

Resilient and Safe Banyule Framework

Building Community Resilience



About this Framework

The Resilient and Safe Banyule Framework will be used to guide Council's strategic planning and decision-making processes in ways that increase community resilience in Banyule over the next decade. This will position Council to mobilise existing and future resources to better support and uplift community resilience in Banyule, with the intention of creating long-term and sustainable community outcomes that extend beyond 'emergency' situations.

By developing this framework, we hope to create a shared understanding of community resilience across Council, local services, community organisations and community groups, in order to guide coordinated and collective action to build community resilience in Banyule. To achieve this, the framework sets out a definition of community resilience, guiding principles, five key focus areas, and priority commitments for building and sustaining community resilience in Banyule.

This Framework builds on our commitment to community resilience as a strategic partner in the Resilient Melbourne Strategy, and broadly aligns with its four strategic priorities, which are:

1. Empower communities to take active responsibility for their own and each other's wellbeing, safety and health.
2. Create and sustain buildings, infrastructure and activities that promote social cohesion, equal opportunity and health.
3. Provide diverse local employment opportunities that support an adaptable workforce that is ready for the jobs of the future.
4. Enable strong natural assets and ecosystems alongside a growing population.

However, our approach and focus are tailored to the Banyule context to ensure our priority commitments and activities recognise and respond to the specific characteristics, strengths and needs of our community. Building community resilience is a priority for Council, as highlighted in the Banyule Community Vision 2041, and our Council Plan 2021-2025. The focus areas of the Resilient and Safe Banyule Framework are closely aligned with the priority themes set out in these key documents, and are expected to contribute significantly to their strategic objectives and intended outcomes.

Community Vision and Council Plan Themes



The Resilient and Safe Banyule Framework has also been informed by relevant National and Victorian legislation, policies and frameworks, and aligns with various Council plans and strategies, which are outlined in Appendix 1.

Defining Community Resilience

Community resilience is a broad, multidimensional concept that is used to describe the characteristics and capacities of a community that enable it to cope with and sustain itself through major changes caused by acute shocks and chronic stresses. It is commonly defined as:

“The capacity of individuals, communities, institutions, businesses and systems to survive, adapt and thrive no matter what kind of chronic stresses and acute shocks they experience”¹

A resilient Banyule is one where our communities are inclusive and connected, have access to social and economic opportunities, value and protect ecosystems and the natural environment, and harnesses local strengths and resources to ensure that everyone in the community experiences good health and wellbeing, as well as social and economic security.

Building community resilience in Banyule also requires that Council, other levels of government, public institutions, businesses, service providers, community organisations and communities share responsibility and work in partnership to prepare for, respond to and recover from major events when they occur, and have opportunities to collectively influence the course of ongoing social, economic and environmental change.

This will require a collective focus on understanding the shocks and stresses that Banyule is currently experience and is likely to experience in the future, regularly assessing and mitigating risks and vulnerabilities, and implementing programs and strategies that connect people with services, supports and local resources, that encourage collaboration, build the collective capability of the people and organisations in Banyule need in order to cope with and bounce back from sudden and sustained crises.

Understanding shocks and stresses

Shocks (or acute shocks) are sudden events or emergencies that pose immediate physical threats to an area, such as extreme weather events, natural disasters or critical incidents. Shocks that are relevant in the Banyule context include:

- Droughts and bushfires
- Floods
- Heatwaves
- Infectious disease pandemics
- Infrastructure-related emergencies
- Electricity supply disruption
- Hazardous materials incidents
- Extremist acts, including domestic terror and cyber attacks

Stresses (or chronic stresses) are long-term challenges that weaken the fabric of an area on a day-to-day basis. Stresses include social, economic, environmental and political challenges that place ongoing strain on communities, including:

- Health and social impacts of the COVID-19 pandemic
- Rapid population growth and urban development pressures on critical infrastructure and services
- An ageing population, with associated increases in age-related disease and disability
- Economic challenges, including increasing unemployment levels, insecure work, and cost of living
- Housing stress, including diminishing affordability and supply issues
- Increasing social inequality and economic inequality (including poverty and homelessness)
- Pressures on public systems and infrastructure, including health and transport systems

¹ Emergency Management Victoria (EMV). *Community Resilience Framework for Emergency Management*. Melbourne: Emergency Management Victoria; 2017
The Rockefeller Foundation. *City Resilient Framework*. New York: The Rockefeller Foundation; 2015.
City of Melbourne. *Resilient Melbourne Strategy*. Melbourne: City of Melbourne; 2016.

