

6. OUTCOMES STATEMENT FOR THE 2004/05 LONG TERM COUNCIL COMMUNITY PLAN

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The purpose of this report, requested by the Council for April, is to propose an overall approach to development of its Statement of Community Outcomes to be included in its first Long Term Council Community Plan (LTCCP) commencing in the 2004/05 year.

CONTEXT

In February a report from the City Manager outlined the requirements of the new Local Government Act in relation to LTCCPs and community outcomes in particular (attached). In summary, adoption of that report meant a two year "transitional" LTCCP is to be developed for the 2004/05 year, with a full three year plan required for the year commencing 1 July 2006. (An annual plan as prescribed by the new Act will be prepared for the 2005/06 year. This will be a much simpler document than our current annual plan.)

The LTCCP must contain a statement of community outcomes. Normally, preparing this would require extensive engagement with the community. However, for the 2004/05 year, the Act permits the statement of community outcomes to be prepared from information the Council already holds, or from such limited public engagement as the Council may choose to undertake and that is practical in the circumstances.

In practice a draft statement of community outcomes needs to be in place by September. It can then act as a guide to the staff organisation in preparing draft activity plans and budgets for Council scrutiny in the January-March 2004 period, and for that statement, in so far as it indicates priorities, to be input to that scrutiny. It should be noted that the community outcomes that have been identified for the 2004/05 LTCCP would, together with the activity plans, be subject to a consultation and submissions process in April-June 2004.

PROPOSED APPROACH

An outcome is a desired state of affairs in the community. Another way of viewing community outcomes is as 'the things that the community thinks are important for its well-being'. Community outcomes therefore are the conditions that the Council should be striving towards in all its activities and in its efforts to influence other organisations. Outcomes should reflect the purpose of local government as promoting social, economic, environmental and cultural well-being. Progress towards their achievement needs to be monitored and measured, so indicators must be part of that statement.

The expression of outcomes may be inspirational in setting desired directions, but must be sufficiently grounded so that they guide decision-making and are measurable. They need to be easy to understand and communicate. As a general guide, it is envisaged the required balance would be achieved by having 20-30 key outcomes and up to 50 key indicators for the four well-being areas.

Accompanying explanatory information should be limited; the outcomes should speak for themselves, and enjoy wide support across the Council, and to the maximum extent possible, other organisations capable of influencing their achievement and the community at large.

The recommended approach to crafting this first draft statement is as follows:

- Build on what has been said already. There are many strategic planning documents and statements of intent authored by the Council and stakeholder organisations bearing on each of these four areas of well-being. These include the Council's own workshops in late 2002. A key task is crystallising the essence of these in each area.
- Build on what we know the community is telling us. Through annual plan submissions and many other consultations over recent years a lot is known about community aspirations. Distil the key messages from these.
- Build on research done and the knowledge that has been gained. There are a number of key documents authored by government and private sector organisations that identify issues relevant to the statement's scope and aim. Summarise what these are telling us about well-being in Christchurch.

- Update on what is happening in the city. Bring together information on key trends changes from the Council's own monitoring programmes and through such initiatives as the 'Big Cities Quality of Life' project, due to produce its 2003 report soon. Also take stock of what other organisations are aiming for and doing, and where gaps exist and priorities are evident through their programmes.
- Dialogue with stakeholders to the extent practical in the circumstances and timeframe. Use the knowledge gained above in conversations with key agencies and organisations to learn from their insight. It is desirable that elected members both lead and participate in these dialogues.

Anticipating some, if not all of the above elements as being appropriate, four working groups at staff level have been established, one for each of the well-being areas. The most advanced to date is in the social well-being area. Results of this work are being considered by the Community and Leisure Committee at its May seminar to assist it further develop its outcomes and priorities as a standing committee.

Each group is focused on the above tasks as a good basis for proposing a first draft set of outcomes and associated indicators in each of the four areas. This is an iterative process of drafting outcomes and identifying appropriate indicators for their achievement. At the least these should indicate the desired direction, at most they may involve setting "stretch" targets for achievement of outcomes.

While it is considered appropriate to have focused attention to each of the four areas through the above approach, they interrelate and need to be brought together in a common framework. This acknowledges the need for integration, the opportunities for synergies and the benefits of utilising the outcomes statement to assist in setting priorities.

A key driver for this has to be sustainability, in social, economic and environmental terms. The Council has committed to this as a cornerstone of its intent and expressed a desire to be an international leader in sustainable city management. It has adopted the N(atural) + P(eople) + E(conomic) Step framework as a tool for assessing proposed projects and activities. It has begun reporting in terms of "Triple Bottom Line" performance of outputs. This approach foreshadowed the new Act's emphasis on outcomes, albeit expressed as four rather than three well-being areas.

