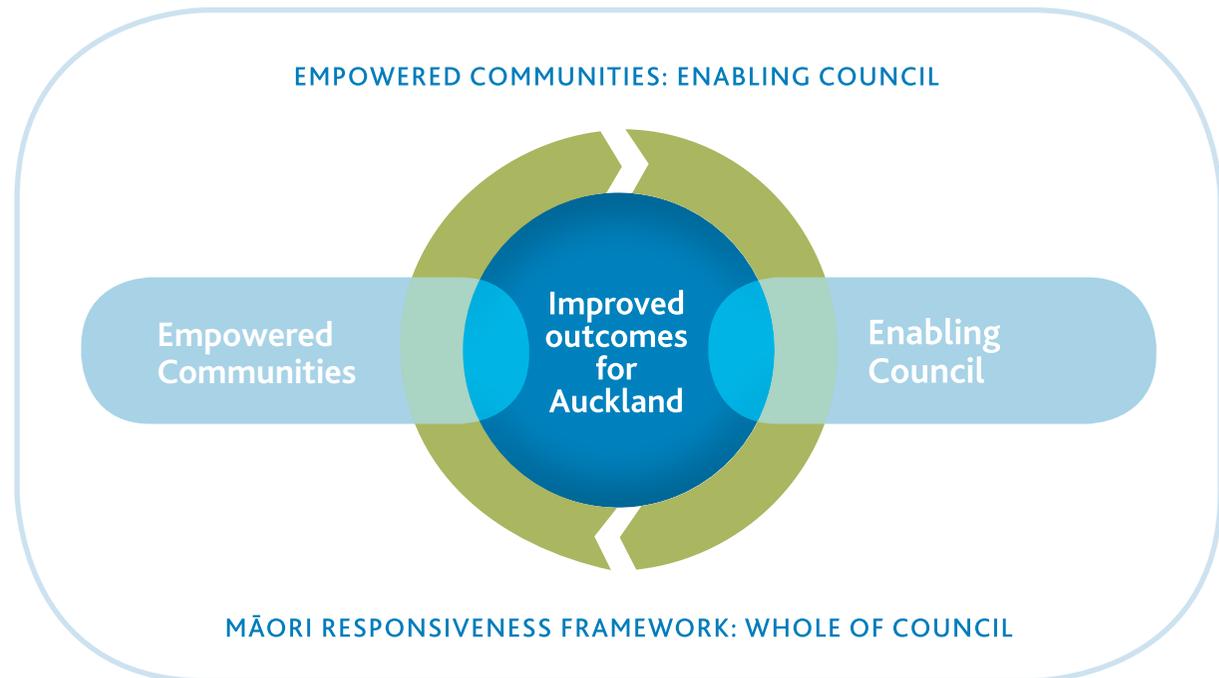


# Empowered Communities Approach

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### a) Why we are doing this

Under the *Long Term Plan 2015-2025*, the Mayor's proposal challenged Auckland Council to develop and apply a more empowered communities approach to its work. To do this well, it is critical that a council-wide approach to empowered communities is embraced that highlights the importance of being an enabling council. This approach must also align to, and reflect, council's Māori Responsiveness Framework and promote ways of working in partnership with Māori as Treaty partners. The empowered communities approach uses and expresses council's Māori Responsiveness Framework to mutually reinforce both models.



## b) What is an empowered community?

An empowered community is one where individuals, whanau and communities have the power and ability to influence decisions, take action and make change happen in their lives and communities. This includes communities of place, interest and identity.

### WHAT WILL CHANGE?

- An increase in the level of control and influence that communities and local people have over things they care about and which matter uniquely to them
- A diverse range of people have more opportunities for meaningful engagement and participation in public and community life
- Council working in partnership with iwi, Māori organisations and marae in ways that nurture and contribute to Māori development and aspirations
- More 'bottom-up' design and delivery of local initiatives
- Increased capacity and capability of voluntary and community groups (inclusive, competent, committed to equity and connected to their wider community)
- Council and communities working together in ways that are joined-up and which make the most of each other's potential to contribute to improved community outcomes for all

## c) Working in new ways

An empowered communities approach involves working in enabling ways that empower people to play a more active role in the decisions that affect their communities.

## d) The principles

In order for the empowered communities approach to be successful there are three key underpinning principles:

### i) TREATY PARTNERSHIP

Māori have historically experienced exclusion from local government and barriers to participation and development. Through the empowered communities approach, council anticipates building stronger and more productive partnerships with Māori.

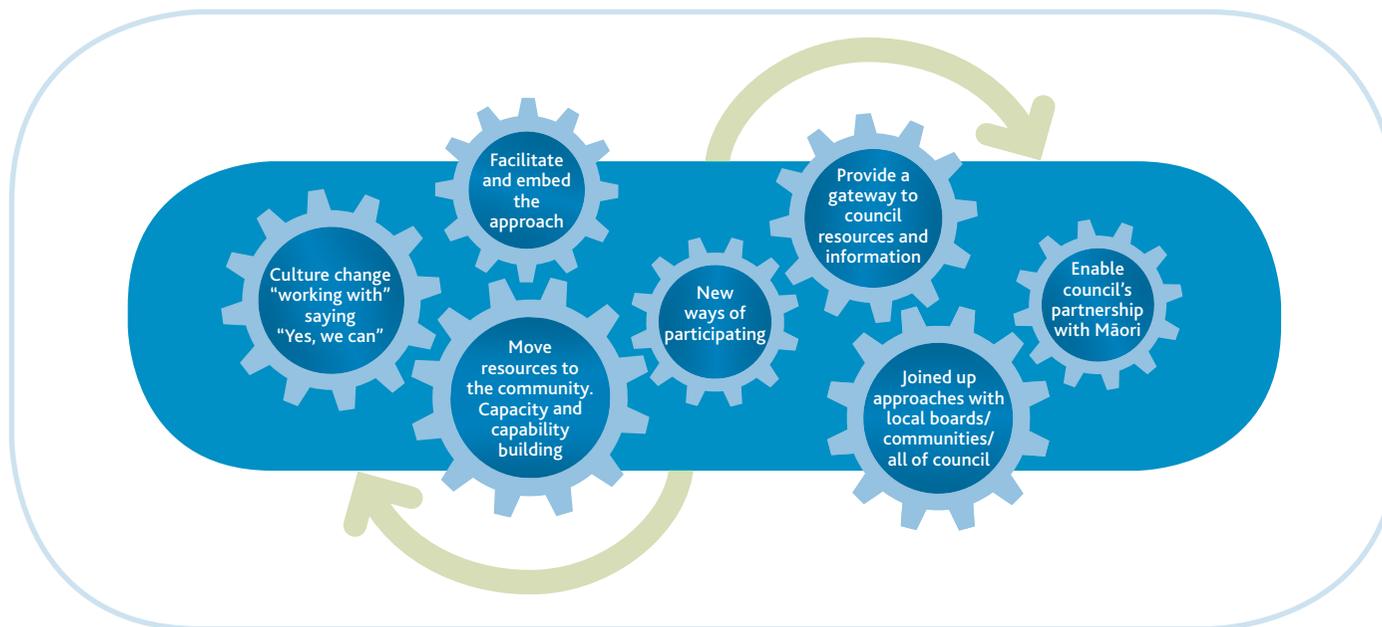
### ii) SOCIAL INCLUSION AND EQUITY – WORKING WITH ALL, FOR ALL

Promoting inclusion and removing barriers to opportunity and participation are central to an empowered communities approach. Initiatives that build power and control in communities will need to be accompanied by capacity-building activities to ensure that *everyone* has a chance to exercise meaningful control in their lives and communities.