- Rapid urban development and its impact on biodiversity and food systems
- Climate change and its increasing damage to ecosystems and the natural environment

Understanding and addressing vulnerability and risk

In the context of community resilience, vulnerability refers to the physical, social, economic and environmental factors or processes that increase the risk and susceptibility of individuals, communities or systems to the impacts of shocks and stresses. In turn, vulnerability decreases the capacity of some communities to cope with major events when they occur, and significantly worsens the impact it has on them.

In order to build and strengthen community resilience, it is critical to recognise, understand and address the factors that contribute to vulnerability. This includes recognising that communities who already experience marginalisation due to gender, race, ethnicity, disability and socioeconomic disadvantage are more likely to be vulnerable to the impacts of acute shocks and chronic stresses, therefore need to be prioritised in efforts to build and sustain community resilience.

Focus	Factors that contribute to vulnerability
Social and economic environment	<ul style="list-style-type: none"> • Unemployment and lack of economic opportunities • Financial stress and poverty • Housing stress, housing insecurity and homelessness • Widening social and economic inequality • Food insecurity • High levels of chronic health issues • Social isolation and lack of social support • Racism and discrimination • Electronic gaming machines and problem gambling • Declining social cohesion and social networks
Infrastructure and built environment	<ul style="list-style-type: none"> • Physical assets built in hazardous areas • Lack of affordable housing • Poor quality housing or overcrowded accommodation • Poorly built and distressed building and infrastructure • Inadequate building and planning regulations and standards
Natural environment	<ul style="list-style-type: none"> • Depletion of natural resources • Deteriorating ecosystems
Essential services	<ul style="list-style-type: none"> • Disruption to energy supply • Disruption to essential good supply chains (i.e. food) • Disruption to communications systems • Inadequate and/or inaccessible public services and programs • Increased pressure on and decreasing capacity of public health systems • Lack of access to information and communication activities

Our guiding principles

Strength and place-based approaches

We recognise and harness the unique strengths of Banyule's people, communities and places, whilst also recognising and responding to their specific needs, risks and vulnerabilities. We also draw on our collective assets and capabilities to strengthen community resilience for everyone in Banyule.

Inclusive engagement and community development

We apply community development principles in our work to building community resilience, including enabling inclusive and equitable participation, supporting community-led and owned approaches, and involving communities in governance models and decision-making processes.

Meaningful partnerships and collaboration

We recognise that building community resilience requires a collaborative effort, and work in partnership with local service agencies, community organisations, businesses, industry and community groups to leverage our collective strengths and assets to achieve shared goals.

Accountable leadership and decision-making

We hold ourselves accountable for our decisions, actions and outcomes to ensure transparency in what we do and build trust in our leadership. We have clear governance frameworks and partnership arrangements in place to support community resilience, which outline roles and responsibilities for shared leadership and collaborative decision-making.

Evidence-driven and outcome focused

We are committed to continuous learning and improvement, including by seeking and listening to feedback from local communities and organisations. We also collect and use data and evidence to inform planning and decision-making, including effective monitoring and assessment of risks, and evaluation of the impact of our actions and strategies on community resilience.

Our focus areas

Health and wellbeing

What this means

Individuals and communities across all age groups and demographics experience good physical and mental health and wellbeing, and feel safe and secure where they live, work and play. This means having access to the essential resources they need to meet their basic needs (such as food and shelter), as well as safe, accessible and affordable public health and primary care services, responsive emergency health services and a diverse range of preventative health programs and initiatives.

Our priority commitments

We will continue to promote population health and wellbeing in Banyule by addressing the social, economic and environmental factors that influence people's health, and by partnering with local health and community organisations to deliver health and wellbeing programs and initiatives across all age groups and life stages.

We will advocate for the prevention of all forms of violence against women, including through initiatives to address gender inequality within Council and across Banyule.

We will provide and collaborate on specific programs to prevent and address emerging preventable disease, outbreaks and public health risks.

Social inclusion and connection

What this means

Individuals and communities are provided with a broad range of opportunities to participate in social and cultural programs, activities and events that build social connections and friendships, and increase people's social support networks. Diversity is accepted, encouraged and celebrated, and all people feel welcome in the community. Opportunities for social inclusion and connection also promote social cohesion and a sense of belonging within the local community more broadly.

