

# **TOMORROW'S MANUKAU**

## ***Ensuring the LTCCP process identifies & delivers key community outcomes***

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### **1. INTRODUCTION**

Manukau has come a long way since it was established just over 35 years ago. It is now one of the fastest growing cities in New Zealand and home to more than 150 different ethnicities, a feature that makes Manukau special.

Manukau's diversity is not only reflected in its cultural differences, but also in its indicators of well-being and sustainability, such as educational attainment and pollution levels. Therefore while diversity is its strength, it also represents challenges if the longer-term goals for the City are to be achieved.

In this context, the Manukau City Council in May 2000, began the process of identifying a vision and a strategic direction for the City. This has seen a participative approach to determine a future state and long-term outcomes for Manukau that will help focus effort on a commonly shared direction for the next ten years.

The process has also seen the development of indicators aimed at both monitoring progress toward the outcomes, and assessing the vision over the longer term. The outcomes and indicators have informed annual and long term planning at Manukau City Council for the last 2 years.

This presentation will provide an outline of how the vision and community outcomes were determined, and the work done with key stakeholders to get their buy-in to deliver on the outcomes. It will also cover the structure used to link the outcomes to the strategies that deliver them, and the way this links to the Council's annual planning. In telling the development story, key learnings and practical issues around implementation will emerge.

### **2. BACKGROUND**

Manukau is located within the Auckland region - the largest and fastest growing region in New Zealand with a population of around 1.2 million people (Census, 2001).

Manukau is the third largest city in New Zealand. It covers 562 square kilometres (56,200 hectares) and has a population of around 307,000 people (June 2002 estimate). Coupled with the neighbouring areas of Papakura (2001 population 40,665) and Franklin (2001 population 51,669), the combined population of the Counties Manukau area swells to 339,334 and is forecast to grow to over 500,000 by 2020.

The rapidly growing population in Manukau is youthful with around 35% of residents aged under 20 years. Around 15% of families earn \$20,000 or less and around 50% of the population is non-European, many of whom are employed in the manufacturing and service sectors. The Gross Domestic Product (GDP) for Manukau in the year to March 2002 was NZ\$9.6 billion - 8% of New Zealand's GDP of NZ\$120 billion.

In striving to bring some cohesiveness to such a diverse City in a time of change Manukau City Council began a process to determine a vision for the future of the city.

### 3. GOALS OF THE PROCESS

In identifying a vision for the third largest city in New Zealand, Manukau City Council recognised that there were four key process goals to be addressed. These were:

- **To stimulate a sense of direction for the City**  
Council firstly wanted to identify a direction or a common vision for the City so the process needed to facilitate this.
- **To work out what is important to people**  
Priorities for sustainable development needed to be identified and addressed. Council had been conducting citizen perception surveys for around five years. The results showed areas in which the public expected to see improvement and highlighted gaps, not only in Council services but also in living conditions in the City. Coordinated action was needed.
- **To ensure a participative process**  
For a vision to be successful, it needed to be 'owned' by the other interested parties in the City. Participation in such an exercise is a powerful tool for creating a sense of ownership by citizens and other people with key interests in Manukau. Participation can also produce feelings of unity of purpose and facilitate a sense of belonging. These both enhance social cohesion against a backdrop of diversity.
- **To try for a multi-stakeholder approach**  
If a vision was to be identified, who could help reach it, apart from Manukau City Council? There are many other key stakeholders and resource holders that impact in significant ways on the City and its people. For example over \$1b comes into the City through central government departments annually. Government departments and other key organizations needed to be actively involved in shaping the future of the city and taking action to ensure progress.

Manukau City Council decided to kick it off and take the lead. The overall aim was to have everyone rowing in the same direction.

### 4. STRATEGY TO ACTION

The focus was on encouraging key stakeholders and decision makers to take on the vision and have this inform their own strategic planning. Manukau City Council planning was also to be informed by the vision and outcomes, and the development process was timed to coincide with the review of Council's Strategic and Long Term Financial Plan.

It was proposed that, over time this should see business and annual plans, and service agreements of key stakeholders across the city, reflecting activities aimed at delivering on the vision and outcomes.