### iii) COLLABORATION – WORKING MORE EFFECTIVELY TOGETHER

Auckland faces increasingly complex issues that will not be solved by council, agencies or communities working alone or in silos. There is a need to work together in ways that maximise the talents, insights and contributions of as many members of the community as possible.

e) Embracing the whole of council cultural change



f) The proposed operating model for the Community Development and Safety Unit

A primary focus for the new unit is on working collaboratively with other parts of council to provide community development support, expertise and assistance to local board projects and activities. This means that every opportunity is maximised for council to work in ways that enables communities.



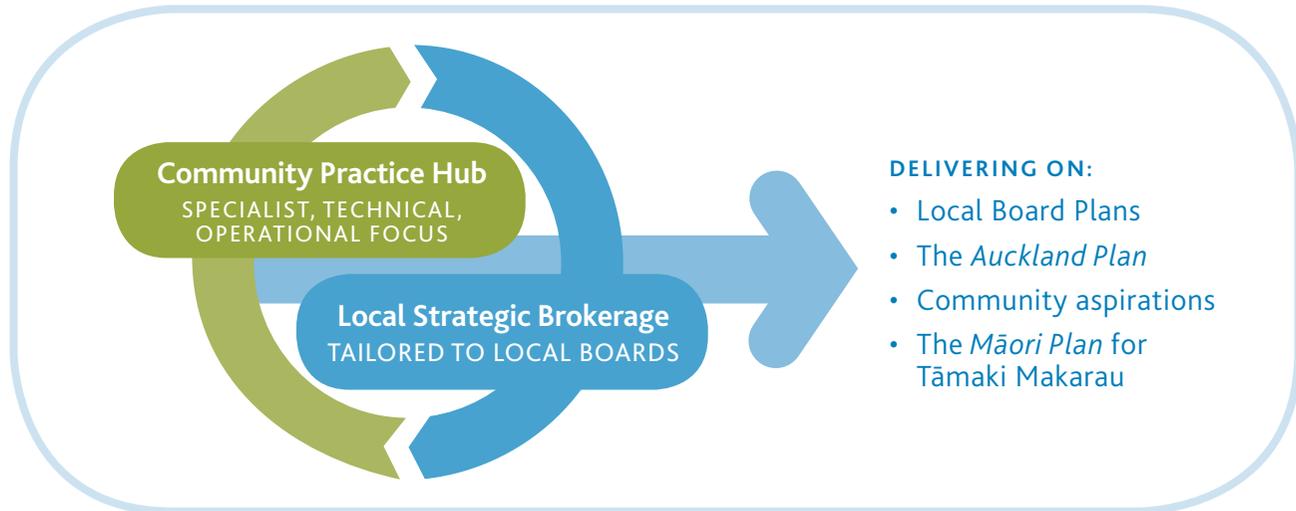
g) Key functions of the new unit

The key functions of the new unit are to:

- Support local boards to achieve community-led outcomes for their communities
- Build community capacity and capability
- Increase diverse community input into the work of council
- Catalyse the empowered communities approach across the whole of council
- Develop more enabling and responsive ways of working together with mana whenua, matāwaka, marae and Māori organisations.

**h) The new unit consists of two components**

The two components focus on providing better support for the delivery of Local Board Plans, enhancing partnerships with Māori, responding to community priorities and addressing Auckland-wide strategic community issues.



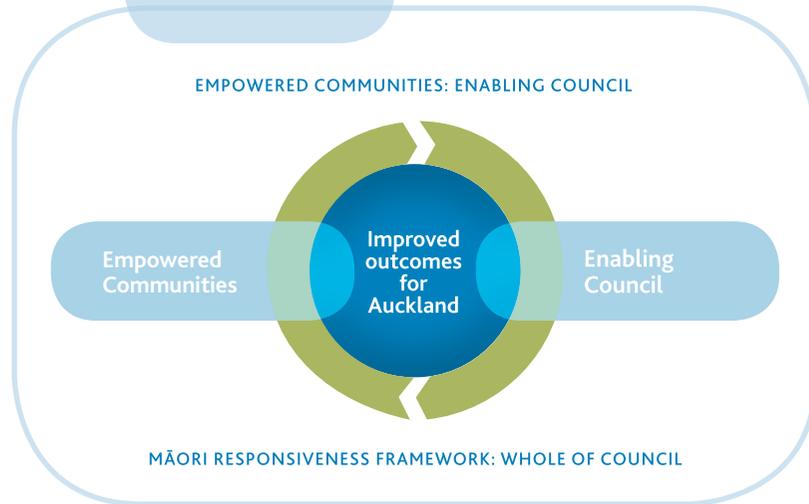
**i. LOCAL STRATEGIC BROKERS WILL:**

- Work with local boards to deliver on Local Board Plans using an empowered communities approach, enlisting additional resources from the Community Practice Hub when required
- Work with other community-facing departments in the local board area to add value and to support more integrated, responsive approaches to communities
- Scan the local community and feed community priorities and issues into Local Board Plans to help shape priorities
- Build strong relationships with local iwi, marae and Māori organisations and identify development opportunities
- Provide a portal into council for residents and community organisations
- Provide operational policy advice to local boards on emerging community issues.

**ii. THE COMMUNITY PRACTICE HUB WILL PROVIDE:**

- Operational support to deliver on local board and Governing Body priorities
- Capacity-building expertise
- Community participation expertise and support
- Research and specialist support on good community development practice and monitoring of the empowered communities approach
- Inclusion and equity (communities of interest and identity) expertise
- Support for implementing the Māori Responsiveness Framework
- Partnering agreements and social investment expertise
- A collaborative response to Auckland-wide issues
- Innovative approaches to removing the barriers to becoming an enabling council.

## Empowered Communities Approach Summary



### WHAT WILL CHANGE – OUTCOMES

- An increase in the level of control and influence that communities and local people have over things they care about
- A diverse range of people have more opportunities for meaningful engagement and participation in public and community life
- Council working together with iwi, Māori organisations and marae in joined up ways that nurture and contribute to Māori development
- More bottom-up design and delivery of local initiatives
- Increased capacity and capability of voluntary and community groups (inclusive and competent, committed to equity and connected to their wider community)
- Council and communities working together in ways that are joined up and which maximise each other's potential to contribute to improved community outcomes

### WHAT COUNCIL WILL DO

- Reprioritise investment
- Share more control, accountability, responsibility
- Recognise the role and authority of mana whenua within their rohe, and the role of matāwaka and their aspirations for community empowerment
- Strengthen opportunities for local communities to shape decision-making and set the agenda
- Support more locally designed and delivered initiatives
- Actively support and enable marae as community hubs for reaching out and empowering Māori communities
- Support community aspirations through community-led planning and placemaking
- Increase community capacity and capability building

### ENABLING WAYS OF WORKING

- Act on and enable council's partnership with Māori
- Remove barriers and reduce bureaucracy
- Work in more joined up and integrated ways
- Develop more flexible and creative responses
- Be innovative, take risks and learn through experience
- Communicate well
- Cultivate and embed enabling attitudes
- Consistent approach and behaviour across council

## PART 1:

Building an Empowered Communities Approach across the whole of council

“The aim is to encourage, support and enable decision-making and practices that are integrated, responsive, agile and tailored to Auckland’s diverse communities and which put community empowerment and people’s wellbeing front and centre.”

*Thriving Communities Action Plan Ngā Hapori Momoho (April 2014)*

### 1) Introduction

The Mayor set a challenge in his proposal for the *Long-term Plan 2015-2025* (LTP) to develop a more empowered communities approach to the work of Auckland Council. He proposed changes to the community development function, which would see a move away from direct delivery to funding community groups to deliver more. A key goal of the proposal was that local boards should play a much more active role in community development by allocating more funding through them. Responding to the Mayor’s proposal and implementing the empowered communities approach requires different ways of working *across the whole organisation* and an examination of how council’s work could further catalyse community-led action, and increase the involvement of communities in creating a more liveable city.

