



MEETING OF THE POLICY COMMITTEE

to be held on

THURSDAY 9 NOVEMBER 2006

**in Conference Room 2,
Joondalup Civic Centre, Boas Avenue, Joondalup
commencing at 6.30 pm**

**GARRY HUNT
Chief Executive Officer
3 November 2006**

CITY OF JOONDALUP

Notice is hereby given that a meeting of the **POLICY COMMITTEE** will be held in Conference Room 2, Joondalup Civic Centre, Boas Avenue, Joondalup on **THURSDAY 9 NOVEMBER 2006** commencing at **6.30pm**.

GARRY HUNT
Chief Executive Officer
3 November 2006

Joondalup
Western Australia

AGENDA

Committee Members

Cr Sue Hart – *Presiding Person*
Cr John Park – *Deputy Presiding Person*
Mayor Troy Pickard
Cr Kerry Hollywood
Cr Steve Magyar
Cr Marie Evans
Cr Russ Fishwick

Terms of Reference

- (a) *To make recommendations to Council on the development and review of strategic (Council) policies to identify the direction of the Council;*
- (b) *To initiate and formulate strategic (Council) policies;*
- (c) *To devise and oversee the method of development (level and manner of community consultation) for the development of strategic (Council) policies;*
- (d) *To review the Council Policy Governance Framework in order to ensure compliance with provisions of the Local Government Act 1995.*

DECLARATION OF OPENING

APOLOGIES/LEAVE OF ABSENCE

Leave of absence previously approved:

Cr J Park

02 November 2006 -27 November 2006 Inclusive

CONFIRMATION OF MINUTES

MINUTES OF THE POLICY COMMITTEE HELD 24 AUGUST 2006

RECOMMENDATION

That the minutes of the meeting of the Policy Committee held on 24 August 2006 be confirmed as a true and correct record.

ANNOUNCEMENTS BY THE PRESIDING PERSON WITHOUT DISCUSSION

DECLARATIONS OF INTEREST

IDENTIFICATION OF MATTERS FOR WHICH THE MEETING MAY SIT BEHIND CLOSED DOORS

PETITIONS AND DEPUTATIONS

REPORTS

Item 1	Policy 8.3 – Elected Members - General	Page 3
Item 2	Policy 5.3 – Cultural Development	Page 6
Item 3	Policy 5.4 - Sustainability	Page 12

MOTIONS OF WHICH PREVIOUS NOTICE HAS BEEN GIVEN

REQUESTS FOR REPORTS FOR FUTURE CONSIDERATION

CLOSURE

**ITEM 1 POLICY 8.3 ELECTED MEMBERS – GENERAL –
 [01435]**

WARD: All

RESPONSIBLE Mr Ian Cowie
DIRECTOR: Governance and Strategy

This item is confidential

ITEM 2 **POLICY 5.3 - CULTURAL DEVELOPMENT– [01435]**

WARD: All

RESPONSIBLE Mr Ian Cowie
DIRECTOR: Governance and Strategy

PURPOSE

To review the current City Policy 5.3 – Cultural Development Policy.

EXECUTIVE SUMMARY

It is recommended that the Policy be amended to provide a focus on art and to allow greater elected member involvement.

BACKGROUND

At the meeting of the Policy Committee (PC) on 24 August 2006, it was requested that City Policy 5.3 Cultural Development, be reviewed on the basis that:

...the wording of the policy did not express its intent, and also felt it important that elected members become more involved in the City's art collection.

This report provides suggested amendments to the Policy that may be considered by the Policy Committee.

DETAILS

The objective of the current Policy is: *To enrich the cultural development of the Joondalup community*, and, as a designated 'City' Policy, has been "...developed for administrative and operational imperatives and...[having]...an internal focus" (CJ064 – 04/05 refers).

The Policy identifies the broad processes for resourcing and managing the following:

- Public Art
- The City's Art Collection including acquisition of works and management of the collection
- The City's archive and memorabilia collection

The current Policy is included in Attachment 1.

As the resourcing and management processes are guided by internal documents such as the Public Art Implementation Process and the Arts Management Strategy for the City's Art Collection, the current Policy makes no reference to the contribution of elected members with respect to achievement of the Policy objective.

Issues and options considered:

Policy Focus

In its present form, the wording of the objective: *To enrich the cultural development of the Joondalup community* is very broad and implies that the Policy covers issues well beyond public art, the City's Art Collection and archive memorabilia which are actually covered. Other areas of cultural activity supported by the City e.g., the Joondalup Festival and the Eisteddfod which may also contribute to the cultural development of the Joondalup community, are not addressed.

The Policy Committee may consider the following options:

- 1 Retain the current Policy and objective without change
- 2 Adopt the amended title and objective which focuses on art and the City's Art Collection as covered by the current Policy
- 3 Recommend that the Policy is broadened to include other forms of cultural development such as community events

The second option is recommended with appropriate wording indicated in Attachment 2.