### 5. DETERMINING KEY OUTCOMES – The Process

An approach was developed that would achieve the process goals. Essentially we focussed on 5 key questions:

- Where have we been?
- Where are we now?
- Where do we want to go?
- How do we get there?
- Who helps get there?

We answered these questions through a multi-faceted approach. To assess where we had been and where we are now, we researched historic and current written material. This was drawn from business, non-profit organisation, government, and council documentation. We

Tomorrow's Manukau – ensuring the LTCCP process identifies and delivers key community outcomes.

Local Government Reform Conference - Wellington February 2003

Leigh Gatt – Manukau City Council

also had a great deal of statistical information on the state of the city which was analysed for trends.

This was supplemented by direct feedback from citizens gathered in a number of ways. First we went to local Mana Whenua and asked them how they would like to be involved. We then worked with them to honour their response to the question. We involved the Pacific Island Advisory Committee, residents associations, and also young people. We ran focus groups and conducted a citizen survey. The combined effect was a rich tapestry of views about the future of the city.

All of the information and views needed to be sifted to provide a clear direction rather than remain a collection of ideas. To achieve this we filtered the information through a group of especially selected key stakeholders, who we felt would help achieve the vision once identified. These key stakeholders were our reference group and alongside councillors, became the people who turned the information into a clear direction for the future. They eventually agreed a draft vision and strategy for the city.

The draft then underwent a period of consultation over 2 months that took many forms (e.g. from newspaper articles to letterbox drops). The result helped to flesh out the direction and to identify broad strategies for action.

Following consultation on the draft, feedback was again sifted through the reference group and councillors to arrive at *Tomorrow's Manukau* – a vision for Manukau into the future.

## 6. FACILITATING PARTNERSHIPS

The reference group was not a group of representatives but a collection of opinion shapers, resource holders, and 'movers and shakers'. They understood the need for a vision managed in a participative way and the need for targets and monitoring. They made a commitment to work toward the achievement of the vision and this is articulated in the *Tomorrow's Manukau* document. The approach produced a vision and strategy for the city rather than a Council vision and strategy.

Some of the stakeholders involved are listed below. They are recorded in the *Tomorrow's Manukau* document as Action Leaders or were a part of the reference group that helped shape the direction.

- Accident Compensation Corporation
- Alcohol Advisory Council of NZ
- Apprenticeship Training NZ
- Auckland City Council & ARC
- Auckland International Airport Ltd
- Chamber of Commerce
- City of Manukau Education Trust
- Counties Manukau District Health Bd
- Counties Manukau Sports Foundation
- Dept of Conservation & EECA
- Dept of Corrections & Dept of Courts
- Dept of Work and Income
- Early Childhood Development Agency
- Employers & Manufactures Assn
- Enterprising Manukau
- Enterprise Otago
- Federated Farmers
- Manukau Institute of Technology
- Manukau Water
- Min. for the Environment, Econ Dev.
- Min. Maori Affairs, PI Affairs,
- Min. Social Policy, Transport
- Otago Health
- Pacific Islands Advisory Committee
- Papakura and Franklin District Councils
- Peoples Centre, Manurewa
- Police and also Safer Manukau
- Skill NZ
- Strengthening Families & CYFA
- Tamaki Ki Raro Trust
- Tamaki Te Tonga District Maori Cncl
- Te Ora o Manukau the Healthy City
- Telecom
- Trade New Zealand

- Greenmount East Tamaki Business
- Housing New Zealand Corporation
- Huakina Development Trust
- Land Transport Safety Authority
- Transfund New Zealand
- United Networks
- Vector Limited
- Watercare Services Limited

## 7. PRIORITIES FOR TOMORROW'S MANUKAU

The research and consultation carried out prior to the launch of the draft showed 4 key areas that people wanted addressed - These were education, public safety, transport, and the image of the city.

People also recognised the complexity of, and inter-relationship between each of these factors, suggesting that each is important for sustainability.

Following feedback on the draft, these same 4 matters emerged as priorities and now underpin the key outcomes in *Tomorrow's Manukau*.

**THE VISION is: *Tomorrow's Manukau – progressive, proud, prosperous.***

### The outcomes are:

- Educated and knowledgeable people
- Vibrant and strong communities
- A place that's easy to get around
- Healthy and economically secure people
- Sustainable Manukau.