Social infrastructure and assets, such as libraries, community facilities, parks, playgrounds and open space are also leveraged to facilitate social and cultural connections and participation in community life. To achieve this, they must be affordable, accessible and sustainable, and ensure equitable access for diverse and marginalised communities.

Our priority commitments

We will actively promote a diverse and inclusive community that respects and celebrates different cultures, beliefs, abilities, bodies, ages, sexualities, genders and identities, and challenge discrimination in all its forms.

We will provide and encourage participation in arts, cultural, sporting and leisure activities and experiences to increase social inclusion, community connection and a sense of belonging within Banyule.

We will increase opportunities for social participation and connection by developing and improving our community and social infrastructure, and ensuring equitable access to our buildings, facilities and spaces for all communities.

Strong and dynamic local economy

A strong local economy provides diverse local employment opportunities, supports the creation of flexible and adaptable workplaces and workforces, encourages and supports local businesses to thrive and grow, invests in social enterprises and is able to harness the potential of new technologies to drive innovation and respond to emerging economic opportunities.

It also means meeting the economic needs of individuals and households, by providing meaningful work and liveable incomes, ensuring social safety-nets are in place, and valuing unpaid work inside and outside the home (including that of carers and volunteers) recognising the significant contribution this makes to the economy overall.

Our priority commitments

We will support local businesses and organisations and encourage local investment to stimulate the local economy and create more local employment opportunities.

We will provide and facilitate volunteering opportunities within Banyule as an important contributor to the local economy and community participation in civic life.

We will provide and support the delivery of programs that increase knowledge and skill development and pathways to employment, particularly for young people wanting to enter the workforce, and older people wanting to return to work.

Sustainable natural and built environment

Planning and management of the natural environment protects and enhances local biodiversity, and ensures the health and sustainability of natural resources and assets, including local food systems. Natural assets and ecosystems are also understood, valued and cared for by everyone in the community.

Urban planning and development processes ensure the appropriate use of land, minimise waste and emissions and avoid damage to the natural environment, and urban design integrates risk planning to ensure built infrastructure and assets are able to withstand hazards. The built environment is also managed in ways that provide for basic needs and essential services, including access to safe and affordable housing, integrated public transport and reliable communications infrastructure. Both the natural and built environments are planned and managed in ways that maximise opportunities for the community and enable access to public places and facilitate opportunities for social connection, inclusion and cohesion.

Our priority commitments

We will protect and enhance our natural environment by protecting local ecosystems, connecting natural habitats and maintaining Banyule's urban forest population

We will provide strong leadership to address climate change, including by empowering communities and businesses to take actions that protect the environment and reduce emissions

We will develop and maintain best practice integrated strategic plans that enhance the quality and amenity of our public places and built environment

We will deliver well designed places and spaces that enable stronger connections and liveability to meet the diverse needs of our community now and into the future

Communication, information and education

What this means

Effective communication and access to information underpin all other focus areas in this framework. This is critical for building and sustaining community resilience in the context of ongoing stresses, as well as in preparation for and response to emergencies and disasters. This means developing and implementing effective communication systems, and proactively sharing reliable and accessible information to residents about available services, programs and opportunities to participate in the community. It also involves engaging with community leaders and connectors to tailor and deliver messages, support two-way communication and facilitate knowledge exchange between organisations and communities. There is also a need to provide formal and informal learning and education opportunities that support disaster risk reduction and preparedness, as well as the development of knowledge and skills that enable people to participate in social, economic and political life.

Our priority commitments

We will use our existing communication platforms, including our website and social media pages to provide accurate and reliable information to the community about the services, programs and other opportunities available to people across Banyule.

We will build and strengthen relationships with community leaders and connectors to facilitate information sharing and knowledge exchange between communities, Council, and other local organisations.

We will strengthen community preparedness and resilience for emergency events, by providing more community education activities and improving our emergency communication systems and processes.

