

Evaluation of the community engagement process for the 10 Year Financial Plan

Prepared for City of Melbourne

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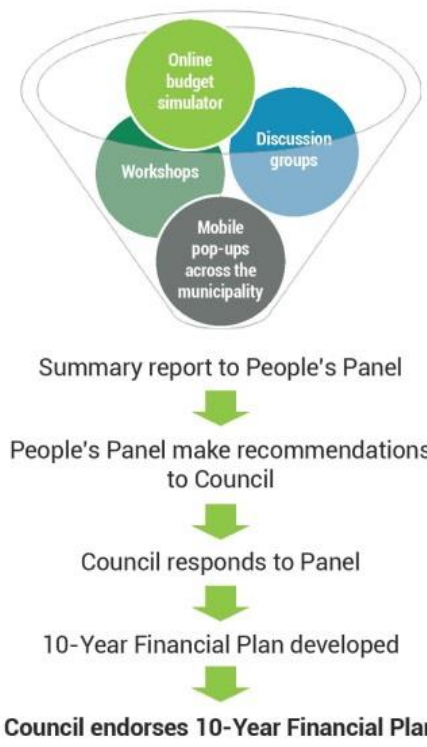
Evaluation of the community engagement process for the City of Melbourne's 10-Year Financial Plan

Between **July and December 2014**, the City of Melbourne undertook a community engagement process to inform the development of its first ever 10-Year Financial Plan.

An external evaluation of the community engagement process assessed how well the engagement activities adhered to the IAP2 Core Values for Public Participation, as well as other aspects of good practice community engagement.

Building and resourcing a diverse, well-informed community that has genuine influence in how the City operates into the future, will give the City the best chance of meeting its future challenges¹

What did we do?



Over **600 people** actively contributed to the broader community engagement, by submitting an **online budget** or **attending workshops, discussion groups and pop-up events**. Participants included CALD communities, Aboriginal and Torres Strait Islanders, seniors, residents, workers, businesses, children and young people and students.

Participant feedback from the broader engagement was provided to a **43** randomly selected Melburnians (comprising **residents, business owners and students**) to inform their decision making process.

The panel met **6 times** during the three months of August - November and was given open access to information and experts. The People's Panel made **11 recommendations** to council in November. With a budget of **\$150,000** this was the City of Melbourne's **largest and most ambitious community engagement program to date**. The 10 Year Financial Plan provides for approximately **\$4 billion** of expenditure.

What was the result?

The community engagement for the 10-Year Financial Plan was both **highly effective** and **appropriate** in terms of the **IAP2 Core Values** and other good-practice community engagement criteria.

All seven IAP2 Core Values were either **well expressed** or **expressed at the highest level of achievement**

- The belief that those who are affected by the decision have a right to be involved was demonstrated generally through the City of Melbourne's Community Engagement Framework and specifically through the Community Engagement and Communications Plan for the 10-Year Financial Plan.
- The promise that the public's contribution will influence the decision was clear in the planning documentation, internal and external communications about the community engagement activities, and Council's response to the presentation of the People's Panel recommendations.
- Engagement promoted sustainable decisions by recognising and communicating the needs and interests of all participants, including those of decision makers at the planning stage and throughout implementation.
- The two-pronged approach to community engagement aimed for, and achieved, breadth (broad community engagement) and depth (the People's Panel) of involvement of those potentially affected.
- Participant input to the design of the process was an explicit and deliberate aspect of participation.
- Engagement provided participants with the information they needed to participate in a meaningful way - most participants self-reported the good-to-excellent extent to which the information provided enabled their meaningful participation.
- Engagement communicated to participants how their input affected the decision - all People's Panel recommendations, including an explanation about whether or not each recommendation has been adopted, will be included in the draft 10 Year Financial Plan.

The engagement was adequately scoped and planned. The Community Engagement and Communications Plan for the 10-Year Financial Plan project achieved high performance for alignment to the '8 step Organisational Guideline' on almost all aspects of scoping and planning.

The community input received through the engagement process was highly useful. *It is very exciting to receive such recommendations from a committee like this... I rely on the advice of these committees [...] so to have this level of support as we do go through this ten year planning process is really exciting.* - Future Melbourne Committee member. *[The recommendations are] reasonable, realistic and implementable... considered and well thought-out...* - Director Corporate Services, CoM

The engagement had sufficient influence on the decision making process. The process of considering community input is well on track to matching the level of influence promised. *In 2019, people will still be saying 'but don't forget the People's Panel said this', because this is a long-term piece of advice.* - Future Melbourne Committee member

There are tangible examples of the engagement having a positive impact on the reputation of the City of Melbourne. **96%** of panel participants highly rated their involvement as a worthwhile experience. *The overall mood of the panel was that the council is doing a good job. We're happy with the city and we want to keep it at the forefront.* - People's Panel member

The engagement process was good value for money. The same level of engagement outcomes could not have been achieved at a lower cost; nor could higher levels of engagement outcomes been achieved at the same cost. The costs were necessary to produce the level of quality required.

¹City of Melbourne's submission for the John Jago Good Governance Award 2014
Infographic created by Clear Horizon Consulting for the City of Melbourne



Executive summary

Background

Between July and December 2014, the City of Melbourne undertook broad and targeted community engagement, using a participatory budget process, to inform the development of its first ever 10-Year Financial Plan. The approach enabled the involvement of a wide cross-section of the community in two ways: first, through broader community engagement activities, and second through the establishment of the City's first People's Panel (citizen's jury), with the broader engagement informing the People's Panel.

An external evaluation of the community engagement process assessed how well the development and implementation of the engagement activities adhered to the International Association for Public Participation (IAP2) Core Values for Public Participation¹, as well as other aspects of good practice community engagement as articulated within the City of Melbourne's Community Engagement Evaluation Framework.

The evaluation included an extensive desktop review of existing documentation related to the community engagement process (including marketing materials, activity reports, event evaluation reports and videos, etc.) as well as discussion with the City of Melbourne's Community Engagement Team, and semi-structured interviews with the Director of Corporate Services and Chief Financial Officer.

Findings

The community engagement for the participatory budgeting process for the 10 Year Financial Plan was both highly effective and appropriate. All seven IAP2 Core Values were either well expressed or expressed at the highest level of achievement, throughout the community engagement process. In addition, the process was highly effective and/or appropriate on a range of other good practice community engagement criteria, including: the adequacy of engagement scoping and planning; the usefulness of community input received through the engagement process; the influence of engagement on the decision making process; and the impact of the engagement on the reputation of the City of Melbourne. Finally, the participatory budgeting process for the 10 Year Financial Plan was found to be good value for money.

Table 1 provides a summary of the findings in the form of a traffic light report (where green is good, amber is adequate but could be strengthened, and red is poor).

¹ IAP2 is an international association of members who seek to promote and improve the practice of public participation in relation to individuals, governments, institutions, and other entities that affect the public interest in nations throughout the world. As an international leader in public participation, IAP2 has developed a set of 'core values' for use in the development and implementation of public participation processes, the purpose of which is to help make better decisions reflecting the interests and concerns of potentially affected people and entities.

Table 1 Summary of findings

General criteria	Summary result	Details	Performance
Adherence to IAP2 Core values	<ul style="list-style-type: none"> Participation was based on the belief that those who are affected by the decision have a right to be involved 	<ul style="list-style-type: none"> Demonstrated generally through the City of Melbourne’s Community Engagement Framework and specifically through the Community Engagement and Communications Plan for the 10-Year Financial Plan. 	
	<ul style="list-style-type: none"> Participation included the promise that the public’s contribution will influence the decision 	<ul style="list-style-type: none"> The promise of influence was clear in: the planning documentation; internal and external communications about the community engagement activities; and Council’s response to the presentation of the People’s Panel recommendations. 	
	<ul style="list-style-type: none"> Participation promoted sustainable decisions by recognising and communicating the needs and interests of all participants, including decision makers 	<ul style="list-style-type: none"> Consideration of participant needs and interests at both the planning stage, and throughout implementation, ensured recommendations ‘acceptable to the public’ - a key factor in the sustainability of Council decisions. 	
	<ul style="list-style-type: none"> Participation sought out and facilitated the involvement of those potentially affected by or interested in a decision 	<ul style="list-style-type: none"> The two-pronged approach to community engagement aimed for (and achieved) both breadth (broad community engagement) and depth (the People’s Panel) of involvement of those potentially affected. 	
	<ul style="list-style-type: none"> The engagement process sought input from participants in designing how they participate 	<ul style="list-style-type: none"> Input to the design of the process was an explicit and deliberate aspect of participation. The majority of participants felt they had sufficient opportunities to drive the direction of the sessions to a ‘good’ or ‘excellent’ extent. 	
	<ul style="list-style-type: none"> Engagement provided participants with the information they needed to contribute in a meaningful way 	<ul style="list-style-type: none"> There were deliberate efforts to ensure participation was designed to meet different needs. Most participants self-reported the good-to-excellent extent to which the information provided enabled their meaningful participation. 	
	<ul style="list-style-type: none"> The engagement approach communicated to participants how their input affected the decision 	<ul style="list-style-type: none"> Council has stated that when the Council’s draft 10 Year Financial Plan is released (April 2015), the People’s Panel report (of recommendations) will be included in its entirety, along with an explanation about whether or not each recommendation has been adopted. 	
Other good practice community engagement criteria	<ul style="list-style-type: none"> Community engagement was adequately scoped and planned 	<ul style="list-style-type: none"> The approach achieved high performance on almost all aspects of the City of Melbourne’s ‘8 step Organisational Guideline’ for community engagement. Monitoring and evaluation planning was absent, though monitoring and evaluation activities were undertaken. 	
	<ul style="list-style-type: none"> Community input received through the engagement process was useful 	<ul style="list-style-type: none"> Both the community and the administration played their part in the partnership approach to budgeting, each trusting and respecting the other to achieve a common goal. At the special Future Melbourne Committee meeting on 17th November 2014, where People’s Panel representatives presented their recommendations to Council, the Lord Mayor and Councillors made many statements highlighting the usefulness of the community input received. 	

General criteria	Summary result	Details	Performance
	<ul style="list-style-type: none"> Engagement influenced the decision making process 	<ul style="list-style-type: none"> The process is well on track to matching the level of influence promised - that the City will incorporate 'the public's advice and recommendations into the decisions to the maximum extent possible' 	
	<ul style="list-style-type: none"> Engagement has had a positive impact on the reputation of the City of Melbourne 	<ul style="list-style-type: none"> There are tangible examples of where and how the community engagement process has enhanced the City of Melbourne's relationship capital, strengthening its relationships and/or reputation with the People's Panel participants. 	
	<ul style="list-style-type: none"> The engagement process was good value for money 	<ul style="list-style-type: none"> The same level of engagement outcomes could not have been achieved at a cost lower than this; nor could higher levels of engagement outcomes been achieved at the same cost. While the costs were considered 'high' they were also considered necessary to produce the level of quality that was required. 	

1. Introduction

1.1. Background to the participatory budgeting process

To tackle the question of how to remain one of the world's most liveable cities while addressing the future challenges of population growth, climate change, technological disruption and economic uncertainty, the City of Melbourne is developing its first ever 10 Year Financial Plan using a range of deliberative processes.

The process aimed to deliver a 10 Year Financial Plan that was developed democratically and driven by a broad cross-section of the community. A participatory budget approach was undertaken, which saw engagement with the community in two ways –through broader community engagement and via the City's first People's Panel (citizen's jury), with the former informing the latter.

Broad community engagement took place across the city from Wednesday 30 July to Wednesday 3 September. Anyone could join the conversation using the online budget simulator and at a number of community events across the city. Over 600 people actively contributed in this way, by submitting an online budget or attending workshops, discussion groups and pop-up events. Participants included CALD communities, Aboriginal and Torres Strait Islanders, seniors, residents, workers, businesses, children and young people and students.

Reports from the broader engagement were provided to a **People's Panel** of 43 randomly selected Melburnians (comprising residents, business owners and students) to inform their decision making process. The role of the People's Panel was to deliberate, and make recommendations to Council, on the City's spending and revenue strategy over the next decade. The panel met six times during the three months of August - November and was given open access to information and experts. The People's Panel made 11 recommendations to council in November.

With a budget of \$150,000, the participatory budget approach to developing the 10 Year Financial Plan was one of the City's largest community engagement programs to date. The 10 Year Financial Plan provides for approximately \$4 billion of expenditure.

1.2. Purpose of this evaluation

The key purpose of this evaluation was to assess how well the development and implementation of the engagement program adhered to the IAP2 Core Values for Public Participation, as well as performance against other aspects of good practice community engagement criteria contained within the City's recently developed Community Engagement Evaluation Framework. While the Community Engagement Evaluation Framework largely aligns with the IAP2 Core Values, it incorporates other elements of effectiveness and appropriateness important to the City of Melbourne, for example value for money and the adequacy of community engagement scoping and planning.

1.3. Evaluation audience

The primary audience for the evaluation (those that will use the results of the evaluation to make decisions) is the City of Melbourne, in particular the Community Engagement Team. Secondary audiences (those interested in the evaluation results) include the community, other parts of the City of Melbourne (including management), IAP2 and the community engagement sector, the Municipal Association of Victoria and other councils.

1.4. Key evaluation questions

The key questions guiding the evaluation addressed the effectiveness, appropriateness and cost-effectiveness of the community engagement program, and included:

1. How well did the development and implementation of engagement activities adhere to the IAP2 Core Values for Public Participation?
2. To what extent was the engagement adequately scoped and planned?
3. How useful was the community input received through the engagement process?
4. Did engagement have sufficient influence on the decision making process?
5. How has the engagement impacted the reputation of City of Melbourne?
6. To what extent was the engagement value for money?

1.5. Approach to the evaluation

The community engagement process and outcomes were assessed against the IAP2 Core Values for Public Participation, as well as other areas of performance contained within the City of Melbourne's Community Engagement Evaluation Framework. Performance expectations were determined from the criteria used to assess submissions against the IAP2 2014 Core Values (Appendix 1), as well criteria used in the Community Engagement Evaluation Framework.

An initial desktop review of existing information was undertaken, against the agreed performance areas (Appendix 2). This included a range of plans, reports, media articles, council meeting minutes, videos and event evaluation analysis, totalling 33 individual data items in all (Appendix 3). The desktop review surfaced evidence across all the performance areas with very few gaps.

In addition, group discussions were held with the City of Melbourne's Community Engagement Team, and two semi-structured interviews were conducted with the Director Corporate Services, Mark Stoermer and Chief Financial Officer, Phu Nguyen.

2. Findings

IAP2 believes that public participation is likely to be successful when:

- there is clarity about the decision to be made;
- appropriate choices have been made regarding the role of the public; and
- the Core Values are expressed throughout the process.

On that basis, the community engagement for the participatory budgeting approach has been highly effective and appropriate, as well as good value for money.

2.1. Adherence to IAP2 Core Values for Public Participation

All seven Core Values were either well expressed or expressed at the highest level of achievement¹ throughout the community engagement process for the 10 Year Financial Plan:

1. Participation was based on the belief that those who are affected by the decision have a right to be involved. This was demonstrated generally through the City of Melbourne's Community Engagement Framework and specifically through the Community Engagement and Communications Plan for the 10-Year Financial Plan.

2. Participation included the promise that the public's contribution will influence the decision. This was clear in the planning documentation; internal and external communications about the community engagement activities; and Council's response to the presentation of the People's Panel recommendations.

3. Participation promoted sustainable decisions by recognising and communicating the needs and interests of all participants, including decision makers. Consideration of participant needs and interests at both the planning stage, and throughout implementation, ensured recommendations 'acceptable to the public' - a key factor in the sustainability of Council decisions.

4. Participation sought out and facilitated the involvement of those potentially affected by or interested in a decision. The two-pronged approach to community engagement aimed for (and achieved) both breadth (broad community engagement) and depth (the People's Panel) of involvement of those potentially affected.

5. Participation sought input from participants in designing how they participate. Input to the design of the process was an explicit and deliberate aspect of participation. The majority of participants felt they had sufficient opportunities to drive the direction of the sessions to a 'good' or 'excellent' extent.

6. Participation provided participants with the information they needed to participate in a meaningful way. There were deliberate efforts to ensure participation was designed to meet different needs. Most participants self-reported the good-to-excellent extent to which the information provided enabled their meaningful participation.

7. Participation communicated to participants how their input affected the decision. Council has stated that when the Council's draft 10 Year Financial Plan is released (April 2015), the People's Panel report (of recommendations) will be included in its entirety, along with an explanation about whether or not each recommendation has been adopted.

1. Public participation is based on the belief that those who are affected by the decision have a right to be involved

This core overarching belief is demonstrated generally through the City of Melbourne's Community Engagement Framework and specifically through the Community Engagement and Communications Plan (the Plan) for the participatory budgeting process. The Community Engagement Framework articulates a wider organisational commitment to providing opportunities for those impacted by a decision to be involved in the decision making process. The Plan describes the specific decisions to be made and the role of the public in the decision making process, specific to the participatory budgeting process.

The Plan describes both broader engagement and the People's Panel engagement processes. The **broader community engagement goal**, as described in the Plan, was '*To facilitate opportunities for the community to put forward views on how Melbourne can remain one of the most liveable cities in the world while maintaining our strong financial position into the future.*' The **people's panel community engagement goal** was '*To partner with the community and seek direct advice, opportunities and solutions on the 10 Year Financial Plan.*' The belief that those who are affected by a decision have a right to be involved is explicit in the intent of both goals.

The Plan also outlines the **decisions the community can influence** for both the broader engagement and through the People's Panel, including overall operating services, asset levels, the revenue strategy (including rate differentials), open space capital works, parking fees and other fees by exception. Articulating the decisions in which the community will have influence is a tangible demonstration of belief in the right to be involved.

Adherence to this core value is further demonstrated through the City of Melbourne's stated belief² that building and resourcing a diverse, well-informed community that has genuine influence in how the City operates into the future, will give the City the best chance of meeting its future challenges.

2. Public participation includes the promise that the public's contribution will influence the decision

As a democratic process in which community members directly decide how to spend part of a public budget, participatory budgeting ensures community influence; influence is inherent in the design and intent of a participatory budgeting process. For the development of the 10 Year Financial Plan, the 'promise' of influence is clear in the planning documentation, as well as in the internal and external communications around the purpose, intent and nature of the community engagement activities, and in Council's response to the presentation of People's Panel recommendations.

The Plan outlines the **broader community engagement commitment to the public**, which includes the first three approaches along the IAP2 Spectrum of public participation: inform, consult and involve. The specific promise to the public outlined in the Plan is: '*We will work with you to ensure that your concerns and aspirations are directly reflected in the alternatives developed and provide feedback on how public input influenced the decision.*'

The Plan also outlines the **commitment specific to the People's Panel**, which is the fourth approach along the IAP2 Spectrum of public participation: collaborate. That promise is '*We will*

² City of Melbourne's submission for the John Jago Good Governance Award 2014

look to you for direct advice and innovation in formulating solutions and *incorporate your advice and recommendations into the decisions to the maximum extent possible.*'

The notion of 'maximum extent possible' is pertinent here. The 10-Year Financial Plan was designed to be an exemplar in reflecting a key priority of Goal 8 of the City of Melbourne's *Council Plan 2013-2017* (an accessible, transparent and responsive organisation) which is 'Continue to increase and improve opportunities for our community to participate and engage with us' (in the City's activities and decision making). As stated in the Plan, this promise to the community is the highest level Council can offer in influencing decision-making. **As such, the Plan is clear that the community does not have any influence over the acceptance of the recommendations for the 10 year Financial Plan - as Council is the decision maker.**

The Lord Mayor's invitation to business and households in the City of Melbourne to nominate for the People's Panel explicitly communicated how public contribution would influence the 10 Year Financial Plan:

"The panel will be asked to deliberate on how Melbourne can remain one of the most liveable cities in the world while maintaining our strong financial position into the future. Council will listen to the panel's views and consider all recommendations when developing its ten year financial plan. As part of this commitment, Council will meet with the panel and formally respond to all of its recommendations."

Promises of influence were also assured once the People's Panel recommendations had been received by Council. At the People's Panel presentation of recommendations to Council, at the conclusion of the People's Panel, Councillors reiterated the ways and extent to which the recommendations would influence decision-making and made strong verbal commitments to considering the recommendations in their deliberations regarding the 10 Year Financial Plan.

3. Public participation promotes sustainable decisions by recognising and communicating the needs and interests of all participants, including decision makers

Consideration of the needs and interests of participants, including decision makers, occurred at both the planning stage and throughout implementation, ensuring recommendations acceptable to the public³ (as represented by the People's Panel).

Stakeholder analysis undertaken as part of the planning stage considered how stakeholders are expected to be impacted by the 10 Year Financial Plan, as well as their interests and concerns. Stakeholder analysis was completed separately for each the broader community engagement and the People's Panel processes and considered both external and internal stakeholders. This demonstrates recognition of the needs and interests of all participants, including decision makers.

The stakeholder analysis was utilised to appropriately target the broader engagement activities. These activities focused on understanding the needs and interests of the community in relation to the 10 Year Financial Plan, as an input to the People's Panel process. The engagement activities determined community views on both the spending and revenue priorities for the City of Melbourne and the Council services that should form the focus of the People's Panel.

³ A 'sustainable' decision is defined as one that is economically viable, environmentally sustainable, technically feasible and socially acceptable.

The People's Panel was provided both pre-arranged information relevant to its deliberations, as well as open access to information, data and expert opinion of its own choosing. The pre-arranged information included information on the needs and interests of both the community (for example, the results of the broader engagement activities) and the decision makers (for example information on the scope and costs of the services the City of Melbourne provides to the community, and detailed revenue and expenditure information). The option of open access to other information saw over 50 requests for further information, including rate calculations, developer contribution standards, and copies of strategies and plans. .

4. Public participation seeks out and facilitates the involvement of those potentially affected by or interested in a decision

Given the intended scope of the 10 Year Financial Plan, all those living, working, studying, undertaking business, or those with an interest in the municipality were considered to be potentially affected by or interested in the Plan. The two-pronged approach to community engagement aimed for both breadth (broad community engagement) and depth (the People's Panel) of involvement of those potentially affected.

Over 600 people actively contributed via the broader community engagement activities, submitting an online budget or attending workshops, discussion groups or pop-up events. Participants included CALD communities, Aboriginal and Torres Strait Islanders, seniors, residents, workers, businesses, children and young people and students.

For the People's Panel, approximately 6500 invitations were sent to randomly selected businesses and households inviting them to nominate for the panel. Of those people who accepted an invitation, a random stratified process was undertaken by newDemocracy Foundation to identify a panel of 43 members that reflected the demographic make-up of the City of Melbourne (age, gender, location, resident and business)⁴. The 50:50 mix of business and residents (including students) was considered fair and equitable given the financial nature of the problem and the diverse make-up of the City of Melbourne community - businesses provide a majority of rates revenue, however residents make up a vast percentage of the city's population. The People's Panel met six times over the period

5. Public participation seeks input from participants in designing how they participate

Input to the design of the process was an explicit and deliberate aspect of participation, as is clear from both the planning and reporting documentation. In addition, participants reported the extent of their input to the design of the process as part of the session evaluations.

The Community Engagement and Communications Plan (the Plan) for the 10 Year Financial Plan project noted that the community could not influence the design of broader community engagement process as it was 'already agreed to and signed off by Council'. This was not, however, the case for the People's Panel. The Plan outlines the following influences the community could have on the People's Panel process:

- the Jury guidelines for participation
- identification of expert speakers to hear from during the deliberative assemblies
- the structure of the report/presentation to council
- an additional assembly date if required

⁴ It is worth noting that over 90% of the panel participants had no prior involvement with Council.

- presentation to the Lord Mayor and councillors.

The actual process saw exactly this kind of influence on the design of the process. For example, participants decided on and adopted the following 'agreed ways of working':

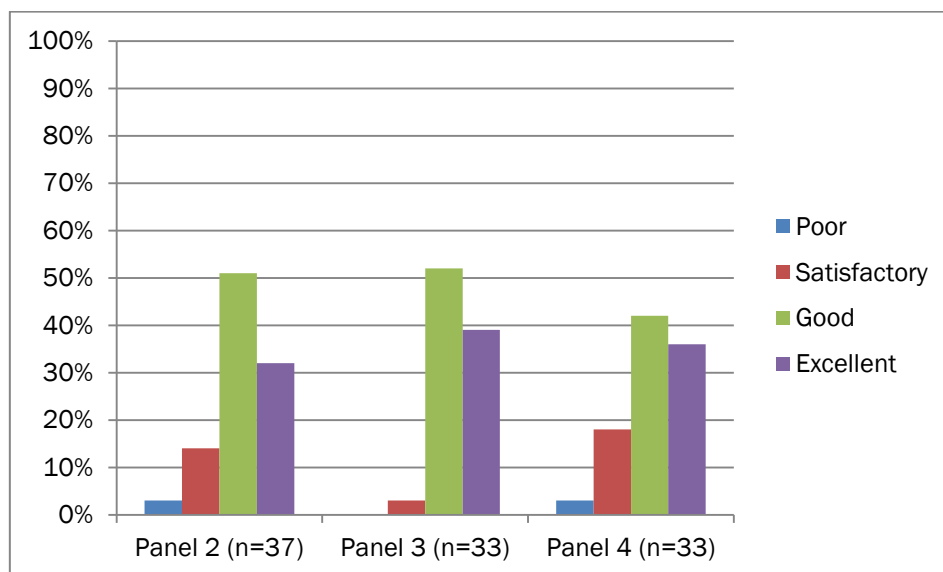
- everyone's opinion is listened to and respected
- everyone participates through an open and safe environment (do not be judgemental)
- having a clear outline/agenda before meetings, and structured meetings with a clear purpose
- avoid egos and dominant personalities (show respect to each other)
- create a comfortable physical environment (get outside in fresh air when we can etc.)
- we work to get results
- ensure an unbiased facilitator for each meeting
- don't take things personally
- we want to keep track of what's going on (notes)
- the work of this Panel to be followed up and council responds with what has been taken on board, what has not and why
- do not forecast Panel recommendations ahead of time
- keep track of group decisions as we proceed.

Information collected across People's Panel sessions 2-4⁵ shows that the majority of participants felt they had sufficient opportunities to drive the direction of the sessions to a 'good' or 'excellent' extent, even allowing for the fact that not all participants responded to the survey. At least three quarters of participants responded to each survey, and of those, between 75% and 91% felt they had 'good' or 'excellent' opportunities to drive the direction of the sessions (

⁵ Participant opinion of sufficiency of opportunity to drive the direction of the session was only surveyed for sessions 2-4. While surveys were conducted for sessions 1, 5 and 6, those surveys did not include a specific question around participation direction of the sessions.

Figure 1).

Figure 1 Extent to which panel participants felt they had sufficient opportunities to drive the direction of the session



6. Public participation provides participants with the information they need to participate in a meaningful way

There is evidence of deliberate efforts to ensure participation was designed to meet different needs, as well as self-reported information (by participants) on the extent to which the information provided enabled their meaningful participation. This demonstrates the fitness-for-purpose of the engagement activities.

Participants were provided with information in a variety of ways, depending on the engagement activity. The design of the engagement activities was informed by the stakeholder analysis, enabling engagement activities to be targeted to the specific needs and interests of different participants.

As part of the **wider engagement**, two ‘special interest group’ workshops and three discussion groups were held to enable community members to provide advice on what they think the People’s Panel should be looking at in terms of Council services: what to do more of, what to keep the same (what they value) and where to look for savings (less of). The special interest group workshops were openly advertised and any community member or business representative could attend. Invitations were sent to all residents groups, business precinct groups, service providers, and community and advisory groups within the municipality. The discussion groups were designed for smaller numbers of people and for those that might be less inclined to get involved in large workshops. The special interest group workshops and discussion groups were provided with documentation of service stream information as well as a presentation by the CEO and/or CFO and Group Accountant on the financial and growth pressures the City of Melbourne will face in the future. They were also given the chance to ask questions of senior staff in attendance.

A survey of the experiences of participants in all but one of the workshops⁶ provides evidence of the extent to which participants felt they were able to participate in a meaningful way. Almost all workshop/discussion group participants that responded to the survey (45 out of a total 46

⁶ Survey information is available for 77% (n=46) of total participants in workshops and discussion groups (N = 60; 35 workshop participants and 25 discussion group participants).

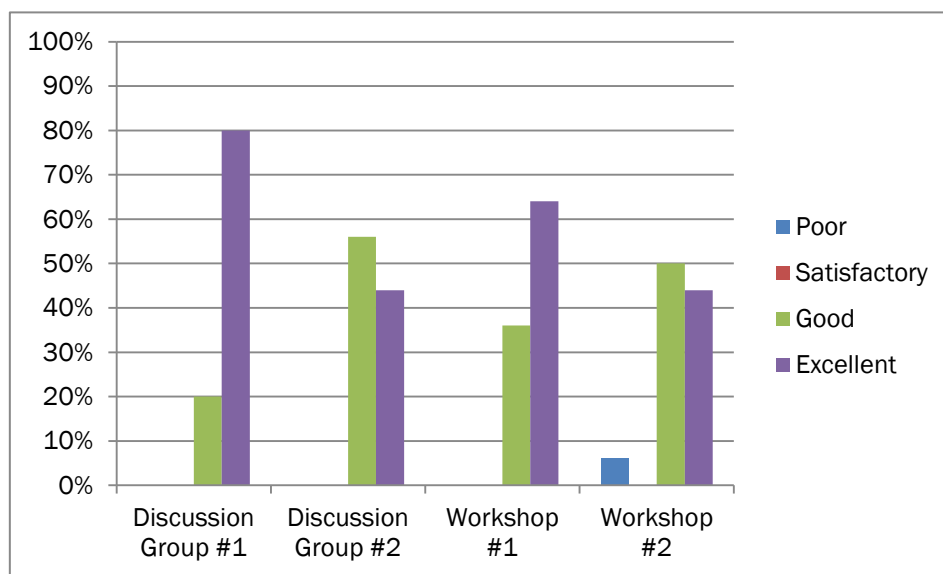
respondents) rated the ease of understanding of the information provided as 'good' or 'excellent' (

Figure 2a). One respondent from Workshop # 2 rated the ease of understanding as 'poor'. Likewise, the vast majority of participants that responded to the survey (42 of a total of 46 respondents) described the extent to which they felt they had sufficient opportunities to participate in the session as 'good' or 'excellent' (

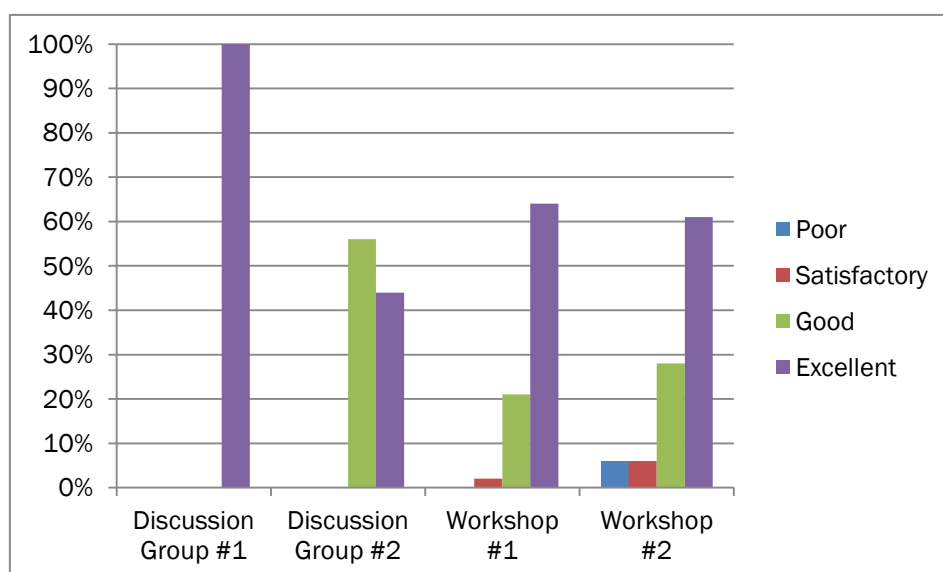
Figure 2b). Only a total of four respondents rated their opportunity to sufficiently participate as either 'poor' (n=1) or 'satisfactory' (n=3).

Figure 2 Participant satisfaction with different aspects of the wider engagement workshop and discussion group processes

2(a) Overall, how easy to understand was the information we provided (written, presentation, verbal)?



2(b) To what extent did you feel you had sufficient opportunities to participate in the session?



Pop up community consultations – eight in total, across seven municipal locations – were held to engage people under 18 years of age, Culturally and Linguistically Diverse (CALD) people, community members (passers-by), and people with a limited knowledge of local government and its functions. Also part of the **wider engagement**, the pop ups focused on understanding what participants valued about the City of Melbourne, as well as how they thought Council should prioritise funding. This mobile, face-to-face engagement approach utilised a community consultation caravan and team of specialist engagement facilitators to engage participants in conversation and guide them through a simple series of questions to understand their values and opinions on funding priorities.

For the **People's Panel**, participants were provided an introductory reading kit, outlining information on municipal demographics, as well information about the City of Melbourne including how the organisation 'works', its vision and goals, the various plans and their links, and challenges, future planning and core business. This included detailed information on the City's six service streams, including the scope and costs of the services provided to the community by the City, as well as detailed revenue and expenditure information. Alongside this, People's Panel participants were provided open access to information they felt they needed to support the deliberative process. As noted by New Democracy, the organisation who managed the recruitment process and helped design and oversee the people's panel process, there was *"...a very clear commitment from the Lord Mayor and Councillors that any information this jury of everyday people requested, they'd get."*

In addition, the formation of a strategic partnership between the City's Financial Services Branch and the Community Engagement team, as well as external facilitators, brought together content expertise and process thinking which ensured Panel members and the community were provided up-to-date financial details and future modelling. The broader engagement results also provided key information to the People's Panel, in online and in hard-copy format, in Panel session 4.

A survey of participant experiences during the separate People's Panel sessions (for sessions 1-4⁷) provides examples of the extent to which participants felt they were able to participate in a meaningful way. The majority (between 81% and 97%) of respondents⁸ rated the information provided across the different panel sessions as 'good' or 'excellent' in terms of ease of understanding (

⁷ Panel member participation experiences around ease of understanding of information and sufficiency of opportunities to participate were only surveyed for sessions 2-4. While surveys were conducted for sessions 1, 5 and 6, those surveys included different questions, the responses for which are provided in

⁸ The People's Panel session surveys received a higher response rate than that of the workshop and discussion groups. At least 76% of panel participants completed the survey for each session, with response rates as high as 86% and 100% for sessions #2 and #1 respectively.

Figure 3a). As one participant noted:

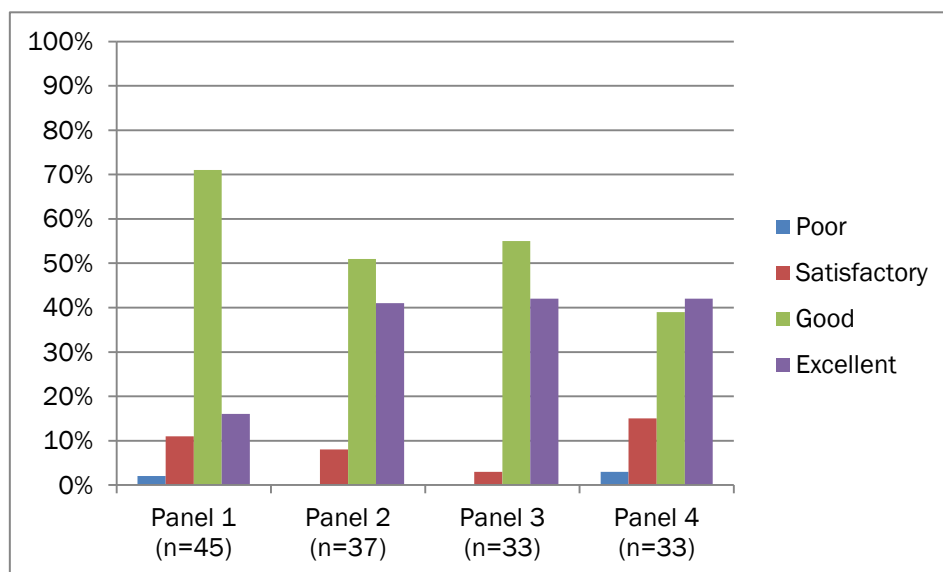
“The experience was overwhelming, at least for the first couple of sessions, where we were given a huge amount of information that we needed to digest and then somehow synthesise various ideas together into some very basic elementary recommendations.”

The majority (between 81% and 100%) of respondents also felt they had sufficient opportunities to participate in the session to a ‘good’ or ‘excellent’ extent (

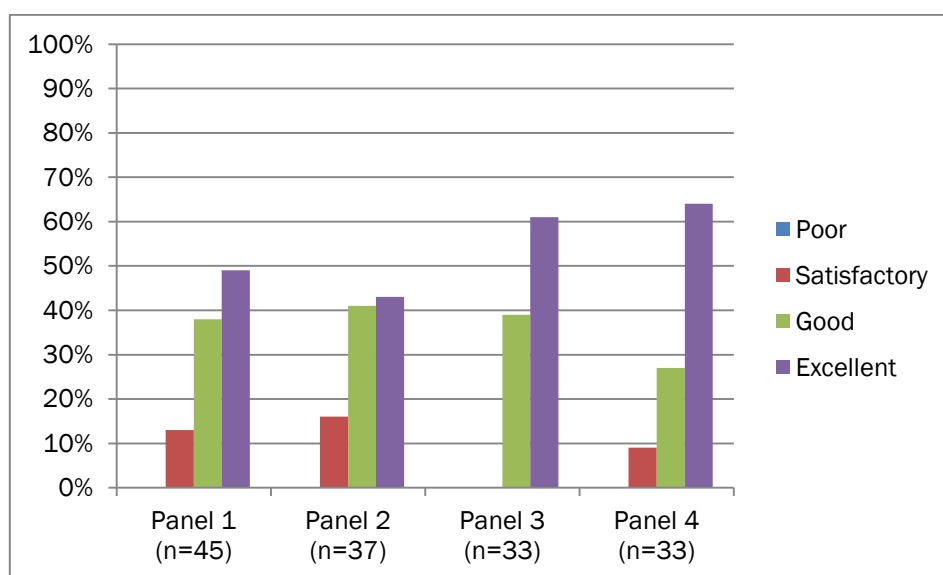
Figure 3b).

Figure 3 Participant satisfaction with different aspects of the People's Panel processes: sessions 2-4

3(a) Overall, how easy to understand was the information we provided (written, presentation, verbal)?



3(b) To what extent did you feel you had sufficient opportunities to participate in the session?



Across all six People's Panel sessions, the vast majority of respondents⁹ rated their experience of the process as 'good' or 'excellent' (

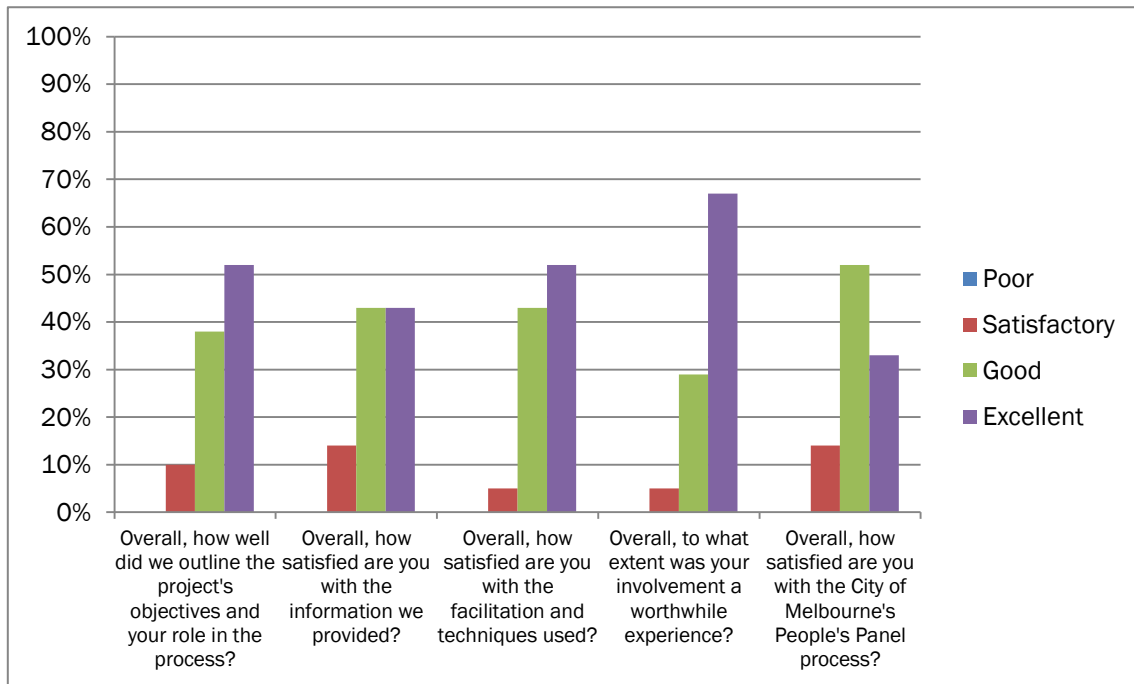
Figure 4). Collectively, the responses are a good indication of the extent to which participants felt they were able to participate in a meaningful way:

- Ninety percent (n=19) described the City of Melbourne's outline of the project's objectives and participants' role in the process as good (38%) or excellent (52%).
- Eighty six percent (n=18) described their satisfaction with the information provided as good (43%) or excellent (43%)

⁹ An evaluation was undertaken of the experience of the People's Panel participants across all six sessions. Just under half of the participants (n=21) responded to the survey.

- Ninety five percent (n=20) described their satisfaction with the facilitation and techniques used as good (43%) or excellent (52%)
- Ninety six percent (n=20) highly rated their involvement as a worthwhile experience (good –29%; or excellent - 67%)
- Eighty five percent (n=18) described their satisfaction with the City of Melbourne’s People’s Panel process as good (52%) or excellent (33%).

Figure 4 Participant satisfaction with different aspects of the People's Panel processes - overall



Participant statements made at the presentation of People’s Panel recommendations to Council at the special Future Melbourne Committee meeting on 17th November 2014 further highlight their satisfaction with the process:

“We were encouraged to push the boundaries, seek answers to our questions and to be bold in our recommendations. We were given unprecedented access to information regarding finances, and similar portfolios.”

‘Many recommendations were the result of robust debate and a democratic vote, deciding what we would include in our report...I thoroughly enjoyed the process, believed it has resulted in good recommendations and hope that this process is adopted by other organisations.’

7. Public participation communicates to participants how their input affected the decision

While the final decision on the recommendations put forward by the People’s Panel has not yet been made, Council has stated that when the Council’s draft 10 Year Financial Plan is released in April 2015, the People’s Panel’s report (of recommendations) will be included in its entirety, along with an explanation about whether or not each recommendation has been adopted. In the meantime, the Community Engagement Team has been communicating updates directly to Panel members, as well as providing development updates on Participate Melbourne.

Representatives of the People’s Panel presented the Panel’s report to a Council meeting on November 25th 2014. The report contained 21 recommendations across 11 categories / topic

areas, along with an outline of the decision making principles utilised by the Panel and detail on the items the Panel considered in its deliberations. The Council earlier promised the People's Panel a formal response at the November 25th meeting. However at that meeting, councillors postponed their decision and referred the recommendations to management for analysis and modelling.

There are examples where the process of the People's Panel influenced councillor and City staff decisions about the 10 Year Financial Plan *during* the process of deliberating and developing recommendations. This is covered in Section 3.4 below (Influence of engagement on the decision making process). While perhaps not formally communicated, People's Panel participants are aware of these examples of how their input has affected decisions during the process, due to the collaborative and iterative nature of the People's Panel process where such decisions were openly discussed.

Aside from the People's Panel, those involved through the broader engagement activity had access to timely and informative updates on how the engagement process was progressing and how engagement input was being utilised throughout the process, via Participate Melbourne. Participate Melbourne is an online forum that enables members of the community to understand and contribute to the decisions that shape Melbourne's future. It is part of the City's commitment to being a more accessible, transparent and responsive organisation. Through Participate Melbourne, the City of Melbourne shares information about its decisions and performance and lets the community know how community views have influenced what the City does. The 10 Year Financial Plan was included on Participate Melbourne as a project, and the forum provided information on the project generally, a timeline, and regular project updates on the community engagement process and outcomes – for both the broader engagement and the People's Panel. It also included a document library, providing easy access to key reports and other information produced throughout the process.

2.2. Community engagement scoping and planning

Community engagement was adequately scoped and planned. The approach achieved high performance on almost all aspects of the City of Melbourne's '8 step Organisational Guideline' for community engagement. Monitoring and evaluation planning was absent, though monitoring and evaluation activities were undertaken.

While not one of the Core Values¹⁰, the extent to which community engagement is adequately scoped and planned is a key criterion for judging the value, merit or worth of engagement in the City of Melbourne's Community Engagement Evaluation Framework. Under that framework, the adequacy of community engagement scoping and planning is determined by alignment with the City of Melbourne's '8 step Organisational Guideline' for community engagement.

The Plan for the 10-Year Financial Plan project achieved high performance for alignment to the '8 step Organisational Guideline' on almost all aspects of scoping and planning, including:

- Confirming internal commitment

¹⁰ In assessing community engagement projects for award, however, the IAP2 does expect to see an outline of the project objectives and the public participation process, including the decisions(s) to be made and the role of the public and the reasons for the use of the particular participation process. These are the elements of a good community engagement plan.

- Defining the project statement and community engagement goal (including separately defined goals for both the broader community engagement and the People's Panel process)
- Providing relevant background, history, and values of the project and identifying the level of planned community influence as per the IAP2 spectrum
- Identifying community/stakeholders' impact and interest – via a stakeholder analysis
- Identifying an appropriate level of engagement and clarifying the decisions the community can influence
- Identifying the planned engagement processes, including a range of processes appropriate to project needs, and utilising expert support for the specific design and implementation of engagement activities.

Monitoring and evaluation planning was absent from the Plan (though monitoring and evaluation activities were undertaken). This was the only aspect of scoping and planning to not achieve a high performance rating.

2.3. Usefulness of community input received through the engagement process

Community input received through the engagement process was useful. Both the community and the administration played their part in the partnership approach to budgeting, each trusting and respecting the other to achieve a common goal. At the special Future Melbourne Committee meeting on 17th November 2014, where People's Panel representatives presented their recommendations to Council, the Lord Mayor and Councillors made many statements highlighting the usefulness of the community input received.

Community input was provided in two ways – from the broader engagement activities to the People's Panel, and from the People's Panel to Council via its report of recommendations. There is limited evidence of the usefulness of the broader engagement for the People's Panel but strong evidence of the usefulness of the input received from the People's Panel.

It is unclear whether the information provided to the People's Panel from the broader engagement activities was useful. The section covering Core Value 6 (Section 3.1) describes the usefulness of information received by the People's Panel generally, but doesn't distinguish that for the broader engagement activities specifically. The City of Melbourne's Community Engagement Team acknowledged that the scheduling of the broader engagement, and therefore the provision of information from those activities to the People's Panel, was not as timely or succinct as it could have been.

The City of Melbourne's Director Corporate Services and Chief Financial Officer both described high levels of usefulness of the community's input. The key reason for this was the reinforcement of the existing thinking of the administration around the financial challenges and opportunities for the City of Melbourne. The general opinion was that informed citizens do make good, informed decisions and that the community input was not at odds with, but rather underpinned, what the council would like to achieve with the 10 Year Financial Plan. Community input was useful in that both the community and the administration played their part in the partnership approach to budgeting, each trusting and respecting the other to achieve a common goal. The Director Corporate Services noted the recommendations prepared by the People's Panel were:

“..reasonable, realistic and implementable...considered and well thought-out”

The usefulness of the community input received through the People’s Panel process is also demonstrated through the responses of Council to the People’s Panel representatives at the special Future Melbourne Committee on 17th November 2014. At that meeting, the Chair of Council’s Finance and Governance Committee, Councillor Stephen Mayne, said the Panel’s report would ‘help to shape Council’s first 10 Year Financial Plan and influence Council decisions for years to come’.

Other comments by Council members further support the usefulness of both the written and verbal report by the People’s Panel representatives at the special Future Melbourne Committee meeting. These include:

“I know we weren’t anticipating the questions to be quite so combative, in terms of interrogating the recommendations, but you have performed extremely well. You are leaders today. I think this will have some political power and I think that would be terrific.”

“One of the great things about this was to give you a challenge where there wasn’t an existing document and we didn’t actually have a status quo, so you have seen some things that we haven’t yet, and you have set some debate parameters which I think will be very powerful as we come to debate on this.”

“I think the recommendations have been very bold and I look forward to pushing them as we go along.”

“I genuinely thank you for helping Council to do what it needs to do – to work with the community to decide what the policies for the future need to be.”

“You stumbled across one of the problems that we have all the time, in terms of what we can do and what we have to advocate for...I’m really proud of how that has all come out.”

“..I am quite astonished at the quality of the product that you delivered to us. I must admit, I was worried when I first came to the meetings...I thought, ‘there is a bit of a lack of focus here.’ And then...you were much more focused and you were saying to each other ‘that is not to do with the 10 Year Financial Plan.’ And that is sometimes the temptation and you dealt with that extremely well.”

“The main thing is that I think you have not reflected agendas outside of yourselves, whether they are of councillors or of staff or of the vested interests from whom we hear so often and whom we are trying to avoid in setting up a People’s Panel. You have truly given us your own agenda and that in itself is a remarkable accomplishment and an extremely useful document.”

“It is very exciting to receive such recommendations from a committee like this...I rely on the advice of these committees that we have asked to assist us with a lot of processes, so to have this level of support as we do go through this ten year planning process is really exciting.”

2.4. Influence of engagement on the decision making process

The process is well on track to matching the level of influence promised - that the City will incorporate ‘the public’s advice and recommendations into the decisions to the maximum extent possible.’

The process of considering community input is well on track to matching the level of influence promised. The promise to the public was that the City would 'look to the public for direct advice and innovation in formulating solutions and incorporate the public's advice and recommendations into the decisions to the maximum extent possible'. As one councillor noted:

"...it will have great influence on our 10 Year Financial Plan, because there is no legacy that is being defended."

Both the City of Melbourne's Director Corporate Services and Chief Financial Officer made positive comments on the influence of engagement on the decision making process. One described the influence of engagement as 'fantastic' and 'exceeding expectations', while the other noted that the process not only forces decisions to be made, but to be made publically, which brings visibility and transparency to the decision making. Both felt that while the 10 Year Financial Plan will definitely reflect the community's values and aspirations for the City of Melbourne, Council's decisions will be made on a case-by-case basis against each recommendation.

The direct production of recommendations by the People's Panel and subsequent presentation to Council, as well as Council's direction on management actions to support consideration of the recommendations, are strong demonstrations of the promised level of influence. The People's Panel presented its recommendations to Council at a special Future Melbourne Committee on 17 November 2014. At that meeting Lord Mayor Robert Doyle said Council 'would give full and fair consideration to the recommendations'.

At the Council meeting on 25th November 2014, Council requested management to:

- Analyse and model the People's Panel recommendations 1 to 7 and 9 to 11 in drafting the 10 Year Financial Plan (noting that recommendation 8 referred to advocacy)
- Incorporate the People's Panel report as a whole into the draft 10 Year Financial Plan as a key reference document, along with an explanation as to how, and the extent to which, each recommendation has been acted upon.

Fulfilment of these management actions (currently in progress; the draft plan is due for release in April 2015) will provide concrete evidence that the City has incorporated 'the public's advice and recommendations into the decisions to the maximum extent possible'.

Evidence of how the process is on track to matching the promised level of influence, particularly how the recommendations will be incorporated into decisions, is further demonstrated through the response of Council to the People's Panel representatives at the special Future Melbourne Committee on 17 November 2014. Responses extracted from the meeting transcript include:

"In 2019, people will still be saying 'but don't forget the People's Panel said this', because this is a long term piece of advice. So don't expect us to do a notice of motion next week implementing the lot. Don't expect it all to be done in next year's budget. Expect to see some of it in the 10 Year Plan and then as the budget progresses, you will be able to track the level of spending..."

"I have long criticised local government in my political life outside of council for saying here is what we want to do and now we strike a rate base which meets the bottom line. But, you have given this (rates) due consideration as rate payers and I will give your deliberation due consideration."

"I look forward to the discussions that we [will] have. I think that the principles you have outlined are the ones that I will keep in my mind when we do a review, they will be important for any decisions we make."

“The enduring nature of the recommendations won’t necessarily be measured in changes that do happen but also in changes that don’t happen. I went to the panel and tried desperately to get us to decide to sell CityWide, and you [the panel] came back and said that won’t happen. So I am prepared to say I will respect that and that proposal is dead, buried, and cremated...so it will be enduring, they are very considered...”

Aside from the 10 Year Financial Plan, the Panel’s recommendations have influenced the Draft Asset Management Strategy and the Year Three Actions in the Council Plan, which have been developed alongside the 10 Year Financial Plan process.

2.5. Impact on the reputation of the City of Melbourne

Engagement has had a positive impact on the reputation of the City of Melbourne. There are tangible examples of where and how the community engagement process has enhanced the City of Melbourne’s relationship capital, strengthening its relationships and/or reputation with the People’s Panel participants.

There are tangible examples of where and how the 10 Year Financial Plan community engagement process has enhanced the City of Melbourne’s relationship capital, strengthening its relationships and/or reputation with the People’s Panel participants. There are also a few instances where media reports of the process may have negatively and/or positively impacted on reputation within the community more broadly, but the extent to which this is actually the case is unknown.

Research undertaken concurrently by the University of Melbourne found that at the end of the deliberation process, People’s Panel participants were found to have higher levels of confidence in the City of Melbourne, higher levels of internal and external efficacy (an individual’s belief that they can understand politics or that political actors are responsive to them), and general satisfaction with where the City is heading.

Amongst survey respondents¹¹:

- Participant confidence in the City of Melbourne increased as a result of participation in the People’s Panel, from (an already high level of) 92% to 100%.
- About 65% trusted the City of Melbourne to ‘sometimes’ or ‘usually’ ‘do the right thing’, both prior to and post participation.
- Just over half thought the City of Melbourne is run for ‘the benefit of all’ both prior to and post participation.
- Almost 100% were ‘fairly’ or ‘very’ satisfied with the way democracy works at the City of Melbourne, both prior to and post participation, with those who were ‘very satisfied’ increasing from 15% to 27% as a result of participation.
- About one third reported they had ‘a lot’ more interest in politics generally and trust in the City of Melbourne as a result of being part of the People’s Panel.
- Almost all were satisfied with the way ‘the city is heading’ both pre- and post-participation, with those who were ‘very satisfied’ increasing from 31-42%.

¹¹ The survey administered pre- and post-deliberation (at sessions 1 and 5) ultimately saw only 26 comparable responses (of 43 participants) for reasons beyond the control of the researchers. It is worth noting that 90% of the People’s Panel participants had never had any contact with the City before.

Age journalist Michael Green spoke to five panellists throughout the six-session process of the People's Panel and in his report (The Age, 3rd December 2014), he described that one of the panellists:

'Feels like she has made a contribution to the city she loves. She's also gained trust in the council for its commitment to community engagement' and that another also 'feels she has made a contribution to the community and it has kindled her interest in the affairs of her adopted city.'

Responses made directly by those interviewed by Michael also provide examples of the positive impact on the reputation of the City of Melbourne:

"The overall mood of the panel was that the council is doing a good job. We're happy with the city and we want to keep it at the forefront."

"Other levels of government should take a leaf out of that book."

Comments made directly by People's Panel representatives when presenting their recommendations to the special Future Melbourne Committee meeting held 17th November 2014 provide further examples of how the process has positively impacted their impression of the City of Melbourne. Responses extracted from the meeting transcript include:

'We had a real sense that you believed in the process and that you wanted us to challenge you and put forward a report with well thought out and responsible ideas.'

"I would like to thank the Council for the opportunity to get to know their business and to get to know the wide range of committed people working for you."

"The message we would like to leave you with is: you are doing a good job, keep it up. The business is being well-managed and as we drilled into the many issues covered, we found the operations to be considered and already have programs in place. The general thrust of the plans for the future is supported - they recognise demands of population growth and climate change, and as a result the panel supports the ambitious plans and activities."

"I believe a lot of the good will and commonality found in the final report came from the professionalism shown by the staff. This gave the panel evidence that council services are being actively managed, and efficiently, and that the plans were firmly based in the desire for the betterment of Melbourne. As a result, we trust that an increased revenue base will be used wisely and effectively."

Responses to the engagement process (both its announcement and the outputs) appeared in the media (print, online and radio) and included several articles or editorials, and letters to the editor. They comprised a range of perspectives regarding the value of the engagement and subsequent comments related to the reputation of the City of Melbourne. This may have positively and/or negatively affected the City's reputation within the community, but the extent to whether, or even if, this has occurred, is unknown. Examples that had the potential to negatively affect the City of Melbourne's reputation include:

- The Herald Sun, Melbourne ('Fast-track bike plans', 13 November, 2014) reported a subset of the Panel's recommendations, including the 'slashing' of car lanes and parking spaces to make way for more bike paths, and rates increases of 2.5% above inflation over the next 10 years, and subsequent comment by John Roskam, head of free market think tank the Institute of Public Affairs:

“These ideas seem to be an inner-city, Left-wing agenda that is a long way removed from the everyday concerns of Melburnians.”

- A radio interview with Kathy Alexander, then CEO City of Melbourne, by Neil Mitchell on 3AW (13th November 2014), where Mitchell said some of the recommendations (which he selectively read out on radio) was:

“...a recipe to upset people.”

Other media reports, including those by The Age (3rd December 2014), the Sydney Morning Herald (2nd December 2014), Southbank Local News (1st October 2014), ABC Radio National (28th September 2014), urbananalyst.com (2nd December 2014), investinaustralia.com (28th October 2014), and urbanmelbourne.info (25th October 2014) all were more likely to positively impact on the City of Melbourne’s reputation.

2.6. Value for money

The engagement process was good value for money. The same level of engagement outcomes could not have been achieved at a cost lower than this; nor could higher levels of engagement outcomes been achieved at the same cost. While the costs were considered ‘high’ they were also considered necessary to produce the level of quality that was required.

The participatory budgeting process cost \$185,000. The budget of \$150,000 was exceeded by \$35,000 to accommodate the need for an additional session for the panel to complete their deliberations¹².

The following table provides a break down of costs.

Item	Cost
Advertising	\$17,253.25
Consultants, stipend, postage, miscellaneous	\$86,990.00
Videos, translators, panel recruitment process	\$38,566.20
Venue, AV, security and catering	\$41,801.87
TOTAL	\$184,611.32

The evaluation found the engagement to be good value for money in terms of both effectiveness and economy. The same level of engagement outcomes – the development of a feasible, relevant set of recommendations, as well as the enhanced reputation of the City of Melbourne - could not have been achieved at a cost lower than this and nor could higher levels of engagement outcomes been achieved at the same cost. While the costs were considered ‘high’ they were also considered necessary to produce the level of quality that was required.

Both the City of Melbourne’s Director Corporate Services and Chief Financial Officer made positive comments about the value for money of the engagement. One felt it was good value for money as the recommendations, i.e. the outcomes of the engagement process, are highly

¹² The requirement for an additional deliberative session was determined by the Panel and agreed to by Council.

implementable. The other felt that good value for money will depend on the decisions ultimately (but yet to be) made as well as the longevity of a financial plan incorporating those recommendations. Both commented on other aspects of value, particularly the shift in participants from initial scepticism to a much better awareness and appreciation of the role of local government, and the subsequent cohort of 'champions' or 'city spokespeople' created through the engagement.

Appendix 1: IAP2 Core Values – performance expectations

IAP2 believes that public participation is likely to be successful when:

- there is clarity about the decision to be made;
- appropriate choices have been made regarding the role of the public; and
- the Core Values are expressed throughout the process

The IAP2 Core Values are one of the foundations of the IAP2 framework for decision-focused, values-based public participation. There are seven Core Values, including:

1. Public participation is based on the belief that those who are affected by the decision have a right to be involved
1. Public participation includes the promise that the public's contribution will influence the decision
2. Public participation promotes sustainable decisions by recognising and communicating the needs and interests of all participants, including decision makers
3. Public participation seeks out and facilitates the involvement of those potentially affected by or interested in a decision
4. Public participation seeks input from participants in designing how they participate
5. Public participation provides participants with the information they need to participate in a meaningful way
6. Public participation communicates to participants how their input affected the decision

A sense of the 'performance expectations' against the Core Values is provided in the Core Values Awards Entrants Kit.¹³ However, the criteria do not provide explicit expectations of success for the core values; rather the judging panel expects a description of how the IAP2 core values are reflected in the engagement methodology and/or findings. An ability to describe the following is particularly important:

- How those affected by the decisions were identified and involved in the decision making process;
- How the project team won the support or cooperation of, or improved relations and participation opportunities with, communities/stakeholders; and
- How information provided to participants supported meaningful participation and how participants were informed about how their input affected the decision.

The judging panel then applies a rating scale that uses the following generic descriptions of performance:

5. This value or criteria is expressed at the highest level of achievement
4. This value or criteria is well expressed
3. This value or criteria is demonstrated at a basic level

¹³ The IAP2 2014 Core Values Awards (Project Category) – Entrants Kit: <http://www.iap2.org.au/documents/item/245>

2. This value or criteria is demonstrated but inconsistently
1. This value or criteria is demonstrated to little or no extent

The awards documentation does not provide further details for any of the generic ratings, i.e. there is no description of what 'demonstrated at a basic level' would include.

Appendix 2: Community engagement performance areas and criteria

Performance area	How will we know whether this criteria is 'met'	
	IAP2 2014 Core Values Awards (Project Category) criteria (including criteria #)	Community Engagement Evaluation Framework criteria (see Framework for definitions of low, medium and high performance)
A. IAP2 Core Values		
1. Public participation is based on the belief that <u>those who are affected by the decision have a right to be involved</u>	Area of specific attention– description of the decisions to be made and the role of the public in the decision making process (#1)	Core overarching belief – not separately addressed
2. Public participation includes the <u>promise that the public’s contribution will influence the decision</u>	Does not appear to be an area for specific attention	Extent to which the promises articulated to the community were upheld Engagement had sufficient influence on the decision making process
3. Public participation promotes sustainable decisions by <u>recognising and communicating the needs and interests of all participants</u> , including decision makers	Does not appear to be an area for specific attention	Those engaged were adequately representative of those impacted by a decision
4. Public participation seeks out and <u>facilitates the involvement of those potentially affected by or interested in a decision</u>	Area of specific attention– description of how those affected by the decision were identified and involved in the decision making (#3a)	Those who may be impacted by a decision were engaged sufficiently early in the process
5. Public participation seeks <u>input from participants in designing how they participate</u>	Does not appear to be an area for specific attention	Not addressed
6. Public participation <u>provides participants with the information they need to participate in a meaningful way</u>	Area of specific attention– description of how information provided to participants supported meaningful participation (#3c)	Fitness-for-purpose of engagement activities
7. Public participation <u>communicates to participants how their input affected the decision</u>	Area of specific attention– description of how participants were informed about how their input affected the decision (#3c)	Those engaged received sufficient feedback on how the engagement influenced the ultimate decision

Performance area	How will we know whether this criteria is 'met'	
	IAP2 2014 Core Values Awards (Project Category) criteria (including criteria #)	Community Engagement Evaluation Framework criteria (see Framework for definitions of low, medium and high performance)
B. Other areas of importance (from City of Melbourne Community Engagement Evaluation Framework)		
1. Engagement is adequately scoped and planned	Project objectives and the public participation process, including the decision(s) to be made and the role of the public and the reasons for the use of the particular participation process, is outlined (#1)	<ul style="list-style-type: none"> • Alignment of CE Plan against CoM's '8 step Organisational Guideline' for CE • Fitness-for-purpose of planned CE activities • Cost-effectiveness of planned CE activities • Other planning tools used to scope and plan CE activity
2. Usefulness of the community input received through the engagement process	–	Usefulness of the community input received through the engagement process
3. Cost-effectiveness	–	Proportionality of resources (human and financial) spent on community engagement in relation to total project budget; balance of engagement costs and benefits.
4. Impact of engagement on reputation of City of Melbourne	Area of specific attention– description of how the project team won the support or cooperation of, or improved relations and participation opportunities with, communities/ stakeholders (#3b)	Effect on City of Melbourne's relationships and/or reputation with community groups or key individuals within the community.

Appendix 3: Index of information reviewed

#	Author and Date	Title	Description	Evidence quality
1	City of Melbourne (2014)	10 year financial plan Peoples Panel 1 Evaluation summary	Summary of responses to a feedback survey for Peoples Panel #1, starting with summary of quantitative responses to prompts, followed by comments and open-ended feedback	<ul style="list-style-type: none"> Methodology/process is evident Total and sub-samples clear Includes qualitative and quantitative data
2	City of Melbourne (2014)	10 year financial plan Peoples Panel 2 Evaluation summary	Summary of responses to a feedback survey for Peoples Panel #2, starting with summary of quantitative responses to prompts, followed by comments and open-ended feedback	<ul style="list-style-type: none"> Methodology/process is evident Total and sub-samples clear Includes qualitative and quantitative data
3	City of Melbourne (2014)	10 year financial plan Peoples Panel 3 Evaluation summary	Summary of responses to a feedback survey for Peoples Panel #3, starting with summary of quantitative responses to prompts, followed by comments and open-ended feedback	<ul style="list-style-type: none"> Methodology/process is evident Total and sub-samples clear Includes qualitative and quantitative data
4	City of Melbourne (2014)	10 year financial plan Peoples Panel 4 Evaluation summary	Summary of responses to a feedback survey for Peoples Panel #4, starting with summary of quantitative responses to prompts, followed by comments and open-ended feedback	<ul style="list-style-type: none"> Methodology/process is evident Total and sub-samples clear Includes qualitative and quantitative data
5	newDemocracy and City of Melbourne (2014)	10-Year Financial Plan: preparing for our city's growth Flyer/ COM_SERVICE_PROD-#8887919-v1-10_Year_Financial_Plan_Flyer	Describes approach and selection process of the Peoples Panel	<ul style="list-style-type: none"> States planned, not actual activities
6	The Age (2014) and The Herald Sun (2014)	10YP media clips Jun-Sep	A series of media reports, including letters to the editor. Most are positive, however there is one letter and one article (Herald Sun) critiquing CoM's decision to undertake the Peoples Panel	<ul style="list-style-type: none"> Reports from independent media sources Reflect media bias States planned (and reactions to planned) activities but not actual
7	The Age (2014) and The Herald Sun (2014)	141203 People's Panel - September to December	A series of media reports, including letters to the editor. A range of views are presented, including perspectives of panellists (reported in The Age), critiques of the process and the panel's recommendations (The Herald Sun, Letters and editorial)	<ul style="list-style-type: none"> Reports from independent media sources Reflect media bias State some actual experience and compare to planned
8	The Age (2014)	141203 The Age - People's Panel	A report in The Age on the experiences of panellists, the process of the peoples panel and the outcomes	<ul style="list-style-type: none"> Reports from independent media sources Reflect media bias State some actual experience and compare to planned
9	City of Melbourne, Collaborations: planning with your community Pty Ltd (-)	COM_SERVICE_PROD-#8371813-v2-Our_Community_Engaged_Research_Final_Report_and_Appendices City of Melbourne: Our Community Engaged Research - Final Report	Report on research on appropriate methods of engagement for the CoM community and their engagement needs and capacity. Points out the need for council to engage courageously in the context of change in the capital city. May point to need for the engagement.	<ul style="list-style-type: none"> Mix of qualitative and quantitative data High degree of detail Methodology explained Independent consultant conducted research
10	City of Melbourne (2014)	COM_SERVICE_PROD-#8397767-v3A-Ten_Year_Financial_Plan_Community_Engagement_Background Community Engagement and Communications Background Paper	The Community Engagement (and Communications) Plan for the 10 Year Financial Plan.	<ul style="list-style-type: none"> States planned not actual activities
11	City of Melbourne (2014)	COM_SERVICE_PROD-#8692701-v4-10_Year_Financial_Plan_Discussion_Group_1_Evaluation_summary_ 10-year financial plan discussion group #1 Evaluation summary	Summary of responses to a feedback survey for Discussion Group #1, starting with summary of quantitative responses to prompts, followed by comments and open-ended feedback	<ul style="list-style-type: none"> Methodology/process is evident Total and sub-samples clear Includes qualitative and quantitative data
12	City of Melbourne (2014)	COM_SERVICE_PROD-#8692701-v4-10_Year_Financial_Plan_Workshop_2_Evaluation_summary_ 10-year financial plan workshop #2 Evaluation summary	Summary of responses to a feedback survey for Workshop #2, starting with summary of quantitative responses to prompts, followed by comments and open-ended feedback	<ul style="list-style-type: none"> Methodology/process is evident Total and sub-samples clear Includes qualitative and quantitative data

#	Author and Date	Title	Description	Evidence quality
13	newDemocracy Foundation and University of Melbourne (2014)	COM_SERVICE_PROD-#8717747-v1-10_Year_Financial_Plan_Uni_of_Melb_Council_Survey_Pre_Peoples_Panel	Survey distributed (sample unknown, purpose unknown) prior to Peoples Panel	<ul style="list-style-type: none"> Describes planned data collection, not actual
14	Policy Booth (2014)	COM_SERVICE_PROD-#8734426-v1-10_YFP_-_Policy_Booth_Report_pdf	Report on Policy Booth engagements, includes demographic, feedback and explanation of methodology	<ul style="list-style-type: none"> Methodology explained Mix of qualitative and quantitative data
15	MosaicLab (2014)	15. COM_SERVICE_PROD-#8736132-v1-MosaicLab_-_Ten_Year_Financial_Plan_-_Wider_Engagement_Report_FINAL City of Melbourne TenYear Financial Plan Wider Engagement Feedback Workshops and Discussion Groups	Reports on engagement (workshops and discussion groups) used to determine what the Peoples Panel should focus on.	<ul style="list-style-type: none"> Methodology explained Mix of qualitative and quantitative data Detailed
16	City of Melbourne (2014)	COM_SERVICE_PROD-#8771814-v1-10-Year_Plan_Budget_Simulator_Report_FINAL	Summary of the results of the engagement that was used to inform for the direction of the Peoples panel.	<ul style="list-style-type: none"> Detailed Methodology explained Mix of data types and sources
17	City of Melbourne (2014)	COM_SERVICE_PROD-#8819164-v2A-10_Year_Financial_Plan_John_Jago_Award_Submission	Describes Peoples Panel process and outcomes.	<ul style="list-style-type: none"> Not independent Some detail and description of how input effected decision
18	City of Melbourne (2014)	CITY OF MELBOURNE 10 Year Financial Plan People's Panel Report	Report of the People's Panel final recommendations, presented to Council	<ul style="list-style-type: none"> Describes decision making process
19	City of Melbourne (2014)	COM_SERVICE_PROD-#8841464-v1-10_Year_Financial_Plan_People_s_Panel_6_and_overall_evaluation_summary 10 YEAR FINANCIAL PLAN PEOPLES PANEL #6: OVERALL EVALUATION SUMMARY	Summary of responses to a feedback survey for Peoples Panel #6, starting with summary of quantitative responses to prompts, followed by comments and open-ended feedback	<ul style="list-style-type: none"> Methodology/process is evident Total and sub-samples clear Includes qualitative and quantitative data
20	City of Melbourne (2014)	COM_SERVICE_PROD-#8887259-v1-10_Year_Financial_Plan_Letters_3_kinds_invites	Letters distributed to potential participants, explaining process and random selection	<ul style="list-style-type: none"> Describes process in some detail
21	City of Melbourne (2014)	Council meeting 17th Nov 2014	Shows evidence of how councillors responded to Peoples Panel recommendations	<ul style="list-style-type: none"> Accurate (transcribed from audio recording) record of Council meeting minutes
22	City of Melbourne (2014)	Peoples_Panel_Preamble_FINAL_August_8_2014	Example of information provided to participants in the Peoples Panel	<ul style="list-style-type: none"> Example of information provided, no indication of whether this was sufficient or not.
23	City of Melbourne (2014)	COM_SERVICE_PROD-#8887282-v1-0615_10YR_Financial_Plan_A6FA	Flyer advertising People's Panel	<ul style="list-style-type: none"> NA
24	City of Melbourne (2014)	COM_SERVICE_PROD-#8887924-v1-10_Year_Financial_Plan_ATSI_invite	Flyer advertising People's Panel to ATSI community	<ul style="list-style-type: none"> NA
25	City of Melbourne (2014)	COM_SERVICE_PROD-#8883270-v1-10-Year_Financial_Plan_External_Lessons_Learnt_workshop_011414	Collation of lessons learnt with external project partners	<ul style="list-style-type: none">
26	City of Melbourne (2014)	COM_SERVICE_PROD-#8905085-v1-10_Year_Financial_Plan_Internal_Lessons_Learned_Final_Dec_2014	Collation of lessons learnt with internal Working Group	<ul style="list-style-type: none">
27	Martin, A, Reece, N and Faulkner, N	The Melbourne People's Panel: A report on the attitude of participants	Results of a survey administered to People's Panel participants both pre- and post-deliberation, testing participant attitudes to: political trust, process, outcomes and internal and external efficacy.	<ul style="list-style-type: none"> Methodology clear

#	Author and Date	Title	Description	Evidence quality
	(2014)			
28	New McPherson Studio (DHM Group) (2014)	Peoples Panel_Experience_150114_5.mov	A film of the story of the People's Panel	•
29	City of Melbourne (2014)	10-Year Financial Plan: People's Panel	A video providing a wrap up of the People's Panel process – uploaded to Participate Melbourne on 29 th December 2014	•
30	City of Melbourne (2014)	City of Melbourne community engagement: 10-Year Financial Plan	A video providing a wrap up of the broader community engagement undertaken across the City of Melbourne for the participatory budget process – uploaded to Participate Melbourne on 31 st August 2014.	• Live recording of engagement activities as they were undertaken
31	City of Melbourne (2014)	2014_25_Nov_CCL_Resolutions	Resolutions of the Council meeting held on 25 th November 2014, showing requests to management in response to Agenda item 5.1: People's Panel recommendations on the 10 Year Financial Plan	• Official transcript of meeting resolutions
32	City of Melbourne (2014)	COM_SERVICE_PROD-#8692701-v4-10_Year_Financial_Plan_Workshop_1_Evaluation_summary_10-year financial plan workshop #1 Evaluation summary	Summary of responses to a feedback survey for Workshop #1, starting with summary of quantitative responses to prompts, followed by comments and open-ended feedback	• Methodology/process is evident • Total and sub-samples clear • Includes qualitative and quantitative data
33	City of Melbourne (2014)	COM_SERVICE_PROD-#8692701-v4-10_Year_Financial_Plan_Discussion_Group_2_Evaluation_summary_10-year financial plan discussion group #2 Evaluation summary	Summary of responses to a feedback survey for Discussion Group #2, starting with summary of quantitative responses to prompts, followed by comments and open-ended feedback	• Methodology/process is evident • Total and sub-samples clear • Includes qualitative and quantitative data