
THE COMMUNITY OUTCOMES DEVELOPMENT PROCESS

1. Purpose of Report

To present the community outcomes development process to the Strategy and Policy Committee.

2. Executive Summary

The paper sets out an eight-step process for developing community outcomes. The aim is to develop outcomes that reflect a broad consensus view from the widest possible cross section of Wellington residents, groups and businesses, with no one group or viewpoint dominating or skewing the result.

The role of the Council is to propose and then facilitate the community outcomes process, but not to own the final result - community outcomes have to be formulated independently of the Council. Community outcomes are independent statements and will therefore not be presented to the Council for adoption (but the Council will have an opportunity to input its ideas). The Council is required to use the community outcomes in the development of its own outcomes, and there should be considerable overlap.

The community outcome process will provide valuable input to the new strategic direction for the 2006/07 Long Term Council Community Plan (LTCCP) and beyond. It will also foster closer engagement with the agencies and stakeholder groups, and with residents, businesses and groups in the spirit of empowerment and collaboration.

The community outcomes process is not a discussion about specific activities, projects and places. It is a discussion of the long-term future of the city in broad and general terms - specific activities, projects and places will be consulted on as part of the 2006/07 LTCCP (to which the community outcomes is an important input).

3. Recommendations

It is recommended that the Committee:

1. *Receive the information.*
2. *Note that the proposed community outcomes development process will be circulated to agencies and stakeholder groups for comment, and that their feedback will be reported to the Committee with possible amendments to the process.*
3. *Agree to the proposed community outcomes development process going out for comment.*
4. *Note that related papers on the community engagement project and the 2005-07 strategy and policy work programme are also on the agenda of this Strategy and Policy Committee meeting.*

4. Background

Section 91 of the Local Government Act 2002 requires that all local authorities must “*carry out a process to identify community outcomes for the intermediate and long-term future of its district or region*”. A description of the outcomes is to be included in the LTCCP, which every local authority must adopt under section 93 of the Local Government Act 2002. The process to identify community outcomes must be carried out by all local authorities “*not less than once every 6 years*”.

The community outcome process will support these concurrent strategic reviews. Section 91(2) of the Local Government Act 2002 sets out the purposes of developing outcomes:

- “(a) to provide opportunities for communities to discuss their desired outcomes in terms of the present and future social, economic, environmental and cultural well-being of the community; and*
- (b) to allow communities to discuss the relative importance and priorities of identified outcomes to the present and future social, economic, environmental and cultural well-being of the community; and*
- (c) to provide scope to measure progress towards the achievement of community outcomes; and*
- (d) to promote the better co-ordination and application of community resources; and*
- (e) to inform and guide the setting of priorities in relation to the activities of the local authority and other organisations”.*

Wellington City Council has used outcomes in its strategic policy and planning since 1997. **Outcomes are used to determine what activities the Council engages in (as set out in strategy trees) and in the development of strategy and policy advice.** In following the requirements of the Act, Wellington City Council now has to review this current set of outcomes using the ‘community outcomes’ process set out in the Act.

The review of outcomes is only one aspect of a much larger strategic review that the Council is undertaking in preparation for the 2006/07 Long Term Council Community Plan (LTCCP). Other concurrent reviews include:

- A ‘clean-up’ of all the Council’s adopted strategies and high-level policies to remove overlap and respond to new circumstances.
- Developing a new set of strategic goals to guide the development of new initiatives and other activity changes over the next ten years.

5. Discussion

5.1 Proposed approach

The underlying objective of the proposed process for developing community outcomes is:

To develop a set of direction-giving community outcomes that reflect a broad consensus view from the widest possible cross section of Wellington residents, groups and businesses, with no one group or viewpoint dominating or skewing the result.

Added to this objective are a number of legal and best practice guidelines:

- The Council has to “*seek the agreement of agencies*” to the proposed process¹.
- The role of the Council is to propose and then facilitate the community outcomes process, but not to own it - community outcomes have to be formulated independently of the Council.
- Community outcomes are not Council policy – they are independent statements and will therefore not be presented to the Council for ratification.
- The Council is required to use the community outcomes in the development of its own outcomes and goals, and there should ideally be considerable overlap.

