals or special interest groups monopolising or dominating decision-making processes and hence resource allocation.
 - They can be formally evaluated to determine whether the policy is achieving stated objectives and hence desired outcomes.
 - They reduce but do not eliminate potential for bias in decision-making and hence resource allocation.
 - They increase the probability of effective use of Council resources as they are directed towards implementing agreed policies.
 - They provide the opportunity to have a "big picture" approach to issues with detailed implementation programs flowing on from the broad statements.

This module discusses Local Government's role in the delivery of recreation and sport opportunities and includes a discussion of the personal and community benefits of recreation and sport, an explanation of how the recreation and sport delivery system operates, summarises current issues confronting Local Government and describes the four main categories of Local Government authorities.

2.1 BENEFITS OF RECREATION AND SPORT

A fundamental issue for Councils, before establishing any policies, is to appreciate clearly why Local Government is involved in recreation and sport provision. Recreation and sport provide benefits both to individuals and the general community: consequently, policies should aim to optimise these benefits through efficient and effective use of resources. Further information on benefits from recreation and sport can be found in *Active Australia - A National Participation Framework* (Australian Sports Commission, 1997), and *Local Government Sport and Recreation Provision in Australia* (Confederation of Australian Sport, 1995) by Jack Carroll:-

Overall, recreation and sport are important contributors to the quality of life of individuals and the general community and hence warrant the development of Local Government policies to improve recreation and sport opportunities in the local community.

a. Personal Benefits

Individuals will benefit from participation in recreation and sport activities through:

- improved health and fitness;
- reduction in stress levels;
- improved self-esteem;
- development of social skills; and
- employment in the recreation and sport industry.

b. Community Benefits

The general community will benefit from recreation and sport facilities, programs and services in the following ways:

- reduced health care costs;
- enhanced community identity;

- increased community integration;
- deterrent effect on delinquent behaviour;
- improved social fabric and community development opportunities;
- increased volunteer participation;
- direct and indirect employment opportunities;
- economic activity through sports tourism;
- economic activity through revenue generated by retail sales and participation in recreation and sport activities;
- economic activity generated by capital developments; and
- protection of the environment, particularly open space areas for recreation purposes.

2.2 RECREATION AND SPORT DELIVERY SYSTEM

A comprehensive recreation and sport delivery system has a range of stakeholders each with important, usually distinct, but sometimes overlapping roles. Developing appropriate Local Government policies requires an understanding of the relationship between Local Government and other stakeholders.

2.2.1 Partnerships in Recreation and Sport

Establishing successful partnerships will be based on three elements: roles played; hierarchical classification of facilities and activities provided; and players involved in the delivery system.

1. Roles Played

Essentially four major roles have to be undertaken in a comprehensive recreation and sport delivery system:

- planning and coordination;
- funding and resource allocation;
- direct provision of facilities, programs and services; and
- advocacy on behalf of special interest groups.

2. Hierarchy

A second dimension of a recreation and sport delivery system is a framework which involves facilities (including built facilities and natural environments) and activities (including events, competitions, tournaments and casual

participation). Both facilities and activities are provided in a hierarchical fashion with three major levels:

- local and community;
- regional and state; and
- national and international.

Each level in the hierarchy of provision is defined by:

- catchment area and market;
- relative size of the facility and/or program; and
- type and frequency of use (i.e. regular day-to-day use compared with once only special events).

As a general rule, national or international facilities and activities are larger or highly specialised, compared with regional or local level facilities and activities. Regardless of the hierarchical classification of a facility or activity, most have some form of local component, including facilities and activities which may be categorised as national or international.

3. Stakeholder

The third element in a comprehensive recreation and sport delivery system is the stakeholder. Five main stakeholders have been identified, all with some responsibility for delivery of recreation and sport opportunities. The actual level of responsibility or role will depend on the individual situation. The stakeholders are:

- government including Federal, State and Local;
- community organisations including clubs and associations, ranging from local to regional, state, national and international bodies;
- commercial organisations most of which are locally based small businesses with some commercial organisations operating at a state or national level;
- consumers who are individuals within a community, either residents or visitors who use all types of facilities and activities; and
- advocacy groups representing people with special interests, operating at a local, state and national level.

Local Government is a participant in the recreation and sport delivery system, as it frequently plays each of the four major roles and has significant responsibilities for facilities and activities which can be categorised at any of the three levels. Most

other stakeholders primarily focus on one or more roles or one specific level in the hierarchy.

2.2.2 Local Government's Role

The role of Local Government in a comprehensive recreation and sport delivery system is highly discretionary and depends on the philosophy of an individual Council and its community. The Local Government Association of South Australia has identified a series of assumptions and beliefs about the role of Local Government and community life, which have direct relevance to a recreation and sport policy.

- People have a right to shape the environment in which they live through community involvement which is an essential element of a system of public administration.
- Councils are primarily accountable to and have detailed knowledge of their local communities.
- Councils as a democratically elected form of government are entitled to speak for and service the local community.
- Councils make better decisions when the community is informed and aware of available options.

Based on these assumptions and beliefs the Local Government Association of South Australia has a formal policy regarding Local Government's role and relationships in the provision of recreation and community activities as follows.

The Local Government Association of South Australia's policy states:

- Local Government shall work in cooperation with other spheres of government, non- government bodies, community organisations and the private sector.
- Local Government supports the principle of equal access to facilities and services for all sections of the community.
- Councils contribute to the recreation and cultural needs of their communities through support to local groups, provision of facilities and non-financial (in kind) support, to create local opportunities.
- Councils should attract increased financial support and recognition from State and Federal governments.
- Councils are major providers of sport and

recreation facilities.

- The State Government should, as a priority, provide assistance for development of local facilities, in cooperation with Councils.
- The Commonwealth Government should provide increased funding to Local Government for recreation and sport.

2.3 LOCAL GOVERNMENT ENVIRONMENT

Local Government is undergoing significant structural reform in most Australian states. While this reform covers a whole range of Local Government functions and services the main issues which affect the development of recreation and sport policies are: amalgamation, contracting and contestability, accountability and equity. Policy implications of these four concepts are discussed below.

1. Amalgamation

Amalgamation of Councils is occurring either voluntarily or through regulated changes. As a result of amalgamation two or more sets of policies have to be integrated into a single policy for the new Council. The practical impact of amalgamating different policies is it may result in a new rationale for division of resources. The challenge for amalgamated Councils is to ensure the policy framework is equitable to the new community as a whole.

A practical issue which needs to be addressed when amalgamating policies is to accommodate the potentially different community needs of different parts of larger municipalities. These differences could be reflected in the age, gender, ethnicity or income mix of an area, or the rural / urban distinction, which can have significant implications for policies.

On the positive side, larger amalgamated Councils tend to have adequate resources to employ specialist professional services, either on staff or through consultants. More Councils are now able to use recreation professionals to assist in policy formulation.

2. Contracting and Contestability

The fundamental notion behind contracting and contestability is that services are delivered in the most efficient and effective way. The process involves establishing specifications and desired outcomes from a particular service.

Once that is done, a decision is made as to whether the service will be delivered internally or by an external organisation, depending on circumstances. While many Councils prefer internal contracts, some Councils opt for market testing of services and open tendering.

The implications for policy development are that Councils must define exactly what service is to be delivered and expected outcomes. Once a contract is negotiated, either with an internal or external contractor, the nature of the relationship between Council and the contractor will change as elected members of Council may have less direct control over day-to-day service delivery. For further information on preparing contracts for recreation and sport facilities and programs refer to *Contracting Leisure Services - A Guide for Local Authorities* published by the Hillary Commission (NZ) in 1995.

3. Accountability

There is an expectation that modern government, including Local Government, will be accountable for its decisions which must be transparent and open to public scrutiny.

The implication for policy development is that consistent decision making will occur if formal policies are developed, adopted and implemented by Council. These policies should be logical and well thought-out, covering all conceivable eventualities.

4. Equity

Local Government has recognised that it services all residents, which means that resources must be fairly distributed throughout the community.

A significant implication of introducing the notion of equity into recreation and sport policy is that for some groups, such as the traditional sports their allocation of Council resources will be reduced. Resource allocation may change through a strategy of positive shift towards disadvantaged or special needs groups, especially in an environment of economic constraint.

2.4 CATEGORIES OF LOCAL GOVERNMENT

All Local Government authorities have different characteristics, but they can be grouped into four major categories, each with common attributes.

1. Inner Metropolitan Councils

These Councils tend to be characterised by:

- ageing and/or declining population;
- ageing recreation and sport infrastructure, in particular facilities;
- a trend towards decreasing membership of recreation and sporting clubs and groups and hence declining financial viability resulting in amalgamation of clubs;
- location of most international and national standard facilities; and
- facilities which are expected to service the needs of more than local residents.

2. Outer Metropolitan Councils

These Councils tend to be characterised by:

- increasing population with a high proportion of young families;
- development of new, or expansion of existing facilities;
- difficulties in meeting demand for recreation and sport facilities and services;
- emphasis on development of local level facilities and activities; and
- dormitory suburbs from which residents commute to very different communities to work.

3. Provincial Cities

Provincial Cities tend to be characterised by:

- ageing population with a significant proportion of retirees who have moved from the surrounding rural areas;
- service centres for surrounding rural areas; and
- a population which is not large enough to support major facilities, but a community which expects a comprehensive range of facilities to be available.

4. Rural Communities

These Councils tend to be characterised by:

- declining population;
- problems in sustaining junior sports teams as

a result of declining junior numbers;

- necessity to travel long distances for recreation and sport activities;
- amalgamation of clubs and rationalisation of facilities in recent years;
- relatively homogeneous communities; and
- significant natural outdoor recreation resources of national and international significance.

Implications for Policy Development

Specific policies need to be developed to accommodate the individual needs of Local Government. In broad terms the following implications arise for the four different categories of Local Government.

- The nature of the community in terms of population, size, existing recreation and sport facilities, history and traditions of the community will determine the priorities for policy development.
- The more homogeneous a community, the easier it is to consult with, and to establish consistent policies across the community. Where a Local Government area consists of a range of different communities or community groups, the policy development process is more complex and the policies required to meet the needs of that community are more difficult to develop.
- Rapidly changing communities, for example those with a high growth or rapid decline in population, need to establish policies which are relevant now and in the future, when some of these changes have occurred. Policies must therefore accommodate predicted changes in the community structure. They must also be regularly reviewed and updated to ensure that they remain relevant.
- The inherent level of conservatism and underlying anxiety about change within a community has a direct bearing on the introduction or adoption of new ideas and initiatives in recreation and sport facilities and programs.
- The capacity to cooperate or share with other Councils is determined to some extent by the geographic location of the Local Government authority.

In many instances Local Government boundaries are irrelevant to metropolitan communities, whilst they are more significant to small rural townships.

- The range of recreation and sport facilities available varies depending upon the type of Local Government, particularly whether rural or urban. Traditionally, urban Councils have had a greater direct involvement in providing recreation and sport opportunities than rural Councils.

This module illustrates how to prepare policies, including a suggested step-by-step process. Policy development does not take place in a vacuum, but is a dynamic process with many interacting elements. When determining what process will be used, a series of principles should be followed and the resulting strategic approach modified as the process evolves. It is important that the policy development process identifies all stakeholders and gives them the opportunity to participate.

3.1. PRINCIPLES

When preparing recreation and sport policies the following principles should be used when a process or methodology is developed.

1. Ensure that the policy development process is open and available for public scrutiny.
 2. Ensure that elected members of Council are fully briefed about the policy development process and kept informed of progress.
 3. Ensure that all existing and potential stakeholders have equal opportunity to participate in the policy development process.
 4. Learn from past experiences within Council and from other Councils.
 5. Ensure that the policy is consistent with Council's other policies and Council's philosophy.
 6. Appoint a "facilitator", either an individual or a group within Council, to have designated responsibility for developing the policy.
 7. Establish specific policy development processes for each policy issue.
- opportunity to suggest policy solutions.
2. Existing practices, traditions or customs are formalised into written policies. For example, as a result of increased accountability in Local Government the use of Council plant and equipment by community groups is now formally controlled. Less community involvement may be required, but the full extent of the practices needs to be clearly stated and the policy must address all situations.
 3. Issues may arise within the general community which require a review of current practices and policies. For example, increased concern about safety in playgrounds may require Council to review its whole approach to playground provision. Stakeholders must therefore be fully informed of the new situation.
 4. Change to State or Federal legislation and regulations may require a review of policies. For example, the introduction of the Commonwealth Government's Disability Discrimination Act may require Council to change its policies and practices. In this instance, expert advice of the legal ramifications of the legislation may be required.
 5. A problem may occur within the community which requires a resolution through policies. For example, when facilities require replacement Council may review its policy regarding capital contribution to facilities. Full consultation with all stakeholders will be necessary.
 6. The amalgamation of Councils requires a complete review of policies of the new Council. Therefore consultation with all communities and special interest groups in the new Council area may be required.