Implementation of Policy

1 Public Art

The current Policy refers to public art provision in public buildings. However, there is no elected member involvement in this process.

The Policy Committee may consider the following options:

- Retain the current Public Art Implementation Process as stated
- Recommend that the Policy be amended to include reference to input from Council on specific projects as they arise.

The second option is recommended and possible wording is provided in Attachment2.

2 Art Collection, Acquisition and Management

The City's Art Collection was established following the separation of the City of Joondalup from the City of Wanneroo in 1997. Upon separation the collection was divided equally by value, with the City of Wanneroo retaining the historical collection, the regional landscapes and the indigenous collection, and the City of Joondalup acquiring the contemporary art collection.

The strategy for the division and the City's subsequent art collection purchases have been to build a broad, high quality, contemporary art collection, that is of general interest, accessible to the public and reflects the identity of Joondalup as a sustainable City and community that "...are recognised as innovative, unique and diverse." Both collections have been professionally managed since 1992, with all new work being recommended by the City's contracted Art Curator. In terms of prestige, the City's Art Collection is reputedly second only to that of the Art Gallery of Western Australia. This may be attributed to the strategic nature of the acquisitions under the guidance of professional advisers.

As an asset of the City, the value of the collection has been achieving growth of between 10% and 15% per annum, based on valuation reports. The works of

Western Australian artists featured in the collection are now receiving national and international acclaim.

Opportunities to augment the Art Collection with high quality work of City of Joondalup residents are currently provided via the annual Invitation Art Award. In future, opportunities to include the work of City of Joondalup residents may occur through acquisitions of award winning submissions to the Community Art Award, as the works submitted in recent years have reached a standard compatible with that of the Art Collection. In this way, the long-term financial and artistic integrity of the Art Collection will be sustained at the level achieved through strategic acquisition since 1992.

The Policy Committee may consider the following options:

- 1 Retain this section of the Policy without amendment.
- 2 Amend the Policy to maintain the high quality of the existing Art Collection as advised by the Art Curator through:
 - (a) Acquisition of award winning works submitted by Joondalup residents for the Invitation Art Award;
 - (b) Acquisition of award winning works submitted by Joondalup residents to the Community Art Exhibition;
 - (c) Acquisition of the high quality works of Western Australian artists.
- 3 Amend the Policy to include an opportunity for input and advice on purchases from an Art Collection Reference Group comprising the Mayor, two Councillors and the CEO, with advice from the Cultural Development Coordinator.
- 4 Amend the Policy to provide a report to Council on the City's art collection each year.
- 5 Amend the Policy using options 2, 3 and 4.

The fifth option is recommended with appropriate wording indicated in Attachment 2.

3 The City's archive and memorabilia collection

The City's archive and memorabilia collection is a regional resource that is located within the Local Studies area of the Joondalup Library. Parts of the collection are jointly owned by the City of Joondalup and the City of Wanneroo.

The operational objective of Local Studies is to collect, document, and permanently preserve all resource materials that reflect the history, development, culture and society of the region. The majority of people who make use of the collection are students, professionals and individuals and groups with a special interest in the history, planning, and environmental and ecological aspects of the region.

The collection is a repository for unique and significant resources relating to the natural and man-modified environment from the City of Joondalup and the City of Wanneroo. The function of the collection is to allow interpretation of the resources to promote education, enjoyment and community participation.

All acquisitions, whether purchased or donated, are evaluated in accordance with the following criteria:

- The subject content has present or potential relevance to the history, development, or culture of the natural and modified environment of the region.
- The resource relates to the governance of the region.
- The resource originates from the City of Joondalup, the City of Wanneroo or their preceding organisations.
- The resource relates to the present or past population of the region.
- The author or illustrator is local.
- The item is appropriate for library use.
- The resources relate to municipalities adjoining the region and enhance the understanding of the region in the context of its surrounds.
- The item enhances or relates to a specific area of the collection.
- The item is recognised as meeting a perceived need of library users.
- The item can be properly cared for by the City of Joondalup, who will have ownership of it.

The collection is not static, but constantly under review. Suggestions for the inclusion of items into the collection are considered and evaluated against the selection criteria by professionals with the requisite skills and knowledge.

The Policy Committee may consider the following options:

- 1 Retain this section of the Policy without amendment
- 2 Amend the Policy to include an opportunity for input and advice from elected members on the promotion of the collection to the local community

The second option is recommended with appropriate wording indicated in Attachment 2.

Link to Strategic Plan:

This item has a direct link to achievement of the City's Vision: *"A sustainable City and community that are recognised as innovative, unique and diverse."*

Legislation – Statutory Provisions:

With respect to Policy 5-3 Cultural Development, implementation is based on the powers and functions of Council that may be delegated to the CEO under Section 5.42:

- (1) *A local government may delegate to the CEO the exercise of any of its powers of the discharge of any of its duties under this Act other than those referred to in section 5.43 and this power of delegation.*
- (2) *A delegation under this section is to be in writing and may be general or as otherwise provided in the instrument of delegation. (Absolute Majority required).*

Section 5.44 provides limitations to this power of delegation, those being:

In turn the CEO may delegate to any employees the exercise of any of the CEO's powers or the discharge of any of the CEO's duties other than the power of delegation. The delegation must be in writing.