In response to the objectives and guidelines the proposed community outcomes process has the following key elements:

¹ The Act defines that agencies are ‘organisations and groups capable of influencing either the identification or the promotion of community outcomes’

- It distinguishes between targeted and general engagement and participation, and assigning different roles to each.
- There are clearly differentiated roles for the engagements with central government and urban delivery agencies (e.g. power companies), with stakeholder groups, and with the general public and representative groups.
- It uses a wide range of participation methods, with a balance between ‘representative and randomly-selected’ and general ‘open for anyone’ methods.
- A randomly-selected and representative ‘public review panel’ will formulate the draft and final set of community outcomes.
- An independent agency will select and recruit participants for the ‘representative and randomly selected’ events.
- Also, the process uses an independent facilitator for public meetings and workshops, and for the ‘public review panel’.
- The Council will clearly communicate its roles in relation to the process, which can be summarised in the following two promises:

Empowering residents, businesses and groups in formulating a desired future for the city: *the community outcomes will be formulated independently with support from the Council, and the Council will report annually on progress against the community outcomes (using city indicators)*

Collaborating with residents, businesses and groups in setting the Council’s strategic direction: *the Council will incorporate the final community outcomes into its own Council outcomes to the maximum extent possible².*

5.2 The proposed process

Figure 1 sets out the proposed community outcomes development process. Each step is discussed in greater detail.

Step 1 – April: Preparation

There are two key tasks in preparation for the engagement process:

- Identifying agencies and stakeholder groups and seek their agreement to the proposed process and amend the process if required.
- Preparing a summary of current issues facing the City, the results from past consultation exercises, and the Council’s current strategic position i.e. our

² Where there is a difference between community and Council outcomes, the reasons for such differences will be set out in the LTCCP.

vision, outcomes, strategic goals, and a summary of key policies. This will be made available to all participants in the process.

Step 2 – May and June: Identifying key themes and issues

This will be done in three different ways.

a) Engaging with Central Government, Tenth Trust, Ngati Toa, iwi and urban service delivery agencies

Joint and separate meetings will be held with ministries, departments, iwi and other urban service delivery agencies such as power companies. Most of these meetings will form part of a joint regional engagement process with local authorities and Central Government.

b) Forums with stakeholder groups

During May and June the Council will facilitate a number of forums and meetings to which a broad range of stakeholder groups and all Councillors will be invited. The purpose will be the identification of key themes and issues for the future, concentrating on social, environment and cultural well being. Economic issues and themes have already been sufficiently explored through the Wellington Regional Strategy, and no additional discussion is required. The Mayor, councillors and Officers will also attend several externally organised forums that relate to community outcomes, for example with the District Health Board in May.

c) Four workshops with a randomly-selected and representative group of residents

An independent facilitator will host four workshops to which a representative cross-section of residents will be invited (using a market research firm to randomly select invitees). These workshops will use various visioning techniques to explore themes and issues for the future of the city.

The meetings, forums and workshops will be held in May and early June.

Step 3 – June: Drafting the Community Outcomes

The aim of this step is to develop draft community outcomes using a public review panel to work with the results from Step 2. This panel will be a representative cross-section of residents that have been randomly selected by a market research firm.

Step 4 – July: Committee review of draft community outcomes

The draft community outcomes will be presented to the Council's Strategy and Policy Committee for comment - these outcomes will be noted separately in the general public consultation exercise that will follow. The Committee will also be asked at the same meeting to agree to a comprehensive public consultation package that will include a number of elements in addition to the draft community outcomes. The content of this package is set out below:

The Wellington Regional Strategy's draft Regional Growth Framework	Wellington City Council's draft Strategic Direction for the 2006/07 LTCCP
Regional vision statement	<i>Creative Wellington – Innovation Capital</i>
Regional outcomes	<i>Draft community outcomes</i>
Regional issues	City issues
Regional growth principles	Urban growth principles
Regional goals and focus areas	-

Step 5 – July: Public feedback and endorsement

In July and early August all residents, businesses and groups in the city will be given the opportunity to provide feedback on the draft community outcomes - and the other elements of the consultation package set out above. The consultation and communication plan for this step in the process will be submitted to the Strategy and Policy Committee in May for approval (following on from the discussion with agencies and stakeholder groups in Step 2).

Step 6 – August: Finalising the community outcomes

The feedback received in Step 5 will be presented (by an independent analyst) to the public review panel, who will be asked to compose the final set of community outcomes on the basis of the feedback and endorsement received. The finalised outcomes will be included (unaltered) in the Council's 2006/07 LTCCP.