## 8. LINKING OUTCOMES TO STRATEGIES IN TOMORROW'S MANUKAU

Tomorrow's Manukau outlines three different levels of strategy aimed at linking action to the vision.

The vision is a 10 year view and is supported by 5 outcomes (also with a ten year view). Each outcome is supported by half a dozen or so goals each representing a 5-10 year view. Each goal is supported by a number of actions which will be completed in 1-5 years.

The outcomes and goals each have targets that will enable us to track both performance and results. For example:

### **Outcome 1 - EDUCATED AND KNOWLEDGEABLE PEOPLE**

Target - *The percentage of citizens who have gained qualifications increases from 43% in 1996 to 60% by 2010.*

#### **Goal 1.1 - Effective education in local schools**

Target - *Manukau school leavers with qualifications increases from 78.4% in 1999 to 90% by 2010.*

Each set of actions has a key stakeholder recorded beside it. These stakeholders are called Action Leaders and each has agreed to undertake the actions listed and/or lead action toward achieving the goal. The goals and actions are now beginning to appear in the annual and strategic plans of those Action Leaders.

## 9. SELECTING OUTCOME INDICATORS

Identifying targets was a critical step in being able to measure community outcomes. This required firstly, the selection of indicators upon which measurement and target setting would be based. The Quality of Life in New Zealand's Six Largest Cities project has developed a set of outcome indicators within the following categories:

*The People*  
*Health*  
*Economic Standard of Living*  
*Urban Environment*  
*Social connectedness*  
*Civil and political rights.*

*Housing*  
*Safety*  
*Economic Development*  
*Natural environment*  
*Knowledge and skills*

The indicators within each category provide a 'menu' of indicators upon which targets can be set for virtually any local authority in New Zealand. In selecting indicators, criterion for selection was useful. This helped contain the number of indicators. Criteria used in the Quality of Life project to assist in the selection of indicators were:

- **Acceptability to the community** – indicators should reflect community values and have community support.
- **Relevance** – selection should be guided by the goal or outcome you are trying to achieve.
- **Cost effectiveness** – data should not too expensive to collect, compile and analyse.
- **Statistically and technically sound** – indicator data should be grounded on robust research.
- **Current** – data should provide both an up-to-date picture and trends.
- **Understandable** – indicators should be clear, unambiguous and easy to interpret.
- **Comparable** – indicators should show a consistent time series that reflects changes over time and is able to be compared with other categories.
- **Able to be unbundled** - the data may need to be aggregated and disaggregated.

To set the targets in Tomorrow's Manukau we went indicator by indicator to look at statistics for NZ, the region, and a neighbouring local authority then compared them to our own statistics. An assessment was then made, about the statistic that we would like to see in the future – this gave us a target like the one in 8 above.

## **10. MEASURING PROGRESS**

Progress is measured on a regular basis against targets – annually for outcome targets, quarterly where possible for the goal targets and monthly for the actions. Results will be published in 'The Changing Face of Manukau' annually, and be reported through the local media and council publications quarterly.

Good news stories that progress the actions are celebrated and reported at every opportunity in the local media and within the Action Leader's own organisations. They are also reported in the forum set up as part of an implementation programme.

## **11. LINKING OUTCOMES TO STRATEGIES – THE COUNCIL LTCCP**

Council's current annual plan reflects about an 80% alignment with Tomorrow's Manukau. However the 2003/04 Long Term Council Community Plan (LTCCP) will see an improved alignment. This is done through identifying citizen, customer and community priorities from Tomorrow's Manukau and then lining up the internal objectives to support them – a Balanced Scorecard is developed.

The Balanced Scorecard is a methodology for strategizing, planning and measuring. Developed by Robert Kaplan and David Norton around 12 years ago, it is an effective tool for linking organisational effort to outcomes.

Kaplan and Norton, when devising the Scorecard model proposed a 'cause and effect' impact that could be captured in a Scorecard. The key principle being that to improve

financial prosperity an organisation needs to improve its responses to customers, and to do this requires sound processes. These processes are then dependant upon the organisational learning that can be applied to the processes. The success or otherwise of one, being subject to successful results of the other.

The cause and effect approach facilitates thinking about the internal financial, processes and learning objectives required to support the achievement of citizen, customer and community outcomes.