3.2 STRATEGIC APPROACHES

Establishing an appropriate process for developing policy needs to take account of the type of policy and how the need for the policy arose. Generally policies are developed as a result of one of the following six situations.

1. An existing policy is modified as a result of changed circumstances. For example, pricing of sports grounds is reviewed to address broader equity issues. In this case the need for change should be clearly stated and stakeholders given the

3.3 TEN STEPS TO POLICY FORMULATION

A ten-step process is recommended for the development of policies. Depending upon the nature of the policy to be developed, a number of these steps may be combined, resulting in a simpler process. (Refer to section 3.4.)

Step 1 - Identify policy issue

Council must formally acknowledge that a policy is required to address a particular issue.

Step 2 - Appoint a "Facilitator"

A "Facilitator", Coordinator or Policy Manager is required to drive the policy development process. A facilitator may be appointed directly by Council or senior management, and can be an individual, usually an officer, or a group, which may be termed an advisory committee, a reference group or a working party. Generally three types of groups are appointed:

- a formal committee of Council appointed by Council;
- a group of officers appointed by Council's CEO; or
- a broad based committee comprising elected representatives of Council, Council officers and community stakeholders.

Step 3 - Establish a Methodology

Generally speaking a major policy issue will require a comprehensive and exhaustive process, whereas a relatively minor policy will involve a simpler process in which many of the ten steps are combined.

The process must allow for flexibility to accommodate unforeseen circumstances and hitches. Draft time lines and a schedule should be established, and tasks and responsibilities allocated to officers, consultants and the community.

Step 4 - Data collection

Both primary and/or secondary data may have to be collected depending on the nature of the policy.

Secondary data involves reviewing existing material, including Council policies, reports, documents, legislation and regulations, as well as operational data such as budgets, attendances, maintenance standards, and usage patterns.

Primary data may also need to be collected and could include attitudes and opinions of stakeholders, as well as raw data relating to frequency and time of use of facilities, and can be collected through surveys,

interviews, observation and group sessions including focus groups and workshops.

Step 5 - Position Paper

A position paper will summarise a policy issue, the data collected and present a series of policy options.

Step 6 - Consultation

Consultation involves discussing the position paper with all affected stakeholders, both internally within Council and externally within the community. A range of techniques can be used including:

- personal interviews;
- workshops and focus groups;
- press releases;
- newsletters; and
- public displays.

Step 7 - Draft Policy

As a result of feedback received during the consultation, a draft policy will be prepared. Depending upon the circumstances it may be necessary to receive Council acknowledgment so that the draft policy can be circulated for public comment.

Step 8 - Public notification

Having established a draft policy, place it in the public arena using consultation techniques similar to those in step 6. The public notification period should be for a set period in which formal submissions and comments will be received by Council. These submissions may be verbal or written.

It is important that the community is fully aware of the time lines during which comment will be received, and the acceptable method for making comments.

Step 9 - Policy adoption

Based on comments received from the community, the policy may be modified and presented to Council for adoption. A formal policy statement should also include an implementation program, administrative procedures and evaluation program.

Step 10 - Monitor, review and evaluate

This final step is often ignored, but it is an extremely important part of the policy development process. Major policies should be evaluated periodically, possibly annually, but probably every two or three years, whereas minor policies are reviewed as required, possibly as circumstances change and the policy becomes outdated.

TEN STEPS TO POLICY FORMULATION

Step 1: Identify policy issue

Step 2: Appoint a facilitator

Step 3: Establish a methodology

Step 4: Data collection

Step 5: Position Paper

Step 6: Consultation

Step 7: Draft Policy

Step 8: Public notification

Step 9: Policy adoption

Step 10: Monitor, review and evaluate

3.4 SIMPLE POLICY PROCESS

In many instances it is possible to use a shorter policy development process, particularly where issues are relatively simple. Rather than using the 10 steps outlined above, some steps can be combined.

Step 1 - Planning

Having decided that a policy needs to be drafted, appoint a facilitator with responsibility for coordinating the policy formulation process.

Step 2 - Data Collection and Consultation

Relevant information will be collected and stakeholders consulted prior to preparing a draft policy.

Step 3 - Draft Policy and Public Comment

A draft policy is prepared and circulated to stakeholders and special interest groups for information. Based on comments received, the draft policy may be modified.

Step 4 - Policy Adoption

A formal policy statement including an implementation program, administrative procedures and evaluation program is presented to Council for adoption.

3.5 INAPPROPRIATE PROCESSES

Policies are presented to Council for adoption in a number of different ways. Outlined above are two recommended strategies for developing policies. However, it must be recognised that other approaches are frequently used, but are not recommended, as they do not satisfy the principles outlined in section 3.1.

- Policies may be proposed by an elected member of Council in the Council Chamber as a response to an issue during a Council debate.
- A Council officer or officers may present policy recommendations with no consultation externally or with Council officers in other Departments.
- A consultant or expert may be engaged to prepare a policy recommendation with limited consultation.
- A lobby or special interest group may present a policy paper with limited or no internal consultation and highly specific, and hence restricted, external consultation.

3.6 ROLE OF STAKEHOLDERS

Six major stakeholders may be involved in developing policies, each with different roles.

1. Elected Members

Elected members' primary role is as a board of review of draft policies and as decision-makers as they formally endorse or adopt policies. As elected representatives of the community they should also reflect the views and opinions of the community and therefore may participate in advisory committees or working parties during the policy development phase.

2. Senior Management

Senior managers set the tone for the policy development process. One of their primary functions is to ensure that proposed policies are sustainable, and they have a key role in implementation of the adopted policy by ensuring that adequate resources are allocated.

3. Middle Management

Middle managers assist senior management to set the tone of policy development as they tend to be involved throughout the process including implementation. Their key function is to consult with the community and gain an understanding of the issues surrounding the policy and ensure that the final policy reflects the needs of the local community.

4. Specialist Staff

Specialist staff have a similar role to that of middle managers as they are involved throughout the process and have a role in consulting with the community. In addition they provide the expertise and technical knowledge necessary to develop a comprehensive and practical policy.

5. Special Interest Groups

Special interest groups are directly affected by a policy, and should be specifically consulted during the policy development process. They have a role to provide specialist knowledge to complement that provided by professional staff. Special interest groups may include other spheres of government and key agencies or stakeholders interested in the policy issue.

6. General Community

The general community has a role to provide an historical context for policies by relaying experiences of previous policies and to provide

feedback on current policy development.

3.7 TIPS

Developing an appropriate policy to meet the needs of a particular situation is as much a subjective task as it is objective. It is a political process based on a rational approach. It involves emotions and values and can result in groups in the community being unfairly advantaged or severely disadvantaged. The following tips have been compiled based on experiences of Local Government in developing policies.

- Elected members must be kept fully informed of progress as a policy is developed.
- Information must be presented to elected members in a way that can be understood to ensure that they make informed decisions.
- Ensure members of Council, special interest groups and the community, who have the ability to draft policy statements are identified and used in the policy development process, where appropriate.
- Some special interest groups can have more political influence than is warranted, particularly if they are politically astute. It is important to weight their input to counteract any potential bias.
- Identify potential stakeholders who may be interested in the policy issue and ensure they have adequate opportunity to have input into the policy. The more complex or political the policy issue becomes, the more opportunities should be provided.
- Consider the local implications of all policy issues.
- Ensure that stakeholders own the final policy adopted by Council by involving them at all stages during the policy development process.
- Recognise that policy concepts can be initiated from a number of different sources. Policy concepts do not have to be generated solely from Council.
- Define the terms to be used in the policy statement to avoid confusion during the formulation process.
- Ensure that there are no surprises for elected members when policies are presented for adoption.
- Maintain a flexible policy development process which allows for modification or changes to the time schedule if problems or unresolved issues are evident.
- Check with Council before any contentious issues are presented to the community.
- During the consultation phase, use both a broad brush approach in which the general community has the opportunity to participate and specifically target groups which may be interested in the policy.
- Keep the process and policy simple.

MODULE 4 STRUCTURING POLICIES

Please note that in Module Four the style of language and punctuation is that of the quoted documents. In quoted material, only the spelling has been standardised.

As previously stated, policies can be drafted as comprehensive, all encompassing documents or simple statements depending upon Council and the issue. In this Module examples of how policies have been drafted by various Councils in Australia and overseas are summarised. There is no best solution rather Council should select a structure which satisfies its particular needs for that particular policy.

1. Sport and Recreation Victoria

In the Information Bulletin *Policy and Planning* it is recommended that a leisure policy should comprise nine components:

- a **statement** of what the organisation seeks to achieve for its clients or an aim, vision or mission;
- **principles, values and philosophies** which underpin and justify the mission statement;
- broad service **objectives** which explain the areas in which the organisation will be dealing;
- **strategies** to achieve each objective;
- specific **actions** to be taken;
- desired **outcomes** of the specific actions;
- **performance indicators**;
- **management plans** and day to day operational rules covering all aspects of service delivery; and
- a **review program**.

2. City of Salisbury (South Australia) - Access and Equity Policy

The structure used for this policy is applicable to recreation policies and includes the following sections.

A policy statement

Salisbury Council will significantly improve accountability to, and outcomes for, all community members of the City of Salisbury.

Definition of the key concepts of access and equity. Key **principles**, such as the following.

Access and equity as a policy for the City of Salisbury seeks to ensure that all members of the Salisbury community who face barriers of language, race, culture, religion, income, gender and disability have a right to be recognised as valuable citizens.

Key target groups which require specific attention to enable them to participate in all aspects of community life and therefore may specially benefit from the policy.

Policy goals which are based on best practice principles such as the following.

Services will be available to everyone free of any form of discrimination irrespective of a person's country of birth, language, culture, religion, race, gender or disability.

Attached to the policy is an **Implementation Plan** and a **Discussion Paper**.

3. City of Burlington (Canada) - Community Services/Recreation Partnership Policy

This policy has the following components.

Policy statement which outlines the rationale for the policy and its general intent.

Recreation, sport and cultural activities are fundamental to the wellbeing of all community residents, promoting physical, emotional and mental wellness. When these opportunities are an integral part of the response to social issues both the community and the individuals benefit. The City of Burlington supports the sharing of parks and recreation resources and the development of partnerships with social service providers to advance the universal acceptability of recreation and to promote recreation as a response to community and individual needs.

Policy goals, for example:

To foster the integration of recreation into the broad community's social service context.

Definition of community and social service groups with whom the City may enter into partnerships. For example, it specifically excludes religious and political bodies.

Policy objectives, for example:

Parks and Recreation Department through its staff,

policies and practices will work towards a greater alliance with other social and community service providers.

Guidelines and strategies which relate directly to the policy objectives, for example:

Parks and recreation staff will communicate through existing social service networks the Department's willingness to actively participate in responding to community needs through the use of recreation activities and facilities.

4. New Brunswick Province (Canada) - Sport and Recreation Policy

This policy is somewhat different in structure from previous policies in that it does not include a formal policy statement but has the following components.

Philosophical basis for the policy.

Fundamental to this policy statement is the belief that recreation and sport provide critical foundations for the quality of life and wellbeing that makes New Brunswick unique. Sport and recreation are recognised as being essential to the health and well being of individual citizens and New Brunswick communities. Sport and recreation activities have far reaching personal, social, economic and environmental benefits.

Definition of both the terms "recreation" and "sport":

Recreation is all those things that a person or group chooses to do in order to make their leisure time more interesting, more enjoyable and more personally satisfying.

Sport is a particular form of recreation and is characterised as a physical activity involving large muscle groups, requiring mental preparation and strategic methods and whose outcome is determined by skill and not chance. It occurs in an amateur, organised, structured and competitive environment in which a winner is declared.

Fundamental principles are a series of nine statements which are intended to guide all participants in the recreation and sport delivery system, for example:

Sport and recreation are essential public services which respond to a citizen's rights to physical activity, play and other leisure activities.

Operational principles are a series of five statements which guide how the policy should be implemented,

for example:

There should be a reasonable balance in the financing of sport and recreation by all tax payers (through the three levels of government), volunteer organisations, participating individuals and families, private sector and institutions, such that all citizens have equitable opportunities to participate regardless of one's ability to pay.

In an appendix to the policy, the **roles of key players**, that is provincial government, municipalities and volunteer organisations, are summarised. For example, the role of municipalities is described as:

Municipal governments are the governments closest to the people. They have the ability to respond more flexibly, more quickly and more effectively, in meeting the sport and recreation needs of their citizens and communities. For this reason municipalities are recognised as the level of government which is primarily responsible for the direct provision of sport and recreation program and services. The basic role of a municipality is to ensure a broad range of sport and recreation opportunities is available for all citizens. These opportunities will be consistent with community needs and interests, and the availability of resources.

5. City of London (Canada) - Gender Equity in Recreation Policy

This policy statement is relatively short with an attached background paper. The main components are:

Policy Statement.