There needs to be a sharper focus on innovative activities and practices that empower communities and enable them to be more involved in decisions about their neighbourhoods and local areas. For this to occur, people across the organisation will need to understand what community empowerment is and the changes required for council to genuinely empower communities in Auckland.

The empowered communities approach is closely aligned with the Māori Responsiveness Framework, which seeks to empower and strengthen Māori communities, build

strong partnering relationships with council and enable more effective Māori participation in democracy. The empowered communities approach will support these goals through its significant emphasis on council working in more enabling and responsive ways. The Māori Responsiveness Framework provides the high level direction and guidance for empowering ways of working with iwi, matāwaka, Māori organisations and marae.

The empowered communities approach builds on the *Thriving Communities Action Plan Ngā Hapori Momoho*. It will bring to life the principles, focus areas and actions by providing a clear operational direction that will enable the implementation of *Thriving Communities* across council. It also provides an implementation framework for the High Performing Council’s “Engaging and Enabling Communities” Special Focus Area and could play a significant role in building best practice across the organisation in the four high performance behaviours. The empowered communities approach aligns strongly with community-led placemaking and planning, and reflects the work of the Community-led Placemaking Champions, led by a group of local board chairs.

An overview of some of the literature that has informed the empowered communities approach is provided in Attachment A – Literature Review.

Community empowerment is about providing real opportunities for people to participate, and fostering the conditions that support this.

## 2) What is meant by community empowerment?

An empowered community is one where individuals, whanau and communities have the power and ability to influence decisions, take action and make change happen in their lives and communities. This includes communities of place, interest and identity. At the local level, people are actively involved in improving their areas, they are energised and want to participate and do things for themselves. It means people (neighbours, organisations, businesses and individuals) coming together to shape local activities to ensure they address the things people care about in their community. This includes; safe and clean streets, high-quality and welcoming public spaces, good quality facilities and leisure services, improved transport options, footpaths, walkways, public toilets and healthy green places and waterways.

### THREE IMPORTANT UNDERPINNING PRINCIPLES

#### a) TREATY PARTNERSHIP

Māori have historically experienced exclusion from local government and barriers to participation and development. Through the empowered communities approach, council anticipates improving the Māori experience of the Treaty relationship with council and building stronger and more productive partnerships with Māori.

#### b) SOCIAL INCLUSION AND EQUITY

Promoting inclusion and removing barriers to opportunity and participation are central to an empowered communities approach. Initiatives that build power and control in communities will need to be accompanied by capacity-building activities to ensure that everyone, not just groups already in a position of influence, can exercise meaningful control in their lives and communities. Given that Auckland is one of the most ethnically diverse cities in the world, it is critical that the empowered communities approach is able to be implemented in ways that are culturally appropriate and effective. Ethnic communities, communities of identity and communities of interest all need to be able to see themselves reflected in the empowered communities approach.

#### c) COLLABORATION – WORKING MORE EFFECTIVELY TOGETHER

Auckland faces increasingly complex issues that will not be solved by council, agencies or communities working alone or in silos. There is a need to work together differently and more effectively. The best results will be achieved if all the key stakeholders, particularly residents and communities, are enabled and empowered to work in ways together with council that maximise the talents, insights and contributions of as many members of the community as possible. Council's partnerships with communities, iwi, marae and in the state and commercial sectors are at the core of its work.

## FACILITATE GRASSROOTS ACTION

“Our role is to enable, facilitate and provide every opportunity for communities to drive and own their development.”

*Thriving Communities Action Plan Ngā Hapori Momoho (April 2014)*

### 3) Council's Empowered Communities Approach

#### a) EMPOWERED COMMUNITIES – ENABLING COUNCIL

An empowered communities approach is a way of working that empowers people to play a more active role in the decisions that affect their communities.

Empowered communities do not generally just happen on their own, they require an enabling environment. In some areas, council may need to challenge its underlying assumptions as well as examine how to share and grow more power with the community. A clear understanding of how council can be more enabling will be key to facilitating new ways of thinking and working.

Many aspects of council's work have the potential to contribute more to community empowerment. This includes; core services being undertaken in new ways using processes that include local people in decision-making and delivery, changing the way money is spent and what it is spent on, creating more opportunities for participation in decision-making and providing the right support for communities to do things for themselves. There will also need to be more emphasis on creating cross-council ways of working and reducing barriers.

#### b) WHAT AN ENABLING COUNCIL WOULD LOOK LIKE

##### MANA WHENUA AND MATĀWAKA WILL:

- See their values, aspirations and needs recognised and responded to effectively by council (Matauranga Māori)
- Be working in partnership with council (Te Tiriti o Waitangi)
- Be able to effectively influence council decision-making and democratic processes (Rangatiratanga)
- Have the resourcing and support needed to grow marae into strong local hubs
- See Te Ao Māori reflected in the look and feel of Tāmaki Makaurau (Kaitiakitanga, Wairuatanga)
- Experience greater wellbeing through capacity-building, support and resourcing from council (Mana tangata/Oritetanga)
- Feel that the mana of Tāmaki Makaurau iwi and hapu is acknowledged and respected by council (Mana whenua).

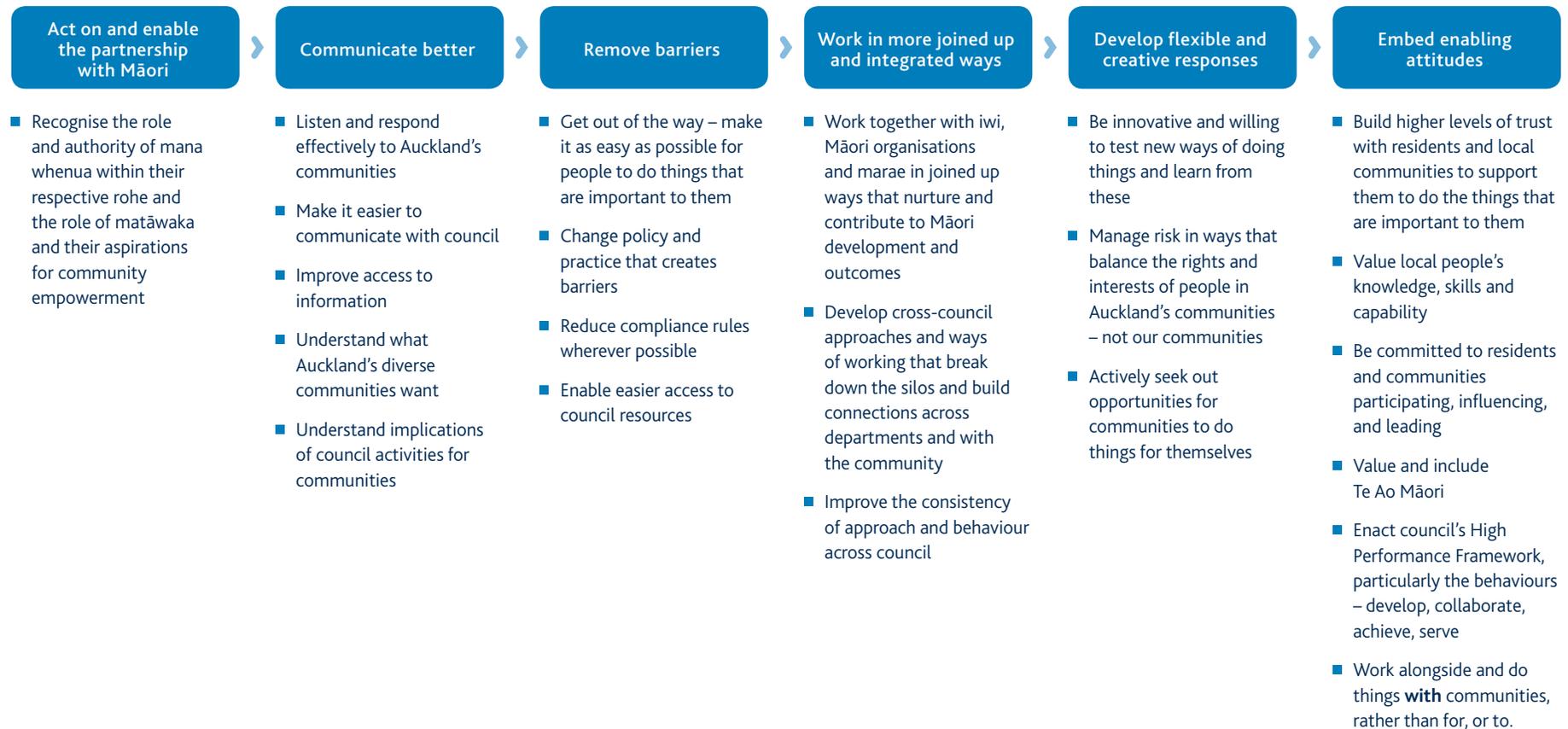
##### AUCKLAND'S COMMUNITIES WILL:

- Know what council can offer them
- Easily access council services, information and resources
- Have greater involvement and influence in council decision-making
- Participate actively in community life and local matters of interest
- Help shape their local area and take part in community action
- Be positive about their neighbours, neighbourhood and the local community
- Exercise their democratic rights and know how political processes work
- Become more active in local politics with greater numbers voting and running for political office.

## c) ENABLING WAYS OF WORKING – THE “YES, WE CAN” COUNCIL

In order for communities to have more control over the things they care about the whole of council, including CCOs, will need to work in more enabling ways. This will require a change in processes and attitudes – listening, being prepared to be influenced and giving real responsibility, funding and support to local residents and communities, while still ensuring alignment with community and local board priorities.

## What changes will the council organisation and Council Controlled Organisations (CCOs) need to make?



#### 4) Empowering initiatives and activities

A number of initiatives (both new and existing) have the potential to put communities more firmly in the driving seat and could be further developed. Many of these do not sit in traditional community development areas and will require new cross-council ways of working with staff involvement from a variety of roles and departments.

##### EXAMPLES OF EMPOWERING INITIATIVES AND ACTIVITIES

**COMMUNITY FACILITIES** – strengthen opportunities for community governance and management and increase responsiveness to local communities

**MARAE AS COMMUNITY HUBS** – resource and strengthen marae to operate as community hubs able to reach out and support their local communities

**ASSET TRANSFER** – communities own public assets (or have long leases) and take responsibility for running and maintaining them

**PROCUREMENT PRACTICES** – are innovative, strategic and purposeful in strengthening local economies, increasing opportunities for local delivery and maximising socio-economic impacts

**PARTICIPATORY BUDGETING** – enabling local people to have more influence over parts of public spending in their area

**COMMUNITY-LED PLACEMAKING AND PLANNING** – residents have a greater role in planning for their local areas and deciding what is important

**DIRECT INVESTMENT** – resourcing is made directly available to communities to do work themselves

**CO-PRODUCTION** – working alongside communities to design and deliver initiatives together

**COMMUNITY ANCHOR ORGANISATIONS** – supporting voluntary and community organisations, particularly community-led groups, that provide community development activities for local communities

**SOCIAL ENTREPRENEURSHIP** – supporting activities that create alternatives for generating wealth and prosperity in local communities

**PARTNERSHIPS AND COLLABORATIVE INITIATIVES** – that build links between communities, council and central government and that improve collective impact.

#### 5) Devolution of resources

The purpose of devolving resources to communities is to enable communities to have more direct control over decisions about the allocation of resources and how services are designed and delivered. Devolution of resources to community groups can be very empowering for communities provided that the groups with control over those resources are themselves working in empowering ways. If resources are not devolved within an empowering framework there is a very real possibility that existing inequalities and disadvantage will deepen for some parts of the community when groups that already have power, influence and capacity are able to access available resources more readily.

Empowering community groups will be working in ways that:

- Extend participation and control to the wider community
- Contribute to a more equitable distribution of services/resources
- Demonstrate good practice
- Are accountable for delivering high-quality services.

## PART 2:

### Delivering the Empowered Communities Approach – a new model for Community Development and Safety

#### 1) Introduction

The empowered communities approach provides clear strategic direction for a whole of council shift to working in ways that are more empowering of communities. It also provides the foundation for changes in the delivery of existing community development services in council that will significantly enhance cross-council collaboration to deliver on local board priorities, embed the empowered communities approach across the organisation and increase control by communities over community development and other council resources.

In order to achieve these changes a primary focus of the new model is to establish a nexus of practical guidance and support for all departments in council, to deliver their activities and programmes in ways that are enabling of communities, both at a local board and regional level.

**KEY OUTCOMES** – to deliver on the empowered communities approach, the new model must demonstrate the following:

- Increased community access to council information and resources
- More opportunities for community-designed and delivered activities
- Better participation practices to enable Māori to shape all aspects of decision-making
- Opportunities for a more diverse range of people to influence decision-making and decide what is important
- Capacity and capability building to support the devolution of resources to community groups and residents
- Improved understanding of Māori aspirations and the ability to respond more effectively to Māori
- Improved ways of working in partnership with mana whenua
- Enhanced partnering and collaborative ways of working between council and communities
- More joined up cross-council ways of working at the local board level
- New empowering initiatives and activities are implemented across council
- Increased levels of control and influence for communities and residents over what happens in their areas (put communities and residents in the driving seat)
- The empowered communities and enabling ways of working approach is embedded across the organisation.

## 2) Overview of proposed changes

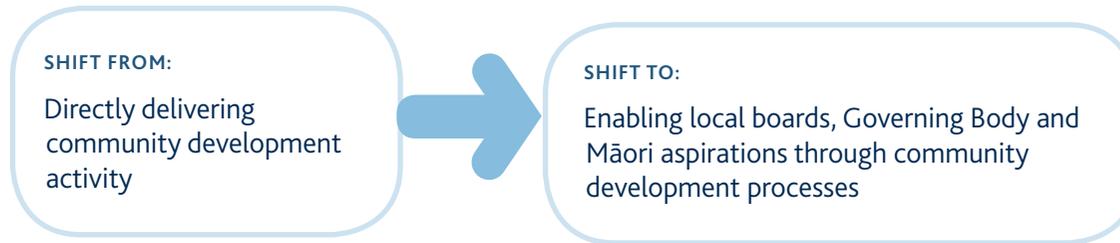
### a) RATIONALE FOR CHANGE

There is potential for community development skills to be utilised more effectively across the organisation and for staff with these skills to become sources of innovation and best practice for how council and communities work together. Community development skills and activities can add value to, and better support, council's work to deliver local board priorities in an empowered communities way. This requires a number of activities currently undertaken by the community development teams to be reoriented or done differently.

It is anticipated that the changes proposed to the current Community Development and Safety Unit will result in:

- Increased understanding and valuing of community development processes and practice across the organisation
- Improved alignment with the rest of the organisation and more opportunities for community development activities to contribute to the work of other departments (including within Community Development Arts and Culture)
- Increased focus on what can be achieved by engaging other parts of council in working effectively with communities
- Greater focus on responding to Māori aspirations in effective and practical ways
- More clarity on how the unit is implementing the strategic direction of the organisation and better rationale for work programmes
- Increased responsiveness to local board priorities and high-quality interactions with local boards
- Improved understanding of promising practice in community development activities and more robust evaluation processes
- A community of practice is established that is well-connected, well-respected and nurtured by the organisation.

### 3) Change in focus – less direct delivery and more integrated working across council



A primary focus for the new unit is on working with other parts of council to provide community development support, expertise and assistance to local board projects and activities so that every opportunity is maximised for council to work in ways that are enabling of communities. There will be a shift from delivering community development activities directly to communities, to using community development processes more broadly across council and the CCOs to achieve local board, Governing Body and Māori aspirations.