Step 7 – August: Council outcomes determined

The Council will be asked to note and acknowledge the final set of community outcomes. Council will then be asked to consider each of the community outcomes in turn, and whether:

- Council agrees to adopt it as a Council outcome, or
- Council agrees to adopt it as a Council outcome with amendments, or
- Council does not agree to the outcome.

Council may then also add additional outcomes based on the results of the engagement process. The result of this review will be included in the 2006/07 LTCCP as the 'Council outcomes'. The proposed relationship between the 'community outcomes' and 'Council outcomes' in the 2006/07 LTCCP is set out in Figure 2.

Step 8 – September & October: Strategy and activity reviews (leading into the 2006/07 LTCCP)

The last step of the process is to determine the Council's role, and that of other agencies and stakeholder groups, in achieving both the community and Council outcomes (if there is a difference). These strategy and activity reviews will take place across the Council and will involve meetings with outside agencies and groups to agree respective roles and activities.

6. Conclusion: Opportunities and Constraints

In conclusion, it is helpful to note the opportunities and constraints of the community outcomes process. Three key opportunities present themselves:

- A comprehensive review of the Council's set of outcomes that will provide a fresh new strategic direction and mandate for the Council and other agencies and groups.
- Closer engagement with the agencies and stakeholder groups that play key roles in shaping the future of the city.
- Closer engagement with residents, businesses and groups in the spirit of empowerment and collaboration.

There are, however, some constraints:

- The community outcomes process is not a discussion about specific activities, projects and places. It is a discussion about the long-term future of the city in broad and general terms. Specific activities, projects and places are consulted on as part of the 2006/07 LTCCP (to which the community outcomes is an important input).
- It is impossible to hold one discussion on the future of the city among all its residents, businesses and groups. In order to obtain a representative view, a range of participation methods has to be used.
- The community outcomes process has to be completed by August in order for the strategy and activities reviews to proceed – these reviews are in turn the starting point for setting budgets for the 2006/07 LTCCP.

The proposed community outcomes process is an attempt to realise the opportunities that this legally required process offers within the set constraints. The final result should be of great value to a wide variety of agencies and groups if this process achieves its objective of determining the broad consensus view from the widest possible cross section of Wellington residents, groups and businesses, with no one group or viewpoint dominating or skewing the result.

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Figure 1 – The proposed community outcome development process