We believe the Council now needs to bring "TBL thinking" into its overall priority setting and planning, utilising its statement of outcomes and associated achievement indicators to assist.

Marilyn Waring briefed an example of this, the Canadian experience with the "Well-being Circle", to the Council last year, as a tool to illustrate how this can happen. Having identified outcomes, indicators for them were also established. Indicators included a comparison of actuals today compared to target or best achieved. A diagrammatic representation of these showed where gaps exist between now and what is desirable. These in turn suggested priority areas for attention. In this way outcomes through indicators began to directly influence decision-making, based on TBL thinking. This is one example and the best approach for the Council in the context of its first LTCCP for 2004/05 needs further consideration.

PROPOSED TIMETABLE AND STRUCTURE

As indicated above at staff level four streams of work, one for each well-being area, are being progressed. Operationally these are being led as follows:

- Social – Mary Richardson
- Cultural – Lyn Campbell
- Environmental – Mark Bachelors
- Economic – Danniell Olykan (CDC)

Overall responsibility for this work rests with Simon Markham and Jonathan Fletcher, and co-ordination is with Rex Harrison. The City Manager is the sponsor at staff level.

The initial outcomes identified in the separate streams would be brought together to form a draft statement of community outcomes for consideration by all elected members. This process would include taking adequate cognisance of Triple Bottom Line thinking already adopted by the Council and develop it to apply it in the context of the LTCCP.

It is suggested these staff teams progress the identified tasks for each stream through the April-September period. Work on the integrating framework would also be progressed through the above core group plus others, with a progress report proposed for July, following input from the new Chief Executive.

To oversee this work it is recommended that the existing LTCCP Working Party be expanded to include all standing and special committee chairpersons. This recognises the need to ensure the wider perspective that is required is interrelated with the work of these Committees, which will need to become champions for identified outcomes. Members of this working party, with all elected members invited, would convene or co-chair with stakeholders, dialogue sessions for each stream during April-September, perhaps at the "Our City" venue. During October-December a programme of work-shopping with all elected members, including Community Board members, would run to ensure full awareness, understanding and gain necessary input.

The initial statement of community outcomes has a metropolitan focus. It needs to recognise variation across the city and the needs of different communities of interest, but stay focused on well-being of the metropolitan community. Community Boards should be encouraged to consider local perspectives on metropolitan issues of concern, as input to their involvement in October-December Workshops on the overall Outcomes Statement.

There will be need and opportunity for more wide-ranging Community Board involvement in the more extensive process to be undertaken for the 2006 LTCCP, which will have to begin in late 2004, given the extensive requirements of the full process.

PREPARATIONS FOR 2006 LTCCP

In previous reports we have referred to the 2004 LTCCP as an "Interim LTCCP". The Act provides for it to be prepared essentially on the basis of existing information as regards the plans of other agencies and as to community views. This is reflected in the approach set out above which envisages "building on what we know".

The 2006 LTCCP will adopt a significantly different approach. It will need to result from a process in which we engage with other agencies and with the community. Ideally, from a process in which we collaborate with other agencies in jointly consulting with the community as to outcomes.

The timeframes are such that by the time the 2004 LTCCP is adopted in June next year we will need to have those engagement processes "ready to roll". It is therefore important that while the 2004 LTCCP will be the priority for staff and elected member effort over the next few months, that preliminary work is also done to design the frameworks which will be used for the collaboration and engagement process leading on to the 2006 Plan. Given the pending dissolution of the Consultation and Communication Special Committee it is recommended that the terms of reference of the Community Plans Special Committee be widened for this purpose.

Staff

- Recommendation:**
1. That the above process for the 2004 LTCCP as outlined be adopted.
 2. That the existing LTCCP Working Party be expanded to include all Standing and Special Committee Chairpersons, briefed to oversee the preparation of the draft Statement of Community Outcomes.
 3. That a progress report, including proposals for an integrating framework, be provided to the Council in July 2003.
 4.
 - (a) That the Community Plans Special Committee develop a framework for engagement with other bodies, particularly public agencies, and in collaboration with them with the community at large for the 2006 LTCCP.
 - (b) That this framework cover social, cultural, economic, and environmental outcomes and be considered at a joint seminar with the Strategy and Finance Committee in April 2004 and reported to the Council in May 2004.

Chair's

- Recommendation:** That the above recommendation be adopted.