

Working together for Canterbury

On 3 February 2017, the Canterbury Chief Executives Forum:

- 1 **affirmed** the principles that Canterbury councils work together:
 - 1.1. to advocate for the interests of the region, its city and districts
 - 1.2. to keep decision-making closely connected to local communities
 - 1.3. when it is more cost-effective to do so
 - 1.4. as an investment in jointly desired, long-term outcomes.
- 2 **affirmed** criteria for working together, as previously agreed by the Chief Executives Forum in May 2016 (Appendix 2)
- 3 **agreed** to apply the decision framework (Appendix 3) to proposals for significant joint projects
- 4 **approved** the policy and process for joint advocacy (correspondence and submissions) (Appendix 4)
- 5 **noted** that there is a range of current and potential formulae that can be applied to sharing the costs of agreed joint work programmes
- 6 **agreed** that the cost allocation model to be applied in any particular case be agreed, in advance, by the parties.

These decisions were **endorsed** by the Canterbury Mayoral Forum on 24 February 2017.

Appendix 1: Principles to guide decision-making

- 1 We work together “to meet the current and future needs of communities for good-quality local infrastructure, local public services, and performance of regulatory functions in a way that is most cost-effective for households and businesses” – Local Government Act 2002, S.10(1)(b). *This is our ‘bottom line’* (an outputs focus).
- 2 To comply with Local Government Act requirements, Canterbury local authorities have committed, in the Triennial Agreement, to ‘working collaboratively to drive efficiencies and better provide for the needs of their communities’, noting that ‘this collaboration may either be Canterbury-wide or on a sub-regional basis’.
- 3 The Canterbury Mayoral Forum’s *Canterbury Regional Economic Development Strategy* expresses a 20-year regional vision: “A region making the most of its natural advantages to build a strong, innovative economy with resilient, connected communities and a better quality of life for all”. *This is our ‘top line’* (an outcomes focus).
- 4 Canterbury councils work together:
 - 4.1. to advocate for the interests of the region, its city and districts
 - 4.2. to keep decision-making closely connected to local communities
 - 4.3. when it is more cost-effective to do so
 - 4.4. as an investment in jointly desired, long-term outcomes.
- 5 An implication of principle 4.2 is that collaboration and shared services are preferable to centralisation and/or amalgamation.
- 6 Principles 4.3 and 4.4 are held in tension.
 - Sometimes we choose to work together because we are playing a long game and investing in desired outcomes, even though it may not be more cost-effective in the short term.
 - Sometimes working together may not deliver services that are most cost effective for households and businesses within a single district but, taken together, there is a net sum benefit for households and businesses across the region as a whole.
- 7 Principle 4.4 implies shifting focus from ‘collaborating to save money’ to ‘collaborating to add long-term public value’.
- 8 These principles need to be interpreted and applied in relation to Section 10 of the Local Government Act 2002:
 1. The purpose of local government is—
 - (a) to enable democratic local decision-making and action by, and on behalf of, communities; and
 - (b) to meet the current and future needs of communities for good-quality local infrastructure, local public services, and performance of regulatory functions in a way that is most cost-effective for households and businesses.
 2. In this Act, good-quality, in relation to local infrastructure, local public services, and performance of regulatory functions, means infrastructure, services, and performance that are—
 - (a) efficient; and
 - (b) effective; and
 - (c) appropriate to present and anticipated future circumstances.

Appendix 2: Criteria for working together

These criteria were discussed and agreed by the Chief Executives Forum in May 2016.

1. Likely nature and size of projected impact (extent of savings, reduction in duplication, better value for money, better use of resources/time savings, potential to address issues and interests, better advocacy and promotion, potential for shared knowledge).

minor impact			moderate impact			significant impact	
1	2	3	4	5	6	7	8

2. Extent of the cost and resourcing required to investigate and implement the opportunity.

significant investment			moderate investment			minor investment	
1	2	3	4	5	6	7	8

3. Extent of contribution to the priorities established in the CREDS.

no direct connection to a work stream			some connection			supports a work stream	
1	2	3	4	5	6	7	8

4. Extent to which risks will be managed more effectively (for example, increasing capability and/or capacity to do so).

minor improvement			moderate improvement			significant improvement	
1	2	3	4	5	6	7	8

5. Extent to which there will be greater capacity to further regional interests.

minor improvement			moderate improvement			significant improvement	
1	2	3	4	5	6	7	8

6. Extent to which collaborating and being seen to collaborate may secure other advantages.

minor improvement			moderate improvement			significant improvement	
1	2	3	4	5	6	7	8

Appendix 3: Decision framework

Step 1: Define the problem/risk/opportunity

- What is at stake, and why do we care?
- What is driving us to work together in this instance?