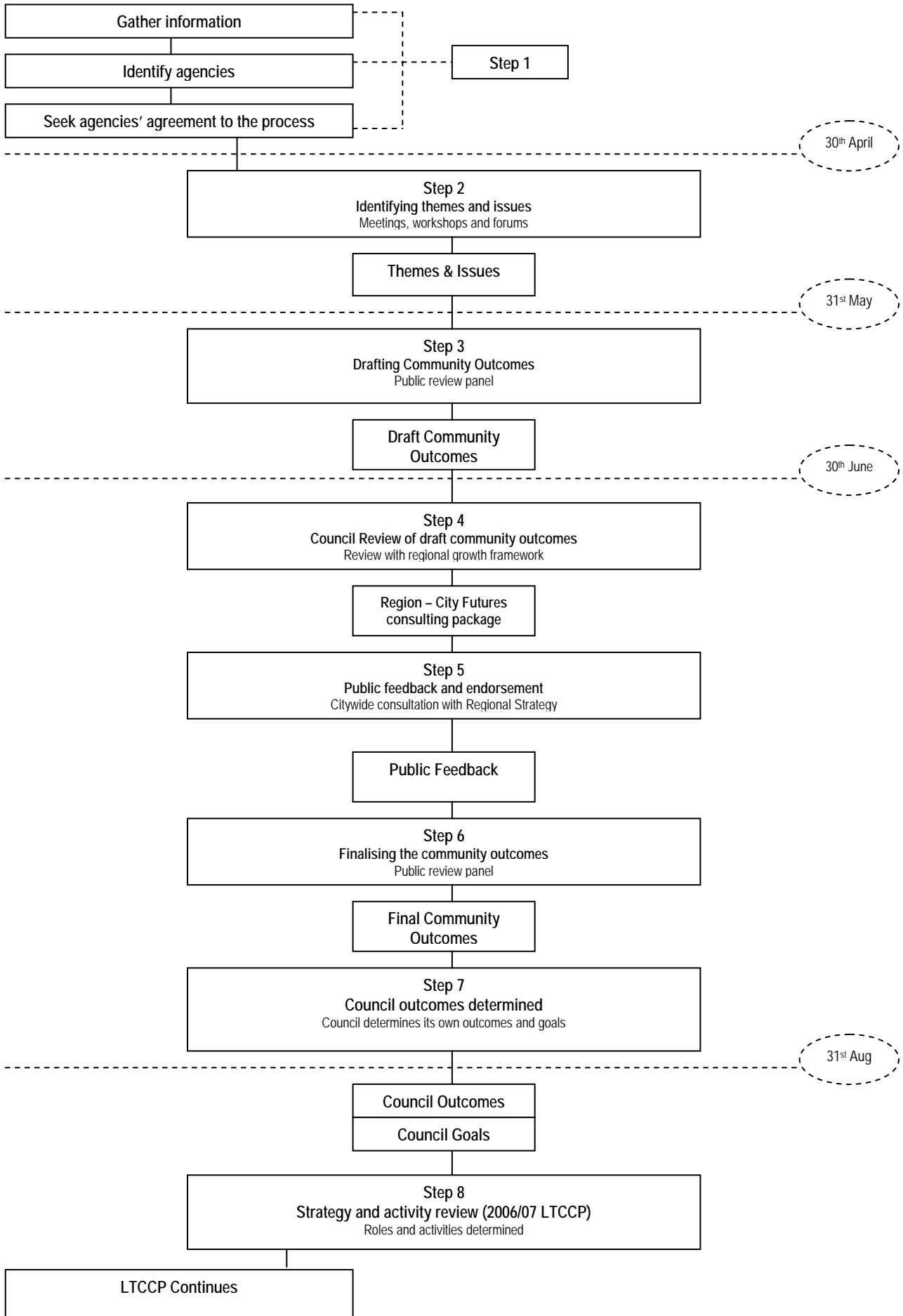
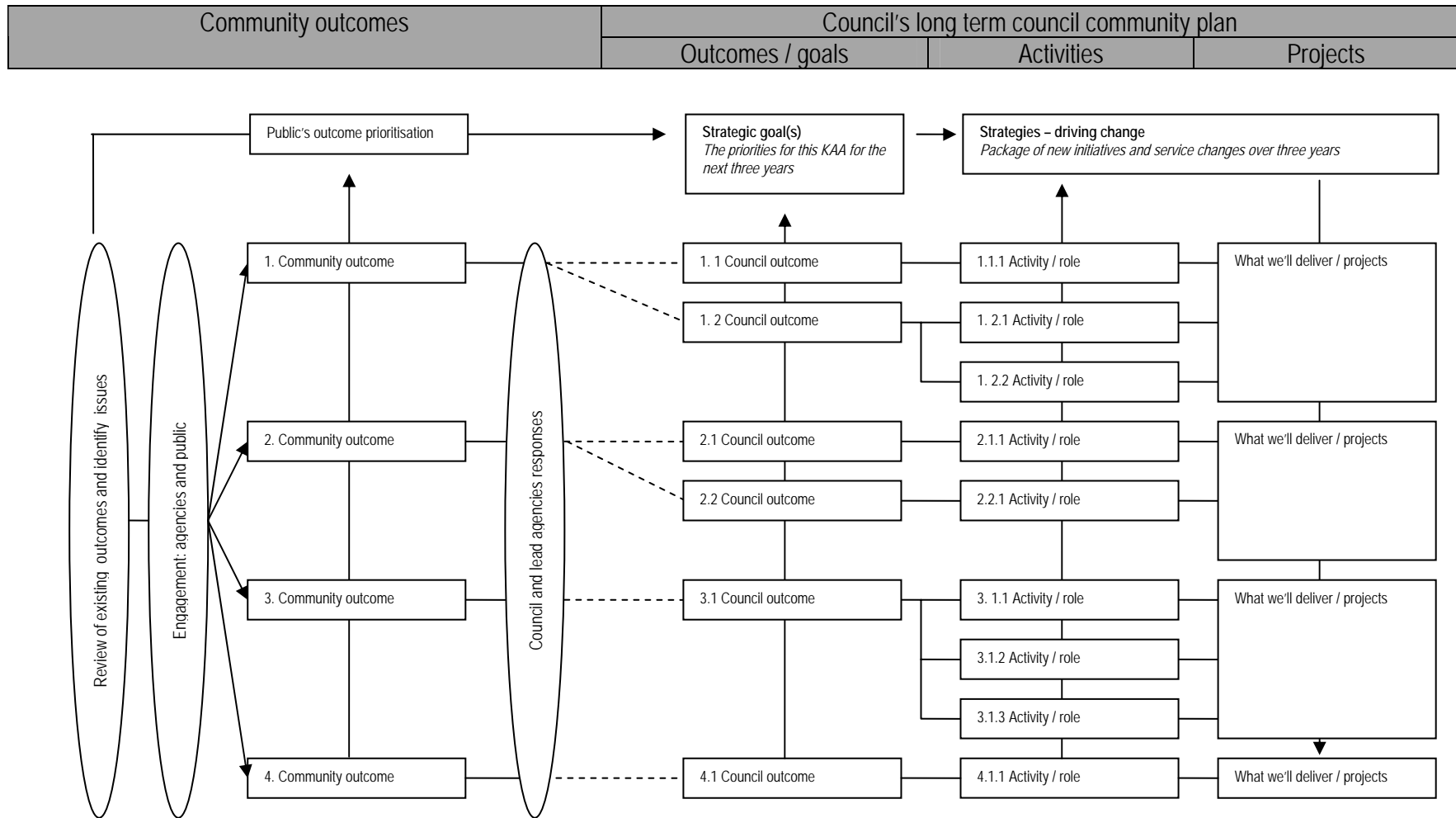