That gender equity in recreation be provided within the community recognising the many personal, social, economic and environmental benefits to health and quality of life that are derived by participating in physical activity and through positive leisure lifestyle development. The City of London is therefore committed to:

1. Ensuring that a range and variety of gender equitable recreation opportunities are available in all areas of the community and are accessible in a safe and welcoming environment for all Londoners;
2. Working with the community to provide gender equitable recreation opportunities, projects, program, services, staff and facilities, which are consistent with this policy; and
3. Allocating appropriate resources.

Strategic directions includes eight statements, such as:

Monitor, evaluate and identify gaps and overlaps in recreation service provision through such activities as community planning, community development and education processes, to ensure gender equity.

A **background** paper is attached to the policy and includes the following components:

- Definition of gender equity.
- Background to the policy outlining events which led to the creation of the policy.
- Issues which provide insights into the need for this policy.
- Challenges and financial implications associated with the policy.
- Consultation processes used in developing the policy.
- Support for the policy including letters of support from various agencies.

6. City of Adelaide (South Australia) - Recreation and Leisure Policies

Policies identified by the City of Adelaide are single statements which relate directly to objectives. For example the tourism and leisure objective is:

to reinforce the City's image and function as a major focus for tourism, conventions, leisure, entertainment and recreation in the metropolitan area and the State, and encourage a range of facilities and activities which meets the requirements of visitors, residents and workers.

This objective is supported by thirty six different policy statements, such as:

Enhance the City as a major focus for tourism, conventions, leisure, entertainment, sport and recreation by fostering development of features and events.

Promote the City as a destination for dual purpose shopping and leisure/entertainment trips.

7. City of Burnside (South Australia) - Leisure and Recreation Policy

The City of Burnside has a Strategic Plan which is divided into six functional areas including recreation,

community and cultural development.

Each functional area has a **vision**, for example the vision for recreation and community and cultural development is:

By the year 2006 Burnside will be recognised for its proactive and coordinated approach to service and program delivery that meet the identified needs of the whole community and reflect the increasing cultural diversity within our City.

This is followed by a series of **strategic statements** which identify what Council will do, for example:

Facilitate the provision of a range of community, recreation and cultural services and programs that encourage and support family life.

Although not within the Strategic Plan a series of **policies** have been developed which provide very specific and clear direction on various issues, for example:

The playing of golf on Council reserves and ovals is prohibited unless specific approval of Council is given.

Users of a recreational facility shall be required to contribute to the cost of providing that facility except for parks and other facilities open to all residents at all times for unstructured activities.

In this Module options for obtaining advice during the policy development process, a summary of how recreation and sport policy fits with other Council documents, and a discussion on evaluating policies are presented.

5.1 POLICY ADVICE

Policy formulation usually requires advice or expertise provided either within Council's staffing structure or externally from community sources. Generally two forms of advice are available.

- **Specialist** recreation and sport advice is normally provided by professionals academically qualified or experienced in the field. These personnel bring detailed knowledge of the recreation and sport industry and best practice within Local Government throughout Australia and overseas.
- **Generalist** policy advice is normally provided by senior Council officers or policy analysts with expertise in Local Government and policy formulation.

The four main options for structuring the location of policy advice within Council's organisational structure are summarised below.

1. Central Policy and Planning Unit

A central policy unit is normally responsible for a range of corporate functions, such as strategic planning, development of the corporate plan and preparation of major policies. An example is the City of Marion (South Australia), City Manager's Unit which is responsible for these general functions.

2. Recreation Department

A specialist Recreation Department or Unit within a larger parks, engineering or community service department will employ professional recreation and sport staff. Usually Recreation sections are responsible for implementing policy once it is developed and approved by Council. In these instances policy formulation is not usually a separate function from the operational arm of Council.

3. Purchaser Department

In recent times some Councils have developed an organisational structure which splits the organisation into Purchaser and Provider sections. Usually the Purchaser section is responsible for policy development. These departments may comprise

specialist recreation staff or generalist staff with skills in contract specifications. In this situation policy advisers are not responsible for the operational functions of Council.

4. Consultants

In situations where no professional recreation expertise exists within the Council's administration, it is practical to engage a recreation and sports consultant to provide specialist industry knowledge and advice during policy formulation.

External policy advice is often available from organisations with special expertise in sport and recreation or Local Government, including:

- Local Government Associations;
- State and Federal Government Departments with responsibility for Local Government or Sport and Recreation; and
- other Local Government authorities.

5.2 POLICY DOCUMENTS

Councils produce numerous documents which relate to policies depending upon the circumstances. The potential for documents to be developed in isolation should be avoided. A coordinated approach which highlights the relationships between different functional areas of Council will prevent duplication and adoption of conflicting policies.

The major types of documents are listed below.

• Corporate Plan

Corporate Plans provide an overview of Council's vision and major strategies for achieving the vision. It sets the tone of Council and outlines its philosophy and core business.

At the City of Tea Tree Gully (South Australia) a City Plan has been prepared for a five year period which provides an overall policy direction for Council. This plan is a summary of three year strategic plans for each functional area. Flowing on from the City Plan individual or specific policies are developed for the various programs.

• Policy Manual

Most Councils have a Policy Manual which is usually a collation of Council resolutions.

These individual resolutions tend to be single paragraph statements more appropriately located

in an Administrative Policy Manual or a Program Guidelines Manual.

The City of Campbelltown (South Australia) has established a Policy Manual which is a collation of broad program policies, including an environmental health policy, volunteers policy, and services for the aged.

- **Recreation and Sport Plan**

Many Councils have prepared a Recreation and Sport Plan which usually provides an overview of Council's philosophy on recreation and sport and a basis for action. Once a plan has been developed, specific program policies evolve to guide Council's actions and resource allocation.

Effective recreation and sport policies must complement other Council policies, and be consistent with Council's service delivery philosophy. The City of Marion has undertaken a comprehensive review of its policies and has embarked on a process of integrating all of its documents using a consistent numbering system. For example recreation and sport policies can be identified by a specific number in all documents and reports to Council. The numbering system is used in the Budget, Corporate Plan, Policy Manual, Strategic Issues Document, Administrative Policy Manual and all reports to Council.

5.3 POLICY EVALUATION

Policies guide Council's actions in producing an outcome for its residents. Implementing actions requires an allocation from a resource pool constantly under pressure from competing interests. Consequently it is important to evaluate Council's policies to determine whether they are achieving the desired outcomes: in other words, are policies appropriate, efficient and effective?

Ideally policies will specify outcomes or objectives. However, policies often have outcomes drafted in non-specific terms which can be very difficult to evaluate. For example the objective may be to "improve the quality of life of residents". An important step in evaluating policies is to determine outcomes in quantifiable and qualitative terms. In this way it is possible to determine whether the objectives have been achieved.

Evaluation is a systematic assessment designed to establish whether actions implemented under a policy have resulted in the specified outcomes. Evaluation also clarifies the political options given that determining whether a policy is a success may be a political issue in its own right.

Evaluation produces several different types of information:

- information about the progress of policies, that is a description of how policies have been implemented;
- information about the degree to which a policy has succeeded in meeting its objectives; and
- information on reasons why policies have succeeded or failed and alternatives for improving the policy objectives.

When evaluating policies:

- preferably have them undertaken by a person or group independent from those responsible for implementing the policy;
- design a methodology specifically for each policy evaluation;
- use a range of research techniques including surveys, analysis of primary data, and focus groups;
- recognise that policies have a political aspect which has to be taken into account in evaluation;
- acknowledge that it is a formal process which is becoming increasingly important in Federal and State Government and is likely to become mandatory in Local Government;
- recognise that modification of existing policies will often occur;
- realise that it is often difficult to measure qualitative or subjective outcomes specified in a policy although these often relate to effectiveness which is one of the most important criteria for success;
- attempt to define and explicitly state the intended outcomes and where possible rank these in priority order, if the policies do not have clear, identifiable objectives; and
- remember that it is an ongoing process involving regular monitoring of service provision.

Please note that in Module 6 the style of language and punctuation is that of the quoted documents. In quoted material, only the spelling has been standardised.

Examples of recreation and sport policies which provide overall direction for Council's leisure services, as adopted by various Councils throughout Australia and overseas are summarised below. Key elements of each policy are detailed, particularly where the policy is considered to be innovative or different from routine policies and practices of many Councils.

City of Burnside (South Australia) - Recreation Policy

Burnside's Recreation Policy is incorporated within its Strategic Plan in the Community and Cultural Development Section.

Vision

By the year 2006 Burnside will be recognised for its proactive and coordinated approach to service and program delivery that meet the identified needs of the whole community and reflect the increasing cultural diversity within our City.

Strategies which Burnside will use to achieve this vision are as follows.

- Facilitate the provision of a healthy, happy and safe environment for residents that encourages active involvement in their community.
- Facilitate the provision of a range of community, recreation and cultural services and programs that encourage and support family life in Burnside.
- Facilitate the provision of a comprehensive support system for frail, elderly and disabled residents and their carers living in Burnside, to enable them to remain in their own environment for as long they wish.
- Support and facilitate community based recreation, cultural and support programs, services and information for young people.
- Support the integration of people with disabilities and those from non-English speaking backgrounds into our community and encourage their participation in all aspects of community life.

Council's policy statement also provides some guidance for implementation of the policy including:

- ensuring accessibility of all programs, facilities and services;
- ensuring sensitivity to cultural diversity;
- recognising different needs for different age groups; and
- encouraging residents' involvement in the community.

City of Saskatoon (Canada) - Public Recreation Policy

Key elements of Council's Public Recreation Policy are a formal policy statement supported by five major outcomes for the community.

Policy Statement

Participation in culture, parks, recreation and sport activities is essential to the well being of individuals and the community as a whole. To maximise the benefits the City of Saskatoon seeks to get as many of its population as possible to participate in the activity of their choice.

Major Outcomes

- 1 To ensure that opportunities for cultural, parks, recreation and sports activities are accessible to all citizens, Council will:
 - provide a number of programs at no charge.
 - provide free access times at all facilities.
 - administer an accessibility grant program to proactively address barriers to participation.
2. To support the ongoing delivery of a broad range of culture, parks, recreation and sports activities Council will:
 - provide resources and professional staff to manage and maximise use of existing recreation facilities.
 - expand recreation facilities when demand for programs exceeds capacity to deliver and
 - a. the market is unable or unwilling to provide adequate facilities, and
 - b. there is an identified source of capital and operating funds.

3. To assist leisure service providers in identifying culture, parks, recreation and sport program priorities Council will:

- provide market information on customer preferences, priorities, barriers to participation, and reasons for participating in culture, parks, recreation and sport activities.
- support joint use agreements with local school boards.
- request and use input from users in the planning and design of activities and recreation facilities.
- initiate or facilitate planning sessions with service providers to exchange service delivery plans, expectations and results, in order to avoid unnecessary competition, discover gaps in the delivery of services, and establish compatible service delivery plans.

4. To help community associations, volunteer organisations and individual volunteers obtain self sufficiency in the delivery of culture, parks, recreation and sport services Council provides:

- consulting and advisory services to community groups.
- leadership development and volunteer training/recruitment to community organisations.
- subsidies, grants and support services to community organisations.
- operating grants and rental subsidies to sports organisations.

5. To provide the broadest range of customer choice and availability Council designs and delivers programs and services that the market wants and is prepared to pay for through user fees, to ensure these programs and services are affordable to the broadest spectrum of residents, subsidies will be provided according to the following priorities:

- programs or services which reduce/address barriers to participation.
- general admission programming.
- programs which serve a large segment of the population for which the cost exceeds the fair market value.
- education and awareness programs.
- programs that are aimed at restoring wellness.

- introductory programs in new or emerging culture, recreation and sport activities.
- special promotion events and initiatives.

Province of New Brunswick (Canada) - Recreation and Sport Policy

As noted in Module 4 this policy does not include a formal policy statement but has a philosophical basis and definitions of recreation and sport, and a series of principles.

Philosophical Basis

Fundamental to this policy statement is the belief that recreation and sport provide critical foundations for the quality of life and wellbeing that makes New Brunswick unique. Sport and recreation are recognised as being essential to the health and well being of individual citizens and New Brunswick communities. Sport and recreation activities have far reaching personal, social, economic and environmental benefits.

Fundamental Principles

- Sport and recreation are essential public services which respond to our citizens' rights to physical activity, play and other leisure activities.
- Sport and recreation are valued for their contribution to our individual and community quality of life, to personal and family health and wellbeing, and to our culture and heritage.
- All citizens should have equitable, barrier free access to a broad range of quality sport and recreation activities.
- Sport and recreation services in New Brunswick will be delivered in an equitable manner which respects the spirit of provincial legislation concerning the two official languages.
- The practice of sport and recreation must be based on principles which are of a high standard and reflect the values and ethics of the citizens of New Brunswick.
- Volunteers should be valued, recognised and supported for their commitment to serve our citizens through sport and recreation programs.
- Leadership in the sport and recreation system is shared, cooperative in spirit, responds to an ever changing sport and recreation environment and based on mutual trust and respect.
- The partners, individually and together should provide sport and recreation activities which are

safe, healthy and at a level consistent with the ability, desire and commitment of the participants.