This model proposes a tighter scope and focus for community development practice in council with more work being undertaken alongside and in support of other teams and departments (e.g. facilities, planning, parks, environment and transport) and more emphasis on community capacity-building and participation in decision-making.

#### Four key focus areas – the priorities for delivery of community development activities are:

1. Initiatives that are joined up and delivered in conjunction with other departments of council and the CCOs and that support local board plans, e.g. town centre redevelopments.
2. Capacity-building programmes and projects for the community and voluntary sector and residents (where these can't be provided by the community).
3. Initiatives designed to enhance participation and engagement in council decision-making, such as crowd sourcing of facility design briefs or using a participatory budgeting process to select a local public art piece.
4. Collaborative Auckland-wide initiatives that respond to complex issues (such as homelessness), where the advantage of council's size will have a significant impact on outcomes, e.g. regional safety responses.

Where current functions or activities do not align with council priorities, the empowered communities approach and the focus areas, they will either be undertaken elsewhere or cease. There will also be an assessment of the resources and functions currently within the Community Development and Safety unit that could be devolved to communities, or undertaken more collaboratively with communities and other partners. Understanding and identifying what support is needed to shift more control to the community is a critical part of this work.

## 4) Key functions

### a) SUPPORT LOCAL BOARDS TO ENABLE COMMUNITY-LED OUTCOMES

Assistance will be given to local boards and community-facing council departments to enhance joined up service delivery and promote enabling ways of working. It is anticipated that many local boards would benefit from additional strategic and practical expertise that strengthens connections with local communities and supports service delivery that is integrated and responsive to community needs. This assistance would be flexible and able to be tailored to meet individual local board needs.

### b) FOCUS ON COMMUNITY CAPACITY AND CAPABILITY BUILDING

A comprehensive learning and development programme to build community capacity will be developed to support the devolution of resources, and to increase the capability of communities to do things for themselves and work collaboratively with council. This will be based on best practice and therefore will focus on supporting and strengthening community-led initiatives as a means to building the capacity of residents and community groups.

### c) INCREASE DIVERSE COMMUNITY INPUT INTO COUNCIL DECISION-MAKING

Providing meaningful pathways for community input into all levels of council decision-making is a key focus area for the new unit. This will require the development of creative ways to engage with communities that have not traditionally participated in council decision-making processes, and the provision of tailored approaches to meet the needs of individual communities, such as community-led placemaking. The new unit will use leading edge participation (including indigenous) methodologies to provide practical support for community engagement across the organisation.

### d) LEAD THE EMPOWERED COMMUNITIES APPROACH ACROSS THE WHOLE OF COUNCIL

A Community Practice Hub of learning and innovation for the implementation of the empowered communities-enabling council approach will be developed. The Community Practice Hub will contain a pool of specialist technical expertise with skills and resources that will be available to the whole organisation. Over time, the Community Practice Hub will build the capacity of the organisation to work in ways that empower communities.

### e) SUPPORT THE DELIVERY OF THE AUCKLAND COUNCIL'S MĀORI RESPONSIVENESS FRAMEWORK

A key goal of the Māori Responsiveness Framework is for council to become an enabling organisation that responds more effectively to Māori. The new unit will initially concentrate on building its own capability and capacity in relation to Māori responsiveness and, as skills and understanding grow, it is envisaged that supporting the implementation of the Māori Responsiveness Framework across the organisation will become an important part of the capacity building work of the Community Practice Hub.

## 5) The proposed operating model

The proposed operating model is primarily focused on the need to provide more responsive, effective and integrated support for local boards in their work with communities (including communities of interest and identity), and the need for this support to be provided in a way that is flexible across the region. Section 6 of this paper outlines two hypothetical case studies of how the model could work in the future.

The operating model consists of two components:

- i) **LOCAL STRATEGIC BROKERS**
- ii) **COMMUNITY PRACTICE HUB**

### a) LOCAL STRATEGIC BROKERS

The purpose of this role is to support and join up the work of all departments and CCOs working in a local board area so that the local board and the community experience council service delivery as integrated and responsive. Local Strategic Brokers' work programmes will be based on all of the local board outcomes, not just outcomes and priorities relating to traditional community development activities. Their expertise will support and catalyse enabling ways of working across a wide range of local board activities, such as: community involvement in town centre planning; building capacity for community governance of facilities; involving children in designing playgrounds; community management of recycling centres; and, integrated approaches to stormwater management. They will actively work with local boards to ensure that devolvement of resources and decision-making to communities is supported and robust.

#### OUTCOMES

- Local boards receive effective and appropriate strategic community empowerment advice and support to assist with delivery on their Local Board Plans
- Mana whenua, matāwaka, Māori organisations and marae have effective and influential relationships with local boards
- Residents and community organisations experience seamless delivery and an integrated approach from council and CCOs at the local board level, making it easier to achieve things such as running neighbourhood events or organising a stream clean-up
- Opportunities to empower communities through all of council's work are maximised
- Communities can see their aspirations reflected in Local Board Plans
- Residents and community organisations have a 'go to' person that makes it easier to navigate council and access resources and information

## 5) The proposed operating model *continued*

LOCAL STRATEGIC BROKERS

Although there will be plenty of scope to tailor the Local Strategic Broker roles to fit the needs of different local boards, these are intended to primarily provide strategic advice and 'add value' by brokering joined-up approaches, rather than being involved in hands-on delivery of projects. If additional operational support of this nature is needed, this will be available from the Community Practice Hub.

These roles would be ideally be co-located with, or alongside, Local Board Services teams to build strong relationships, share knowledge and be available as an accessible resource for the local board, council departments and local communities.

### KEY ACTIVITIES

- Work with local boards to deliver Local Board Plans using a more empowered communities approach for initiatives such as co-design and delivery, community placemaking, asset transfer and social enterprise
- Actively join up the work of all departments and CCOs working in a local board area so there is an integrated and more responsive approach to communities that makes it easier for them to do things
- Maximise opportunities to empower communities in the delivery of Local Board Plans such as through facilities, parks and stormwater projects
- Scan the local community and feed community priorities and issues into the Local Board Plans to shape priorities
- Identify developmental and capacity-building opportunities for marae and Māori organisations
- Build strong relationships with local iwi, marae and Māori organisations
- Be the 'go to' person for residents and community organisations, providing a portal into council making it easier to access resources and information and advocating across the council to reduce barriers
- Provide operational policy advice to local boards on emerging community issues, aspirations and local service delivery opportunities
- Support local boards to devolve more resources to communities and move to more community-led delivery using partnerships and collaborative ways of working
- Enlist additional resources for the local board area from the Community Practice Hub, particularly to support capacity and capability building

5) The proposed operating model *continued*

## COMMUNITY PRACTICE HUB

**b) COMMUNITY PRACTICE HUB – A RESOURCE FOR COUNCIL AND THE COMMUNITY**

The Community Practice Hub will be a centre of excellence and a resource for supporting local boards, council departments, CCOs and communities to deliver the empowered communities approach. It will provide a pool of specialist community development expertise and provide operational support tailored to local board needs in a range of areas such as community-led planning and placemaking, community capacity-building and leadership development, inclusive engagement and participation practices, assessing community needs, facilitation and project management. It will have a small section focused on addressing complex community issues that require collaborative responses, and it will also have a component that focuses on identifying and resolving the difficult organisational barriers to community empowerment. The work programme of the Community Practice Hub will reflect local board and Governing Body priorities, community needs, Māori aspirations and the support required by other council departments for their projects.

The Community Practice Hub will include the following focus areas and activities.

**A) OPERATIONAL FOCUS****OUTCOMES**

- Community capacity and capability building supports the delivery of more community-led initiatives and the devolution of resources to communities
- More opportunities are provided for diverse communities to shape decision-making and decide what is important to them
- Communities have more opportunities to contribute to, and are supported to lead and participate in, a wide range of local initiatives
- Community development skills and expertise contribute to multi-disciplinary project teams in an integrated way across departmental structures and functions
- The empowered communities approach and ways of working are embedded throughout the organisation

5) The proposed operating model *continued*

## COMMUNITY PRACTICE HUB | OPERATIONAL FOCUS

## KEY ACTIVITIES

## i. OPERATIONAL SUPPORT

Provide practical hands-on operational support for Local Strategic Brokers, council departments and CCOs to deliver their work programmes in support of local board and Governing Body priorities in ways that are more empowering of communities. This assistance would be available for both short and long-term projects. For example, a secondment to a parks team for six months to support regional and local projects aiming to have all playgrounds in the future built with input from local children.

A range of subject matter expertise in areas such as safety and youth development will also be available.

## ii. LEARNING AND DEVELOPMENT

Develop and deliver learning opportunities, programmes and tools for council and CCOs on collaborative and empowering ways of working including capacity-building, inclusive engagement, culture change, partnerships and collaboration, enabling processes, operational policy and practice. For example, working alongside Auckland Transport in a safety enhancement project using innovative practices to engage local people in designing a solution to a safety issue they are experiencing.

## iii. CAPACITY-BUILDING

Develop and deliver capacity and capability building programmes for communities and provide resources and support for communities to do this themselves.

- Support the devolution of resources and control to communities (e.g. running networks, neighbourhood events, safety initiatives and engagement activities) through the provision of capacity and capability building support
- Identify and support opportunities for the community to deliver capacity-building programmes themselves
- Work with community organisations to strengthen community governance and develop and promote pathways for development (e.g. support opportunities to transition into governance roles through mentoring, coaching and upskilling)
- Work with departments, such as City Transformation, to support the delivery of community placemaking, community-led planning and neighbourhood development initiatives that will help build community capacity
- Identify and provide practical support (funding agreements, partnership approaches, and identifying levels of risk), for devolving activities and functions across council that could be done by communities themselves

## iv. COMMUNITY ENGAGEMENT IN DECISION-MAKING

- Develop and deliver inclusive engagement and participation processes in conjunction with other council initiatives
- Work with and support Local Board Engagement Advisors, the Communication and Engagement team, and other parts of council and CCOs to develop and implement creative new engagement and participation practices that ensure a voice for 'hard to reach' people
- Identify, develop and support opportunities for communities to run engagement processes themselves

5) The proposed operating model *continued*

## COMMUNITY PRACTICE HUB

## B) SPECIALIST AND TECHNICAL FOCUS

**i. MĀORI RESPONSIVENESS**

The Community Practice Hub will have a component within it committed to working in partnership with Māori to assist with the implementation of the Māori Responsiveness Framework, the Māori Plan and delivering on Māori aspirations. Dedicated resources will be allocated for this. There will also be a focus on ensuring all staff in the Community Practice Hub and wider unit are competent and able to include Māori responsiveness as an integral part of their community development practice when working with other parts of the organisation and communities.

**ii. INCLUSION AND EQUITY (COMMUNITIES OF INTEREST AND IDENTITY)**

The purpose of this component of the Community Practice Hub is to improve participation by diverse communities in council engagement processes and decision-making and strengthen council's responsiveness to diverse communities (communities of interest and identity). It will primarily be focused on:

- Reducing barriers
- Increasing accessibility
- Improving council processes
- Providing specialist input into participation and capacity-building initiatives for diverse communities
- Building staff capability in working inclusively.

The focus will be on improving internal systems and processes, rather than running projects and programmes directly with communities.

**iii. PARTNERING AND SOCIAL INVESTMENT**

There is potential to devolve more resources and control to communities via council's contracting and procurement practices. These activities should be undertaken in ways that enhance community control and collective ways of working. They will be most enabling if there is a focus on building relationships and partnering. Current practices need to shift from being largely administrative and financially driven to using these activities as a key mechanism for delivering the empowered communities approach.

**iv. PROMISING PRACTICE AND EVALUATION**

This component of the Community Practice Hub will support all the work of the new unit with robust information on promising practice and innovation in areas such as capacity building, inclusive participation techniques, community-led planning and placemaking, co-design and delivery. It will also be responsible for ensuring that the effectiveness of the empowered communities approach is monitored and evaluated in conjunction with RIMU.

5) The proposed operating model *continued*

## COMMUNITY PRACTICE HUB | SPECIALIST AND TECHNICAL FOCUS

**v. INTERNAL INNOVATION**

The focus of this work will be on identifying complex organisational barriers to community empowerment and addressing them through innovative design-led approaches. These new approaches will be used to tackle difficult challenges to the empowered communities approach and transform organisational processes, systems and culture into more enabling ways of working.

**vi. COLLABORATIVE AUCKLAND-WIDE ISSUES**

There will be a small number of regional projects that require responses to complex issues where council's size has the potential to significantly impact on outcomes. These projects will be time limited, intentional about the purpose and the value of council's role and should contribute to systemic change. They may respond to recurring barriers, emerging opportunities, key local board or Governing Body priorities. Kai Auckland is an example of an initiative that would fit into this category.

Auckland-wide projects will meet the following criteria:

- Complex issues requiring collaborative solutions
- Critical mass impact – better outcomes from a joined up cross Auckland approach
- Council-wide response needed
- Council's neutral convening role advantageous
- Economies of scale – value for money, effective and efficient
- Advocacy role to central government
- Political priority
- Integrated delivery of four wellbeings.

6) How could a more Empowered Communities Approach work in practice?

CASE STUDY 1

Local walkway project

HYPOTHETICAL EXAMPLE

What happened?	Who did what?
Walkway project in Local Board Plan	<ul style="list-style-type: none"> <li>■ Local Strategic Broker identifies and discusses potential empowered communities approach</li> <li>■ Local board supports</li> </ul>
Parks agrees to explore how the project could implement the empowered communities approach	<ul style="list-style-type: none"> <li>■ Local Strategic Broker connects Parks to Community Practice Hub which discusses the approach, the benefits and how they can support</li> <li>■ Community Practice Hub works with business owner to develop project plan</li> </ul>
Walkway is co-designed with two local schools	<ul style="list-style-type: none"> <li>■ Local Strategic Broker connects Parks to schools</li> <li>■ Community Practice Hub works with Parks to include requirement to co-design in tender documents for landscape architect</li> <li>■ Community Practice Hub provides tools and resources to assist Parks (and contractor) in co-design</li> </ul>
Local disability art centre works with (local) artist to design and create public art	<ul style="list-style-type: none"> <li>■ Community Practice Hub works with Parks and Public Art team to include criteria weighting regarding local supply and requirement to co-design in tender documents for landscape architect</li> <li>■ Community Practice Hub provides tools and resources to assist Parks and Public Art team (and contractor) in co-design</li> <li>■ Local Strategic Broker connects Parks, Public Art Team to Art Centre</li> </ul>
The local community enterprise is sub-contracted to carry out walkway construction	<ul style="list-style-type: none"> <li>■ Community Practice Hub works with Parks to include criteria to deliver social value in tender documents for construction, specifically regarding building capacity of community enterprise</li> <li>■ Local Strategic Broker connects Parks and contractor to local community enterprise</li> </ul>
Local marae is awarded maintenance contract	<ul style="list-style-type: none"> <li>■ Community Practice Hub works with local community enterprise to build their capacity and ability to tender for contract</li> </ul>

CASE STUDY 2

Community facility development

HYPOTHETICAL EXAMPLE

What happened?	Who did what?
Local Board secures budget for a community facility, following community advocacy via (innovative) community engagement process	<ul style="list-style-type: none"> <li>■ Local Strategic Broker seeks advice regarding innovative engagement processes to target young people from the Community Practice Hub to work with the local engagement advisor</li> <li>■ Local Strategic Broker connects Local Board Services with information re: accessing local community networks and mana whenua</li> <li>■ Community Practice Hub works alongside</li> </ul>
Community designs the brief for architects – design charrette, crowdsourcing etc	<ul style="list-style-type: none"> <li>■ Community Practice Hub works with business owner to support approach and develop project plan</li> <li>■ Local Strategic Broker provides local support re: networks</li> <li>■ Community Practice Hub works alongside residents and community organisations to build capacity with a view to them taking on governance and management responsibility for the facility</li> </ul>
Facility is co-designed with community > digital hub, commercial kitchen, maker-space, ECE, community café	<ul style="list-style-type: none"> <li>■ Community Practice Hub works with project team to include requirement to co-design in tender documents for architect</li> <li>■ Community Practice Hub provides tools and resources to assist business owner (and contractor) in co-design</li> </ul>
Construction company works with WINZ to provide places for its clients	<ul style="list-style-type: none"> <li>■ Community Practice Hub works with project team to include criteria to deliver social value in tender documents for construction</li> <li>■ Local Strategic Broker connects business owner and contractor to WINZ or Youth Connections project</li> </ul>
Community votes for a public art work via participatory budgeting	<ul style="list-style-type: none"> <li>■ Community Practice Hub works with Public Art team to deliver participatory budgeting project</li> </ul>
Local artist works with local design students to design and create public art	<ul style="list-style-type: none"> <li>■ Community Practice Hub works with project team to include criteria weighting regarding local supply and requirement to co-design in tender documents for landscape architect</li> <li>■ Community Practice Hub provides tools and resources to assist project team (and contractor) in co-design</li> </ul>
Local trust takes on governance and management role	<ul style="list-style-type: none"> <li>■ Community Practice Hub works alongside Community Facilities to develop ongoing capacity building programme for community organisations managing community facilities</li> </ul>

## Attachment A – Literature Review

### People, planet, power: Towards a new social settlement, New Economics Foundation (NEF)

[http://b.3cdn.net/nefoundation/eafb0135c69d8a9152\\_yum6bt9zh.pdf](http://b.3cdn.net/nefoundation/eafb0135c69d8a9152_yum6bt9zh.pdf)

This paper promotes three goals for the future (a new social settlement); social justice, environmental sustainability and a more equal distribution of power.

The paper suggests several relevant proposals for change, as described below:

#### RELEASE HUMAN RESOURCES

Recognising and building on the assets that people already have is a way of releasing valuable resources that can be used to meet needs and improve wellbeing.

NEF offers three, inter-related proposals for tapping into human resources:

##### *Build capacity and control*

An important starting point is to devolve power and encourage people and communities to take control over their lives, neighbourhoods and local action wherever possible. This is partly about formal devolution, in line with the principle of subsidiarity, with more power for local authorities and, within them, for neighbourhood-based decision-making bodies. It is also about local networks and groups. NEF considers a key function of government is ensuring that these groups, organisations, and networks have adequate and consistent support so that people can continue to engage with each other, join forces, and act together. This includes making spaces available for people to meet, such as community centres, parks, playgrounds and other venues, with access to shared resources for learning and communication.

There is a body of research that suggests a range of potential benefits derived from individual and collective control: these include more effective services and interventions, improved social and material

circumstances, a greater sense of control and self-efficacy and improved health and reduced health inequalities. The more control a community has, the more empowered it becomes, and the more these outcomes are maximised.

##### *Promote co-production*

Co-production describes a particular way of getting things done, where the people who are routinely described as 'providers' and 'users' of services work together in equal and reciprocal partnerships, pooling different kinds of knowledge, skills and resources. People act together to identify needs, design activities to meet those needs and, as far as possible, work together to deliver those activities. It is an important way of enhancing individual and collective control. NEF proposes that co-production becomes the mainstream or default approach to meeting needs of all kinds, in third sector bodies as well as public institutions.

##### *Commission services for outcomes and co-production*

NEF has developed new model of commissioning (the process through which public money is spent by local authorities and government departments to deliver particular services or activities) which is designed to put social, environmental, and economic value for money at the heart of decision-making about public services. Developed through practical work with local authorities across the UK, it aims to overcome problems associated with conventional commissioning.

Instead of focusing on tightly defined outputs, unit costs, and short-term efficiencies, it focuses on outcomes; on creating longer-term social, environmental, and economic value; and on preventing problems from

occurring or intensifying. It fosters collaboration and innovation, and promotes the principles of co-production – both for the commissioning process itself and for the commissioned services. It works with local people to gain insights about assets and needs, and to find ways of tapping into human resources as well as getting real value from investing public funds.

#### STRENGTHEN SOCIAL SECURITY

NEF has set out proposals for transforming public services which seeks to devolve power and control over services, following the principle of subsidiarity; to increase public engagement in decisions at all levels; and to encourage participatory models of governance and new models of ownership, within both the public realm and the not-for-profit independent sector. Spending should be treated as an investment in social and economic infrastructure, not simply as public expenditure. They propose that co-production becomes the default model for planning and delivering public services, alongside other techniques that engage citizens directly, such as participatory budgeting, online participation tools, and crowd-sourcing dialogue and decision-making.

The paper advocates for more open and democratic forms of management and control, including multi-stakeholder governance and a wider variety of ownership models among service providers, to include co-operatives and mutuals alongside conventional charities and community based organisations. A key success factor is the establishment of collaborative partnerships between public and civil society organisations to generate new ideas and practical innovations, as well as a wider distribution of power and access to services.

## Community: Scottish Community Empowerment Action Plan - Celebrating Success: Inspiring Change

<http://www.gov.scot/Publications/2009/03/20155113/16>

In April 2008, the Scottish Government and COSLA announced a joint statement of commitment to community empowerment. This Action Plan builds on that statement and provides clarity on what community empowerment is, why community empowerment is important and how communities become empowered. It also sets out a range of new and existing practical actions which underpin the process of community empowerment.

### How community capacity building supports community empowerment (p.11)

The Action Plan sees community capacity building as a critical step in laying the foundations for community empowerment. The Scottish Government has set out clear expectations of the outcomes community capacity building should achieve, as follows:

- Confident, skilled, active and influential communities.
- Effective and inclusive community organisations.
- Effective relationships between community organisations and other organisations and services.

The Action Plan sites evidence that communities that receive high quality community capacity building support can become more active, influential and more able to work together to achieve change that matters to them. They advocate for structures to develop strategic partnership approaches to building community capacity.

### The role of local authorities in community empowerment (p.13)

Local authorities, in particular through their elected members, have a key role to play in promoting the benefits of community empowerment and engagement, particularly as follows:

- articulating how communities themselves can help to deliver outcomes
- helping to drive a further culture shift which will see community empowerment as a process which can help to deliver a range of local outcomes
- continuing to support and develop the community groups which are the backbone of the community empowerment process.

### Community planning partnerships (p.15)

Community Planning Partnerships (CPP's) are high level partnerships to provide strategic direction at the local authority level and they are the places where the key service providers in an area come together to plan priorities and discuss service delivery. Partnerships bring together the senior people from local authorities; health boards; police and fire services; enterprise bodies and the voluntary sector on a regular basis.

In relation to community empowerment there are two things that CPPs can do:

- Promote and support joined up approaches to community capacity building as both the foundation of a sustainable approach to community

empowerment and engagement, and a means to help communities work on their own issues.

- Embedding community empowerment throughout processes for Community Planning.