Council's role

Council has a number of roles and responsibilities relating to community resilience and the delivery of priority commitments within this framework. These include:

Role	Activities
Funder	<ul style="list-style-type: none">• Provide grants to community groups to support community-led activities and initiatives• Fund community organisations to deliver essential services and programs
Service provider	<ul style="list-style-type: none">• Deliver essential services to communities across all life stages• Deliver arts, culture and recreation programs• Deliver community events and campaigns
Regulator	<ul style="list-style-type: none">• Has statutory functions, including in relation to urban planning and development, emergency management and health protection
Asset holder and manager	<ul style="list-style-type: none">• Own, manage and lease facilities and community buildings
Partner	<ul style="list-style-type: none">• Work in partnerships with local service providers and community organisations to provide service and programs
Convenor/facilitator	<ul style="list-style-type: none">• Provide access to facilities and buildings to support community programs and events• Facilitate partnerships and collaboration between organisations and communities to address priority issues and needs within the community• Convenes community advisory groups to advise on local services and programs
Advocate	<ul style="list-style-type: none">• Advocates to other decision-making organisations on community needs and priorities, including the Victorian Government

Implementation, monitoring and reporting

This Framework is intended to support Council departments and program areas, funded organisations and partner organisations in Banyule to incorporate strategies and activities into existing plans and strategies in ways that uplift and sustain community resilience. The Resilient and Connected Communities Team will work in collaboration with Council departments to support the integration and implementation of our priority commitments in this Framework.

Council will monitor the implementation of this plan and its impact on community outcomes using existing data collection and performance monitoring processes, including the Household Survey and annual reporting against the indicators set out in the Council Plan. Reports will be made available to the public via Council's website and shared via other communication channels and networks.

This Framework will also be reviewed for its relevance and utility every three-years, and revised as needed to reflect current policy, evidence, needs and priorities for the City of Banyule and its communities.

Appendix 1

National Legislation, Policies and Frameworks

National Disaster Risk Reduction Framework

The National Disaster Risk Reduction Framework was developed by the National Resilience Taskforce, in collaboration with over 80 organisations across government, community and business sectors. The Framework translates the Sendai Framework priorities into action within the Australian context, to guide the national effort to reduce disaster risk reduction in natural hazards.

National Strategy for Disaster Resilience

The National Strategy for Disaster Resilience was developed by the Council of Australian Governments (COAG) in 2011, and sets out a national action-based resilience planning agenda to strengthen local capacity, capability and community engagement. The Strategy promotes a more coordinated and collaborative approach to building disaster resilience, with responsibilities shared across government, community organisations, businesses, communities and individuals.

Legislation and regulations

- National Health Security Act 2007
- Biosecurity Act 2015
- National Health Security Regulations Act 2018
- National Emergency Declaration Act 2020
- Climate Change Act 2022

Victorian Legislation, Policies and Frameworks

Victorian Public Health and Wellbeing Plan

The Victorian Public Health and Wellbeing Plan is a legislative requirement under the Victorian Public Health and Wellbeing Act 2008, and sets out the Victorian Government's commitment and approach to improving population health and wellbeing outcomes. The Plan outlines ten priorities for action, including two that seek to strengthen community resilience; i) Tackling climate change and its impact on health; ii) improving mental wellbeing.

Community Resilience Framework for Emergency Management Victoria

Emergency Management Victoria's Community Resilience Framework aims to support individuals and organisations to create safer and more resilient communities, by setting guiding principles and a shared vision for community resilience in Victoria. The Framework outlines seven characteristics of community resilience to guide policy and program alignment by relevant organisations, as well as actions to strengthen community resilience.

Other relevant plans and strategies

- Community Resilience Renewal Strategy (VICSES)
- Victorian Bushfire Recovery Framework
- Victoria's Critical Infrastructure Resilience Strategy

Legislation and Regulations

- Country Fire Authority Act 1958
- Fire Rescue Act 1958
- Ambulance Services Act 1986

- Emergency Management Act 1986
- Emergency Services Telecommunications Authority Act 2004
- Victoria State Emergency Service Act 2005
- Public Health and Wellbeing Act 2008
- Emergency Management Act 2013
- Emergency Management (Critical Infrastructure Resilience) Regulations 2015
- Environment Protection Act 2017
- Climate Change Act 2017

Banyule City Council Plans and Strategies

The Resilient and Safe Banyule Framework has a connection to, and is supported by a range of Banyule City Council Plans and Strategies, including:

- Banyule Municipal Public Health and Wellbeing Plan 2021-2025
- Municipal Emergency Management Plan
- Banyule Social Infrastructure Framework
- Inclusive Banyule 2022-2026
- Banyule Neighbourhood House Strategy
- Creative Banyule Strategy
- Public Open Space Plan 2016-2031
- Integrated Transport Plan
- Community Infrastructure Plan
- Social Enterprise Action Plan 2020-2025
- Economic Development Plan 2015-2020
- Inclusive Local Jobs Strategy and Action Plan 2020-2025
- Urban Food Strategy
- Climate Adaptation Framework
- Biodiversity Plan 2019-2022