- The pursuit of excellence in all its forms should be recognised and supported at all levels.

Operational Principles

- There should be a reasonable balance in the financing of sport and recreation by all tax payers (through the levels of government), volunteer organisations, participating individuals and families, private sector and institutions such that all citizens have equitable opportunities to participate regardless of ones ability to pay.
- Quality programs in health, recreation and daily physical education in our schools are essential for the development of knowledge, attitudes and skills which foster life long participation in sport and recreation activities.
- The sport and recreation system is recognised as a complex network of partners who work both independently and collectively to develop and deliver services which meet participant needs. Partners are those individuals or groups who have interest in and responsibility for program delivery within the system, they are individuals, volunteer sport and recreation organisations, three levels of government, educational institutions, the private sector, service clubs, agencies, and in a unique way the media.
- Demographic, geographic and cultural differences and regional disparities should be recognised province wide. Partners within geographic regions should acknowledge the benefits of cooperating, jointly planning and financially supporting programs and facilities for sport and recreation services.
- Sport and recreation policies including this one should be developed and subsequently updated on a regular basis by an agreed upon procedure involving the partners.

City of Port Lincoln (South Australia) - Sport and Recreation Forum Policy

The City of Port Lincoln has established the Sport and Recreation Forum as an advisory committee to Council. This Forum is a formal sub-committee of Council's Community Service Advisory Committee with the following terms of reference which have been endorsed as policy by Council.

- Provide a community consultation group for sport and recreation issues in Port Lincoln.
- Promote a healthy community lifestyle through

involvement in sport and recreation activities.

- Seek funding to strengthen sport and recreation activities at the community level from Federal, State and Local Government sponsorship and high achiever assistance program.
- Assist the long term viability of sport and recreation groups in the community through research, lobbying, advocating and acting as a resource point.

Please note that in Module 7 the style of language and punctuation is that of the quoted documents. In quoted material, only spelling has been standardised.

Examples of recreation and sport policies which address access and equity across the recreation and sport area and specific policies relating to groups with special needs, as adopted by various Councils throughout Australia and overseas are summarised below. Key elements of each policy are detailed, particularly where the policy is considered to be innovative or different from routine policies and practices of many Councils.

City of Salisbury (South Australia) - Access and Equity Policy

Whilst this policy has not been formally adopted by Council it provides an excellent example of an access and equity policy which is suitable for Local Government. Key elements of the policy are shown below.

Policy Statement

Salisbury Council will significantly improve accountability to, and outcomes for, all community members of the City of Salisbury.

Key Principles

Access and equity as a policy for the City of Salisbury seeks to ensure that all members of the Salisbury community who face barriers of language, race, culture, religion, income, gender and disability have a right to:

- be recognised as valuable citizens,
- have equity access to all aspects of Council's services and programs,
- contribute to the economic, social, political and cultural life of the community,
- have their needs recognised in the planning and administration of relevant policies, programs and services, and
- participate in decisions which affect their lives and the communities in which they live.

Policy Goals

- Services will be available to everyone free of

any form of discrimination irrespective of a person's country of birth, language, culture, religion, race, gender or disability.

- Services and programs will be developed and delivered on the basis of equity.
- A variety of information strategies will be developed and used to inform community members of programs and services.

Policies, programs and services will be sensitive to the needs and requirements of a diverse community.

- Programs and services will be result oriented and focus on meeting the needs of all community members.
- Access and equity considerations will be built into all planning processes, performance management, funding and reporting requirements.
- Access and equity considerations will be built into all relevant contracts, grants and reporting requirements.

City of London (Canada) - Gender Equity in Recreation Services Policy

Gender equity is defined as "the principle and practice of fair allocation of resources, programs and decision making to both men and women and includes the redressing of identified imbalances in the benefits available". Using this definition Council has adopted a policy statement.

Policy Statement

That gender equity in recreation be provided within the community recognising the many personal, social, economic and environmental benefits to health and quality of life that are derived by participating in physical activity and through positive leisure lifestyle development. The City of London is therefore committed to:

1. Ensuring that a range and variety of gender equitable recreation opportunities are available in all areas of the community and are accessible in a safe and welcoming environment for all Londoners;
2. Working with the community to provide gender equitable recreation opportunities, projects,

program, services, staff and facilities, which are consistent with this policy; and

3. Allocating appropriate resources to accomplish these above noted commitments.

Implementation of this policy is based on the following strategic directions:

1. Council is committed to work with the community to:
 - monitor, evaluate and identify gaps and overlaps in recreation service provision through such activities as community planning, community development and education processes to ensure gender equity.
 - provide a range of accessible recreation program opportunities for females and males including single sex and co-educational team and individual opportunities, as well as casual through to competitive levels in all neighbourhoods across the City.
 - continue to educate and make the public aware of the benefits of positive leisure lifestyle patterns for females and males.
 - create a welcoming environment in which females and males are encouraged to be participants, coaches, officials and managers and leaders in physical activities recognising they will be positive role models for the future.
2. Council is committed to:
 - ensure gender equitable and appropriate marketing of recreation opportunities are available to all Londoners.
 - consider gender equity and safety issues with new facilities/park development and existing facilities/park operations including community input into design and operational considerations for females and males.
 - ensure that gender equity is a criterion in the allocation of City recreation facilities and to ensure the City supports and uses community facilities that are gender equitable.
 - ensure that gender equity is a criterion when awarding travel grants to sports organisations.

City of Campbelltown (South Australia) - Services for the Aged Policy

Council has a policy relating to the provision of services to older residents aged over 60 years.

Policy Statement

Council recognises that it has a role to provide opportunities for older residents of the area to have access to a range of services which give them a sense of well being, meet their need for social interaction, meet their need to participate in recreational and entertainment type activities, meet their need for mobility and independence and facilitate the maintenance of their daily living skills.

Council recognises that in fulfilling its role as a provider for services for older residents that it is both desirable and effective that the method of delivery of those services is a mixture of both direct and indirect delivery.

Service Provision

- Direct services provided by Council include:
 - meeting places for senior citizens clubs
 - community bus service
 - mobile library and delivery service to housebound residents
 - functions including the Mayoral Bowls Tournament for Seniors and the Seniors Concert.
- Indirect or in kind support is provided by Council to a number of community organisations which provide services for older residents.

Recreation Integration Victoria (Canada) - People with Disabilities Policy

While Recreation Integration Victoria is not a Local Government authority it assists people with disabilities in accessing their recreation and leisure interests through community based opportunities. The Association has adopted a series of guiding principles which may form an important part of a Local Government policy for people with disabilities.

Guiding Principles

Central to each of the principles is the belief that the individual must be considered first when developing any program and service, and the rights and dignity of the individual must always be respected.

- The self empowered individual is the core of any successful program or service.
- The community level is the basis for the delivery of programs and services.
- All individuals should have an equal opportunity to participate in physical activities regardless of age, gender, language, ethnic background, economics or ability.

- Those with a disability shall be encouraged and provided every opportunity to assume responsibility for developing a physically active lifestyle.
- Active living is an important and essential component in the quality of life all people.
- The principles of dignity of risk, age appropriateness, personal satisfaction and freedom of choice are fundamental to the provision of programs and services by, and for, people with a disability.

Vancouver City Council (Canada) - Youth Policy

Vancouver City Council has adopted a Youth Strategy which incorporates a Youth Policy Statement. The City regards youth as people between the ages of 9 and 24 years.

Policy Statement

Council commits to involving youth as active partners:

- in the development, assessment and delivery of civic services which have direct impact on youth, and
- in broad spectrum community consultation and initiatives.

Council promotes and supports youth driven youth groups as a key consultation resource to the City to ensure the voices of youth are heard.

Core Objectives

In order to create the opportunity for young people to be partners in determining the future of Vancouver, all departments in the Civic Government will work to achieve the following four objectives:

- Ensure that youth have 'a place' in the City.
- Ensure a strong youth voice in decision making.
- Promote youth as a resource to the City.
- Strengthen the support base for youth in the City.

Guiding Principles

In meeting the objectives outlined above, implementation plans will be based on the following three principles:

- Strong youth involvement at the local level.
- Partnership in planning and implementation.
- Assistance and support rather than control and management.

City of Stirling (Western Australia) - Youth Policy

Council has developed a policy for young people, covering a wide range of issues including leisure and recreation, library and information, health, employment and training, welfare, accommodation and transport. Policy components which relate to recreation and sport are detailed below.

Aim

To plan an environment and initiate a wide range of activities and programs which enable, and foster, opportunities for individuals to participate in recreation activities of their choice and for their intrinsic enjoyment.

Policy

To provide the opportunity for youth to participate in a recreation environment through the provision of programs, services, facilities and consultative committees.

Council may consider the provision of a wide range of leisure, cultural, sporting and recreational options which meet the express interest and diverse needs of young people in the City of Stirling.

City of Perth (Western Australia) - Children's Policy

Council has developed a strategy focusing on the needs of young children aged six years and under. The objective of the strategy is to set out ways in which Perth can be made a more friendly and meaningful place for children and their families.

Guiding Principles

- To create an interesting environment for young children in the City.
- To create in adults an awareness of young children in the City.
- To create in children a sense that the City of Perth and its adult population value their presence and welcome them.

Key Strategies and Recommendations

Objectives and recommendations have been identified in ten different aspects of children's services. Those relating to recreation and sport are summarised below.

Public Spaces

- That the public spaces in the City of Perth are enhanced with the needs of young children and their carers in mind and offer delight, colour,

interest and respite to all who use them.

- Establish children's play areas in central locations in the City.
- Explore opportunities for model play facilities for the City of Perth.
- Encourage the temporary use of vacant sites for children's activities.
- Establish more grassed areas with shade (preferably trees) in the City.
- Provide more informal seating and rest stops throughout the City, parks and other recreational areas.

Participation in Cultural and Recreation Activities

- That there are a wide range of opportunities for young children to participate in cultural and recreation activities including the performing and visual arts, story telling, physical activities and games.
- Include a wading pool for young children in any proposed aquatic centre development.
- Consider the establishment of a beach in the City for families to swim in and enjoy.

Safety

- That the City of Perth is safe for young children and their carers to explore, where activities and events for children are adequately supervised and where new and existing installations which encourage play conform to Australian Safety Standards.
- That appropriate organisations and reference materials be consulted regarding the current safety standards for providing play opportunities for children.

Please note that in Module 8 the style of language and punctuation is that of the quoted documents. In quoted material, only spelling has been standardised.

Local Government provides assistance to recreation and sport groups: the type of funding available varies depending on the Council and the situation but includes subsidies for use of public facilities, programs, grants and sponsorship to individual athletes and funding for capital works. Key elements of policies as adopted by various Councils throughout Australia and overseas are summarised below, particularly where the policy is considered to be innovative or different.

8.1 PRICING POLICIES

Most pricing policies relate to recreation and sporting clubs' use of outdoor recreation facilities, particularly sports grounds and ovals.

City of Port Adelaide Enfield (South Australia)

With the amalgamation of the former Cities of Enfield and Port Adelaide, two different pricing policies existed for clubs or organisations using Council properties. Consequently, a new policy was developed for all Council properties in the new City.

This policy addresses ovals and reserves, community clubs occupying buildings, special surfaces and senior citizens clubs.

Principles for Pricing Ovals and Reserves

- Reserves (i.e. open spaces) are acknowledged as community assets and as such are a resource for the community.
- Clubs/user groups to pay for sole use rights of open space on an hourly basis.
- Maintenance costs of non exclusive use areas are the responsibility of Council.

Principles for Pricing Community Club Occupying Buildings/Clubrooms

- Clubs pay nominal site rent with lessee responsible for water and sewerage charges, rates and taxes and building maintenance.
- Clubs occupy buildings on a lease basis paying non commercial rents.

Principle for Pricing Special Surfaces

Clubs lease the clubrooms and special surfaces (tennis courts, bowling and croquet greens).

- Clubs are responsible for water and sewerage charges, rates and taxes, and buildings and grounds maintenance for a non commercial site rent.

Principle for Pricing Senior Citizens/Pensioner Clubs

- Senior Citizens/Pensioner Clubs hire facilities from Council with clubs being given the first opportunity to continue existing usage arrangements.

Proposed Fee Structure

Seasonal hire charges will be based on:

- A flat hourly charge for seasonal hire.
- Ancillary costs, such as water and sewerage and insurances are the responsibility of Council except floodlighting, which will remain the responsibility of the user group.
- Existing users of reserves/facilities will be given priority in booking to ensure there are no interruptions to their programs.
- Where clubs can demonstrate that some of their use is for non core activities (e.g. a rugby club using a pitch for an anti drug campaign), the club may apply for discount on the hourly charge for that specific function.