Risk Management considerations:

The current focus of the Policy and supporting documents for implementation is on art in the City rather than arts and culture. There is a risk that by excluding consideration of all the elements comprising cultural development, the current Policy objective will not be achievable.

Focussing future acquisitions for the Art Collection on works by local artists that depict Joondalup may result in an impact on the monetary value of the overall collection.

Financial/Budget Implications:

Not applicable

Policy implications:

This report may lead to amendments in current policy and practice with respect to public art, the City's Art Collection and archival memorabilia in the City of Joondalup.

Regional Significance:

In the future, the City will have a Cultural Facility, which will provide a regional venue for the display of a prestigious Art Collection, the Joondalup archival material and a range of memorabilia, which will contribute to the City's reputation as innovative, unique and diverse and serve as regional attraction for visitors from outside the area.

Sustainability implications:

Art contributes to social and economic sustainability through building a sense of community pride and identity by association, and through developing and maintaining a variety of local attractions for visitors from outside the area.

Consultation:

Not applicable

COMMENT

The Art Collection is of singular importance as an asset, which is accumulating in value on a financial and a cultural level. Opportunities to increase the value of the collection in future will be dependent on continuing strategic acquisition.

ATTACHMENTS

Attachment 1	Current City Policy 5.3 Cultural Development
Attachment 2	Draft City Policy 5.3 – Art and the City's Collections.

VOTING REQUIREMENTS

Simple Majority

RECOMMENDATION

That the Policy Committee:

- 1 CONSIDERS the suggested amendments to the Policy forming Attachment 2 to this Report;**
- 2 SUGGESTS any additional changes to the Policy;**
- 3 RECOMMENDS that Council adopts the revised Policy.**

Appendix 2 refers

ITEM 3 POLICY 5.4 – SUSTAINABILITY – [00906]**WARD:** All**RESPONSIBLE** Mr Ian Cowie
DIRECTOR: Governance and Strategy

PURPOSE/ EXECUTIVE SUMMARY

To consider amendments to City Policy 5.4 – Sustainability and Council Policy 1.3 - Sustainability as requested by the Sustainability Advisory Committee (SAC).

BACKGROUND

At its meeting on 19 January 2006 the SAC received a report requesting that the SAC note the adopted City Policy 5-4 - Sustainability.

The SAC, at its meeting on 19 January 2006, was unable to complete its agenda and it moved to defer consideration of the City Sustainability policy until its next meeting to be held on 9 March 2006.

The SAC did not subsequently hold a meeting on 9 March 2006 and the matter was referred to its meeting of 31 August 2006 where Council was requested to refer suggested changes to the Policy Committee for further consideration.

Council at its meeting of 10 October 2006 endorsed this recommendation.

DETAILS

At its meeting of 31 August 2006, the SAC moved the following motion:

- 1 REQUESTS Council to refer the following matters to the Policy Committee for further consideration:
 - (i) Statement of Intent of Policy 5.4 be changed to delete the second sentence and alter the third sentence to delete the words “and particular circumstances” and read as follows:

“The purpose of this policy is to set a direction that will, over time result in the achievement of outcomes consistent with the principles of sustainability. The Council is mindful that in some instances there may be constraints through the need to act within legislation”;
 - (ii) That a similar change be made to Council Policy 1.3;
 - (iii) The discussion paper attached to the City Policy 5.4 on the website is also attached to the Council Policy 1.3.

Legislation – Statutory Provisions:

Not applicable.

Risk Management Considerations:

Not applicable.

Financial/Budget Implications:

Not applicable.

Policy Implications:

Not applicable.

Regional Significance:

Not applicable.

Sustainability Implications:

Not applicable.

Consultation:

Not applicable.

COMMENT

Nil.

ATTACHMENTS

Attachment 1 Current Policy 5.4 - Sustainability
Attachment 2 Current Policy 1.3 - Sustainability

VOTING REQUIREMENTS

Simple majority

RECOMMENDATION**That the Policy Committee:****1 CONSIDERS the following amendments:**

- (a) **City Policy 5.4 be amended by deleting the Statement of Intent and replacing it with the following wording:**

“The purpose of this policy is to set a direction that will, over time result in the achievement of outcomes consistent with the principles of sustainability. The Council is mindful that in some instances there may be constraints through the need to act within legislation”;

- (b) **Council Policy 1.3 be amended as outlined in Point 1 (a) above;**

(c) that the discussion paper attached to the City Policy 5.4 on the website is also attached to the Council Policy 1.3;

2 RECOMMENDS that Council adopts the amendments to Policies 5.4 and 1.3.

Appendix 3 refers.