Step 2: Stakeholder analysis to identify interested and affected individuals and groups

- Who has an interest in this, and what is the nature and strength of our respective interests?
- Is this a sub-regional, regional, South Island or national concern?
- How might we prioritise stakeholder interests and engagement in terms of:
 - power, legitimacy and urgency?¹
 - 'skin in the game'
 - identity, vision and values?
 - knowledge, resources and ability to help us achieve our objectives?²

Step 3: Define the value proposition

- What is the public value we want to create?
- Can we agree on the results we want to achieve, and what we are willing to spend to achieve these results?

Step 4: Secure a mandate for an initial assessment of the case for change

- Who will sponsor this project?
- Who will lead/conduct the initial work and what are their terms of reference?
- In-house or outsourced?
- How will we resource the initial investigation?

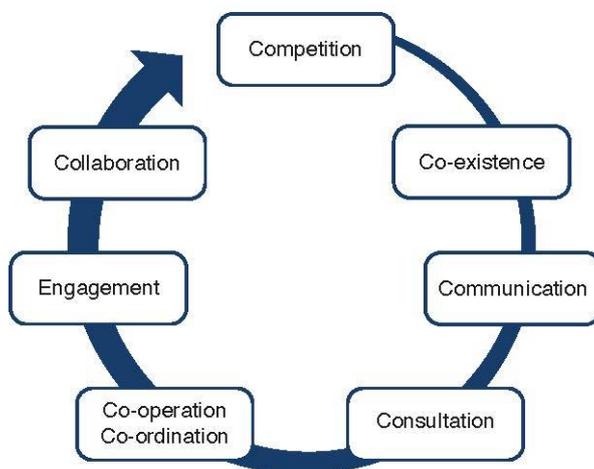
Step 5: Assess the case for change and readiness for collaboration

- What is the current state – and 'baseline' for monitoring and evaluation – against which we can assess cost-effectiveness?
 - Where are we now, and what evidence supports this assessment?
 - Who's currently doing what, where, how – and what works?
 - Is the problem (cause or symptom)/risk/opportunity as we think it is?
 - What are the current costs and benefits, and how are these distributed?
 - How will we know whether we have achieved better results?
- Determine scale and scope – does it require:
 - more of the same, only better (continuous improvement), or
 - disruptive innovation – and what might be the 'game changer'?
- Analyse the business case for change:
 - What are the benefits less the costs, over what time period, using what discount rate?

¹ Mitchell, R., Agle, B., & Wood, D. (1997) Toward a theory of stakeholder identification and salience: Defining the principle of who and what really counts, *Academy of Management Review*, 22(4), pp. 853–86.

² Bundy, J., Shropshire, C., & Buchholz, A. (2013), Strategic cognition and issue salience: Toward an explanation of firm responsiveness to stakeholder concerns, *Academy of Management Review*, 38(3), pp. 352–376.

- Who will benefit/pay, and how?
- What can we project about the distribution of costs and benefits now and in the future, and is this fair?
- Where are we now on the Competition –Collaboration Continuum,³ and could we get the same or better results if we moved to somewhere else on the continuum?



- Are we ready to collaborate on this issue? – use the Collaboration Checklist⁴

Collaborate when:
<ul style="list-style-type: none"> • we cannot achieve what we want to on our own • the problem we want to address is complex • others can add significant value to help us achieve our goals • we are willing to help others achieve some of their goals • we are willing to share power, decision making and accountability for shared outcomes • we are committed to a long-term approach and ongoing relationships • we have time to develop and implement partnering processes, structures and work programmes • there is flexibility about how goals might be reached • we are prepared to take risks.
Do not collaborate when:
<ul style="list-style-type: none"> • we can achieve our objective without significant help from others • we want or need to own this piece of work and what results from it • timeframes are short and/or fixed • our agenda, goals or desired results are already determined and we have little scope to deviate from them • we require certainty and are not prepared to take risks • our agency is internally divided on the benefits of collaboration in this instance • we lack the people and resources to make this collaboration work • we can independently contract others to deliver on the task, service or goal.

³ Adapted from Eppel, E., Gill, D., Lips, M., & Ryan, B. (2008), *Better connected services for Kiwis*, Wellington, NZ: Institute of Policy Studies, <http://igps.victoria.ac.nz/events/completed-activities/joiningup/Connected%20Services%20ver%2010.pdf> (version 10).

⁴ Adapted from Waitakere City Council (2009), *Partnering practice guide for Waitakere*. Waitakere, NZ: Waitakere City Council. <http://www.waitakere.govt.nz/abtcnl/pp/pdf/Partnering-Practice-Guide.pdf>.

Step 6: Secure a mandate and resources for detailed design and implementation

- Present the case for change to decision makers – with resourcing implications and next steps.
- Which is the best agency to lead this project, and why?
- Delivery in-house, or outsourced?
- What governance arrangements are fit for purpose for detailed design and implementation?
- Who else needs to give legitimacy and support to this project, so it is politically viable and sustainable, and how will we engage with them?
- Who do we need to take with us, and who are we prepared to leave behind?
- What do we need in terms of ongoing resources, who might contribute these, and how?
- What does the lead agency need other agencies to keep on doing, stop doing, or do differently, in order to achieve mutually agreed objectives?
- Who will do what, why, how, by when?

Step 7: Measure, evaluate, report, review

- Measure, evaluate and report results against baseline.
- Assess and report the costs and benefits of this initiative, and how these have been distributed.
- Review and revise – learn as we go.
- Renew our agreed purpose (the public value we want to create).

D. Bromell
October 2016

Appendix 4: One strong voice for Canterbury

1. Some reasons for establishing the Canterbury Policy Forum in 2013 were to:
 - identify issues affecting Canterbury and investigate whether they can benefit from collaboration and/or joint advocacy
 - reduce duplication of policy effort and, as a result, work more effectively and efficiently together
 - provide support to smaller councils when assessing national and regional policy initiatives.
2. Member councils agree that an issue impacts significantly on Canterbury on a regional or sub-regional basis, EITHER:
 - through the Mayoral Forum
 - through horizon scanning of what's coming at us – as a standing item on the Policy Forum agenda, AND/OR
 - by a member council raising it with other councils and the relevant Forum Chair by email and/or a teleconference call, AND/OR
 - by the Secretariat alerting the relevant Forum Chair, in response to an invitation or opportunity to submit on an issue.
3. The relevant Forum or its Chair identifies and commissions a lead council or councils to prepare a draft joint submission in consultation with member councils and with the support of, and in consultation with, technical working groups as appropriate. The lead council is to reach agreement with other councils on the joint submission.
4. Our Mayors are committed to 'standing together for Canterbury' to secure the best possible outcomes for our region and its communities. It is accepted and to be expected, however, that member councils will not be of a single mind on every issue, and that joint submissions may need to express majority/minority views and do not require unanimity. Member councils reserve the right to make individual submissions.
5. Regional submissions as agreed are normally signed by the Chair of the Mayoral Forum and/or the lead Mayor of relevant Canterbury Regional Economic Development Strategy work programmes. Wherever possible, Mayors request a joint appearance (in person or by teleconference) before select committees and government inquiries.
6. The Secretariat's role is to support process and facilitate decision making by:
 - circulating a final draft to all Mayors, copied to all Chief Executives, for prior approval by 'reply all'
 - working with the lead council/s to prepare an agreed final version, formatted onto Mayoral Forum letterhead, for signature by the relevant Forum chair
 - emailing the submission to the recipient/s, or lodging it on the Parliament website for Select Committee submissions
 - circulating a copy of the final, signed letter or submission to all members of the Forum
 - saving documents into the Regional Council's document management system, in order to comply with requirements of the Local Government Official Information and Meetings Act 1987 and the Public Records Act 2005.