## 12. MAKING SURE THEY ARE OUTCOMES

Aligning Council outcomes with city outcomes (Tomorrow's Manukau) brings with it the measurement dilemma – how do you measure outcomes that you might not be accountable for or only partially accountable for? First it's important to be sure of what is meant by 'outcomes'.

### What is an outcome?

Manukau City Council sees an outcome as the impact, result or consequence of plans, programmes, projects, services, policies, and activities. Council identifies two levels of outcomes: **community outcomes** and **organisational outcomes**.

**Community Outcomes** - are described as the result, impact or consequence on the community, economy or environment, of some activity (i.e. aimed at achieving an external result). Outcomes can be expressed in many ways for example, behaviours, attitudes, perceptions, community awareness or satisfaction, or actual changes in conditions. Community outcomes can vary in scope and scale e.g. impact on the whole city community or a small community of interest, or section of the environment.

**Organizational Outcomes** - are described as the consequence of an activity or output (e.g. project etc) aimed at achieving an internal result. For example, staff satisfaction, elected member satisfaction.

## 13. DEVELOPING MEASURES TO HELP ASSESS IMPACT

Manukau City Council uses targets from Tomorrow's Manukau (centre column in the table) which are focussed on the whole city. Outcome targets related to the role of Council in achieving that outcome are then developed. These are shown in the annual plan. Operational measures in the business plans are then linked to these and are output and input focussed.

### 1. Develop a Safe and Attractive City

Objective	Measure/Indicator	Progress
1.0 Develop a Safe and Attractive City	Residents feeling safe in their homes, town centres and neighbourhoods (day and night) increases from 72% in 2000 to 85% by 2006.	Across the City, there has been a slight decrease in residents' perceptions of safety, with 70% (72% in 2001) of residents feeling safe in their homes, town centres and neighbourhoods (day and night). *Note: survey was undertaken at a time when two murders had occurred in Manukau.
1.1 Improve safety in public places	80% of citizens feel safe where Council has installed safety features over the year.  2001/02 priorities include: <ul style="list-style-type: none"> <li>■ Upgrade street lights City-wide.</li> <li>■ Safer Manukau Initiatives.</li> <li>■ Injury Free Counties Manukau Initiatives.</li> <li>■ City and local area development (CLAD) in old Papatoetoe.</li> </ul>	Over the past year, significant upgrades and improvements have been made to Old Papatoetoe town centre. Citizen survey results indicate that 84% of Old Papatoetoe/St George's shoppers feel safe in Old Papatoetoe town centre during the day and 23% feel safe at night.  <b>Upgrade street lights City-wide</b> <ul style="list-style-type: none"> <li>■ The budget for streetlight upgrading works for 2001/02 was \$593,000. New lights and standards valued at \$577,000, equating to 97% of the budget, were installed during the year.</li> </ul> <b>Safer Manukau Initiatives</b> <ul style="list-style-type: none"> <li>■ Ban the Burglar.</li> <li>■ Restructure of Safer Manukau.</li> <li>■ Safety Audits – Otara – Chapel Downs.</li> <li>■ Maori Crime Reduction Strategy.</li> <li>■ Crime Prevention Directory.</li> </ul>

TOMORROW'S MANUKAU – ENSURING THE LTCCP PROCESS IDENTIFIES AND DELIVERS KEY COMMUNITY OUTCOMES.

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Leigh Gatt – Manukau City Council

#### **14. LESSONS LEARNED**

We have learned a lot along the way but some of the key learning revolves around the following:

- The importance of taking people along with you on the journey. This stimulates a sense of ownership and you are more likely to get buy-in. A vision is only as good as the people who help you achieve it.
- Showing the steps from the vision to action in our strategy. This helps it to look achievable.
- Having a focussed approach. It was difficult to identify priorities but we realized that we cannot be all things to all people.
- It was important that Manukau City councillors added integrity to the process by listening to the key stakeholders. This stimulated buy-in and provided a lot of credibility to the process.
- Setting targets rather than just identifying indicators. This provided actual figures against which progress could be measured.
- Keeping it simple. We aimed for a realistic and simple approach by asking the original 5 questions then went about answering these in a systematic way that people could understand and go along with.
- Patience – it won't happen overnight, but it will happen.