Figure 2 – The Relationship between Community, and Council Outcomes and Goals, for each Key Achievement Area



Focus: Tenure	Desired end state – 25 years from now		Ten-year commitment	Three-year commitment
Decision-makers	Contributing agencies and participants		Elected representatives	
Public input via:	City wide consultation		LTCCP and DAP consultations	
Monitoring	GPI		City indicators	
	Strategy		Policy	
			Service delivery	

Supporting Information

1) Strategic Fit / Strategic Outcome

The process will develop a new set of outcomes for the Council.

2) LTCCP/Annual Plan reference and long term financial impact

N/A.

3) Treaty of Waitangi considerations

Treaty partners form a key part of the proposed process

4) Decision-Making

This decision is based on legal requirements

5) Consultation

a) General Consultation

Consultation will follow

b) Consultation with Maori

Consultation will follow

6) Legal Implications

The legal parameters are set out in the report

7) Consistency with existing policy

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Appendix 1 – Fact sheet on Council Outcomes

#1 - Wellington City Council led the way

Wellington City Council has pioneered the use of outcome statements in local government. Since 1997 outcome statements have been used in strategy and policy development, in strategic advice, and in the annual budgeting process.

#2 – Outcomes are desired end results

‘Outcomes’ are the **desired end results** from engaging in activities – they describe the city we are working to bring about in about twenty years or so. Outcomes should not be confused with the good or service that is produced as a direct result of that activity (an output).

This definition has three important implications.

- As desired results or state of affairs, outcomes help to define the Council’s **strategic position** - what this institution stands for and intends to deliver.
- As statements of strategic position, outcomes are a governance tool - they constitute the overriding brief (or set of instructions) from the Council to management.
- As an overriding brief to management, outcomes assist in the determination of the organisation’s structure, core services and priorities.
- Outcomes allow service deliverers to more accurately define what the performance required of them is.