Casual hire will be based on a hire charge per day with a key deposit and bond.

Buildings will be charged on the following basis:

- Council will assume responsibility for insurances with the lessee responsible for public liability and contents insurance and for \$100 excess on building/damage claims.
- Rental of clubrooms at \$1 per annum.
- Full Council rates are to be raised on building/areas subject to a lease but where a club qualifies (and most would) the clubs is entitled to apply for a 50% rebate.

City of Monash (Victoria)

Council's pricing policy for sporting reserves is based on grading each sport for use of Council reserves and pavilions.

Fees and Charges Guidelines

A schedule of fees and charges has been prepared for each reserve and pavilion based on the following principles:

- Each reserve and pavilion is graded according to the level of maintenance with higher grades reflecting higher maintenance costs.
- Council shall recoup approximately 10% of total estimated expenditure of \$1.3 million related to maintenance of sporting reserves and pavilions.
- Sporting reserve and pavilion fees and charges will be indexed yearly in accordance with a percentage increase in CPI.
- Sporting reserve and pavilion charges shall be calculated per team that uses the reserve (unless specified as a club charge).

Services Provided by Council

Council will undertake the following reserve maintenance:

- preparation of turf wickets
- top dressing
- seeding
- drainage issues
- watering and irrigation
- installing and removing goal posts
- maintaining the surrounding area
- cutting the grass
- fertilising and weed spraying when required
- maintenance of Council bins.

The Council will undertake the following maintenance items in pavilions:

- repair external broken windows, electrical wiring and plumbing fixtures
- removal of external graffiti
- painting
- structural maintenance
- general building maintenance
- security services.

City of Mitcham (South Australia)

Council has a policy relating to the contribution or rental paid by sporting bodies for use of playing fields based on the following principles.

- Areas to which the public does not have regular and free access all costs of maintenance will be borne by the users.
- Grassed areas to which the public have regular and free access.

Council will be responsible for:

- 26 grass cuts per annum
- 2 fertilisers per annum
- maintenance of irrigation and drainage system.

User groups will be responsible for:

- cost of grass cuts in excess of 26 per year
 - electricity for lighting
 - line marking
 - maintenance of special areas, such as turf wickets and diamond bases
 - water costs over and above that normally required to keep the grass alive.
- Non grassed areas to which the public have regular and free access. Council will share the contribution for maintenance with the clubs based on the degree to which the public has access to the facility.

City of Burnside (South Australia)

Council has established the following policy for pricing of its recreation facilities.

Philosophy

- Council should support/subsidise sport and recreation.
- Council should provide higher levels of support to sport and recreation involving Burnside residents and youth.
- The principles of self health as annunciated in Council's Community Services Philosophy will be a prerequisite to Council support for groups/clubs using sporting and recreation facilities.

Recreation Facilities Charge

Users of a recreational facility shall be required to contribute to the cost of providing that facility except for parks and other facilities open to all residents at all times for unstructured activities. Contribution will be applied as follows:

- A site rental charge to be levied on all clubs using ovals or with exclusive use of tennis courts.
- A site rental will initially be based on 1% of the unimproved value which will then be increased by CPI each year.
- Clubs using ovals, or with exclusive use of tennis courts, will also be expected to meet the costs of, or responsibility for, preparation and maintenance of facilities to meet the specific requirements of

their sport e.g. cricket pitches, boundaries, goal posts and tennis courts.

- A casual hire charge will be made for the booking of tennis courts available for general public use.
- The cost of water, sewerage and power will be met by the occupier of all Council owned buildings.

Policy Reductions

Council may apply the following categories of discounts to charges made to clubs.

- Ability to pay may be set after consideration of the financial situation of the club and inspection of financial and other records.
- Community advantage may be set after consideration of the advantage to the community that may accrue from encouraging the use of the facility or the activity of the user group.
- Social obligation, this factor may be set after considering any social obligation the Council may have to provide for any disadvantaged section of the community.

These factors will be expressed as a percentage and the charge will be reduced by that percentage.

City of Noarlunga (South Australia)

Council has a rental policy in which management committees are charged an annual fee for the use of community facilities. This fee is separate from any loan repayments that committees owe Council.

Rent and Maintenance Fees

The fee is calculated on the basis of a rent and maintenance fee less any discount. Rent is based on 1% of Council valuation of buildings plus a maintenance factor of 1% of Council valuation of buildings. The actual amount paid by each committee as a maintenance factor will be spent on the facility over the life of the agreement.

Discounts may be applicable, as follows:

Capital Contribution - A pro rata reduction of the rent factor for agreed capital contributions to the building by the present committee.

Social Justice - Up to 45% discount on the remaining fee will be given if committees can provide evidence of:

- Genuine participation in club activities by at least one of the designated groups (young children, both

genders, non English speaking background, Aboriginal, DSS recipients, aged and disabled).

- Policy and implementation of actions to encourage the participation of designated groups.

Discounts are not available to facilities with gaming facilities.

Community Access - Up to 45% discount will be given to committees that allow regular access at reasonable rates to outside groups. Full discount will be given if:

- Major community and recreation facilities have at least three regular outside users or at least twelve per week of outside use.
- All other categories of facility have at least one regular outside user or at least six hours per week of outside use.

This discount is not available to facilities with gaming machines.

Emergency/Essential Services - Discounts of up to 90% for member branches of Surf Life Saving Australia, Country Fire Service, Australian Volunteer Coastguards, State Emergency Service and the SA Sea Rescue Squadron.

8.2 GRANTS AND SPONSORSHIP

POLICIES

Councils provide financial assistance for recreation and sport facilities and activities through grant programs. A number of Councils also provide sponsorship to sports people to participate in elite competitions.

District Council of Grant (South Australia)

This rural Council has a policy of providing annual grants to sporting clubs which do not have access to substantial income sources, such as gate takings and licensed clubrooms. Council provides the funds on a dollar-for-dollar basis with voluntary labour or donated materials accepted as the local contribution.

City of Charles Sturt (South Australia)

Council has a community sponsorship policy which has two components.

Grants to Community Organisations and Clubs

The aim of the policy is:

- To assist in the formation of new groups where it

can be demonstrated that such a need exists.

- To provide support to existing community groups in developing special projects or new initiatives, for example to increase community awareness of the organisation's objections, recruit new members, expand the range of services/activities being offered, or purchase new equipment.
- For small capital expenditure or recurrent costs where it can be determined that the overall benefits will be to the community, particularly where upgrading of essential resources will contribute to wider community usage.
- Council's support may take the form of donations, financial contributions, rate rebates, rent discounts, assistance with plant and labour, or emergency relief upon natural disasters.

Youth, Sports and Cultural Sponsorships Scheme

The aim is to encourage the development of personal excellence.

Sponsorship is available to residents aged 21 years or under and attending primary, secondary or tertiary education institutions. Funds are available to assist in participating in sporting or cultural events representing South Australia or Australia. The level of sponsorship varies depending on where the competition or event is held.

City of Monash (Victoria)

Council has a sports grant scheme targeted to individual sports people participating in amateur sport.

Grants are available as a contribution towards the cost of participation in state, national or international events, or specialised coaching and equipment.

Generally sponsorship will be no more than 50% of total expenses and any one sport will not receive more than 20% of the total funds available in any one year.

Priority is given to sports people who have the potential to reach state, national and international standards, although encouragement grants may be made to athletes who have not yet achieved these levels but show potential to do so.

District Council of the Coorong (South Australia)

Council has a policy of providing rate rebates to sporting clubs based on the following:

- Clubs or organisations holding a liquor licence will receive a rate rebate equivalent to the "fixed charge" part of the rates. (Note: this is similar to

a minimum charge levied as part of a rate notice.)

- Clubs or organisations without a liquor licence will receive a rebate equivalent to the fixed charge and general rate but excluding the common effluent service charge.

District Council of Elliston (South Australia)

Council originally had a community seed funding policy in which it allocated a total of \$8,000 to local clubs and associations to assist in the development of facilities which were beyond the normal resources of individual clubs.

The program was a formal financial assistance program with a standard application form. The result was that the program became very popular with heavy demand for the funds. Consequently, Council eliminated the program and replaced it with funding as required.

Council's current policy is to consider applications from local community groups based on need. In addition, Council allows clubs to use Council's plant and equipment to undertake works, at no cost to the individual clubs.

Burdekin Shire Council (Queensland)

Council has a policy for providing grants for excellence in sports and cultural activities. The key elements of the policy are as follows.

- The event or program must be officially endorsed and the applicant must be selected to represent the State or National body in national or international titles, honours or recognition.
- Individual applicants must be residents of Burdekin Shire or full time students whose supporting parents reside in the Burdekin.
- An individual is limited to one grant per sport per financial year unless selected for higher honours as per the scale of assistance.
- Contributions to be fixed as per the scale of assistance unless determined individually by Council at the time of determination. The scale of assistance is set out below and one unit is equivalent to \$150.

	Competition in Queensland	Competition in Australia	Competition Overseas
Queensland Representative	1 unit	1.5 units	2 units
Australian Representative	1.5 units	2 units	3 units

Thuringowa City Council (Queensland)

A very similar policy to that adopted by Burdekin Shire Council has been adopted with the following variations.

- Individuals or teams are eligible for assistance.
- Sponsorship will be fixed at \$100 unless determined individually by Council.

City of Port Augusta (South Australia)

Council has established the Port Augusta Junior Sports Assistance Foundation as a Controlling Authority under the Local Government Act. The key features of the foundation are as follows.

Objectives

To provide financial assistance to local, junior persons of the City who have achieved, as a minimum, selection in a formal state team and who compete at National sporting events.

To fund the engagement of the best sporting coaches in Australia to visit Port Augusta to undertake specialised coaching clinics for selected junior sports persons and other sports persons of member organisations.

Contributions to the Fund

- Council shall provide a sum of money on an annual basis of an amount being at least equal to annual contributions made to the fund by all affiliated sporting organisations but not exceeding \$4,000 per year in the first five years of the establishment of the Foundation.
- All participating and affiliated sporting organisations shall contribute to the fund on the following basis.
 - number of juniors (not yet reached the age of 19 years) who are current and financial members of that affiliated sporting organisation multiplied by \$1 each, or
 - a minimum payment of \$100 per annum or a maximum payment of \$400 per annum.
- All participating and affiliated sporting organisations contributing to the fund shall agree in writing to continue contributing to the fund on an annual basis for at least five calendar years.
- Sporting organisations wishing to join the fund after the commencement shall pay the following back payments:
 - if joining within the first three years of

commencement date, three years of contributions based on a proportionate reduction over the said period.

- from three years after the commencement date, back payments for a period of three years contributions.

Distribution of Funds

- 34% of previous 30 June cash balance of the pool available for distribution in the ensuing financial year.
- 34% of real costs of attending a State or National event is the approximate level of funding to a junior.
- The Authority will have the discretion to allocate expenditure from the fund for special coaching clinics after three calendar years from the commencement of the Authority subject to a limit of two special coaching clinics per year.

8.3 CAPITAL FUNDING POLICIES

Some Councils provide financial and other forms of assistance to help in the capital development of recreation and sport facilities. Most forms of assistance are limited to works on public land, usually owned by or under the control of Local Government.

City of Mitcham (South Australia)

Council will consider funding up to 66% of the cost of new or replacement facilities and under normal circumstances Council will expect clubs to fund the first third outright and take a loan out from Council for the second third. Council will fund the balance. Loans from Council will be made available at the same rate as obtained by Council.

To attract the funding clubs must demonstrate:

- Evidence that the club can meet any commitments which may arise from the assistance including business plans and budgets.
- Evidence that the facility will fill a need within the community.
- Impact of the development on the surrounding community.
- Any benefits which will arise to the community at large.

City of Burnside (South Australia)

Council will offer assistance to local community organisations and sporting and recreational clubs to

carry out improvements to leased premises and capital development works on land owned by Council either freehold or dedicated as reserve. The form of assistance will be a loan to a maximum of 15 years repayment.

In cases where a local community organisation providing clear social benefits to a special population group in Burnside is unable to meet the requirements of the proposed policy, in view of the size and nature of its memberships base, its financial position and real impediments in the way of raising funds from other sources then Council may choose to consider the application on its merits. The proposal to be prioritised and agreed level of funds allocated in the subsequent budget (subject to the level of priority).

Council shall consider any request from community, sporting and recreational organisations that own their own facilities freehold and who are seeking financial assistance from Council for undertaking improvements and capital development works on their properties. That Council act as a guarantor for loan funds providing the organisation is a property owner and demonstrate the loan will provide significant social benefits to the City of Burnside and further that the organisation is able to guarantee repayment of the loan and offer Council acceptable security (e.g. a mortgage).

City of Prospect (South Australia)

Council will guarantee loans to sporting bodies for approved purposes where the body concerned can satisfy Council that it has the financial ability to service the loan.

City of Noarlunga (South Australia)

Council will encourage the provision of facilities for sporting, recreation and cultural or leisure activities by the provision of financial assistance and leased land where applicable. No financial assistance will be granted for poker machine purchases or building improvements necessary to accommodate poker machines and associated increased patronage.

Sporting, recreational, cultural and leisure facilities should, wherever practical, be multi use and be managed by committees representing all regular users. Council will encourage such multi use by compatible users by giving special consideration, when allocating financial support of any kind, by recognising the need for larger or special facilities and/or different maintenance requirements. Such special consideration will also have regard to the group's ability to contribute to, or maintain, the facility.

As a guide, capital funding for buildings and structures for multi use, will be based on the following ratio:
Council grant 50%

Council loan to organisation/club	35%
Cash contribution by organisation/club	15%

All contributions by the group are to be in hand at the time of approval of the project by Council and the ability of the group to repay the loan funds, and the length of tenure is to be established at that time.

Unless special circumstances apply, which in the opinion of Council render a facility impractical for multi use, the ratio of funding of a single use facility will be varied to decrease the Council contribution and increase the group's contribution according to the assessment of the need.

Where grants or other forms of financial assistance are available to the groups other than their own funds or sponsors, the Council's assistance shall be reduced accordingly at Council's discretion and the group's contribution remain at 15% of the total cost of the complex.

In assessing the relative priority of applications the Council will give preference to requests:

- that encourage the greater use of existing playing facilities.
- that provide greater equity in recreation facilities as indicated by:
 - number and type of participants
 - geographic distribution of recreation opportunities for both local and regional
 - reference to club viability and skill attainment rather than convenience.
- that provide access to the general community when not required by organised activities.
- that increase essential facilities for recreation activities rather than social activities.
- that provide centralised facilities for a number of groups undertaking the same activities.
- that provide in addition to the principal activities a direct benefit to the wider community.
- from groups who have not received significant financial assistance from Council within the previous ten years.

A lower level of Council contribution may apply to applications with a lower relative priority.

City of Monash (Victoria)

Council has a policy regarding improvements to Council-owned facilities and reserves by resident clubs. Council will not contribute to the cost of installing

training lights and/or synthetic pitches or the ongoing maintenance of these facilities.

Council will consider requests for financial assistance of up to 50% of the total cost of installing practice facilities, such as cricket nets and batting cages. The ongoing maintenance of practice facilities will be the responsibility of the resident club unless substantial community access is provided, in which case Council will negotiate a contribution to these costs.

Council will consider in kind assistance and financial assistance to a maximum of 50% of the cost of developing existing pavilion facilities over and above the basic amenities provided by Council. The level of assistance from Council will be dependent upon:

- Exclusivity of club usage.
- The level of community access to the proposed development.
- Club history.
- Long terms plans by the club for its sport within the local community.

Council will consider applications for in kind assistance to develop social clubrooms over and above the basic amenities available from Council, however it reserves the right to withhold any financial contribution.

City of Campbelltown (South Australia)

Council does not have a formal policy regarding capital contributions to recreation and sporting facilities. Financial arrangements are negotiated on a case-by-case basis, based on Council's philosophy of working with community organisations to deliver services to the general public. The policy development for a recreation centre at the Newton Sports Ground was based on Council contributing 25% (\$300,000) as a grant plus a loan for the same amount to be repaid over 20 years.

Funding conditions were as follows.

- A business plan which estimates the revenue and operating costs and a percentage of use available for community recreation will be presented each year.
- Council will have use of the recreation centre on six occasions per annum at no charge.
- Half yearly reports will be submitted including an audited financial statement.

Burdekin Shire Council (Queensland)

Council provides funds for capital improvements on recreation and sporting grounds with the cost repaid by sporting clubs in the form of an annual rental. The general terms of this policy are:

- No interest is paid on the funds provided by Council, in effect, an interest free loan is provided.
- The term for repayment of the funds is negotiated between the club and the Council depending on circumstances.
- Generally projects cost approximately \$10,000 although the amount varies between \$3,000 and \$30,000.
- Council is the constructing authority and undertakes all the improvements to the facilities, and pays all invoices.
- In negotiating the terms of repayment the Council may examine the books and accounts of the club to satisfy itself of the body's ability to repay money to the Council in the form of rental.
- When agreement is reached a simple contract is entered into between the parties regarding the finance of the project.

Bureau of Sport, Recreation and Racing (ACT)

ACT Government has a Sports Loan Interest Subsidy Scheme to assist sporting organisations in the ACT in paying interest on loans obtained for the purpose of developing and improving sporting facilities. Details of the policy are as follows.

- Subsidy payable on the loan shall be for a period not exceeding ten years.
- The loan shall be used for developing sporting facilities on leased Commonwealth land or unleased Commonwealth land.
- Projects eligible are:
 - construction of new or improved sporting facilities for training or competition purposes.
 - provision of ancillary facilities including spectator facilities, toilets, change rooms, essential fixtures, fittings and equipment of a non consumable nature, architects fees and other professional fees.
 - Projects not eligible for approval under the policy include the construction or provision of facilities for extensive commercial, social or club facilities of a non sporting nature.
 - Payment will be quarterly reimbursement of interest on the loan.
 - The maximum interest subsidy payable will be 10%.

City of Stirling (Western Australia)

Council provides funds for the development of sporting and community facilities. Elements of the policy are as follows.

- No single club will receive in total more than \$80,000 in any five year period.
- A club will not receive, in total, more than \$10,000 in any five year period, for additional facilities on reserves, for example, coaches' boxes, batting cages, long jump facilities etc.
- Where a club or organisation intends to develop an existing building this may be funded to 50% of the cost by Council.
- Council may fund up to 50% of the total cost of a car park in a club's leased area.
- Council will fund 100% of the cost of car parking outside club's leased area.
- Council may fund up to a maximum of 50% of the total cost of all maintenance or water supply at tennis courts.
- Council may fund up to 50% of the cost of automatic reticulation on tennis courts.
- Council will not generally provide guarantees or act as guarantors for loans or bank overdrafts taken out by any organisation not under direct control of the City of Stirling. However, it will consider applications to act as a guarantor. Applications should include details of the loan and the full financial position of the club concerned as well as a statement as to why club office bearers are unable to act as guarantor in their personal capacity.

- Repayments are paid back into the fund which can be used for further loans.

Crows Nest Shire Council (Queensland)

Council has established a rolling fund to assist sporting clubs develop facilities. Features of the scheme are as follows.

- Council contributed an initial fund of \$50,000
- Clubs apply for grants each year for the development of sporting facilities and the purchase of major equipment.
- The value of the loan varies but is generally between \$5,000 and \$10,000 with a maximum of \$20,000.
- Loans are repaid over a maximum term of five years.

Please note that in Module 9 the style of language and punctuation is that of the quoted documents. In quoted material, only spelling has been standardised.

Examples of policies for management of sporting reserves, outdoor recreation facilities and indoor recreation buildings, as adopted by various Councils throughout Australia and overseas are summarised below. Key elements of each policy are detailed, particularly where the policy is considered to be innovative.

City of Noarlunga (South Australia) - Community Facilities Policy

Council has a policy regarding management of its community facilities.

Goal

To develop a self sufficient community through the accessible and equitable provision of facilities.

Objectives

- To ensure wherever possible that there is reasonable access to community facilities.
- To encourage optimum use of community facilities.
- To ensure the efficient management of community facilities.
- To ensure that community facilities are well maintained.
- To ensure that Council provides responsive services to the management and users of community facilities.

Legal Agreements

All leases and management agreements will be for terms which will end in the years 0 or 5 and will not exceed five years.

Maintenance

- Council is responsible for all capital asset maintenance, i.e. keeping the facility in an acceptable state of repair according to type and usage. This will include both scheduled and unscheduled work and typically involves skilled trades.
- Committees are responsible for all operational

maintenance, i.e. maintenance directly related to, or resulting from, the activities of user groups. This is day to day work and can be performed by volunteers.

- Every two years Council will invite committees to submit names of qualified trades persons to be contacted by Council to undertake capital asset maintenance of facilities. Provided they meet all requirements and offer competitive rates these persons will be the preferred trades persons for their own facility and for other Council facilities if they wish. The trades person may be paid for the work performed on their committee's facility or alternatively may elect to earn credits for their committee off the following years fees to the value of the work undertaken. The work must be approved and costed in advance by relevant Council officers.
- Committees are responsible for all maintenance of playing surfaces and grounds.

Frankston City Council (Victoria) - Leasing and Licencing of Recreation Facilities and Reserves Policy

Frankston City Council has developed a Licence and Lease Agreement Policy for all community groups that occupy, or lease Council-owned facilities, Crown Land, or Council land, including groups such as seasonal sporting clubs, tennis clubs, scout groups, life saving clubs and cultural organisations.

Objectives

- An equitable set of fees across like tenancy arrangements are to apply.
- Clarification of responsibilities for the tenant and Council.
- Multi-use of facilities is encouraged to alleviate the demand for new single purpose facilities.
- Broad support for the policy to be achieved from the stakeholder.

Categories of Agreements

Four categories of agreements have been developed:

1. Leases

Provide long term tenancy to clubs up to a maximum of 10 years. They apply to clubs and organisations that have a commercially oriented approach to their

operation, such as gaming facilities, full Liquor Licence, charged entry or an annual turnover in excess of \$400,000. Clubs are required to invest a percentage or have contributed significantly to capital development and be solely responsible for maintenance.

Clubs with gaming facilities are required to pay 4% of net turnover on their gaming facility, while other groups such as the Basketball and Netball Association are required to pay 3% of gross turnover.

2. A, B and C Licences

Licences are issued to clubs requiring short term agreements of 1 year up to 5 years for outdoor playing surfaces and pavilions, scout halls and small community meeting spaces. A Licence "A", "B", or "C" is issued where Council provides the facility or land, and the club manages the facility for a period of time specified and agreed to between the two parties.

Licence A agreements apply to the major home ground for cricket, football, soccer clubs etc. Licensees pay an annual fee in accord with the Fees and Charges Policy for reserves and pavilions. This policy seeks up to 25% of maintenance costs with standard charges for pavilion and rubbish fees. For Junior clubs such as Scouts and Guides 25% of the nominated rental applies.

Licence B agreements apply where there are specialised facilities such as tennis courts and there is exclusive use by one club. Here clubs with Licences pay an annual fee of \$300 and are responsible for all operational and maintenance costs of the facility.

Licence C agreements are the same as "B" however, they cover those groups with full Liquor Licences and the fee applied is \$600 per annum. This is reflective of their greater capacity to generate income via liquor sales.

Where a tenant body has contributed in excess of \$50,000 in capital improvement funds to the site, then they are eligible to apply for a five year Licence with five year option.

3. Seasonal Permits

Seasonal or Casual Permits are issued where users require short-term use of a pavilion, or ground. These tenants have few responsibilities in terms of maintenance and pay a fee reflecting 25% of the direct maintenance costs. Their maintenance responsibilities are the same as those applied to Licence A agreements.

4. Senior Citizens Agreements

These groups pay a nominal fee which contributes to the overall cost of operating Council halls. The rate is \$4.00 per hour which is 40% of the usual hall hire fee paid by community groups, and is consistent with the fees paid by most other Seniors Groups prior to the adoption of the Licence and Lease Agreement Policy. Stand Alone Senior Citizen Centres are offered further concessions for the inclusion of other seniors/ or like clubs in the facility. Further fee reductions can be attained by these groups for Capital Improvement, equipment contributions etc.

Incentives

An incentive program is incorporated in the Policy for all groups that co-locate and share pavilions and facilities. For groups that contribute over \$3,000 per year in Capital Improvement, 10% of this expenditure is deducted from annual fees.

City of Wollongong (NSW) - Sports Field Licensing Policy

Council has developed a draft policy which is being trialled prior to formal adoption by Council. It was developed to overcome problems arising when Development Applications were submitted for ground improvements. Licence Agreements will be negotiated subject to the following policy.

- Council will examine the title deeds for the land which is proposed to be licensed in order to identify any restrictions which may limit the ability of Council to grant the Licence Agreement.
- Council requires all its licensees to have a legal status as an incorporated association or registered company.
- Council grants a maximum term of five (5) years to licensees of existing sporting facilities. A longer term will be considered by Council if the licensee proposes to carry out substantial capital improvements to the land.
- The licensee will be required to contribute \$100 towards the legal fees.
- The licensee will be required to maintain \$5 million Public Liability Insurance.
- Council charges community sporting groups a nominal licence fee under the Licence Agreement (\$184 for 1996/97). If the licensee proposes to carry out commercial activities under the Licence Agreement, e.g. sale of liquor in a licensed premises, then Council will consider applying a commercial licence fee based on an evaluation of the licensee's financial records.
- The licensee is required to pay all outgoings

associated with the activities approved under the Licence Agreement.

- The licensee is required to carry out all maintenance to the licensed area.
- The licensee must allow the facility to be made available to other organisations when the facilities are not being used by the licensee, e.g. schools and other sporting groups. The licensee may charge other users a fee for such use.
- Council does not allow the sale of alcohol on sporting facilities and does not usually endorse the lodgement of Liquor Licence applications with the Police.
- If the term of the Licence Agreement is over five (5) years, Council will be required to advertise the proposal and invite objections from any person within 28 days.

City of Campbelltown (South Australia) - Recreation Facilities Policy

Council has a policy regarding its recreation facilities.

Preamble

Council maintains a number of halls, ovals and tennis courts which it makes available for community use.

Council recognises that the provision of these facilities is an important facet of a community development program which seeks to promote opportunities for people to mix socially and have access to a range of passive and active recreational opportunities.

Objectives

- To make available a range of community halls suitable for use as meeting places and for community and family social events.
- To make available a range of ovals and courts for use for team and personal sporting activities.
- To ensure checks and balances are in place to prevent the community facilities interfering with the rights of people residing in close proximity to those facilities to the quiet enjoyment of their properties.
- To set fees and charges for use of community facilities at a level which ensures that users make a reasonable contribution to the operating costs.

City of Brisbane (Queensland) - Good Neighbour Policy

Council has a Good Neighbour Policy which

promotes the need for sport and recreation groups to be good neighbours with local residents. The policy was drawn up in response to an increasing number of complaints to Council from residents about recreation and sporting clubs. Complaints concerned matters such as noise levels, litter, vandalism, parking problems and dangerous driving. A condition of all new Council leases and licences is that tenants shall adopt good neighbour practices and nominate a community liaison officer.

The main elements of the policy are as follows.

- Council and the tenant will work together to minimise inconvenience to, and complaints from, residents who live adjoining leased/licensed facilities.
- A procedure to resolve resident complaints in a way that satisfies the tenant, Council and the residents must be established.
- Each club will nominate with the Council one or two people who will be Community Liaison Officers. Details of the nominees are to be provided to Council on a yearly basis (or as they change).
- Community Liaison Officers shall be the people within the organisation, whom local residents and Council can contact.

If a dispute arises it is the responsibility of the Community Liaison Officer to liaise with all parties to seek a suitable solution.

- When a person makes a complaint to Council which arises from the tenants use of the premises, Council will refer the complaint to the tenants Community Liaison Officer at which time a date for the response from the club will be arranged.
- The Community Liaison Officer will advise Council of the outcome of the investigations prior to the response date. Council will then contact the complainant to verify results.
- If in the reasonable opinion of the Manager, Department of Recreation and Health, the complaint has not been resolved within a reasonable time period, the Council will the record that a "resident dispute" has arisen and will contact the Community Liaison Officer to discuss ways to resolve the dispute.
- If the dispute is resolved Council may require the tenant to enter into a legally enforceable agreement suitable to all parties.
- If the dispute is not resolved Council may require the parties to enter into an independent arbitration process as contained in the lease documents, to resolve the dispute.

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Examples of recreation and sport policies on a range of topics including alcohol, gaming, tobacco, open space and customer services as adopted by various Councils throughout Australia and overseas are summarised below. Key elements of each policy are detailed, particularly where the policy is considered innovative or different from routine policies and practices of many Councils.

10.1 ALCOHOL, GAMING AND SMOKING

The following policies relate to licensing of facilities for the sale and consumption of alcohol, installation of gaming machines and smoking in public places.

Addiction Research Foundation (Canada) - Municipal Alcohol Policy

The Addiction Research Foundation is an agency of the Province of Ontario in Canada, which is committed to creating and applying research-based knowledge to reduce the harm caused by the abuse of alcohol and other drugs. The Foundation recommends that Local Government adopt a Municipal Alcohol Policy.

Given the increasing potential for Municipalities to be sued, Councils should seriously consider developing an alcohol policy which could reduce the risk of litigation and protect Councils.

A Municipal Alcohol Policy should be sufficiently detailed to cover all facilities and programs in which a Municipality allows alcohol to be served by its staff, volunteers, users or rental groups and caterers. The policy should focus on setting effective management practices to reduce accidental deaths, injuries, liquor licence violations and criminal prosecution. The policy should reinforce serving alcohol responsibly to prevent intoxication and supervising intoxicated persons.

The following issues are suggested for inclusion in a Municipal Alcohol Policy.

- Ensure careful preparation prior to conducting an alcohol related event, for example:
 - provide community groups with a list of

facilities that can be rented for alcohol related events.

- establish specific rules to guide the planning of large alcohol related events, such as major athletic competitions, outdoor fairs and festivals.
- ensure that alcohol is not combined with potentially dangerous activities, such as boating, swimming or skiing.
- thoroughly investigate alcohol related accidents and implement procedures to avoid similar problems in the future.
- do not allow drinking to be the focus of any Municipal event or alcohol related event held on Municipal property.
- develop a comprehensive set of alternative transportation policies, such as a designated driver program, to address the problem of drinking and driving.
- Ensure proper management of licenced premises and special occasion permit events, for example:
 - regularly inspect premises and surrounding areas to ensure they are reasonably safe for both sober and intoxicated patrons.
 - ensure that security arrangements are adequate given the size of the event, the location, the people attending and the previous problems if any.
 - greet all participants at the door so that staff can turn away intoxicated, rowdy or otherwise troublesome patrons.
- Ensure a broad range of responsible serving practices are adopted at each licenced premise or alcohol related event, such as:
 - provide food during the events.
 - encourage patrons to drink non alcoholic or low alcohol beverages, for example by providing them at reduced prices.
 - serve drinks to patrons rather than offering a self serve bar.
- Ensure that procedures are in place to deal with intoxicated patrons, for example:

- encourage staff and hirers of facilities to speak with anyone who is showing signs of intoxication
- ensure staff are trained to avoid and diffuse potential confrontations with intoxicated persons and avoid using excessive force.
- post signs stating the Municipalities policy not to serve anyone who appears intoxicated or otherwise at risk.

City of Burnside (South Australia) - Licensed Clubrooms Policy

Council has a policy that the hours of licensed clubrooms will be between the following times:

Monday to Thursday	8 am to 11 pm
Friday and Saturday	10 am to 12 midnight
Sunday	12 noon to 9 pm
Public holidays	10 am to 11 pm.

Each application to be considered on its merit with the following criteria taken into consideration:

- activity
- locality
- membership
- total hours.

City of Monash (Victoria) - Alcohol Licence Policy

Sporting clubs wishing to obtain a liquor licence must obtain Council's consent as part of their application to the Liquor Licensing Commission. Council's policy is to give consent subject to the following conditions.

- Clubs applying for licences are to be responsible for the cost of all Council approved alterations to pavilions, necessary to obtain a licence.
- Tennis and bowling clubs

Days and times are to be limited to occasions of home matches or practice sessions for open age participants between the hours of:

Sunday to Friday	12 midday to 10 pm
Saturday	12 midday to 12 midnight

- Clubs other than tennis and bowling

Council approved times are as follows:

Training nights	4.30 pm to 10 pm	
Match days	Home	Saturday 12 midday to 12 midnight
		Sunday 12 midday to 10 pm
	Away	Saturday 4.30 pm to 12 midnight
		Sunday 5 pm to 10 pm

Each application will be assessed individually with regards to times and conditions.

- Clubs wishing to apply for a full liquor licence must hold a current lease of the property with Council and operate within the times stipulated above. In exercising this, consideration will be given to community interest, environmental, health and planning concerns.
- Major clubs in State level competition and those clubs which have made a substantial financial contribution to the upgrading or renovation of the pavilion they occupy may, at the discretion of the Manager of Recreation Services, be allowed to apply for a liquor licence for hours which exceed those specified in this policy.
- Permission will not be granted to clubs for the provision or sale of alcohol at junior sporting events.

City of Monash (Victoria) - Installation of Gaming Machines Policy

Council's policy is that the introduction of gaming facilities on Council-owned property is not generally favoured. However, Council will consider applications for installation of gaming machines on Council-owned property subject to the following guidelines:

- The applicant must be able to demonstrate a record of sound financial performance over at least the past five years with balanced operational budgets, accrued savings and ability to manage any proposed debt associated with facility development.
- The applicant must provide a detailed proposal that includes:
 - correspondence from the Victorian Casino and Gaming Authority that stipulates the club satisfies its requirements;
 - correspondence from the Gaming Operators TAB and Tattersalls that stipulates the club satisfies its requirements;
 - all costs associated with gaming facility development;
 - a full set of facility plans (including car parking);
 - a business plan indicating estimated client usage, goals and objectives, operating hours, marketing plans, projected revenue and expenditure statements, and repayment schedule for any debt incurred;
 - a development plan for future usage of the site, club activities and membership;

- club office bearers, membership names and addresses;
 - the impact on existing amenities or development of new amenities;
 - the ability to meet ongoing operational costs associated with gaming operations;
 - current audited financial statements;
 - number of machines to be installed; and
 - number of ancillary staff that may be employed as a consequence of any facility development.
- The yearly rental charged for any subsequently approved application be set at a minimum of \$5,000 and reviewed annually. An additional charge of 0.5% of gross revenue from the gaming operation is to be paid to the City of Monash.
 - Tenancy arrangements are to be negotiated to allow sufficient access by the club to the facilities and reserve to conduct its affairs without compromising public access to any existing amenities.

District Council of Yankalilla (South Australia) - Smoking in the Work Place Policy

Council has formally adopted a policy relating to smoking in Council facilities.

Background

Council accepts that:

- Tobacco smoking, particularly the smoking of cigarettes, is harmful to health.
- There is a significant association between involuntary smoking and an increased risk in lung cancer, respiratory and heart disease.
- Tobacco smoke can aggravate the symptoms of those who are affected by existing heart and chronic lung diseases and asthma.
- Tobacco smoke can be irritating, offensive and can cause physical comfort to non smokers including eye irritation, nose watering, headaches and coughing.

Aim

This policy is to establish a "smoke free" workplace to provide and maintain a safe working environment for all employees.

Minimum Standards

Smoking is prohibited by Council staff in the following areas:

- Internal or external areas in which smoking is prohibited by Health and Safety Legislation, or where there are clear safety considerations.
- Civic Centre
- Works Depot
- Normanville Beach Caravan Park
- Council vehicles, plant and machinery
- Confined spaces.

Smoking by Council staff is prohibited:

- while attending clients or servicing the public
- while visitors and service users are being attended to on Council property.

Members of the public coming into Council premises should be discouraged from smoking by such means as "no smoking" signs, lack of ashtrays and polite requests. However, it is acknowledged that it may be difficult to implement such a policy in respect of members of the public, particularly where the person concerned is in a state of distress. Accordingly, any such instances should be handled sensitively and in all respects polite and effective service to members of the public should be paramount.

10.2 OPEN SPACE DEVELOPMENT

Councils have established a range of policies relating to the funding, maintenance and development of open space and playgrounds.

Rockhampton City Council (Queensland) - Interim Policy for Monetary Park Contributions

Council has established an interim policy for the responsible expenditure of monetary park contributions received as a result of subdivision development.

Council has identified four precincts within the City and established primary aims for each precinct. The general intent of the policy is for monies collected within each precinct to be used to achieve the primary aims designated for that precinct. It is recognised that aims within each precinct will be modified and new aims introduced in response to changing community expectations and Council's assessment of priorities.

Council reserves the discretion to allocate monetary park contributions as it sees fit. This discretion will usually be exercised in the following instances:

- Where the expenditure of monies has a broader community benefit rather than a localised one. For example on the Botanic Gardens or major sporting fields where a proportion of monetary contributions may be applied, as these facilities are used by all residents of the City and not just local residents.
- Where the expenditure of money on a park outside the precinct within which the contribution was collected is considered to be a greater priority. For example development of an existing park in an established residential area may be a greater priority than development of a park in a newly established residential area with few houses.
- Where a park contribution is partly of land and partly of monetary contribution Council will usually require the developer to carry out capital works upon the land to a pre determined standard.
- Where a developer proposes to expend capital works in lieu of monetary park contribution Council will usually require open tenders/quotations to be called for such work.

Rockhampton City Council (Queensland) - Park Provision in Subdivision Policy

Objective

To provide adequate parks to meet the needs of the community and to link park areas into a comprehensive open space network.

Provisions

Council may require as a condition of any subdivision application of land for residential, commercial or industrial use, the applicant to provide an area of land for use of park, or a monetary contribution, or capital works including the development of recreation facilities, or any combination of these three.

Where determining whether to accept land and monetary contribution or capital works Council shall have regard to:

- the size of the area proposed for a park.
- existing parks in the area.
- possibility of connecting the open space required with existing open space.

Where land is proposed to be dedicated for a park, the land shall be:

- 10% of the land to be subdivided.
- land that is a fair average of the type of land to be subdivided.
- not used for drainage or subject to flooding.
- not less than 2,000 m² in area.
- developed to a condition fit for use as a park and shall be selectively cleared, graded, filled and grassed under the direction of the Director of Parks and Recreation.
- provided with water supply.
- readily accessible to the proposed lots created in the subdivision and have suitable road frontage.

City of Prospect (South Australia) - Park Maintenance Standard Policy

Council has a Park Maintenance Standards Policy as follows.

The development of parks, and in particular use of plants, should be designed in such a way that cost effective maintenance practices can be used consistent with the desire of the Council to see an increase in the general standard of development of the parks within the City and will maintain all parks to a standard that will be determined by Council from time to time, but at all times to provide a safe recreational and play environment.

District Council of Grant (South Australia) - Playgrounds and Local Parks Policy

Council has a policy to provide and maintain passive recreation areas and where playground equipment is installed to maintain it by regular inspections and maintenance to standards as advised by the Local Government Association Mutual Liability Scheme.

City of Port Lincoln (South Australia) - Playground Equipment Policy

Council has a policy that all playground equipment in Council reserves is to comply with the following requirements.

- All existing and proposed new equipment must conform to the Australian Play Equipment Standard and Accepted Standards of Good Practice. Equipment that does not conform must be modified immediately or removed.
- Every remaining item of equipment from which a fall no matter how low can be anticipated must be provided with a softfall surface.
- All playground equipment including the depth of

softfall surface be checked monthly and that a maintenance register be maintained and checked by the Works Manager.

City of Stirling (Western Australia) - Playgrounds Policy

Council shall establish a network of designated regional, major or local playgrounds throughout the City which will allow the community to have access to innovative play equipment of a high standard with the minimal level of service being:

- Regional playground: one per ward with more than ten play events in a sandpit.
- Major playground: five per ward with five to ten play events in a sandpit.
- Local playground: as determined by Council with one to five play events in a sandpit if required.

Where possible local communities shall be involved in the planning of these playgrounds particularly with regard to equipment selection and location.

Non designated playgrounds will remain in-situ. They will not be upgraded and as equipment is removed for safety reasons it will not be replaced.

Procedure

- One regional playground will be established in each ward using new equipment innovations and updated versions of existing equipment as a phased or staged development on each selected developed reserve.
- The siting of regional playgrounds will give a high proportion of the City's residents easy access to regional playgrounds within a 3km radius.
- Seating, shade, drinking fountains, bins, lighting and appropriate access will be incorporated into the design of regional playgrounds.
- A series of major playgrounds will be established to complement regional playgrounds and to service a 1km radius.
- Major playgrounds will be developed based on the annual budgetary allocations.
- Limited support facilities will be incorporated into the design of major playgrounds, such as shade, seating and bins.
- Local playgrounds will be assessed on community demand as determined by Council after appropriate reporting.

10.3 SPORT

Many Councils have established policies specifically related to sport.

Kingborough Council (Tasmania) - Junior Sport Policy

Mission

To ensure all young people in the Kingborough Community are provided with quality sporting experiences in a safe and healthy environment.

Outcomes

- To have a Junior Sport Policy modelled on the National and State Junior Sport Policy.
- To have all people involved in junior sport (ie parents, coaches, officials etc) at an appropriate standard as guided by the Kingborough Council and State Sporting Organisations.
- To act as a focal point for the dissemination of information on junior sport.
- To give junior sport a high profile in the Kingborough community.
- To have sufficiently skilled volunteers and staffing to ensure the development of junior sport.
- To ensure that the sporting facilities within the Kingborough community are sufficient, well maintained facilities, easily accessible and are used efficiently.
- To have a close working relationship in the provision and development of junior sport within the Kingborough community.

Strategies

- Promote the partnership between Council and Aussie Sport.
- Recruit, train and maintain the quality of volunteers and staff.
- Encourage partnerships with schools, local sporting clubs and associations in the better utilisation of facilities.
- Examine and define the roles, responsibilities and resources that the Council, schools and local sporting clubs and associations provide for junior sport in the Kingborough community.

City of Prospect (South Australia) - Other Sports not Provided for Policy

Council will give priority in the establishment of new facilities or in any change in use of existing facilities to those sports that are not currently played within the City, provided that such sports are supported by residents.

Ontario Province (Canada) - Amateur Sports Policy

The Ontario Government has prepared a policy for its involvement in amateur sport, which is justified on the following basis.

Amateur sport warrants Government support because it contributes to the provincial interest by benefiting the people of Ontario in a variety of ways. Amateur sport produces role models who exemplify the pursuit of excellence and strive to achieve personal bests in a fair, ethical and non violent context.

Amateur sport also exemplifies the value of team work and develops pride amongst individuals, communities and the general public. Sport can bind members of the community together.

Competitive amateur sport stimulates broad based participation of sport and physical activity in general at all levels and in all regions of Ontario. This results in significant public benefits.

Goals and Priorities

The Provincial Government will provide strategic support to amateur sport in the Province in keeping with its resources, where it is in the public interest, to do so. Its priorities for support to amateur sport are:

- increasing participation among children and youth.
- supporting strong self reliant amateur sport organisations.
- developing athletes from novice to national levels.
- developing a safe and accessible amateur sport environment.
- developing leaders in amateur sport.

Strategies

To meet these goals and priorities the Government will provide limited strategic support for amateur sport through:

- strategic support to provincial sport organisations.
- support for multi sport organisations including those for disabled sport.

- support to the Ontario Sport and Recreation Centre.
- support for the staging of the Ontario Summer and Winter games, the Ontario Games for the Physically Disabled and the Ontario Seniors Games and for Ontario's participation in the Canada Games.
- policy and planning research coordination promotion and consultation services.
- complementary strategies dealing with physical activity, recreation and active living.

Bureau of Sport, Recreation and Racing (ACT) - Sports Skilling Policy

The Sports Skilling Program is a joint venture of ACT Sports House and the ACT Bureau of Sport, Recreation and Racing.

Aim

To educate ACT sporting organisations and increase their business skills and practices, so that they become less reliant on Government funding for administration and development.

Strategy

Through the program, local sporting organisations are skilled in the areas of human resource management and industrial relations, marketing and sponsorship, finance and information and technology. Consultants were engaged to provide skills in these four management areas to six ACT based associations (cricket, softball, Australian football, touch, netball and tennis). These six sports will then take their learned expertise and deliver it to another organisation through a monitoring system over the following two years.

10.4 OTHER POLICIES

Councils have established policies on a range of issues, including contestability, customer services and community partnerships.

City of Tea Tree Gully (South Australia) - Contestability Policy

Council is committed to a process of contestability to ensure that services are delivered in a cost effective manner. The contestability process draws together the key requirements for accountability, transparency and probity. An integral part of the contestability process is bench marking. Bench marking is a tool to measure work currently performed by the existing workforce against comparable industries and organisations.

Council has adopted a series of key benchmarking principles.

- Customer satisfaction is the focus.
- Council is committed to the timely delivery of measurable quality services to its customers.
- Council is committed to provide services that give value for money.
- Council is committed to providing and maximising the effectiveness and efficiency of human and physical resources.
- Council is committed to providing services that reflect the needs of the community as identified in corporate policies and plans and statutory requirements of the organisation.
- Council places a high value on its natural environment, ecologically sustainable development, social justice and keeping the "local" in local government services.
- Council values innovation, flexibility and responsiveness in services, development and delivery.

City of Burnside (South Australia) - Customer Service Policy

Council has established a Customer Service Policy based on the following points.

Council's Mission

The City of Burnside exists to serve its whole community in a coordinated and visionary way.

Council's Philosophy

Everyone in the organisation will serve you, our customer, or support someone who does.

Council's Service Values

Council will:

- treat customers as you would like to be treated yourself.
- make dealing with us a pleasure for the customers and ourselves.
- aim to exceed the customer's expectations.
- always do what we say we will do as quickly as possible.
- understand customers' real needs: listen and hear

what customers say and don't say.

- evaluate our services by asking customers.
- use complaints as an opportunity to put things right.

In addition to the formal policy Council has adopted a series of standards by which customer service will be measured, for example:

- telephone calls will be answered within four rings.
- correspondence will be replied to within five working days.
- process the hiring of recreation and sporting facilities within one working day.
- perform minor repairs to furniture in streets and reserves, fulfil urgent tree pruning requests and attend to hazardous road failures within five working days.

City of Burlington (Canada) - Community Services/ Recreation Partnership Policy

A formal policy statement is based on the following rationale.

Parks and recreation services are part of the broad spectrum of social and community services which support and enrich Burlington. Recreation when integrated into social services responses to community, individual and family issues, has the potential to reduce the time and intensity of therapeutic intervention. The benefits of such integration include money saved, resources freed for more critical needs and a normalisation of what can be intensely trying situations for those involved. The community as a whole as well as clients and participants of individual service providers benefit when land, facility, human and other resources are shared and duplication is avoided.

Policy Statement

Recreation, sport and cultural activities are fundamental to the wellbeing of all community residents, promoting physical, emotional and mental wellness. When these opportunities are an integral part of the response to social issues both the community and the individuals benefit. The City of Burlington supports the sharing of parks and recreation resources and the development of partnerships with social service providers to advance the universal acceptability of recreation and to promote recreation as a response to community and individual needs.

Goals

- To foster the integration of recreation into the

broad community social service context.

- To communicate to traditional community and social service providers the inherent benefits of recreation opportunities in responding to community needs and issues.
- To define the role and responsibilities of park and recreation staff with respect to community/social service activities.

Objectives

- The Parks and Recreation Department through its staff, policies and practices will work towards a greater alliance with other social and community service providers.
- Existing Department and Corporate policies related to facility fee waivers, seed funding, joint venture projects and community development grants will not be altered by this policy.
- The Parks and Recreation Department will continue to provide financial fee assistance for recreation services to families or individuals identified as experiencing financial need.
- Recreation facilities and parks will be available for social service activities including meeting, program and office space where certain conditions apply.

Guidelines and Strategies

- Parks and Recreation staff will communicate, through existing social service networks, the Department's willingness to actively participate in responding to community needs through the use of recreation activities and facilities.
- As part of the Department's planning process, staff will consult with community and social service agencies to identify where recreation activities can support social and community needs.
- In the development of annual work plans, consideration will be given to providing staff and facilities to respond to the needs of youth, families, the disabled, the unemployed, and those with limited financial means.
- The Parks and Recreation Department will take a leadership role in approaching community businesses and service groups, to assist in providing needed resources to enable disadvantaged individuals to participate in community recreation activities.
- Individuals receiving social assistance, or those identified by a school principal, member of the

clergy or a family doctor, as requiring financial assistance may apply to the City for fee assistance.

- As part of the Park and Recreation Department's role as a player in the social and community service network, Department staff will ensure that social and community service providers are aware of the opportunities to rent and use space within existing recreation facilities.
- Rental costs for social and community activities where there has been no capital investment should be equal to those charged for recreational activities. Leases for exclusive space will be renewed every five years.
- As part of the ongoing communication process, staff will ensure that social service agencies and community groups are aware of opportunities to be co users through the development of partnerships, in all future new major facility developments.
- All operating costs for community/social service space within a multi purpose community centre are the responsibility of the social service user.

City of Wollongong (NSW) - Bushcare Volunteer Policy

Council has prepared a Bushcare Manual to ensure volunteers in the Bushcare Program have access to resources to carry out activities in a safe and productive manner. An integral part of the Bushcare Volunteer policy is a Bushcare Charter which has the following aims and objectives.

Aim

To encourage understanding and participation in the care of natural areas of Wollongong City.

Objectives

- To create and maintain self-sustaining locally indigenous plant communities and habitats.
- To work in natural areas with the co-ordination of Council's Bushcare Unit, in accordance with recognised bush regeneration techniques, to control and eradicate noxious and environmental weed species, stabilise the soil, protect watercourses, provide adequate access and tracks and revegetate the site with local indigenous plant species.
- To participate in activities such as seed collection and vegetation surveys which complement the works component of Bushcare.
- To encourage and promote community awareness

of the Wollongong City Bushcare Program.

Council's Commitment

- Training for all Bushcare Volunteers in bush regeneration techniques, supervision and technical advice.
- Instruction in the safe use and handling of hand tools and herbicides.
- The provision of hand tools on loan from Council.
- The provision of native plant material, herbicides, mulch, rubbish bags, gloves, etc for use by Bushcare Volunteers.
- Weed and rubbish removal where accessible.
- Quarterly Wollongong City Bushcare Volunteer Meetings.
- Quarterly *Possum Post* Newsletter.
- Personal accident and public liability insurance policies that cover the activities of volunteers between the ages of 15 and 70 years of age, working on an approved Bushcare project or site.