### Specific actions (p.18)

The Action Plan sets out nine specific actions to help build capacity to deliver empowerment. These actions will help to support the long term culture change that will be needed to see more communities becoming empowered:

- Highlighting existing examples of community empowerment
- Development and implementation of a model scheme of establishment for community councils and a code of conduct for community councillors
- Support for communities to own assets
- Support for councillors to support community empowerment
- Training to support community engagement and empowerment
- Investment to improve community capacity building
- Participatory budgeting pilot
- Community Empowerment Programme – direct investment accessible by community groups
- National Standards for Community Engagement and Voice

### Empowerment and disempowerment in community development practice: eight roles practitioners play, ANNE H. TOOMEY (2008)

This article contends that in community development practice, practitioners and organisations play many different roles in the planning, implementation and diffusion of the ideas and projects that they seek to promote. Some of these roles can serve to empower communities, while others can result in their disempowerment. In this article, eight roles commonly played out in development practice are briefly examined through the lenses of empowerment and disempowerment. Four of these roles are recognized as being 'traditional' and four are identified as 'alternative'.

#### Traditional (potentially disempowering) roles:

- **Rescuer** – necessary when people are unable to help themselves due to severe physical limitations but often extended to those who do not need to be 'rescued' but are in times of crisis
- **Provider** – giving the 'gift' of charity to less fortunate communities and individuals. Doing things for people instead of helping them to do things for themselves.
- **Moderniser** – underpinned by the concept of 'trickle down' economics, spread to communities in 'underdeveloped' countries through techniques such as technology transfer, mechanisation, agricultural extension, state-led credit and the implementation of free trade agreement and policies.
- **Liberator** – education of the masses, political activism and solidarity with the poor. Potential for disempowerment due to its tendency to polarize issues, divide populations and act in itself as a tyrannical force.

#### Alternative (more likely to be empowering) roles:

- **Catalyst** – spark a new idea or action, with the hope or expectation that it will lead to a change in a given direction. Responsible for getting the ball rolling but not for keeping it moving.
- **Facilitator** – can bring people together, especially in cases with historic divisions, by aiding the process through which a community can begin to mobilise for action and by acting as an impartial acknowledger of power imbalances.
- **Ally** – solidarity. A friend and supporter to those in need of economic, social or political empowerment. Can take many forms e.g. legal representatives, intermediaries, interpreters, educators and spokespeople.
- **Advocate** – passionate supporters of contentious politics who seek to support peoples in their struggles through involvement in social movements, through political advocacy or through the spreading of propaganda.

The alternative roles are aware that development relationships constitute a two-way street. They are more likely to ask how to help, rather than making assumptions about what to do and they work with the already existing intrinsic motivation for development.

### The Enabling State – Carnegie UK Trust

The Rise of the Enabling State: a policy and evidence review in the UK and Ireland, identified seven policy innovations that move towards a more enabling state:

- from target setting to outcomes
- from top-down to bottom-up
- from representation to participation
- from silos to working together
- from crisis management to prevention
- from doing-to to doing with
- from state to the third sector.

The report also identified potential risks (while noting that not changing also risks failure to improve results). The main risks are unequal capacity to engage and the ability to successfully implement change and develop new techniques and skills.

#### A route map to an Enabling State: sets out eight steps that governments can take:

1. getting out of the way- stop doing things that discourage people
2. giving permission -stronger presumption in favour of the benefits of control and engagement
3. helping people to help each other -facilitate support within and between communities
4. giving people help to do more – build capacity, transfer assets
5. giving people rights – legislative or financial frameworks that give communities the right to acquire assets
6. making enabling the 'new normal' – build presumption in favour of control and engagement into policy
7. investing in disadvantaged communities – to give everyone a fair chance to engage with a more enabling state
8. a focus on wellbeing rather than process or input

## Saving money by doing the right thing

### – Locality

This study discusses the ‘diseconomies of scale’ and its impact in the UK. It looks at when people’s problems go unresolved, their needs remain the same or get worse, creating unnecessary demands and spiralling costs. It argues that scale and standardisation are the problem, that too many public services ‘assess rather than understand; transact rather than build relationships; refer on rather than take responsibility; prescribe packages of activity rather than take the time to understand what improves a life.’ This results in ‘failure demand’ with resources diverted to unproductive ends.

The report suggests that services should be reconfigured around a new common purpose – ‘help me to solve my problem’ (p.38).

### Effective services need to be:

- local by default – each locality is different; its needs can only be understood in a local context. Staff must have the requisite knowledge and skills to assess needs and organise service provision
- help people to help themselves – focus on strengths that allow people to make their own decisions
- focus on purpose, not outcomes – measures that relate to the purpose of the service from the user’s point of view enable improvement
- manage value not cost – understand demand from the customer’s point of view, design services to absorb its variety (i.e. help people to solve their problems) and measure achievement of purpose.

## Community Empowerment – I&DeA (UK)

### COMMUNITY ENGAGEMENT AND EMPOWERMENT: A GUIDE FOR COUNCILLORS

‘Community empowerment is about having conditions in place that allow local people to make a difference to improve their localities, and that encourage them to believe that it is both possible and worth it’.

The guide identifies activities that support community empowerment. These include:

- devolving budgets, for example through participatory budgeting
- co-production, whereby decision makers and citizens work together to create a decision or a service which works for them all
- planning for real, residents model their local area and what they would like to see, prioritise these in groups and create an action plan for decision-makers to take away
- neighbourhood appraisal prioritises the views and attitudes of local people as experts in their own neighbourhood and enables them to do their own assessment, analysis and planning

## Community Empowerment: what is it and where is it going?

This paper poses questions about the role of councillors in the UK in community empowerment. It notes that there is little consensus about the meaning of community empowerment and a lack of a shared language to talk about it. It also notes that however, ‘we conceive it ‘empowerment’ is a complex, iterative and resource-intensive process’ (p6).

The paper proposes that community empowerment in some form will be essential to our success as a society. The long-term global challenges we face, such as an ageing population and climate change are characterised by their complexity, rate of change and unpredictability. Solutions to these problems will need citizens and state to work together, and require significant renegotiation of the roles and responsibilities of each.

The paper suggests the big questions to address are:

- what do we really mean by empowerment?
- are we trying to empower the individual or the community, or a combination?
- what decisions do we really want people to have a direct say in and what are the mechanisms to do this?
- what are the respective rights and responsibilities of the citizen and state

The paper concludes that councillors can have a crucial mediatory role between citizens and the state, they can make ‘empowerment’ happen, and connect and unify participative and representative democracy. (p10).

## The ideal empowering authority: an illustrated framework

The framework sets out what an ideal empowering council, working with communities and partners, would look like. The framework can be used as a tool to support improvement. It consists of three inter-linked pillars, with the first one:

### 1. Mainstreaming empowerment and developing a business case

Changing organisational culture and structures in order to make them responsive to communities and providing evidence that community empowerment delivers efficient and effective services and stronger, more democratic communities.

#### Success factors include:

- there is strong, visible political and senior management leadership, and a clear community empowerment vision
- community empowerment is at the heart of decision-making, informing strategies, policies, delivery plans and commissioning processes
- community empowerment policies and strategies are known and understood by staff and councillors and staff are supported to develop relevant competencies for empowerment
- there are dedicated staff with appropriate skills to support the delivery of community empowerment
- there is a strong and well-supported voluntary and community sector with good involvement at all levels of partnership working, facilitated by well-supported and effective infrastructure and anchor organisations

### 2. Working with diverse communities and neighbourhoods

How agencies and communities can work together to identify priority outcomes and address them, deliver cohesive and inclusive communities and address inequalities

#### Success factors include:

- one size does not fit all, some communities will require more support than others
- there is pro-active community capacity building, based on community development practice that builds skills, organisations and networks and engages disadvantaged groups
- communities co-design policies and services and are involved in budget decisions
- there is community management and/ or ownership of assets

### 3. The role of councillors in community empowerment

Councillors as community leaders, helping communities and agencies to work together, and strengthening democratic accountability.

#### Success factors include:

- councillors are involved in developing and implementing the community empowerment vision
- there is more vibrant local democracy.

Case studies are provided as well as an appendix of useful definitions. This includes the following definition of community empowerment:

'.. power, influence and responsibility are shifted away from existing centres of power and into the hands of communities and individuals'.