POLICY 5-3 CULTURAL DEVELOPMENT

STATUS:	City Policy - <i>A policy that is developed for administrative and operational imperatives and has an internal focus.</i> <i>City policies are referred to Council for review and endorsement.</i>
RESPONSIBLE DIRECTORATE:	Planning and Community Development
OBJECTIVE:	To enrich the cultural development of the Joondalup community

STATEMENT:

Council recognises the important role played by art, culture and heritage collections in shaping and developing a sense of community. It will foster such cultural development by focusing on the following:

Public Art

The state government's Percent for Art Policy will be utilised when developing proposals for new public buildings and extensions over the value of \$100,000. Developers of public facilities will be encouraged to adopt this policy. Projects shall be implemented according to the Public Art Implementation Process as determined by the Chief Executive Officer.

Art Collection, Acquisition and Management

The Council will support contemporary Western Australian art and artists through an acquisition program focusing firstly on high quality art work produced by Western Australian artists and secondly the development of a high quality regional collection. Acquisitions will be managed through a professional Art Consultant who will make recommendations on purchases to the Chief Executive Officer and may reserve pieces on behalf of the City within the annual budget allocation limit. The CEO may approve purchases under \$5,000.

The City's Arts Management Strategy will determine the long-term management, acquisition plan, display, valuation and sale of the collection. The City's Arts Consultant will consider all offers of gifts, donations and bequests and advise the City on the suitability and acceptability of the artwork as part of the Art Collection.

Archive & Memorabilia Collection

The City's archive and memorabilia collections will retain a focus on the local area and be displayed and promoted in such a manner as to promote the education, enjoyment and community participation in the collection. The Collection will be the responsibility of the Manager, Library & Information Services.

Amendments:	CJ213-06/99, CJ206-10/05
Related Documentation:	Public art implementation process; Art Collections and Acquisition management strategy; Museum collection management strategy
Issued:	October 2005

POLICY 5-3 ART AND THE CITY'S COLLECTIONS

STATUS:	City Policy - <i>A policy that is developed for administrative and operational imperatives and has an internal focus.</i> <i>City policies are referred to Council for review and endorsement.</i>
RESPONSIBLE DIRECTORATE:	Planning and Community Development
OBJECTIVE:	To direct the City's approach to art and collections for the Joondalup community.

STATEMENT:

Council recognises the important role played by its public art, the Art Collection, archives and memorabilia in shaping and developing a sense of community. It will address such matters in the following way:

Public Art

The State Government's Percent for Art Policy will be utilised when developing proposals for new public buildings and extensions over the value of \$100,000. Developers of public facilities will be encouraged to adopt this policy. Reports to Council relating to such developments shall highlight public art commitments where possible. Projects shall be implemented according to the Public Art Implementation Process as determined by the Chief Executive Officer.

Art Collection, Acquisition and Management

The Council will support contemporary Western Australian art and artists through an acquisition program managed by a professional Art Consultant, with input and advice from an Art Collection Reference Group including the Mayor, two Councillors and the CEO. The Art Consultant will make recommendations on purchases to the Chief Executive Officer and reserve pieces on behalf of the City within the annual budget allocation limit. The CEO may approve purchases under \$5,000. The Council will approve purchases above this amount.

The acquisition program will enhance the existing Art Collection through the inclusion of works submitted by City of Joondalup residents for the Invitation Art Award and the Community Art Exhibition and more broadly, on high quality art produced by Western Australian artists.

The City's Arts Management Strategy will determine the long-term management, acquisition plan, display, valuation and sale of the collection. The City's Arts Consultant will consider all offers of gifts, donations and bequests and advise the City on the suitability and acceptability of the artwork as part of the Art Collection. A report on the implementation of the Strategy and the City's art collection will be provided to

the Council at the end of each financial year. This report will also seek direction from the Council on the approach to be taken to the development and management of the art collection in the coming year.

Archive & Memorabilia Collection

The archive and memorabilia collection is a regional resource containing items that are jointly owned by the City of Joondalup and the City of Wanneroo. The collection is a repository for unique and significant resources relating to the natural and man-modified environment of both local governments. The function of the collection is to allow interpretation of a regional resource to promote education, enjoyment and community participation.

Whilst day-to-day management of the archive and memorabilia collection will be the overall responsibility of the Manager, Library and Information Services, input and advice on promotion of the collection to the City of Joondalup community will be sought from elected members at periodic intervals.

Amendments:	CJ213-06/99, CJ206-10/05
Related Documentation:	Public art implementation process; Art Collections and Acquisition management strategy; Museum collection management strategy
Issued:	

POLICY 5-4 - SUSTAINABILITY

STATUS: **City Policy** - *A policy that is developed for administrative and operational imperatives and has an internal focus.*

City policies are referred to Council for review and endorsement.

**RESPONSIBLE
DIRECTORATE:** Office of the CEO

OBJECTIVE: To establish the City's position on its responsibility towards developing, achieving and maintaining a sustainable community.

STATEMENT OF INTENT:

The purpose of this policy is to set a direction that will, over time result in the achievement of outcomes consistent with the principles of sustainability. It is recognised that a transition period will be necessary that will allow time, not only to make changes to policies and strategies but also to the culture of the organisation. The Council is also mindful that in some instances there may be constraints through the need to act within legislation and particular circumstances.

Policy Statement

In carrying out its functions as a local government the City of Joondalup will use its best endeavours to meet the needs of current and future generations through an integration of environmental protection, social advancement and economic prosperity.¹

In achieving this, the following guiding principles will be incorporated into the development of policies and strategies:

- 1 Management, planning and development decisions will be based on an integration of economic, environmental and social/cultural considerations.
- 2 Avoidance of the risk of serious or irreversible environmental damage will not be postponed because of a lack of full, scientific knowledge (the 'precautionary principle').
- 3 An understanding of the effects that local activities have on the community, the nation and the world.

¹ Local Government Act 1995 S 1.3 (2005)

- 4 Development of a strong, growing and diversified economy that enhances the capacity to protect the environment.
- 5 Policy measures will encourage voluntary, cost effective achievement of environmental goals and responses to environmental problems.
- 6 Acknowledgement will be made of the need for community consultation and participation in decision making to achieve a cooperative response to environmental, economic and community issues.²

To achieve this objective, the City will:

- 1 Adopt a best practice approach to policy development and implementation, based on the overarching principle of Sustainable Development (integrating the economic, social, cultural and environmental dimensions) and ensure that this overarching principle is recognised in all policies developed by the City.
- 2 Assess its own activities on the basis of minimising adverse environmental impacts while effectively delivering services to the community, particularly in decisions affecting development, planning, economic development programs and capital works.
- 3 Establish and enforce local laws in order to control activities that may have adverse environmental, social, cultural or economic impacts.
- 4 Act to raise awareness and understanding of the community and other stakeholders by seeking more effective arrangements and outcomes, engaging in effective public participation processes and supporting community involvement in sustainable activities.
- 5 Show leadership and community influence by demonstrating commitment and the benefits of improved sustainable practices.
- 6 Recognise and acknowledge the importance of effective community engagement in the policy development and decision-making process.

² 1992 Rio Conference Principles

Amendments: CJ269-12/05

Related Documentation: Local Government Act 1995
1992 Rio Conference Principles
Sustainability Discussion Paper

Issued: January 2006

SUSTAINABILITY DISCUSSION PAPER

BACKGROUND TO THE PAPER

The Council has endorsed a policy framework model that draws on a separation of Council policies – *strategic policies that set governing principles and guide the direction of the organisation to align with community values and aspirations*, and City policies, *policies that are developed for administrative and operational imperatives and have an internal focus*.

The Council has determined that the following Policies are Council Policies:

- (a) Policy 3-2 – Height and Scale of Buildings within Residential Areas;
- (b) Sustainability;
- (c) Financial Planning – Strategic Matters;
- (d) Economic Development;
- (e) Service Provision;
- (f) Community Development; (including leisure, cultural development etc.)
- (g) Public Participation.

This Discussion Paper has drawn on a range of documents, policies and positions developed in reference to the public sector both in Australia and internationally. It identifies the elements, principles and intended outcomes of sustainability, discusses the relationship between the four platforms of sustainability (the quadruple bottom line); and poses a possible model for policy development for the City of Joondalup.

PURPOSE

This Discussion Document aims to:

1. Consider the principles of sustainability and the issues those principles raise for the City as a whole;
2. Consider the policy items identified by the Policy Committee in the context of sustainability; and
3. Propose a framework for developing Council policies in order to meet the community's aspirations; align Council policies with community values and expectations; and reflect the strategic approach to governance the City has developed as expressed within the strategic planning framework.

SUSTAINABILITY IN A LOCAL GOVERNMENT CONTEXT

For the past ten years or so, local government in Australia has become more actively involved in identifying and developing mechanisms to achieve more sustainable outcomes. Commencing with the establishment of Agenda 21, following the 1992 Rio summit, now known as Local Agenda 21, this focus was almost entirely in the area of land use planning. More recently the sustainability agenda has been recognised as having positive and important implications across all facets of local governance.

The Local Government Act 1995 requires that:

In carrying out its functions a local government is to use its best endeavours to meet the needs of current and future generations through an integration of environmental protection, social advancement and economic prosperity.¹

In effect, the 2004 amendments to the Local Government Act 1995 **require** that local government address sustainability in its policy and strategy development.

Sustainability recognises the need to consider, in an integrated way, the wider economic, social and environmental implications of decisions and actions for the community; and the importance of taking a long-term rather than short-term view when taking those decisions and actions. Also known as the Triple Bottom Line (TBL) the three components of the sustainability agenda are well recognised as corner stones to building effective communities.

The sustainability agenda has more recently been expanded to consider a fourth arm of sustainable communities. Various known as cultural or ethical responsibility, this fourth component, making the Quadruple Bottom Line (QBL), reflects a community's values and behavioural expectations, especially of its leaders. In a local government context, the ethical issues are an important additive to the mix

Sustainability may therefore be described as meeting the challenge of striving simultaneously towards:

- **Social responsibility** - making decisions that lead to greater physical, cultural and financial access and equity in service delivery and activities.
- **Environmental responsibility** - not using more resources than required to deliver activities and services.
- **Economic responsibility** - promoting and maintaining a city's economic development and growth in a sustainable manner.
- **Ethical responsibility** – good governance, values and behaviours.

There are numerous definitions of sustainability. In the development context it may best be described as development that meets the needs of the present without compromising the ability of future generations to meet their own needs. In the larger context of local governance, it may be using, conserving and enhancing the community's resources so that ecological processes, on which life depends, are maintained, and the total quality of life, now and in the future, can be increased.

In September 2003 the Western Australian State Government released the Western Australian State Sustainability Strategy, which defines sustainability as:

Meeting the needs of current and future generations through integration of environmental protection, social advancement and economic prosperity.

¹ Local Government Act 1995 S1.3 State Law Publisher 2005

This is very similar to the World Commission on Environment and Development's definition, which defines sustainable development as

*Meeting the needs of the present without compromising the ability of future generations to meet their own needs.*²

At the 2002 World Summit of local governments held in Johannesburg which focused on the issues of sustainable development, a declaration embracing sustainability was adopted. This had four key principles, as follows:-

- 1 *The overarching principle of Sustainable Development (integrating the economic, social, cultural and environmental dimensions).*
- 2 *Effective Democratic Decentralisation (with a substantial set of key competences, and commensurate financial resources for local governments).*
- 3 *Good Governance (effective leadership, transparency, accountability, probity, proper management and effective services, equitable access to services, a commitment to partnership working, and institutional capacity building).*
- 4 *Co-operation and Solidarity (partnerships for exchange of good practice, support and mutual learning)*³.

This statement recognises the role of the four planks of sustainability, including cultural or ethical sustainability, the importance of effective and participative democracy and community engagement in decision making, the key role of good governance, and of cooperation through partnerships.

The City is looking to introduce the quadruple bottom line as a basis for its decision making and reporting, and is currently reviewing the Global Reporting Initiative as a methodology.

The themes of transparency, accountability and efficiency which are crucial to quadruple bottom line reporting also constitute good governance. Improved information and reporting will allow for more informed and transparent decision making, particularly in areas of potential conflict between economic, social and environmental values.

DESIRED OUTCOMES OF SUSTAINABILITY

There are many and varied definitions of sustainability outcomes available. The South East Queensland Regional Organisation has, for example, determined that the following are the key outcomes of adopting a sustainable approach to governance:⁴

1. **Integrated and long-term decision-making:**
Incorporating long- and short-term environmental, economic and social considerations into decision making, within an ethical decision-making framework, which recognises matters of cultural and cross-cultural importance.

² United Nations' Brundtland Commission, 1987).

³ Local Government Declaration to the World Summit on Sustainable Development.

⁴ South East Queensland Regional Plan 2005 www.oum.qld.gov.au

2. **Intergenerational equity:**
Ensuring the health, diversity and productivity of the environment is maintained or enhanced for the benefit of future generations.
3. **Intra-generational equity:**
Ensuring a fair sharing of resources and opportunity amongst present generations.
4. **Precautionary principle:**
Ensuring that, where there are threats of serious or irreversible environmental damage, lack of full scientific certainty is not used as a reason for postponing measures to prevent environmental degradation.
5. **Conserving biological diversity and ecological integrity:**
Protecting the variety of all life forms, their genetic diversity and the ecosystem of which they form a part, recognising the various services they provide to humans as well as their intrinsic values.
6. **Internalising environmental costs:**
Ensuring the true costs and life cycle costs of activities are reflected in the price of a product or service.

To embrace the concept of sustainability a community requires guiding principles. In considering these principles, the following points need to be kept in mind:

A sustainable community:

- utilises nature's ability to provide for human needs, without undermining its ability to function over time;
- ensures the well-being of its members, offering and encouraging tolerance, creativity, participation and safety;
- empowers people with shared responsibility, equal opportunity, and access to expertise and knowledge;
- consists of businesses, industries, and institutions, which collaborate as well as compete, are environmentally sound, financially viable, and socially responsible, investing in the local community in a variety of ways.

WORLD STANDARDS - PRINCIPLES OF SUSTAINABILITY

A voluntary World Standard on effective environmental management (sustainability) has been developed (ISO 14001) by the International Organisation for Standardisation (ISO), based in Geneva, Switzerland. At its core, it sets the requirements for the establishment of an environmental management system.

ISO 14001 defines a voluntary environmental management system. Used in conjunction with appropriate goals, and with management commitment, the standards help improve environmental performance and reduce negative impacts. They provide an objective basis for verifying claims about a local government's environmental performance in its day-to-day operations.

Consumers, governments and companies up and down the supply and production chain are all seeking ways to reduce their environmental impact and increase their

sustainability. For local governments, the key goals are to be environmentally efficient, and serve as a model for resource saving and replication.

It is important to note that the ISO 14000 series do not themselves specify environmental performance goals. These must be set by the local government itself, taking into account the effects it has on the environment, and the views of its stakeholders.

Many different organisations have developed or adopted slightly differing sets of principles for sustainable development. In reviewing the range, the following appear to be the most relevant to local government, relating directly to the Local Agenda 21 framework established following the 1992 Rio Conference. Those principles are:

1. Management, planning and development decisions should be based on an integration of economic, environmental and social/cultural considerations
2. Avoidance of the risk of serious or irreversible environmental damage should not be postponed because of a lack of full, scientific knowledge (the 'precautionary principle')
3. Development of a strong, growing and diversified economy should enhance the capacity to protect the environment
4. Policy measures should encourage voluntary, cost effective achievement of environmental goals and responses to environmental problems
5. Acknowledgment should be made of the need for community consultation and participation in decision making to achieve a cooperative response to environmental, economic and community issues.

Bringing effect to these principles relies on an integrated whole of organisation approach to achieving sustainability, management commitment and the deployment of effective training and understanding throughout an organisation.

POLICY CONSIDERATIONS FOR THE CITY

In considering the adoption of a sustainability approach to policy development, there are a number of issues that the City will need to deal with if it intends ensuring that the sustainability framework and practice is a basic platform of the City's approach to governance.

Inter-Directorate/Business Unit Cooperation/Organisational Structure (the Silo Effect)

The nature of sustainable development means that it requires greater inter-departmental working, and a shift from the single-issue departmental and policy silos that has traditionally existed in local government. Developing an institutional culture that encourages directorates and business units to share knowledge and work together on cross-cutting policy issues is one of the key challenges in adopting and developing a sustainable approach to governance.

Measuring Sustainability

Establishing a framework for measuring sustainability in the decision making process and the outcomes of decisions should be considered as part of the annual business planning program.

Adopting a Council Policy on Sustainability

To ensure that the sustainability agenda is adequately addressed by the Council, it is important to ensure that sustainability principles form a key component of the City's activities, and that a universal understanding of sustainability is embraced throughout the organisation.

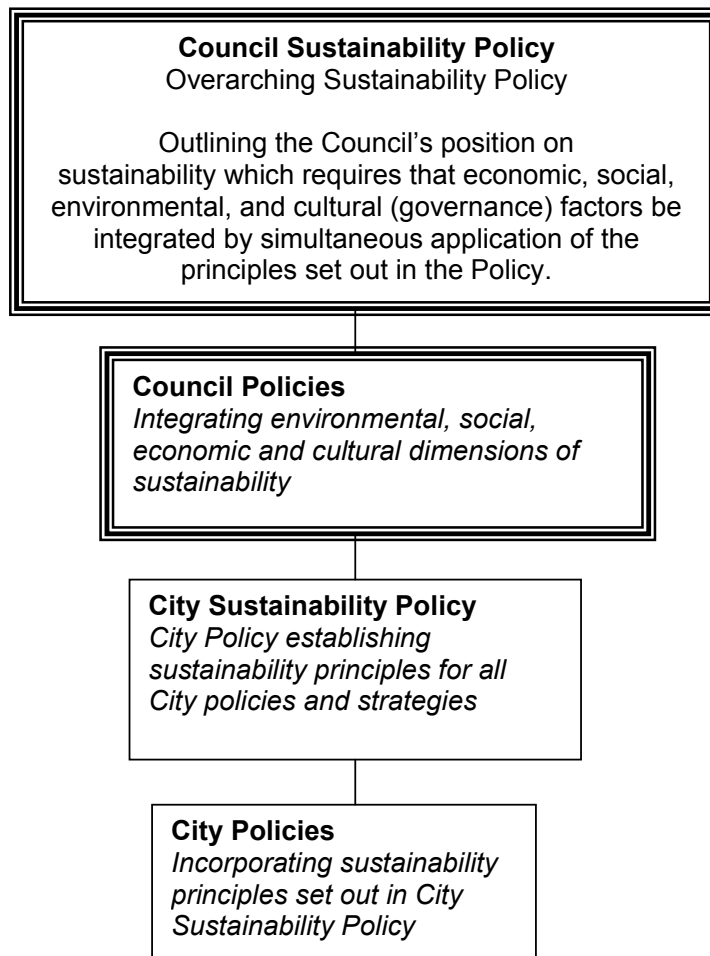
Community Dialogue

In addressing sustainability, seeking community views on sustainability; including the development of a flexible multi-criteria approach to weighting and assessing the impacts of council activities on sustainability.

POLICY FRAMEWORK

The Sustainability Policy Framework depicted below is proposed in order to integrate economic, social, environmental, and cultural (governance) factors into the policies and strategies of the Council.

Diagram 1: Sustainability Policy Framework



Definitions:

Council Policy: Strategic policies that set governing principles and guide the direction of the organisation to align with community values and aspirations

City Policy: Policies that are developed for administrative and operational imperatives and have an internal focus.

CONCLUSION

The sustainability discussion is one of the most important that a local government may have in terms of the long-term liveability of the local community. While there are many definitions of sustainability, the most apt for the West Australian context is that adopted by the Western Australian State Government:

Meeting the needs of current and future generations through an integration of environmental protection, social advancement and economic prosperity.

The Local Government Act amendments of 2004-05 require that local government consider sustainability as a core component of its decision making function. The Section 1.3 statement in the Act, *In carrying out its functions a local government is to use its best endeavours to meet the needs of current and future generations through an integration of environmental protection, social advancement and economic prosperity*, embeds the State's position on sustainability in the statutory framework of local government.

Beginning with the Local Agenda 21 initiatives, following the Rio summit of 1992, local government internationally has taken a lead role in developing strategies to address sustainability. These culminated in a further summit in 2002 in Johannesburg, which adopted a set of core principles on sustainability:

1. *The overarching principle of Sustainable Development (integrating the economic, social, cultural and environmental dimensions);*
2. *Effective Democratic Decentralisation (with a substantial set of key competencies, and commensurate financial resources);*
3. *Good Governance (effective leadership, transparency, accountability, probity, proper management and effective services, equitable access to services, a commitment to partnership working, and institutional capacity building.); and*
4. *Co-operation and Solidarity (partnerships for exchange of good practice, support and mutual learning).*

The demonstrable support of the sustainability principles needs to be firmly in place throughout the decision-making and management structures of local government. This is best illustrated through the adoption of core policies that commit the local government to the sustainability principles.

The Council policy framework is intended to clearly state the intended sustainability objectives and outcomes of the Council through the Council Policy on Sustainability, together with significant policy statements addressing (in an integrated manner) the four key areas of economic, social, environmental and cultural ethical sustainability. This framework for the development of Council Policies will provide the Council and community with clear directions for meeting the sustainability agenda.

Recognising the importance of stakeholder involvement and community engagement in policy development will assist in ensuring that policies developed are phrased in a manner which is both clear in intent and which effectively drive the development of the City's policies and strategies in a sustainable manner.

POLICY 1-3 - SUSTAINABILITY

STATUS: **Council Policy** - *A strategic policy that sets governing principles and guides the direction of the organisation to align with community values and aspirations.*

Council policies are developed by the Policy Committee for approval by Council.

RESPONSIBLE DIRECTORATE: Governance and Strategy

OBJECTIVE: To contribute to a better future for the local and regional communities by embedding sustainability principles into all Council policies.

STATEMENT OF INTENT

The purpose of this policy is to set a direction that will, over time result in the achievement of outcomes consistent with the principles of sustainability. It is recognised that a transition period will be necessary that will allow time, not only to make changes to policies and strategies but also to the culture of the organisation. The Council is also mindful that in some instances there may be constraints through the need to act within legislation and particular circumstances.

Policy Statement

In carrying out its functions as a local government the City of Joondalup will use its best endeavours to meet the needs of current and future generations through the integration of environmental protection, social advancement and economic prosperity.¹

The City adopts the following definition of sustainability:

Meeting the needs of current and future generations through an integration of environmental protection, social advancement, and economic prosperity.

To achieve this, all Council policies will contain a statement identifying the manner in which the policy contributes to the City's sustainability.

¹ Local Government Act 1995 S 1.3 (2005)

The following interconnected principles will inform and underpin all council policies:

1. The overarching principle of *Sustainable Development* (integrating the economic, social, cultural and environmental dimensions);
2. *Effective Democratic Participation* (with a substantial set of key competencies, and commensurate financial resources);
3. *Good Governance* (effective ethical leadership, transparency, accountability, probity, proper management and effective services, equitable access to services, a commitment to partnership working, and institutional capacity building); and
4. *Co-operation and Solidarity* (partnerships for exchange of good practice, information, support and mutual learning, and the establishment and nurturing of networks.).²
5. An understanding of the effects that local activities have on the community, the nation and the world.

Sustainability Statement

This Policy promotes the sustainable social, economic, environmental and cultural wellbeing of the community by requiring all Council Policies to consider sustainability outcomes.

Amendments:	CJ065-04/06
Related Documentation:	City Sustainability Policy 5-4. Local Government Act 1995. The Local Government Declaration to the World Summit on Sustainable Development 2002.
Issued:	May 2006

² The Local Government declaration to the World Summit on Sustainable Development. 2002