#3 – Outcomes are used to determine what Council does

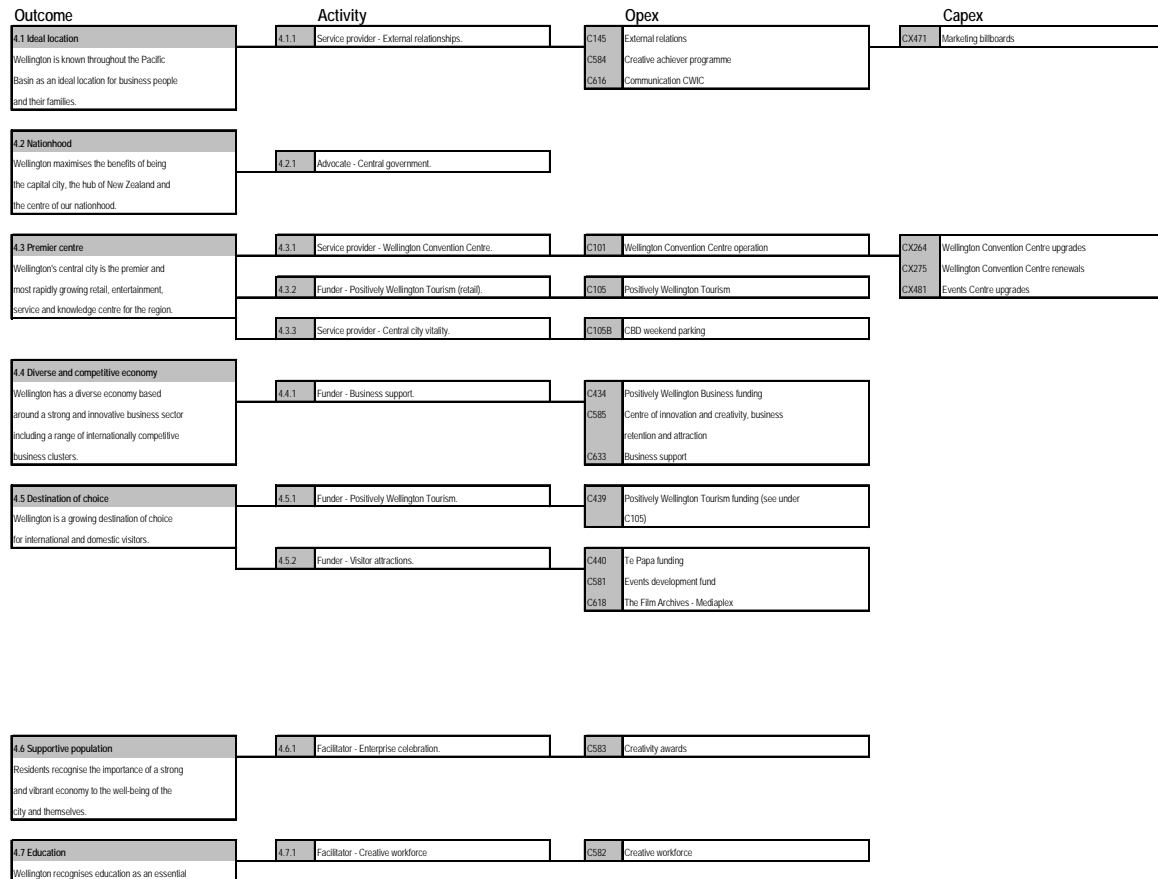
Outcomes provide the framework within which the Council determines its roles and core activities:

- Each Council activity has to directly relate and contribute to an outcome.
- Where an outcome is not being achieved (the indicators are negative) and no other agency is active, the Council may assume an active role such as being a service provider or a regulator.

This relationship between outcomes and activities is formally set out in each Annual Plan in the form of a strategy tree for each of the nine key achievement areas. An

example of the *City Economy Key Achievement Area's* strategy tree is shown on the next page.

City Economy



#4 – Outcomes are used to develop strategy, policy and strategic goals

Outcome statements play an important role in the Council's strategy and policy development:

- Outcomes are the **starting point** for the development of strategies and policies – they establish the **platform** on which options (for service delivery) can be developed.
- Outcomes also influence the **selection** of strategic goals (our priorities) and related projects - all strategic goals and projects should work towards the achievement of one or more outcomes.
- Outcomes provide **reference points** to support decision-making. For example, all committee papers have to list the outcomes that a

recommendation would support, or whether there is a conflict between a recommendation and an outcome.

5 – The current set out outcomes has it’s their origins in the *Our City – Our Future* process

Our City – Our Future was an extensive 18-month engagement process that developed a set of outcomes, targets and indicators for the city. It represented a ‘clean sheet’ opportunity for residents, groups and businesses to describe the kind of city they wish to live and work in. The process was a Council initiative and based on the process suggestions contained in the Local Agenda 21 declaration from the 1992 Rio Earth Summit.

The Council did not adopt all of the *Our City – Our Future* outcome statements. In its 1997 Strategic Plan the Council adopted a modified and extended version of the *Our City – Our Future* outcomes, and subsequent strategic reviews (notably in 2001) have resulted in further amendments, additions and deletions.

6 – Progress against outcomes is monitored

The Council uses two distinct types of performance measures in this cycle:

