Report to the Future Melbourne Committee

Agenda item 6.4

The completion of the refreshed Future Melbourne plan to 2026

2 August 2016

Presenter: Martin Cutter, Acting Chief Executive Officer

Purpose and background

1. The purpose of this report is to present the Future Melbourne 2026 plan which is the community's refresh of Future Melbourne.

2. In September 2015 the Future Melbourne Committee endorsed management's project plan to refresh Future Melbourne plan (2008) and proposal that the CEO appoint six leaders from Melbourne's community to lead and guide the project as the Future Melbourne Ambassadors.

3. In November 2015 the CEO appointed, on an honorary basis, the six eminent Melburnians as Ambassadors. They are Glyn Davis (Chairperson), Kate Auty, Marita Cheng, Tracey Fellows, Maria Katsonis and Rob McGauran.

Key issues

4. The Ambassadors have overseen the whole Future Melbourne 2026 (FM2026) project. Starting with the project's ideas phase they engaged directly with the community and participated in a number of the activities. During the project's deliberative phase they also observed the FM2026 citizens' jury proceedings and engaged directly with the jury.

5. Over six weeks in May and June 2016 the FM2026 citizens' jury used the information produced by the community in the project's ideas phase, along with other relevant information such as key statistics and trends, to inform their refresh of the Future Melbourne. They deliberated online and in three and one half day sessions to produce a draft refresh of Future Melbourne.

6. At the end of the deliberative phase the jury handed their draft refresh of Future Melbourne to the Ambassadors Group for their review. The Ambassadors made a number of changes to the jury's version to ensure clarity of expression and intent and to remove repetitive or redundant content. The resulting plan incorporating those changes has been endorsed by the Ambassadors as the final Future Melbourne 2026 Plan. See Attachment 2.

7. The Ambassadors have also reviewed an independent evaluation of the whole FM2026 community engagement process commissioned by the City of Melbourne from EY Sweeney. The EY Sweeney evaluation is provided as Attachment 3.

8. In his foreword to the FM2026 Plan the Ambassador group Chairperson Glyn Davis has set out his positive overall assessment of the community engagement process and on behalf of the Ambassadors, he commends the plan to Council as a powerful guide for Council to consider as it leads the city through its next decade.

Recommendation from management

9. That the Future Melbourne Committee recommends that Council:

    9.1. Notes the Future Melbourne 2026 Plan as the community's vision and goals for the future development of the municipality and resource for the next Council.

    9.2. Acknowledges and thanks the Future Melbourne Ambassadors and citizens' jury for their work, deliberations, commitment and passion in preparing the Future Melbourne 2026 Plan.

Attachments:
1. Supporting Attachment (page 2 of 90)
2. Future Melbourne 2026 (page 4 of 90)
3. Final Evaluation Report (page 32 of 90)

Supporting Attachment

Legal

1. No direct legal implications arise from the recommendation from management

Finance

2. The costs for the Future Melbourne 2026 refresh project have been provided for in the 2015-16 and 2016-17 budgets.

Conflict of interest

3. No member of Council staff, or other person engaged under a contract, involved in advising on or preparing this report has declared a direct or indirect interest in relation to the matter of the report.

Stakeholder consultation

4. The Future Melbourne 2026 Ambassadors are six leaders from Melbourne's community. Their role was to lead and guide project and oversee it through all of its phases.

5. The community engagement occurred in the project's ideas phase run over February/March 2016 and the deliberative phase run over May/June 2016.

6. The ideas phase was an open invitation for individuals, groups and organisations to share their ideas for the future of Melbourne. Over two months, 2000 people engaged in this phase through over 30 face-to-face events and 2000 people engaged in online conversations to produce 970 ideas for the future. On the website there more than 21,000 individual interactions and 55,500 page views.

7. In phase two, the synthesis phase, these ideas were analysed and then synthesised as a commentary on each of the Future Melbourne 2008 vision and goals. This commentary suggested directions for refreshing the 2008 plan.

8. Finally in the deliberative phase a citizens' jury of 50 people was appointed to review and refresh the Future Melbourne plan to make it relevant for the next 10 years to 2026. The jury was selected from the respondents to the over 7000 invitations sent to people who live, work or own a business in the municipality. This resulted in a jury with a makeup broadly representing the municipal demographic, with a mix of business owners, employees and residents, and a matching gender and age distribution profile.

9. The citizens' jury used the information produced in phases one and two to inform their review and refresh of the plan. Over six weeks they deliberated online and in three and a half day sessions to produce a draft refresh of Future Melbourne 2026. The jury's draft is accompanied by several minority reports.

10. In the final step in the deliberative phase the jury handed their draft of Future Melbourne 2026 over to the Ambassador's Group for their review. The Ambassadors made a number of changes to the jury's version of the refresh to ensure clarity of expression and to remove repetitive or redundant content. The resulting plan (Attachment 1) incorporating those changes has been endorsed by the Ambassadors. The Ambassadors comments on the jury's report are available on the Future Melbourne 2026 website, along with the jury's draft report.

11. The Ambassadors have also reviewed an independent evaluation of the whole FM2026 community engagement process commissioned by the City of Melbourne from EY Sweeney. The EY Sweeney evaluation is at Attachment 2.

Relation to Council policy

12. Since 2008 the community's Future Melbourne Plan has been acknowledged by Council as a valuable resource they have used to inform the goals and priorities of their 4 year Council Plans.

13. Whilst the vision and goals of Future Melbourne continue to serve the city well, they were developed eight years ago and it was timely to consider a refresh. On 12 May 2015, the Future Melbourne Committee requested the Chief Executive Officer to report back in June 2015 proposing options for a review of the Future Melbourne Plan in 2015-16.

14. In June 2015 the Chief Executive Officer presented an outline of a proposed scope, timing and community engagement to refresh Future Melbourne to the Future Melbourne Committee. The Committee agreed to the administration commencing a process to refresh Council's Future Melbourne Plan (Future Melbourne), with the refresh to be completed in the third quarter of 2016.

Environmental sustainability

15. In developing this proposal the community, the citizens' jury and the Ambassadors have included consideration of a number of environmental sustainability issues or opportunities. The Future Melbourne 2026 plan states that "sustainability is the basis of all Future Melbourne goals."

Attachment 2
Agenda item 6.4
Future Melbourne Committee
2 August 2016

FUTURE MELBOURNE 2026

CITY OF MELBOURNE

ACKNOWLEDGEMENTS

The City of Melbourne, as sponsors of Future Melbourne 2026, would like to acknowledge all of the individuals and organisations who have contributed to this refresh of the Future Melbourne plan.

Future Melbourne 2026 has been enriched by the thousands of people who participated in public forums, roundtables and community events and engaged online via the Future Melbourne website. We thank you for generously sharing your time, expertise, ideas, enthusiasm and most of all your passion for Melbourne's future.

The City of Melbourne would particularly like to acknowledge the contribution and dedication of the Future Melbourne 2026 Ambassadors and the members of the citizens' jury for their collaboration to develop this plan for Melbourne's coming decade.

Finally, we value the contributions from the many people from across Council's organisation who facilitated the community engagement to develop Future Melbourne 2026.

THE MUNICIPALITY OF MELBOURNE

FOREWORD – PROF. GLYN DAVIS

Charting a course for the future of a city is a daunting prospect. Cities are complex ecosystems, shared places that make space for each of us to find our own way – together. More daunting still is the invitation to consider the future of Melbourne, a city renowned for its liveability, when change is the only certainty.

The City of Melbourne knows well these challenges, yet must make choices that will shape the city's future. Over recent years, the City of Melbourne has sought to involve its community in making these choices, moving beyond the traditions of elected officials and community consultation to processes that capture and respect the voices of its citizens.

This plan, Future Melbourne 2026, reflects more than six months of contribution, conversation and debate on Melbourne's next decade.

Working closely with the City of Melbourne, six Future Melbourne Ambassadors guided the plan's development: Kate Auty, Marita Cheng, Tracey Fellows, Maria Katsonis, Rob McGauran and myself. Our task was to ensure that the plan developed as an authentic expression of the community's collective ambitions for the future of Melbourne.

A program of events and online discussions invited the Melbourne community to share their ideas, concerns and aspirations for the city's future. Many accepted this invitation, building a conversation that spanned the breadth and diversity of our community. These views framed the task of the Future Melbourne citizens' jury, a diverse group of 52 people broadly representative of the Melbourne community. Over six weeks, several long days of deliberation and ongoing discussions online, the group was challenged to respond to just one question: How should the Future Melbourne vision, goals and priorities be refreshed to prepare our city for the next decade?

The jury approached its task with astonishing rigour and vision. The resulting plan, Future Melbourne 2026, is testament to the commitment and dedication of this group, capably supported by the City of Melbourne.

On behalf of the Ambassadors, I thank the Lord Mayor and Councillors for inviting us to share in this journey. We commend the plan to you, and trust that it serves as a powerful guide as you lead the city through its next decade.

Glyn Davis

Future Melbourne 2026
Ambassadors Chair

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Published 28 July 2016

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Kate


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CREATING THE FUTURE MELBOURNE 2026 PLAN

In June 2015 Melbourne City Council resolved to initiate a refresh of the Future Melbourne plan. The Council recognised that this plan, produced by Melbourne's community, had been a valuable strategic guide for Council since it was completed in 2008 and that it was time to refresh the plan for the city's coming decade.

In December 2015 the City of Melbourne appointed six leaders from Melbourne's community as ambassadors to lead and guide the refresh of Future Melbourne. The Ambassadors signed-off on a process for the refresh to be done in three phases running from February through to June 2016.

Phase one was the ideas phase. This was an open invitation for individuals, groups and organisations to share their ideas for the future of Melbourne. Over two months, 2,000 people engaged in this phase through over 30 face-to-face events and 2,000 engaged in online conversations to produce 970 ideas for the future.

In phase two, the synthesis phase, these ideas were analysed and then synthesised as a commentary on each of the Future Melbourne 2008 vision and goals. This commentary suggested directions for refreshing the 2008 plan. This was accompanied by a range of facts and statistics about the city.

Finally, phase three was the deliberative phase. A citizens' jury of 50 people was appointed to review and rewrite the Future Melbourne plan to make it relevant for the next 10 years to 2026. The jury was selected from the respondents to the over 7,000 invitations sent to people who live, work or own a business in the municipality. This resulted in a jury with a makeup broadly representing the municipal demographic, with a good mix of business owners, employees and residents, and a matching gender and age distribution profile.

The citizens' jury used the information produced in phases one and two to inform their review and rewrite of the plan. Over six weeks they deliberated online and in three and a half day sessions to produce their refresh of Future Melbourne 2026. In the final step in this phase the jury handed their draft of Future Melbourne 2026 over to the Ambassadors for their review.

The Ambassadors made a number of changes to the jury's version of the refresh to ensure clarity of expression and intent.

In August 2016 the Ambassadors commended Future Melbourne 2026 to Council. The plan will be a resource for future Councils to use when they develop their four-year Council plan and a basis for other groups and organisations in the city to chart a common course into Melbourne's future.

GLOSSARY

Melbourne	The municipality of Melbourne
City of Melbourne	The organisation called the City of Melbourne
Melbourne City Council	The elected officials of the City of Melbourne, the Councillors

THE VISION FOR MELBOURNE 2026

In 2026, Melbourne will be a sustainable, inventive and inclusive city that is vibrant and flourishing.

PREAMBLE

Future Melbourne 2026 sets out the community's aspirations for the city. It provides a foundation for individuals and institutions with an interest in the city's future to work towards common goals. The framework of goals and priorities builds on the strengths and attributes that make Melbourne the world's most liveable city now and for future generations.

This plan acknowledges that Melbourne is a city drawing proudly on Aboriginal culture, knowledge and heritage. Melbourne honours the people of the first nations who have shared their land with those who came later. Together, the descendants of Melbourne's first people and Melbourne's settlers will share traditional and new wisdom to realise the vision of a sustainable, inventive and inclusive city that is vibrant and flourishing.

A plan without accountability measures is insufficient and Future Melbourne 2026 calls on Council to set a suite of performance measures and targets within six months of the next Council taking office. The measures should be subject to the principles of participatory democracy that underpinned the development of Future Melbourne. This means that the selection of measures and targets, and their annual reporting and review, fully considers community concerns, aspirations and suggestions. The measures and targets create shared purpose, meaning and accountability not only for Council, but also for the many people, groups and organisations that will contribute to achieving Future Melbourne's goals and priorities.


HERALD SUN

GOAL 1: A CITY THAT CARES FOR ITS ENVIRONMENT

Sustainability is the basis of all Future Melbourne goals. It requires current generations to choose how they meet their needs without compromising the ability of future generations to also meet their needs. The city's urban ecology must be designed and managed as a dynamic whole to balance the interdependencies between its flora and fauna, microclimate, water cycles and its human, social and economic infrastructure.

Priority 1.1:

Maintain its urban biosphere.

Melbourne will restore and maintain its natural environment for the benefit of all its inhabitants, including flora and fauna. It will modify built environments in the municipality to include initiatives such as the urban forest, green roofs, vertical gardens and community gardens to mitigate the consequences of climate change, such as the urban heat island effect.

Priority 1.2:

Adapt for climate change.

Melbourne's teaching institutions, universities, research institutions and businesses will partner to develop the world's best responses to the impacts of climate change.

Priority 1.3:

Emit zero greenhouse gases.

Melbourne will become a zero net emitter of greenhouse gases by reducing its emissions and sourcing all of its energy from renewable sources.

Priority 1.4:

Capture and reuse stormwater.

Melbourne will conserve water and improve the health of its waterways by capturing stormwater. This will reduce both the potable water demand for irrigation and the pollution entering our waterways.

Priority 1.5:

Use resources efficiently.

Melbourne will maximise its resource efficiency by conserving, recycling and reusing its resources and spaces at every opportunity. It will close the waste loops and minimise waste production through resource recovery.

Priority 1.6:

Capture the sustainability benefits of urban density.

Melbourne's urban density will be well managed so that it yields the environmental, economic, social and health benefits that density can provide. All of the municipality's diverse activities will be integrated into a dense, liveable urban hub at the centre of a wider network of similar hubs across the metropolitan area.

GOAL 2: A CITY FOR PEOPLE

A city for people welcomes all. It is accessible, affordable, inclusive, safe and engaging. It promotes health and wellbeing, participation and social justice. A city for people has political, religious and intellectual freedom that nurtures a rich and dynamic culture. It respects, celebrates and embraces human diversity. People of all ages and abilities feel secure and empowered. Family-friendly design in city planning puts the community at the forefront.

Priority 2.1:

A great place to be.

Melbourne will be a great place to live, work and play at every stage of life. It will be welcoming, accessible, safe, clean and community focused, and will provide work, recreation and health facilities for all.

Priority 2.2:

A healthy community.

Melbourne will make health a priority with accessible and affordable physical and mental health services, including for those who are vulnerable and disadvantaged.

Priority 2.3:

Designed for and by people.

A Melbourne designed by the people and for the people will be a connected set of well-designed precincts or villages that celebrate and draw from their heritage, and where decisions reflect the priorities and views of an inclusive community.

Priority 2.4:

Affordable for all to live.

Melbourne will provide affordable options for accommodation, food and services. It will offer a mix of housing, facilities and recreation to support a diverse and inclusive community.

Priority 2.5:

Quality public spaces.

Melbourne will provide abundant public space for its diverse population. Through good design, our public spaces will be accessible, affordable, sustainable, safe and well-utilised. Spaces will be designed to facilitate social connections by encouraging diverse activities in an open and welcoming environment.

Priority 2.6:

Affordable community facilities and services.

Melbourne will provide affordable community facilities and services that contribute to our quality of life by encouraging people to meet and feel connected. These facilities and services will keep pace with the needs of an increasing population while maintaining our commitment to sustainability.

Priority 2.7:

An inclusive city.

Melbourne will be an inclusive community that encourages and responds to different voices, needs, priorities and rights. The contributions and human connectedness of all Melbourne communities will be encouraged, including marginalised and disenfranchised groups. Individuals with diverse backgrounds, ages and abilities will participate freely in the life of the community. Respectful consideration for others will be a way of life.

Priority 2.8:

A family-friendly city.

Parents, carers and children will be listened to and their needs catered for. Melbourne will have affordable, well-designed family homes and neighbourhoods suitable for raising children. There will be adequate and affordable maternal and child health services childcare, education and recreational facilities.

Priority 2.9:

Support the homeless.

There will be accessible, safe and supportive services and spaces for homeless people and effective pathways out of homelessness.

GOAL 3: A CREATIVE CITY

Melbourne encourages innovation and initiative. It fosters and values its creative community. It will invest in the creativity of people of all backgrounds and ability in all pursuits. Melbourne's reputation will attract and retain pioneers in the creative arts and innovation and enable them to contribute to the city's prosperity.

Priority 3.1:

Foster creativity.

Melbourne will support a culture that encourages brave and bold ideas which fuel the imagination across all areas, including cultural and artistic pursuits.

Priority 3.2:

Value the creative community.

Melbourne will foster local groups and individuals to develop a vibrant creative community and provide accessible spaces for creation, development, presentation and commerce.

Priority 3.3:

Celebrate creative diversity.

Melbourne will celebrate the creativity of all people across industry and all art forms. Melbourne will embrace and nourish communities and diversity. This will lead to an environment in which people of all backgrounds and ability will be empowered to participate in creative endeavour.

Priority 3.4:

Prosper by investing in creativity.

Melbourne will grow its brand as a creative city. It will attract and invest in creative industries and innovation as drivers of prosperity.

GOAL 4: A PROSPEROUS CITY

Melbourne will be regarded as an international destination by excelling in its chosen fields. Its entrepreneurs and businesses will thrive and all its people will enjoy its prosperity. The city will respond boldly to global challenges through thought leadership and innovation. Its leadership as a cultural destination will be a key to its national and international connections. State-of-the-art transport and telecommunications infrastructure will connect Melbourne to the world.

Priority 4.1:

A safe and flexible city.

Melbourne will be stimulating and safe at all hours of the day. It will be versatile for people and business to promote a better work-life balance for individuals and families, residents and visitors. This will be achieved through more efficient facility sharing, better transportation services, promoting inclusiveness, assisting businesses and celebrating this culture. There will be incentives to enable people and businesses to move away from a traditional 9-to-5 lifestyle and to promote flexibility and efficiency in all facets of life.

Priority 4.2:

Attractive and supportive for new and existing business.

Melbourne will be a place for the creation and growth of new business. Incentives and support will be provided to foster emerging business. The city will attract international investment and its enterprises will be competitive in global markets. As a prosperous city, Melbourne will support its businesses by ensuring they receive good information, connections and services. Risk-taking and inventive businesses will find the necessary infrastructure, people and environment to flourish.

Priority 4.3:

An events city.

Melbourne will host innovative local, national and global events. Sporting, cultural, knowledge and business events will attract investment, stimulate the economy and contribute to Melbourne's international reputation and brand.

Priority 4.4:

A great place to visit.

Melbourne will be a great place to visit. It will welcome all international and domestic leisure, business and student visitors. It will be dynamic, engaging and accessible. As a great place to visit, it will offer diverse experiences that are easy to find, enjoyable, encourage participation and help people connect.

Priority 4.5:

A philanthropic society.

Melbourne will champion philanthropy and the contribution of individuals and business to a strong, robust and equitable community. Citizens will embrace philanthropy through education about its value and celebration of its success.

GOAL 5: A KNOWLEDGE CITY

In a knowledge city, the collective power of mind and experience drives the city's prosperity, its ability to compete globally and the quality of life its people enjoy. It supports a well-resourced education and research system collaborating with business to produce a highly skilled and talented workforce, and a culture of innovation. It has a vibrant, collaborative and city-based lifelong-learning culture.

Priority 5.1:

Lead in early learning.

Melbourne will provide excellent childcare and early learning education for the community. It will plan for and respond to population growth.

Priority 5.2:

Lead in primary and secondary education.

High quality public primary and secondary education services and facilities will be readily available in the municipality and make Melbourne an attractive location for families with children of all ages.

Priority 5.3:

Lead in adult education, research and innovation.

Melbourne will value and promote its world-class universities and the vital role they play in its innovation-driven prosperity, cultural development and social life. The universities, other education and training institutions, businesses, governments and the broader community will collaborate to ensure that Melbourne remains a world-leading adult education city.

Priority 5.4:

Support lifelong learning.

Melbourne's community will draw on the municipality's diverse range of people and rich cultural assets, including learning institutions, museums and libraries to support lifelong learning. This will help people up-skill and reinvent themselves for the changing economy and foster the city's public intellectual life. Aboriginal knowledge will be at the heart of the city, readily visible to educate and broaden minds of children, visitors and locals alike.

GOAL 6: A CONNECTED CITY

In a connected city, all people and goods can move to, from and within the city efficiently. Catering for growth and safeguarding prosperity will require planning for an efficient and sustainable transport network. Technology and innovative forms of movement will play a significant role in changing the way people and goods move. The responsible agencies will collaborate with stakeholders to implement measures that make it easier for more people to make sustainable and smart choices as they travel to and around the city, whether by foot, bicycle, tram, bus, train or car.

Priority 6.1:

A great walking city.

Melbourne will be one of the world's great walking cities. Residents, workers and visitors will have easy walking access to the many activities available within the municipality. Walking will be an attractive way for anyone and everyone to safely get around their local area. A connected city gives top priority to walking by providing a comprehensive, fine-grained and good-quality pedestrian network.

Priority 6.2:

A great cycling city.

Melbourne will be a great cycling city. The municipality's bicycle network of streets, lanes and paths will be connected and safe and cycling will be attractive to people of all ages and abilities. The creation of cycle-only streets will encourage more people to ride. Cycling will also provide personal and public health, environmental and cultural benefits.

Priority 6.3:

Provide effective and integrated public transport.

Public transport will be an efficient and attractive way to travel within the municipality and throughout metropolitan Melbourne. The integrated system of rail, tram and bus services will be affordable, responsive to customer needs and fully coordinated with the municipality's cycling and walking paths. These services will be frequent, regular and reliable.

Priority 6.4:

Implement innovative and effective urban freight solutions.

Melbourne will have innovative and efficient freight logistics, infrastructure and vehicles that optimise the flow of goods locally and globally. Melbourne's freight system will strengthen the municipality's economy. It will be environmentally sustainable, and freight traffic will be designed and managed to enhance the municipality's liveability.

Priority 6.5:

Transition to future transport technologies.

Melbourne's built environment will be adapted and regulated to support the early adoption of new technologies such as driverless vehicles, intelligent traffic management systems and automated freight movement. Technology will be used to improve vehicle traffic flow, the efficiency of vehicle use, reduce congestion and make streets better places for people.

Priority 6.6:

Connect regionally and globally.

Melbourne will have fast and direct connections to Australia's network of major cities and to global cities in the Asia-Pacific region and around the world. High-speed passenger transport will connect Melbourne to the eastern seaboard's major cities and airports. Melbourne will have rail links to its airports. This connectivity will be essential for the prosperity and global competitiveness of Melbourne, Victoria and Australia.

GOAL 7: A DELIBERATIVE CITY

Melbourne will be a world leader in using participatory democratic approaches to decision-making. The diverse voices of Melbourne will be actively heard: there will be purposeful and considered dialogue, deliberation and accountable action. New information technologies will be harnessed to enable citizens to be deeply engaged with local governance processes.

Priority 7.1:

Lead in participatory democracy.

Melbourne will build on its record as a leader in participatory democracy to establish the city as a world-leading laboratory for participatory democratic approaches to governance and decision-making. This will provide models for other governments in Australia and globally. Participatory democracy in Melbourne will reach marginalised and disenfranchised communities. People will be well informed about the workings of their governments and how decisions are made.

Priority 7.2:

Empower local communities.

In Melbourne, the local knowledge and insights of the community will be harnessed to find creative solutions for local problems. Local communities will be encouraged to form groups and to build their capacity to be involved in decision-making.

Priority 7.3:

A collaborative city.

Many important issues and opportunities facing Melbourne will require integrated action from multiple parties. All levels of government, neighbouring local governments, businesses, public institutions and community will collaborate to deliver workable solutions for the city.

Priority 7.4:

Enable citizen engagement with new technologies.

New technologies will be used to harness people's feedback and enable participation in government decision-making. These decision-making and consultative processes will be open and transparent.

Priority 7.5:

Open up government data.

Government data will be a readily available public resource. Governments will be committed to governing using 21st century digital technology including enabling citizen developers with the tools to access government data. The data will be available in formats that allow innovative use. Open data will be core to the promise of more efficient and transparent government.

GOAL 8: A CITY MANAGING CHANGE

Melbourne will be a leader in managing change driven by growth and technological advancement. These changes will be well integrated into the life of the city for the benefit of all city users and in a way that preserves the city's historical and cultural identity.

Priority 8.1:

Manage for increased density.

Urban planning policies will encourage use of state-of-the-art building design, construction and management to ensure the sustainability and liveability of the city's built environment. As the city grows and develops, the diverse historical and cultural heritage that makes Melbourne special will be preserved and celebrated.

Priority 8.2:

An online city.

As an online city, Melbourne will have a universal and dynamic online culture connecting its people to each other and the world. A high percentage of people will access the internet via their choice of high-speed broadband providers and all will have access to the municipality's universal wireless internet connection. Data will be securely managed to protect the privacy of businesses and individuals and be used for the long-term benefit of the people of Melbourne.

Priority 8.3:

Plan infrastructure for the long-term.

Melbourne's long-term infrastructure planning will factor in the advent of new and emerging urban systems technologies that, for example, will disrupt the established ways people and goods move around and how power, water and food are produced and consumed. These technologies must be well integrated into the life of the city to optimise the benefits for all citizens.

Priority 8.4:

Lead urban technology innovation.

Melbourne must be actively abreast of technological changes and be at the leading edge of innovation in urban technologies. This will ensure that in the future its citizens will continue to have access to high quality services in the city.

Priority 8.5:

Use data to make a better city.

Access to good quality data about activity in the city will be an important driver of Melbourne's economy. This data will be used for the long-term benefit of the people of Melbourne. Data collected will be secured to protect the privacy of businesses and individuals in Melbourne. Commercial arrangements entered into by government will not constrain the public sector's access to data collected under those arrangements.

Priority 8.6:

Support people to transition to new technology.

Technology will be adopted swiftly in a well-thought out manner if it adds value to existing services and products. If services are replaced with new technology, the services and functionality will be still easily available to people who are not comfortable with or do not readily use new technology. Training, education and resources will be available to ensure people can acquire the skills required to understand and utilise new technology.

GOAL 9: A CITY WITH AN ABORIGINAL FOCUS

Aboriginal culture, knowledge and heritage will enrich the city's growth and development. For the Wurundjeri, Boonerwrung, Taungurong, Djajawurrung and Wathaurung people which make up the Kulin Nation, Melbourne has always been and will continue to be an important meeting place and location for events of social, educational, sporting and cultural significance.

Priority 9.1:

Acknowledge our Aboriginal identity.

Melbourne will proudly acknowledge its Aboriginal identity across all areas of the municipality and by 2026 there will be a treaty with the Kulin Nation.

Priority 9.2:

Educated about our Aboriginal culture.

Melbourne's community will be well educated about the municipality's Aboriginal culture, knowledge and heritage.

Priority 9.3:

Prosper from our Aboriginal focus.

Melbourne will be a city with economic opportunities created collaboratively with Aboriginal people. The promotion of international recognition for Aboriginal culture in Melbourne will bring economic benefits to the municipality.

Priority 9.4:

Engage Aboriginal people in urban land management.

Aboriginal experts will be consulted and involved on sustainable land management practices and implementing 'caring for country' principles in the management, planning and development of Melbourne's land.

How to contact us

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03 9280 0718	Ελληνικά
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03 9280 0720	Italiano
03 9280 0721	國語
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9am to 5pm, Monday to Friday
(Public holidays excluded)

CITY OF MELBOURNE

Final Evaluation Report for

City of Melbourne Future Melbourne 2026 – Evaluation of Community Engagement

(EY Sweeney Ref No. 26124) – V1

15 JUL 2016

EY Sweeney

EY Sweeney (a trading name of Ernst & Young)
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15 July, 2016
City of Melbourne (CoM)
Attention: Antony Cussen
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FINAL EVALUATION REPORT – Future Melbourne 2026 Community Engagement Program

Dear Anthony,

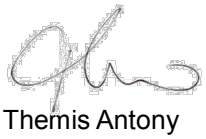
Enclosed is the Final Evaluation Report for the City of Melbourne's Future Melbourne 2026 Community Engagement Program evaluation.

This report has been prepared in accordance with the terms and conditions of the contract.

Please feel free to contact me if you have any questions.

Yours sincerely,

Lewis Jones
EY Sweeney
Managing Director, Melbourne



Themis Antony
EY Sweeney
Senior Research Consultant

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Report disclaimer

Our Report may be relied upon by the City of Melbourne for the purpose set out in the scope section/proposal only pursuant to the terms of our engagement letter dated 14 June 2016. We disclaim all responsibility to any other party for any loss or liability that the other party may suffer or incur arising from or relating to or in any way connected with the contents of our report, the provision of our report to the other party or the reliance upon our report by the other party.

Acronyms

CE	Community Engagement
CoM	City of Melbourne
ESL	English as a Second Language
IAP2	International Association for Public Participation
KEQ	Key Evaluation Questions

Definitions

Council	The City of Melbourne
CE Plan	Three-phase community engagement program
Participate Melbourne website	The website used for the Future Melbourne 2026 Community Engagement Program
Synthesis Report	The report generated in Phase 2 by external research consultants Global Research Group, also referred to as the ‘Bring your ideas together report’

Executive summary

EY Sweeney was engaged by the City of Melbourne (CoM) to evaluate the Community Engagement (CE) aspects of the Future Melbourne 2026 Project ("the project").

Background

In June 2015, the City of Melbourne made the decision to refresh its 2008 Future Melbourne plan using a community-led engagement program based on the principles of deliberative democracy in which decisions are made through a process of deliberation and not voting alone. The development of the refreshed plan involved extensively engaging a broad and diverse cross-section of Melbourne's community in the process. The International Association for Public Participation (IAP2) Core Values were drawn on to develop the engagement process. At the outset of the process, the City of Melbourne appointed six respected Melbournians as Ambassadors to oversee the community-led engagement program. Ambassadors' oversaw the program to ensure the consultation was inclusive, widely accessible and encouraged interactivity between participants.

The engagement process involved three phases. The first phase, referred to as the 'ideas phase', engaged the community in generating ideas for the refreshed plan through activities and a range of media. The second phase, referred to the 'synthesis phase', involved the analysis, collation and presentation of the 'ideas phase' into a report by an external research group. The third phase involved assembling a group of representative community members to form a Citizens' Jury. This jury was tasked with refreshing the Future Melbourne 2008 plan by identifying goals and priorities based largely on outcomes of the preceding two phases. The refreshed community-led plan would be reviewed by the ambassadors who would endorse a final version. This final version would be known as the Future Melbourne 2026 plan.

The City of Melbourne identified the following objectives of the Community Engagement:

1. Seek out and facilitate the involvement of people who are affected by or interested in this plan.
2. Acknowledge and build on existing relationships and networks and build new relationships to enable the plan's implementation.
3. Design a flexible engagement approach that enables organisations, institutions, groups and people to design, deliver or influence their participation now and into the future. This could include but is not limited to partnerships and co-design processes.
4. Work with organisations, institutions, groups and people to identify and prioritise topics, innovate and test/prototype new ideas.
5. Provide people with the information and opportunities they need to participate in a meaningful way (educate, raise awareness, translate complex information, experiential process, etc.)
6. Provide creative, diverse and accessible opportunities for people to understand, imagine, deliberate, learn from one another and agree on ways forward.
7. Be transparent at all stages of the plan's development and close the loop by communicating how contributions influenced the plan's development.

(CoM, 2016: Community Engagement Plan)

Evaluation scope

The current evaluation was conducted in late June to mid-July 2016, towards the conclusion of the final stage of the community engagement process. The evaluation focuses on the effectiveness of the design and delivery of the community engagement program. It is premature to evaluate achievement of the ultimate outcomes, impact on council decision-making or implementation of the Future Melbourne 2026 strategic plan. The evaluation was based on the City of Melbourne's Community Engagement Evaluation Matrix comprising nine Key Evaluation Questions (KEQs), aligned to IAP2 Core Values for public participation.

Methodology overview

Data was collected through 16 depth interviews with jurors, ambassadors and stakeholders and 1 stakeholder focus group between the 23rd of June and 1st of July 2016. Documents and communication materials used in the engagement process were also analysed.

Key findings

The table overleaf provides a summary of the key evaluation findings, which are supported by evidence from stakeholder consultations and analyses undertaken.

Conclusions/summary

Overall, findings suggest that the community engagement program fulfilled its objectives of meaningfully engaging a diverse cross-section of the community to generate a broad suite of ideas for Melbourne's future strategy. These ideas were reviewed and further refined by a randomly stratified sample of Melbourne's community, known as the Citizens' Jury, through a process of deliberation guided by professional facilitators and overseen by ambassadors. This process resulted in the development of the refreshed Future Melbourne 2026 plan.

Participants were well supported during the engagement process with information materials and the input, guidance and expert knowledge of selected experts and the ambassadors. Ambassadors recognised their role as guides and interlocutors, which did not involve directing or influencing the outcomes of jurors' deliberations. Both jurors and ambassadors overwhelmingly believed that the process was highly worthwhile and that the final plan was representative of the community's needs and vision. They also praised the City of Melbourne for applying the community engagement model and expressed a sense of pride and privilege about being involved in the process.

The extensive public consultation was considered by all stakeholders to deliver a more relevant and valuable outcome than other approaches. It was also believed to be more financially favourable to alternative approaches such as engaging external strategy consultants. Several lessons learned for application to similar future initiatives included applying longer timeframes to the preparation phase and addressing time-pressure issues experienced by jurors during the deliberative phase.

Summary of key findings and recommendations	
Area	**Details**
Overview	The evaluation indicates that the City of Melbourne has effectively engaged a broad spectrum of its community to generate ideas and assimilate these in a coherent vision for the Future Melbourne 2026 strategy. The three-stage process was perceived as a positive and productive process by the majority of evaluation participants, and overall was seen as a great success. Whilst largely effective, a number of lessons were learned during the process relating to tight timelines, and methods for even greater community representation.
Overall alignment with IAP2 Core Values	Overall, the community engagement aligned strongly with achievement of IAP2 Core Values for public participation, with a broad cross-section of the community participating meaningfully in the engagement process and receiving the necessary support and information to assist them throughout the engagement lifecycle. The process was believed to generate goodwill and ownership amongst community members with the development of a refreshed plan that reflects their needs and vision for Melbourne's future.
Addressing Key Evaluation Questions (KEQs)	Key Evaluation Questions were developed to determine the extent to which the community was successfully engaged in the process. These are presented and addressed below: ▸ **To what extent were those who are interested or impacted by the project engaged?** There was strong intent and good planning toward including a range of people in the process. In its implementation there seems to have been good reach, although some groups such as children, Indigenous people and those whose second language is English were perceived to be less visible throughout various phases of the process. ▸ **To what extent did communication materials and engagement activities enable meaningful participation?** Communication materials and engagement activities encouraged a widespread participation and were highly valued. 31 engagement events held over 7 weeks were attended by over 2000 people, reaching a broad demographic including vulnerable groups such as people with lived experience of homelessness. Communication materials were generally perceived to be clear and concise, had popular appeal and enjoyed a wide reach. The Phase 2 synthesis of 970 ideas generated in Phase 1, and the presence of experts and ambassadors who provided expert-knowledge and additional information, assisted jurors in the deliberative process. Both jurors and ambassadors were highly engaged in their roles and believed the engagement process enabled meaningful and impactful participation and contribution to the refreshed plan. ▸ **To what extent did input received from engagement influence the decision-making process?** The input received from the engagement process influenced the final Community Plan developed by the Citizen's Jury to a moderate to large degree. Not all jurors were abreast of the Synthesis Report generated in Phase 2 and there was a generally high but mixed level of commitment to adhering to the original ideas in the final plan. Jurors who were highly familiar with the Synthesis Report felt that they– along with ambassadors who had been involved in Phase 1 activities and were also abreast of the Synthesis Report - ensured the ideas generated in Phase 1 had direct influence on the final plan. ▸ **To what extent did the three-phase process enable the refreshed plan to be community owned?** The refreshed plan was successfully community owned as a result of wide-reaching, accessible and inclusive engagement with the broad community in Phase 1, as well as jurors' perceptions that they were being engaged in an authentic and meaningful process of collectively developing an impactful plan that would have a high degree of influence through the Citizens' Jury process. Jurors found the guiding input of the ambassadors to be valuable in developing the refreshed plan. In turn, ambassadors valued their role as interlocutors and guides in assisting jurors to faithfully represent the community's input and needs in the deliberative process. ▸ **To what extent did the City of Melbourne uphold the promises made to the community about their level of influence?** The promise of community involvement was upheld with Phase 1 seen as having genuinely involved a broad range of people in the process, as evidenced by the creation of two new goals. Jurors felt vitally involved during Phase 3 and believed that the process of collaborative deliberation was highly beneficial and yielded a refreshed plan which overall reflected key aspects of the ideas generated in Phase 1. ▸ **To what extent did the City of Melbourne provide feedback to participants on how their input influenced the decision(s)?**

Addressing Key Evaluation Questions (KEQs) (Cont.)	Participants felt that they had ample information to assist them engage effectively with the process. Document analysis indicates that the Council kept Phase 1 participants up to date with the process, and that the website was regularly updated. Interviews indicated that participants wish to remain informed of the decision-making process via regular email communications and website updates from the City of Melbourne. ▸ **To what extent was community engagement cost-effective?** Evaluation participants felt overwhelmingly that the process was good value, that the time and effort taken to consult extensively was worth the effort, and that the plan was substantially different and more valuable as a result. Those to whom financial information was visible also felt that it compared favourably to other approaches such as external strategy consultant fees. ▸ **Was the selected community engagement approach the best way to achieve the objectives?** The process was considered to be a highly effective means of developing a targeted and refreshed plan which reflected the community's input. Stakeholders believed that alternative approaches would not have engaged the community as comprehensively or generated the same degree of community ownership and buy-in. ▸ **Was the support received sufficient to design and deliver the engagement program? (This question was directed at City of Melbourne staff)** City of Melbourne staff found the support they received to be helpful and highly facilitative of the engagement process, however, they indicated that greater timeframes would have been more beneficial to planning. Jurors credited the support received with enabling them to make confident decisions in short timeframes, however, they also experienced significant time pressure during the deliberative process as a result of the high volume of material requiring consideration. Ambassadors were cited by jurors as providing invaluable guidance and expert-knowledge which assisted jurors to consider key issues without being directive of or influencing outcomes for the refreshed plan.
Lessons learned	▸ The evaluation highlighted a number of lessons which could be applied in similar initiatives in the future. These include a longer lead time in planning and preparation for City of Melbourne staff and the finding that a majority of jurors felt the deliberative process was time-pressured as a result of high volume of material requiring attention. These will be discussed in full in the final report.

1. Introduction and Context

This section provides an overview of the background and policy context of the Future Melbourne 2026 Project and the rationale for the evaluation commissioned by the City of Melbourne.

1.1 Background to the Future Melbourne 2026 Community Engagement

Community engagement programs strengthen connections between government, citizens and communities by giving community members a forum to discuss a range of issues that directly impact on them. If implemented effectively, community engagement programs can create and maintain a relationship between decision makers and the community and allow governments to tap into the diverse perspectives of citizens to improve decision making processes. Further, these programs can be enhanced through the application of the principles of deliberative democracy.

Deliberation is defined as the process by which individuals can weigh the merits of conflicting arguments through a discussion process. A deliberative democracy refers to the inclusion of common citizens in the process of policy making and deliberation, as well as reform debates. Deliberative democracy is an opportunity for a governing body, such as the City of Melbourne, to give a voice to members of the community. This form of community engagement has been successfully used as a citizen-led model in liberal democracy reform processes around the world. If conducted effectively, it can give the community an active role in reform debates and a feeling of ownership over the ideas generated and subsequently implemented (Kildea, 2013; Tutui, 2012).

1.2. The Future Melbourne 2026 Community Engagement

In June 2015, the City of Melbourne made the decision to refresh its 2008 Future Melbourne plan using a community engagement program based on the principles of deliberative democracy. The intention of the refreshed plan would be to guide all aspects of the city's development, prosperity and liveability to ensure its standing as the world's most liveable city.

The development of the refreshed plan involved extensively engaging a broad and diverse cross-section of Melbourne's community in the process. The International Association for Public Participation (IAP2) Core Values were drawn on to develop the engagement process, and at the outset of the process, the City of Melbourne appointed six respected Melburnians as Ambassadors to oversee the engagement program. Ambassadors' oversaw the program to ensure the consultation was inclusive, widely accessible and encouraged interactivity between participants.

The collective community-led vision for change aimed to deliver significant benefits to the community as a whole, as collaborative decision-making offered the potential to unearth opportunities that may be otherwise overlooked. Involving the community would also be more likely to allow them to develop 'buy-in' to the new plan and develop a sense of ownership of the subsequent changes implemented by the Council.

The engagement program was launched by the Council in February 2016 and consisted of the following three phases.

- **Phase 1: Share your ideas**

  From February to 31 March 2016, the community was engaged in generating ideas for the refreshed plan through activities and a range of media including face-to-face workshops, forums, seminars and online activities.

- **Phase 2: Bringing your ideas together**

  In April 2016, the ideas generated in Phase 1 were analysed, collated and presented in a comprehensive report by an external research group which was published on the Participate Melbourne website.

- **Phase 3: Deliberation**

  From May to June 2016, a group of representative community members were assembled using a process of random stratified sampling to form a Citizens' Jury. This jury was tasked with refreshing the Future Melbourne 2008 plan by identifying goals and priorities based largely on outcomes of the preceding two phases.

The resulting refreshed community-led plan is currently being reviewed by the ambassadors for their endorsement. This final endorsed version will be known as the Future Melbourne 2026 plan.

The City of Melbourne identified the following objectives of the Community Engagement:

1. Seek out and facilitate the involvement of people who are affected by or interested in this plan.
2. Acknowledge and build on existing relationships and networks and build new relationships to enable the plan's implementation.
3. Design a flexible engagement approach that enables organisations, institutions, groups and people to design, deliver or influence their participation now and into the future. This could include but is not limited to partnerships and co-design processes.
4. Work with organisations, institutions, groups and people to identify and prioritise topics, innovate and test/prototype new ideas.
5. Provide people with the information and opportunities they need to participate in a meaningful way (educate, raise awareness, translate complex information, experiential process, etc.)
6. Provide creative, diverse and accessible opportunities for people to understand, imagine, deliberate, learn from one another and agree on ways forward.
7. Be transparent at all stages of the plan's development and close the loop by communicating how contributions influenced the plan's development.

(Engagement and Communications Plan, 2016)

1.3 Evaluation objectives

The aim of this summative evaluation is to evaluate the community engagement process including elements of design and delivery, which in turn aimed to meet the Future Melbourne 2026 project's ultimate objectives and outcomes.

The evaluation measured the community engagement process against the IAP2 Core values (See Appendix 1) for Public Participation using the City of Melbourne's Community Engagement Evaluation Framework (See Appendix 2). It also considered elements of effectiveness, efficiency and appropriateness in light of the specific Community Engagement Objectives.

Table 1. Evaluation objectives

Table 1: Evaluation objectives	
Objective 1	▸ Review the community engagement process
Objective 2	▸ Ascertain to what extent the consultation adhered to the IAP2 Core values using the Future Melbourne Evaluation Matrix
Objective 3	▸ Assess the effectiveness (and other aspects) of the community consultation against the City of Melbourne's Community Engagement Objectives
Objective 4	▸ Document lessons learned to inform future community consultation endeavours.

1.4 Scope of the evaluation

The evaluation focused on a small part of the project. Overall, the refresh of the Future Melbourne Plan involves the construction of a strategic plan for the city, however, the current evaluation is limited to evaluating the engagement of the community in contributing to the refresh of the Future Melbourne 2026 plan.

The current evaluation was conducted in late June to mid-July 2016, towards the conclusion of the final stage of the community engagement process. The evaluation focuses on the effectiveness of the design and delivery of the community engagement program. It is premature to evaluate achievement of the ultimate outcomes, impact on council decision-making or implementation of the Future Melbourne 2026 strategic plan. The evaluation was based on the City of Melbourne's Community Engagement Evaluation Matrix comprising nine Key Evaluation Questions (KEQs), aligned to IAP2 Core Values for public participation.

The evaluation framework contains some questions relating to impact and outcomes of the community engagement process. The evaluation data collection took place in the same week as the final Jury meetings of Phase 3 and prior to the deliberation of the ambassadors and presentation of the outcomes to Council.

1.5 Evaluation framework

The City of Melbourne provided a Community Engagement Evaluation Framework. In the initiation phase of the project we identified and agreed some changes to the original version. The updated and agreed version is attached in Appendix 3. Changes included:

- **Clarification of evaluation questions in the original Community Engagement Evaluation Framework**: the original framework developed by the City of Melbourne was mapped closely to the IAP2 Core Values for public participation. Some of these values, however, focus on the ultimate outcomes of the engagement processes, such as influence of engagement on decision-making processes. As the ultimate impact of evaluation on Council decision-making is not yet known, the scope of the current evaluation focuses solely on the effectiveness of the design and delivery of the engagement program. As a result, some evaluation questions were reworded to match the evaluation's aims.
- **Addition of community ownership evaluation question**: an evaluation question examining the extent to which the engagement program enabled the refreshed plan to be community owned was added to gauge the effectiveness of the program at generating a plan which was perceived to be community owned.
- **Addition of evaluation question about the best way to achieve community engagement**: an evaluation question was added to determine stakeholders' views on the extent to which the community engagement process was perceived to the optimum way to achieve the objectives for the refresh (outlined in Section 1.2 above)

1.6 Structure of this report

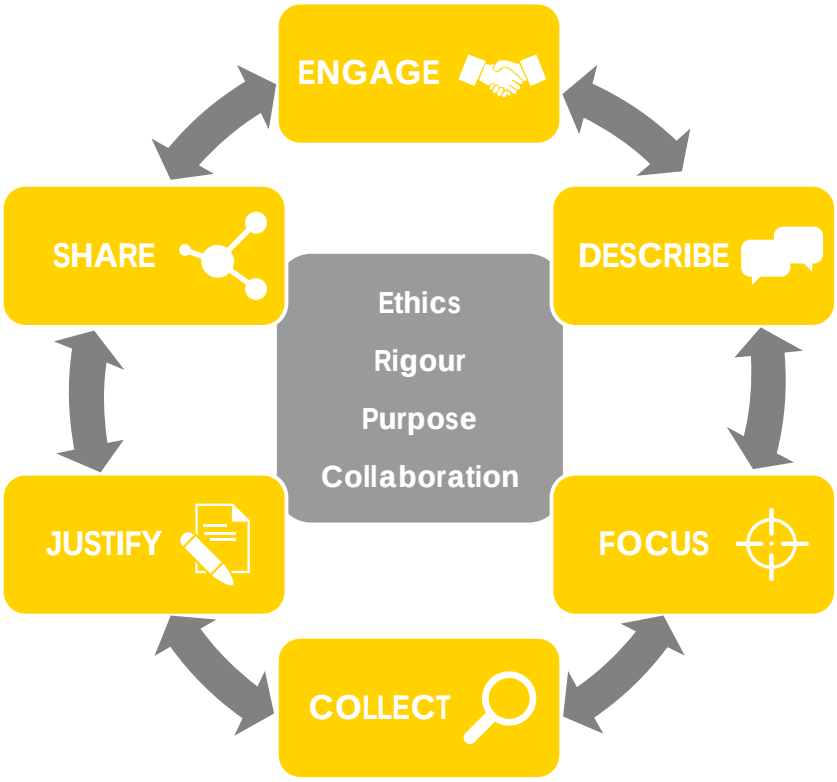
This evaluation report is structured as follows:

- Section 2 provides an overview of the evaluation methodology;
- Section 3 answers the key evaluation questions laid out in the evaluation framework;
- Section 4 outlines the extent to which appropriateness, effectiveness and efficiency of the Community Engagement has been demonstrated;
- Section 5 provides a discussion of the lessons learned and themes or issues which could apply to similar programs in the future;
- Section 6 provides a summary of the conclusions which emerged from this evaluation;
- Appendices include a copy of the IAP2 core values and the Evaluation Framework, and the Community Engagement Objectives.

2.Methodology

The EY Sweeney Policy and Program Evaluation unit has developed an Evaluation Framework that helps to guide the way we approach evaluation (see diagram below). Our Framework is based on best practice frameworks developed both in Australia and internationally.[1]

The Framework acknowledges the typical stages of an evaluation project using language that highlights the differences between an everyday research project and an evaluation project (yellow boxes). It also conveys the way in which we like to work on evaluation projects (light grey box). The arrows reflect the cyclical nature of evaluation, the flexibility to move back and forth through the evaluation stages, and the continuous improvement of programs using evaluation evidence.



We have used this Framework to guide the way we have approached this evaluation. Table 2 on the following page outlines an overview of the methodology used to evaluate the Community Engagement Program following the six-staged approach of our Evaluation Framework…

[1] Better Evaluation, http://betterevaluation.org/plan; Centers of Disease Control & Prevention (1999), Framework for Program Evaluation in Public Health, *MMWR*, *Vol. 48* / No. RR-11; NSW Government, http://www.dpc.nsw.gov.au/search?q=evaluation%20framework.

Table 2. Evaluation Methodology

A six-staged evaluation framework approach			
Framework Stage	**Indicative timing**	**Key activities**	**Outputs/deliverables**
1: Engage	Week commencing 6th June	Contract exchange	Signed contract
		Inception meeting Review project background and consultation material Discus evaluation methodology and report structures, including timelines	Program documentation for review Agreed evaluation methodology and timeline
2: Describe & **3: Focus**	Week commencing 13th June	Confirm the key evaluation questions Map the stakeholders and appropriate data indicators/measures to be used Develop interview protocols Obtain interviewee contact details, commence scheduling interviews	Data collection instruments Interviewee first contact
4: Collect	Week commencing 20th June thru 1st July	Schedule and conduct consultations with key stakeholders (Interviews run over 2 weeks to 30th June)	Qualitative data from interviews
5: Justify	Week commencing 27th June thru 8th July	Collate, analyse and triangulate data	Summary of early indicative findings in the form of an executive summary by 8th July
6: Share	Weeks commencing 11th July (draft report) and 18th July (final report)	Reporting Reporting	Draft Evaluation Report (15 July 2016) Final Evaluation Report (22 July 2016)

2.1 Profile of evaluation participants

This evaluation included input from 4 participant groups.

- Phase 1, 2 & 3: Council Staff
- Phase 1 and 3: Melbourne Ambassadors
- Phase 1: Other stakeholders and Branch Drivers
- Phase 3: Citizen's Jury Members

Table 3 provides a summary of the number of evaluation participants by stakeholder type by the method of data collection used for each.

Table 3. Sample Frame by Data Collection Method

Target audience/stakeholders	Number of interviewees	Number of focus groups
Council Staff – range of positions		1
Other Stakeholders and Branch Drivers	8	
Citizen's Jury Members*	6	
Melbourne Ambassadors	2	
Total	**16**	**1**
Total participants	**20**	

*including more and less satisfied members, and a mix of genders and ages.

2.2 Data analysis techniques

2.2.1 Qualitative data analysis

The proposed methodology primarily utilised qualitative data collection techniques. A thematic analytical framework was adopted to structure the classification and interpretation of the qualitative data. Analysis was led by qualitative analysts from the EY Sweeney research group.

Detailed notes from the stakeholder interviews were collated and shared across the interviewers. First, working individually, interviewers categorised key themes in their data against a coding framework, which was derived from the key evaluation questions.

Second, all data was triangulated by evaluation question and emerging themes, to compare and detect differences between groups (e.g. staff and decision makers versus other groups), or to triangulate between findings of the interviews and findings from the desktop document review (outlined in Section 2.2.2 below). Third, the triangulated data was individually and collectively evaluated according to pre-defined success criteria.

2.2.2 Desktop review and document analysis

The City of Melbourne provided access to an extensive range of documents and program data to support the evaluation.

Overall, approximately 27 documents were provided and analysed. Some documents were predominantly used to support the background briefing and program orientation of the evaluators. Others were used directly as sources of data to address evaluation questions. Sources are referenced where relevant. A full resource list can be found in section 7 on page 46.

2.3 Data considerations and limitations

The evaluation has some limitations which should be borne in mind when reading this report.

- The evaluation was conducted prior to the conclusion of the Future Melbourne 2026 strategic plan. As such, the evaluation is limited in the extent to which it can comment on the ultimate outcomes of the community engagement program.
- The interviewees were hand-picked for inclusion by the City of Melbourne. In the selection process, the City of Melbourne aimed to include a mix of ages, genders and people perceived to hold more and less positive views of the process, however it was a relatively small pool of interviewees, and is not a generalisable nor necessarily representative sample.
- Comments about the success and reach of Phase 1 activities and communications have been inferred from the perceptions of jurors, ambassadors and CoM staff involved in organising Phase 1 activities. The perspectives of community members who were only involved in Phase 1, or who elected not to participate for some reason, were not captured in the evaluation.
- In order to conduct data collection and deliver rapid evaluation findings, interviews were not transcribed and qualitative analysis was based on interviewer notes. This method is potentially more likely to be influenced by researchers' perspectives than analysis based on transcription.

3 Evaluation Findings

This section systematically answers each of the key evaluation questions, blending the qualitative data from consultations with evidence from secondary documentation to rate success against each question.

The Key Evaluation Questions are listed below:

1. To what extent were those who are interested or impacted by the project engaged?
2. To what extent did communication materials and engagement activities enable meaningful participation?
3. To what extent did input received from engagement influence the decision-making process?
4. To what extent did the three-phase process enable the refreshed plan to be community owned?
5. To what extent did the City of Melbourne uphold the promises made to the community about their level of influence?
6. To what extent did the City of Melbourne provide feedback to participants on how their input influenced the decision(s)?
7. To what extent was community engagement cost-effective?
8. Was the selected community engagement approach the best way to achieve the objectives?
9. Did you receive the support you needed to design and deliver the engagement program? Were there any barriers or enablers?

Ratings for each of these evaluation questions are included in Table 3 below.

Table 4: Rating for each Key Evaluation Question

Key Evaluation Questions Rating		
Key Evaluation Questions	**Limitations**	**Rating**
To what extent were those who are interested or impacted by the project engaged?		
To what extent did communication materials and engagement activities enable meaningful participation?		
To what extent did input received from engagement influence the decision-making process?		
To what extent did the three-phase process enable the refreshed plan to be community owned?		
To what extent did the City of Melbourne uphold the promises made to the community about their level of influence?		
To what extent did the City of Melbourne uphold the promises made to the community about their level of influence?	Due to the evaluation taking place prior to the Council's decision making process, this question is rated on the basis of how effectively paticipants were informed of the process, their role and expectations, as well as how effectively they were informed, consulted, involved and how well collaboration was achieved.	
To what extent did the City of Melbourne provide feedback to participants on how their input influenced the decision(s)?	Due to the evaluation taking place prior to the Council's decision making process, this question is rated on the basis of how effectively and regularly participants were provided with feedback throughout the life-cycle of the engagement process and beyond.	
To what extent was community engagement cost-effective?		
Was the selected community engagement approach the best way to achieve the objectives?		
Was the support received sufficient to design and deliver the engagement program? (This question was directed at City of Melbourne staff)		

The evaluation questions, including reasons underlying ratings, are explored in the section below.

KEQ 1: To what extent were those who are interested or impacted by the project engaged?

Rating: Good

This evaluation question is examined with reference to each phases of the community engagement program.

Phase 1

To ensure the community consultation engaged representative members of the community, a stakeholder mapping and analysis was conducted prior to the program's commencement. Analysis of program documentation indicates that the mapping was thorough, included significant detail, was methodical and developed in partnership with the City of Melbourne's Branch Drivers who are assigned to specific portfolio areas that largely represent the broad range of citizens in the community. The stakeholder mapping was developed with the intention of informing Phase 1 of the engagement process.

It is less clear to what extent the stakeholder analysis was used to determine the range of stakeholders which required targeting. It is also unclear whether the analysis was prepared in enough time to significantly shape, influence or guide the engagement activities. This uncertainty was reflected in the mix of comments from interviewees: some believed the stakeholder targeting was done well, others believed that gaps existed in the mapping and another group believed the mapping was a procedural exercise rather than one which benefitted from practical implementation. In addition, it was noted that despite the mapping documenting targeted stakeholders, there were challenges in engaging all identified groups, such as youth, the elderly and Indigenous groups.

Phase 2

Phase 2 was led by the City of Melbourne with the assistance of external research consultants and a team of experts, which included the six Ambassadors. Ambassadors were selected on the basis that they possessed subject-matter expertise in an area of relevance and that they were independent from the City of Melbourne. They were selected based on a number of criteria outlined in the 'Jury Handbook' (2016f, p.14) and the 'Terms of Reference: Ambassadors Group" document (2016j) and also engaged with the community in the Phase 1 of the program.

The City of Melbourne commissioned an external research group to develop the Synthesis Report which comprehensively analysed, collated and presented the ideas generated in Phase 1.

Phase 3

In Phase 3, the City of Melbourne ensured a representative sample of the community was approached using random stratification sampling which was based on the requirement that Jury members either live, work or operate a business in Melbourne. This strategy is outlined in further detail in the 'Jury Handbook' (2016f, p. 9) and in Rimmer's (2016) 'Proposed Jury Selection Methods'.

As a part of the sample stratification process, the City of Melbourne distributed 8873 invitations proportionated according to population statistics. The MosaicLab (2016, p.2) report indicates that these invitations were sent to 5001 residents, 1916 workers and 1956 business owners in the Central Business District (CBD). The response rate to the invitation was relatively low with only 106 people responding (1.2%), from which 60 people were selected (MosaicLab, 2016, p.2). Overall, with the exception of certain stakeholder groups as outlined below, it was believed by that this resulting jury was largely representative of the municipality.

Areas of underrepresentation

Despite the intention to canvass wide opinion and select a jury representative of the citizens, some groups were perceived as under-represented in all phases. A further limitation to representativeness occurred as a result of each aspect of the engagement involving an element of self-selection, which affected representation irrespective of good planning and intention via the stakeholder mapping activities

and the stratified approach to jury invitation. Groups which the evaluation participants identified as being less well represented included:

- **Children and young people…** Children and young people were identified as less visible throughout Phase 1 and Phase 3. This has been partially attributed to difficulties in recruiting these groups, as well as to youth groups having been informed too late about the process. Lack of visibility during events, however, did not necessarily result in a lack of participation. For example, child care centres included the ideas phase into their curriculum which resulted in the production of a document outlining the ideas of Melbourne's children as young as three years old. This resulted in the jury using this 'children's report in Phase 3 as an important point of reference.

  Similarly, document analysis indicates that young people may have taken part in face-to-face events that did not generate an audience analysis and that could have also contributed to pop-ups or to ideas submitted via online channels. For example, the 'Future Melbourne Engagement Infographic' shows that 34 young people contributed individual ideas (Infographic Engagement, 2016h) during Phase 1.

- **Businesses…** The representation of businesses in Phase 1 was also questioned by a number of interviewees across stakeholder groups. Some participants argued that large and small businesses lacked representation, with the majority of businesses participating having been medium-sized. Other stakeholders countered this argument stating that large businesses only make up a very small proportion of Melbourne's central business district with around 85% of businesses being small businesses. They further stated that limitations in small business representation likely occurred due to small businesses being unable to attend events due to time-pressure and staff restrictions rather than a lack of interest or awareness of the engagement process.

- **Aboriginal and Torres Strait Islander**…This group was perceived to be under-represented both during Phase 1 and Phase 3 by most interviewees. The diversity of invited speakers and jury members could have been more inclusive in this respect. As a result of this, during Phase 3, a small group of jury members requested access to Aboriginal and Torres Strait Islander representatives to facilitate their engagement. This approach, however, along with this small group and the facilitators not informing the broader jury of the proposed consultation with Indigenous groups, was criticised. Additionally, it was believed that the information collected from this group was limited and not necessarily representative of the Indigenous group's ideas and visions for the Future Melbourne 2026. Additionally, it is important to note that some Aboriginal and Torres Strait Islanders may have participated but not identified their cultural status. This occurred with one jury member who identified as an Aboriginal and Torres Strait Islander on the final jury day.

- **English as a Second Language (ESL)…** Melburnians speaking English as a second language were considered to have been under-represented in Phase 3. The 'Jury Handbook' outlines that about 38 per cent of people living in Melbourne speak another language at home (2016f, p. 17), yet jury members stated English language capacity was an essential criterion for participation in the Citizen's Jury thus excluding participation by those for whom English is a Second Language and who are also not highly proficient in English. Thus, the criterion for English language proficiency might have restricted some parts of the population from full engagement.

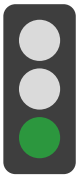
- **Time limitations…** Generally, time-limitations were identified as a barrier for engagement. This was the case in Phase 1 and 3. Additionally, the initial recruitment and planning phase was identified as time-restricted which limited the time available to plan tailored engagement approaches to reach vulnerable or harder to reach groups, for example the development of alternative events or communication materials from those intended for mainstream use :

  For example, had there been more time to plan engagement strategies, there could have been more time to implement targeted engagement activities through existing, trusted networks to increase the quality of engagement with vulnerable and hard to reach groups. This might have enabled more extensive and meaningful engagement, particularly for groups who are less inclined to and experienced at contributing to a community engagement activity and for whom strategic planning for the future might be an entirely new experience. MosaicLab (2016, p.5) also suggest that the short

timeframe impacted on the recruitment of jury members. Late invitations may have resulted in otherwise interested people being unable to participate due to a clash of scheduling with other commitments. They also indicate that a greater timeframe would have allowed for the more successful recruitment of young people. (MosaicLab, 2016, p.5, 8).

Lessons learned

- Future community engagement involving widespread consultation and deliberation requires a planning phase with greater lead time to allow optimal consideration for development and implementation of activities and the development of more targeted strategies to engage less vocal, vulnerable or hard to reach groups. The range of community engagement activities in Phase 1, including the “Participate Melbourne”, site are a good core for enabling participation and reaching people who are impacted and interested in city issues. However, tailored engagement for vulnerable and hard to reach groups needs to be prioritised to ensure that less vocal or prominent voices are heard in future community engagement endeavors.



KEQ 2: To what extent did communication materials and engagement activities enable meaningful participation?

Rating: Adequate to Good

Communication material

Phase 1

Communication materials developed in relation to the Future Melbourne 2026 plan were distributed through a wide range of channels[2], with interviewees also stating that complimentary or additional material was regularly and rapidly uploaded to the "Participate Melbourne" website. Overall, communication material was perceived to be clear, concise and to establish a wide reach amongst community members. The ability of community members to comment on ideas posted on the website and to view other people's comments and votes was also seen as a strength.

The high level of participation in Phase 1 strongly indicates that participants were meaningfully engaged during this phase. The website generated nearly double the target number of ideas (970) in Phase 1[3] , and 1050 participants requested updates by topics of interest on a regular basis.

In terms of areas for improvement, CoM staff felt lack of time or human resources limitations impacted on the development of targeted communication material and strategies that could have further increased the reach of the engagement. For example, the functionality of the website on mobile devices had not been tested and was not as effective as it could have been. Complications associated with web contributions through mobile phones might have limited the engagement of young people who tend to rely on digital communication or other groups who may have used their mobile phone as a primary source of engagement.

Social media could have been more optimally strategised and alterations in tailoring of language to different target audiences could have increased reach. One participant commented that the material "engaged people who get this stuff" but did not necessarily reach out to others who were less naturally inclined to engage with such an initiative. Inclusion could have further been improved by making the communication material more diverse in relation to language and ethnic representation. For example the 'promotional city' video was cited as including only Caucasian people.

Phase 2 & 3

Stakeholder interviews, supported by the perspective of MosaicLab (2016, p.3) indicate that the jury received extensive information about the Citizen's Jury process, as well as the Synthesis Report collating and presenting the data from the ideas phase. Some jurors reported that there was a lot or too much information, with one stating "If you read it all, you would be drowning in it".

The document containing the most detailed information for jurors to imbibe was the 'Bringing your ideas together' (Global Research, 2016) report. Most of this data was presented in written form. The report was perceived as well structured and comprehensive, despite some feeling it was too detailed. Others perceived the structure to be too constraining as a result of it mirroring the 2008 report too closely.

The jury was able to request additional information if needed which they stated was highly valuable. This additional information was provided by juror requests to be briefed by external experts in selected subject areas, as well as being able to call upon the expert knowledge of the ambassadors who were largely present for the majority of jurors' deliberations. Further, the jury had access to a private website

2 The material included post cards, posters, infographics, the website, pop-ups and newsletters, amongst other material. Examples of these documents are 'Engagement and Communications Plan' (2016d), 'What's Your Big Idea for The Future of Melbourne (Flyer)' (2016k), 'What's Your Big Idea for The Future of Melbourne (poster)' (2016l) or the 'What's Your Big Idea for The Future of Melbourne (Voting sheet)' (2016m).

3 Infographic Engagement', which states about 970 good ideas in Phase 1 instead of the 500 good ideas aimed for (2016h)

to discuss and deliberate ideas, which they found to be of considerable valuable and to assist with the deliberation process (Participate Melbourne, 2016h).

While most jurors found the written material helpful, some jury members were concerned that fellow jurors that spoke English as a Second Language (ESL) or did not have an academic background may have struggled with the quantity and complexity of written information. Our findings, consistent with the MosaicLab report (2016, p.6), found that the jury highly valued the fact that all materials were provided online, were easily accessible, and that the online discussion board was helpful. Interviews further highlighted that jury members appreciated the facilitators printing out the material for those who were unable to read it before the sessions. Our interviewees did not report problems with the functionality of the online site for jurors; however, the MosaicLab (2016) report suggests that this was the experience for some.

Engagement activities

Phase 1

Both document analyses and interviewees suggest that the engagement activities such as forums, seminars and workshops were highly valued. There were a significant number of events held within 7 weeks, and these appear to have been varied in type, location, target audience and format (Infographic Engagement, 2016h). The 'Consultation Location Summaries' indicate that events were generally well attended (Consultation Location Summary, 2016), and events each included from approximately 30 and up to 500 people.

Groups all represented unique opportunities for people to gather and get involved. Interviewees, particularly the CoM staff and stakeholders with organisational roles, felt that face-to-face events were essential complements to the online processes and engaged people who would have otherwise not been involved. Examples of such groups are Melburnians experiencing homelessness, who reported to event hosts that they would not have posted ideas to the Participate Melbourne website of their own accord, but that they appreciated the opportunity which enabled them to get involved as their ideas were posted to the site by event hosts on their behalf.

Phase 3

Generally the jury experience has been valued as very collaborative and marked by a high degree of meaningful engagement. During jury days, facilitators engaged the jury in a number of different activities to deliberate, vote and create visions and goals for the Future Melbourne 2026 jury report aimed to influence the Council's planning. The diversity of activities was appreciated, with jurors indicating they were largely effective at engaging a range of personality types. Despite some outspoken jury members who were perceived to 'hijack' the conversation at times, it was ensured that shy and outspoken individuals were heard. Examples of activities conducted during the jury process included facilitators getting everyone to stand in a line to physically represent their standpoint or getting people to put labels on ideas.

In addition to the activities, helpful decision making techniques were used such as emotional decision making and voting techniques. The voting process was further supported through the ambassadors' guidance. Ambassadors asked jury members critical questions to make them think in ways they had not considered in addition to providing rapid feedback on draft sections compiled by the jury.

Time was stated by jurors and ambassadors as being a significant limitation to the process. Initially scheduled to be conducted over three days from 9am to 5pm including breaks ('Jury Handbook', 2016h, p.11), the jury requested extra time resulting in a half day extension. In addition to the face-time required of jury members, they needed to invest another estimated two days in preparation. This included reading the material and voting on ideas online. Not all jury members were able to complete the readings required, with some not reading the jury handbook and others not completing the readings for the deliberations. The inability of some jury members to read all the material provided to them did not, however, reduce their meaningful engagement with the process.

The limited time available further cut deliberations short at times and this did have an impact on many jurors' capacity to meaningfully contribute to some of the deliberations. This has been described through scenarios in which ten people wanted to comment on ideas yet only six were able to have their say due to the time constraints. As a consequence, some jury members felt insufficiently informed. This resulted in some jurors voting based on the data produced in the ideas phase and others voting based on their own knowledge and areas of interest. These time limitations were therefore perceived to result in inconsistency in decision making at times, and created discomfort for some jury members during the activities. Generally, jury members needed more time to consume and digest the information provided before voting. The MosaicLab (2016, p. 5, 7) report revealed that it would be beneficial for jurors to space out jury days to provide more time for preparation.

> *"The final session to the final 'walk through' of the jury report was invaluable and I'd recommend this be considered for the future jury work. By the last session, we had a much better handle on how the process worked and were working particularly effectively as a whole group. The days in between the sessions were also important to enable time for reflection and recovery" (Juror)*

Some jury members suggested that the importance of reading the ideas report should be communicated more clearly at the beginning of the process. People that had previously been part of citizen's juries could be invited to share their insights about the process and the ambassador feedback could be reviewed at the beginning of each jury session.

Lessons learned

- Timing is crucial both for the development of quality communication material and for activities conducted.
- Communication materials and activities in a range of forms, locations and formats were a necessary parts of the consultation process which helped to meaningfully engage a range of citizens. In addition to online participation, face-to-face events are effective ways to engage large numbers of people and for some groups are necessary to assist participation.
- Communication materials and activities could be more meaningful and more effectively tailored to specific audiences with more time or human resources.
- Citizens' jury members appreciate information but it needs to be managed carefully so as not to over-burden participants. A mix of verbal, written and multi-media input is helpful, and creative facilitation techniques also help engender meaningful engagement with content and with the process of deliberation.

KEQ 3: To what extent did input received from engagement influence the decision-making process?

Rating: Good

As this evaluation focuses on the engagement of the community in the development of the Future Melbourne 2026 Plan and precedes the Council's decision-making process in relation to the refreshed juror's plan, this evaluation question will focus solely on the influence of the Phase 1 ideas generation and Phase 2 'Bringing your ideas together' report (Global Research, 2016) on influencing the jury's deliberative process and final report content.

Community engagement representation

Reports from jurors, ambassadors and CoM staff indicate that, overall, the ideas generated in Phase 1 established the foundation for the jury's scope and areas of discussion and interest. This was reflected in the key topic areas of Creative Melbourne, Digital City, Water, Climate Change, Indigenous Melbourne and Sustainability, each of which had a clear link to the ideas phase. Therefore, the Phase 1 community engagement had a solid influence on the structure of the material which informed the jury's decision-making process.

Reports from some jurors and one ambassador, however, indicate this influence was often not direct. There was also some sense that jurors might not (at least initially) have been clear about the extent to which they were expected to use and rely directly on the Phase 1 findings and resultant Phase 2 'Bringing your ideas together' report (Global Research, 2016) versus the extent to which they were tasked with developing fresh thinking and ideas. Some individuals reported that the 'Bringing your ideas together' report (Global Research, 2016) was read and imbibed thoroughly by a relatively small number of jurors, but that the majority of jurors had not read the 'Bringing your ideas together' report (Global Research, 2016). Notwithstanding this, the ideas generated in Phase 1 still managed to have a solid - though not comprehensive - influence on the decision-making process, owing primarily to two factors:

- The presence of the ambassadors who brought first-hand knowledge of Phase 1 as a result of their participation in the entire process, from Phases 1 to 3; and
- The contribution and oversight of jurors who had read the material

Further, some jurors and one ambassador stated that ambassadors played a key role in guiding jurors to reflect on the broad themes and ideas generated in Phase 1, ensuring that the output of the community engagement in Phase 1 featured in the deliberative process. In addition, jurors and ambassadors reported that new additional content was naturally generated in Phase 3 during the deliberative process and was encouraged by facilitators and ambassadors.

Lessons Learned

Several key themes emerged as lessons learned for the influence of the engagement on the decision-making process:

- There was a need for increased clarity about the extent to which the jury should primarily draw from the ideas generated in Phase 1 to inform the deliberative process and final report, including expectations regarding jury preparation prior to deliberation sessions. These could have been better articulated in the Citizen's Jury Handbook and in early guidance about the expected process and role of the jury at deliberation sessions.

KEQ 4: To what extent did the three-phase process enable the refreshed plan to be community owned?

Rating: Good

The three-phase process of community consultation enabled the refreshed plan to be community-owned to a large extent and is examined below according to each phase of the engagement process.

Phase 1

Between 1 February and 31 March 2016, the City Of Melbourne engaged a broad range of community members to participate in sharing their ideas for the future of Melbourne for the next 10 years. This phase of the process was highly successful in engaging a substantial number of participants via different media, including online forums, face-to-face workshops, forums and activities who generated a large number of ideas and contribution points. Specifically, statistics provided by the City of Melbourne indicate that more than 2,000 people participated (Infographic Engagement, 2016h) in the process resulting in more than 4,500 information points being contributed on the Future Melbourne 2008 Goals and Priorities (Evaluation of Community Engagement: Consultation Brief). Further, in relation to the submission of ideas, interviewees stated that the website forced registration of contributors in order create a stronger sense of ownership amongst participants, which in turn created rich and meaningful contributions. Considered together, these factors indicate a publically accessible and highly inclusive engagement of citizens which led to a strong sense of community ownership.

Events mostly successfully engaged diverse groups of people, including culturally and linguistically diverse people, Indigenous people, senior citizens, children, young people, and people with a disability. People with a disability were often provided with resources to assist in their engagement. For example, activities designed to engage people with a disability included interpreters and translators.

Stakeholders who conducted events noted that they were powerful in capturing the community's voice. They also noted that some event participants were initially sceptical that their contributions would make an impact on the final plan, but that this scepticism waned during the activities as they became more engaged in the process and recognised the impact their voice could have. Stakeholders strongly emphasised that the sense of community ownership would be increased if the Council effectively communicated the impact of their contributions on the final plan and its implementation.

Some stakeholders indicated that they would have liked the ambassadors to be more present or visible in this Phase. Additionally, one stakeholder commented that several Ambassadors were academics or policy makers and questioned whether individuals with broader public visibility and reach would have been more suitable in engaging a larger segment of the community in this Phase to engender a greater sense of ownership.

Phase 2

In April 2016, the City engaged Global Research to collate contributions from the ideas phase to create a document that could be used as a key input for the jury's deliberative process. Global Research were tasked with ensuring every idea, comment and survey response provided was represented under the most appropriate theme area so that jury members could gain a comprehensive understanding of the broad suite of ideas proposed by the community. Quality checks were undertaken by Global Research to ensure that the analysis was conducted consistently and comprehensively. The resultant report generated was titled Future Melbourne 2026, Bringing your ideas together, also referred to as the Synthesis Report (Global Research, 2016).

A further quality check was conducted by ambassadors who cross-checked the community output generated in Phase 1 against the Synthesis Report. Their review confirmed the Synthesis Report adequately captured the Phase 1 ideas generated. Further, City staff indicated that the Synthesis Report effectively captured and represented complex ideas.

The faithful presentation of ideas in the Synthesis Report ensured the continuity of a high degree of community ownership through Phase 2 of the process.

Phase 3

Most jurors felt highly engaged in the deliberative process, taking their role seriously and deeply committing to the process. Strong attendance rates and end-of-session satisfaction ratings support this viewpoint. This whole-hearted participation resulted in jurors feeling a strong sense of ownership of the refreshed plan they collaboratively generated. All jurors stated that the process was very meaningful and worthwhile, and both City of Melbourne staff and Ambassadors were surprised at the degree to which jurors applied themselves diligently and assiduously to their role, further indicating a high degree of ownership and engagement in the process.

Jurors were able to reach a quorum of 80% agreement on all goal and priority areas presented in their final report, indicating a high degree of cohesion of viewpoints. Additionally, most jurors felt privileged and honoured to participate in the deliberative process, further enhancing their sense of involvement and ownership of the refreshed plan. Similar to reports of some Phase 1 participants, some jurors expressed initial scepticism of the degree of influence their input would have, though this sense of scepticism almost entirely waned as the deliberative process progressed.

Despite the overall high level of ownership expressed during this phase, several factors, however, detracted from some jurors and one ambassadors feeling a high level of ownership of the plan. These included:

- Disappointment that the plan was a refresh of the 2008 plan and not a recreation of that plan. They felt this limited their capacity to fully own the new plan and hampered the extent of their capacity to generate and incorporate new ideas, viewing it more as an update of pre-existing ideas determined by Council in 2008.
- Facilitators and organisers not placing a strong enough emphasis on the importance of jurors faithfully referencing the ideas presented in the Synthesis Report to inform the development of goals and priorities in the deliberative process. Some believed this resulted in the Phase 1 ideas not being as broadly represented as they should have been in the final report developed by the jurors. Equally, one juror interviewed felt that the ideas were simply initial ideas which were vaguely interesting but not of central importance, and that adherence to extant structures and ideas prevented the jury from really grappling with issues of importance.

Lessons Learned

Several key themes emerged as lessons learned:

- Greater clarity could have been provided by facilitators on the extent to which jurors should have been abreast of the Synthesis Report and the extent to which they should have been prepared for the deliberative sessions.
- Consideration could have been given to the extent to which the 2008 could be renewed rather than refreshed in light of its resultant impact on the extent to which participants felt the plan was community owned and generated.

KEQ 5: To what extent did the City of Melbourne uphold the promises made to the community about their level of influence?

Rating: Very good

The IAP2 public engagement spectrum (2016b) depicts the extent to which engagement and promises can be made to the community (see Figure 1 below).

The City of Melbourne aimed to INFORM, CONSULT, INVOLVE and COLLABORATE, that is, to enable extensive input on decisions without promising the full implementation of outcomes generated, thus stopping short of guaranteeing implementation of the community's ideas.

The extent to which the City of Melbourne adhered to the IAP2's engagement spectrum and promises made can only therefore be evaluated in regard to the process, as ambassadors are currently in the process of undertaking their review and recommendations have yet to be provided to the Council.

The Spectrum for Public Participation is:

INCREASING IMPACT ON THE DECISION

	INFORM	CONSULT	INVOLVE	COLLABORATE	EMPOWER
PUBLIC PARTICIPATION GOAL	To provide the public with balanced and objective information to assist them in understanding the problem, alternatives, opportunities and/or solutions.	To obtain public feedback on analysis, alternatives and/or decisions.	To work directly with the public throughout the process to ensure that public concerns and aspirations are consistently understood and considered.	To partner with the public in each aspect of the decision including the development of alternatives and the identification of the preferred solution.	To place final decision making in the hands of the public.
PROMISE TO THE PUBLIC	We will keep you informed.	We will keep you informed, listen to and acknowledge concerns and aspirations, and provide feedback on how public input influenced the decision. We will seek your feedback on drafts and proposals.	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.	We will work together with you to formulate solutions and incorporate your advice and recommendations into the decisions to the maximum extent possible.	We will implement what you decide.

Figure 1: IAP2's Public Participation Spectrum (IAP2, 2016b)

- **Informed: "We will keep you informed" (IAP2, 2016b)**

The extensive community consultation and access to public information about the project through the Participate Melbourne website testifies to efforts to keep the community informed. At a basic level, promises made to keep citizens informed have been fulfilled. The City of Melbourne sent around 4000 emails on more than 20 different dates to inform participants about the progress of the community engagement program (Cussen, 2016). Ultimately more time and resources will always enable more to be done.

- **Consulted: "We will keep you informed, listened to and acknowledge concerns and aspirations, and provide feedback on how public input influenced the decision. We will seek your feedback on drafts and proposals." (IAP2, 2016b)**

Compared with a closed-door strategic planning exercise, the three phase process undertaken has strong integrity with regard to intent to listen to and acknowledge citizens' concerns and aspirations. Interviewees expressed difficulties determining if the community was well 'informed, listened to and acknowledged' before and during the three phases. The pragmatic consideration of whether individual citizens would feel 'consulted' depends as much on individual needs and extent of participation as it does on the efforts of the City of Melbourne to genuinely and authentically consult. For example, people might ignore information or decide that they have not been informed enough even though they possess communication material or personal invitations to participate.

Given the lack of contact with Phase 1 participants it is hard for the evaluation to measure their perspectives accurately, however, communication records (Cussen, 2016) indicate that the City of Melbourne sent quarterly email updates to over 1000 participants, honouring the commitment to provide feedback over and above informing people. One interviewee reported that when a dissatisfaction had been raised (in relation to a Phase 1 activity) with Future Melbourne staff, stakeholders received considered, timely and respectful responses to their concerns. The notion of seeking feedback on drafts and proposals has been exceeded since citizens were not only invited to give feedback but were offered ownership and authorship of the draft plan.

- **Involved: "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." (IAP2, 2016b)**

During Phase 1, 29,718 sessions were held through the website[4] in addition to face-to-face workshops, forums, seminars and surveys. This allowed people to express their concerns and aspirations, and get involved in different ways.

During Phase 3, the Citizen's Jury had the opportunity to be directly involved in decisions about city priorities. As discussed previously, there is good evidence that citizens' concerns and aspirations were both collected and used by the jury. The deliberative process enabled representatives of the jury to be directly involved in developing options and alternatives.

At this stage, little can be said about the extent to which public participation will influence final decisions or decisions of the Council in the future. While members of the Citizen's Jury questioned the extent to which the City of Melbourne will make use of the additional actionable items they created, most were confident that the visions, goals and priorities they produced in Phase 3 will influence decisions in the near future.

- **Collaboration: "We will work together with you to formulate solutions and incorporate your advice and recommendations into the decisions to the maximum extent possible"**

During Phase 3, collaboration between Council and citizens was most clearly evident. Appointed jury members worked with facilitators and with the ambassadors' oversight to deliberate and refine ideas and extant material to produce a new draft plan. Several jury and staff members provided examples of times when extra information, input, guidance or resources were requested by the jury and provided. Throughout interviews, a mutual respect was evident, that is the jurors and staff saw themselves as partners in a process with a common aim.

Jurors did not unanimously feel that they had been collaborators with the Council or with each other in plan development, and one in particular felt that the process had been pre-determined, too strongly based on the 2008 structure and was too rigid to allow genuine collaborative impact. For the most part, however, the Citizen's Jury felt that the process enabled them to work together in an important endeavor to produce a product of substance which would be taken seriously.

4 Phase 2 Synthesis: 'Bringing your ideas together' (Global Research, 2016, p. 7-8)

Decisions still need to be made, hence it remains to be seen to what extent the City of Melbourne upheld their promises in regards to the incorporation of advice and recommendations into final and future decisions. Jurors were generally optimistic about the future impact of their efforts.

- **Empower: "We will implement what you decide"**

This was not a promise made to participants in the engagement process.

Lessons learned...

- The City of Melbourne engaged in a process which promised citizens a high degree of impact on future decisions. At this stage there are strong indications that the process honoured the promises, with the Citizen's Jury having enabled intricate involvement of citizens' representatives in taking responsibility for and ownership of the strategic planning process.
- In the longer term, it will be important for the City of Melbourne to continue to provide feedback to participants from Phase 1 as well as Phase 3 to help them understand the ways that their contributions helped to make a difference.

KEQ 6: To what extent did the City of Melbourne provide feedback to participants on how their input influenced the decision(s)?

Rating: Very good

This evaluation question focuses on the feedback the City of Melbourne provided to participants throughout the engagement process. As the extent to which the community's input cannot yet be known, it does not cover feedback on the impact of the community's input on the Council's decisions.

Feedback during the process

The City of Melbourne provided regular feedback to Phase 1 participants throughout the engagement process. Between February 2016 and June 2016, approximately 4000 emails on more than 20 different dates informed participants the engagement program's progress (Cussen, 2016). The comprehensive synthesis of ideas compiled in the 'Bringing your ideas together' report (Global Research, 2016) was also provided to the community via the website, along with additional reports such as the 'children's report' which was synthesised in Phase 2. The influence of jurors' deliberations on the Council's decision-making is yet to seen, however.

Future feedback

Participants indicated the importance of the City of Melbourne continuing to provide regular updates on the progress of the engagement process and the impact of the community's input on decision making processes. Jury members, ambassadors and stakeholders expressed a number of different aspects of interest and ways in which feedback could be provided.

Content

There was consensus among participants about the importance of being provided with regular communication throughout the lifecycle of the engagement process and well beyond it into the impact of on the Council's decision-making and on its actions.

Transparency in procedural steps… was seen as key to establishing and maintaining trust. The Citizen's Jury communicated this requirement for transparency in relation to community influence on decisions in a preamble included in their report to the Council which entailed specific criteria for tracking accountability and for progressing towards implementation of ideas.

Statement and report… Stakeholders suggested the timely release of both an official statement and a report to be provided by the Council about the impact of the refreshed plan on the Council's decision-making process. Specifically, it was requested that the report should outline the process and outcomes of decision-making, as well as the rationale for including or excluding particular ideas. Communicating the impact of community's impact on is essential, as evidenced by the following quotes which express the hopes of some participants:

> *"We heard you, we saw you, we keep you engaged" (Stakeholder)*

> *"We heard you, we listened to you, we said we come back to you and here we are – we are back" (Stakeholder)*

However, Stakeholders pointed out that it is also important to communicate limitations the current Council is facing. Most importantly, the current Council's lack of ability to influence the next Council in their actions needs to be made clear to the community.

Delivery

Participants requested that a range of media be employed to communicate outcomes in order to reach broad areas of community. Suggestions included the provision of communication material in languages most frequently spoken in Melbourne and that material should be made available online and in hard copy formats. Some specific suggestions included:

- *Posters*… Posters should be displayed in public spaces to engage Melbourne's community during daily routines.
- *1-2 Page summaries…* Written 1-2 page summaries of the process and outcomes of the community engagement program should be distributed both online and in hard copy.
- *Emails and newsletters*… Updates through emails should be sent on a regular basis. A six month period has been referenced as a valuable timeframe for continued update emails or newsletters.
- *Website*… Online communication should be used to facilitate continuous dialogue between the community and the City of Melbourne. This could be achieved through regular communications released on the Future Melbourne 2026 website. It should be ensured that comment boxes are included in these updates, to allow Melburnians to remain active engaged in the process.
- *Social media*…It was requested that social media such as Facebook or Twitter be used to update citizens.
- *Videos*…Short video summaries presented online using engaging clips would allow busy groups and digitally inclined youth to remain updated.
- *Public media channels…*Public media such as radio or television should also be used to communicate the process and outcomes of the program.
- *Events…*The city of Melbourne should engage the community in the ways they first promoted the Future Melbourne 2026 Community Engagement Program to complete the circle of the engagement process.

KEQ 7: To what extent was community engagement cost-effective?

Rating: Very good

Most participants in the evaluation did not have visibility of the financial cost. Cost effectiveness was therefore was largely explored in terms of perceptions about time and effort invested, and the extent to which the engagement process was viewed as worthwhile. Findings are presented below.

Community engagement value

When conducted effectively, community engagement has the capacity to generate a significant amount of "community wellbeing", goodwill and buy-in. The majority of interviewees reported the process was highly worthwhile and well worth the personal time they invested. They also reported that it was valuable, interesting and rewarding and one that they would recommend to others or do again themselves.

Quality of outcomes

A number of interviewees indicated that engaging in the deliberative process had resulted in a more community-relevant and thus sustainable strategy.

Involvement and insight in local government

Members of the community highly valued the opportunity to be involved directly in Council decision making processes. It made some participants more aware of the pressures faced by the Council and made them feel valued and proud of the council which represents them. One participant stated:

> *"I am proud to live in a city that will go to that level of endeavour and cost. I am proud to live in a city that can afford that and has the energy, interest and intellectual curiosity to open itself up to potential criticism. That shows a level of confidence, which I like" (Juror)*

A bank of reference material outliving the current project

The information generated by the engagement was viewed as being invaluable as a result of its capacity to inform future Council decisions on a number of levels. Additionally, some stakeholders indicated that, compared to the financial cost to engage external strategy consultants to develop a single strategy goal, the multiplicity of outcomes generated by the community engagement program made the process not only worthwhile, but also highly cost-effective.

Potential reputational gain

Additionally, the amount of community involvement was valued by the community for its strong civic engagement. Participants perceived the experience as highly valuable and congratulated the City of Melbourne for being 'bold' enough to give the community a say:

> *"It's good to see the city is having the guts to do it" (Ambassador)*

Budget

While the project was allocated a particular budget, many elements came out under budget. For example, the community identified the Future Melbourne 2026 umbrella as a great opportunity to host events. Many institutions and organisations covered the cost of venues and used their own infrastructure to curate events. This saved the Council costs it had initially allocated to the project. It was also rated as good value for money compared to other alternatives.

> *"…very cheap for a 10 year plan compared to other projects that normally spend […] for one strategy/focus" (Stakeholder)*

Lessons learned:

- Despite requiring substantial investment of time and effort by community members and City of Melbourne staff members alike, engaging the community via deliberative democracy processes was perceived as worthwhile, and worth the effort. Those with visibility of the financial investment also rated it as good value for money compared to alternatives.
- In addition to cost effectiveness over other potential approaches (such as using strategy consultants) the extensive community engagement has brought other benefits including a sense of community ownership and pride as well as early reputational credit to the City of Melbourne in the eyes of participants.

KEQ 8: Was the selected community engagement approach the best way to achieve the objectives?

Rating: Very good

The objectives of the community engagement program are presented in Table X. They were largely achieved throughout the three-phase process and explored in further detail below.

Table 4: Community Engagement Objectives	
	1. Seek out and facilitate the involvement of people who are affected by or interested in this plan 2. Acknowledge and build on existing relationships and networks and build new relationships to enable the plan's implementation. 3. Design a flexible engagement approach that enables organisations, institutions, groups and people to design, deliver or influence their participation now and into the future. This could include but is not limited to partnerships and co-design processes. 4. Work with organisations, institutions, groups and people to identify and prioritise topics, innovate and test/prototype new ideas. 5. Provide people with the information and opportunities they need to participate in a meaningful way (educate, raise awareness, translate complex information, experiential process, etc.) 6. Provide creative, diverse and accessible opportunities for people to understand, imagine, deliberate, learn from one another and agree on ways forward. 7. Be transparent at all stages of the plan's development and close the loop by communicating how contributions influenced the plan's development.

(CoM, 2016: Community Engagement Plan)

Seek out and facilitate the involvement of people who are affected by or interested in this plan.

The City of Melbourne effectively involved those who would be affected by and were interested in the refreshed plan. Prior to Phase 1, detailed stakeholder mapping assisted to identify groups who comprised the city's population demographic and who would be affected by the plan. The Council went to considerable effort to effectively provide a range of media, forums and activities through which stakeholders could contribute. Additional effort was made to engage those who were hard to reach, such as those with lived experience of homelessness. In this instance, event hosts engaged with this group directly and submitted ideas on their behalf. This group indicated they would otherwise not have participated if they had not been appealed to in this way.

Some hard to reach groups could have been more effectively represented, such as the culturally and linguistically diverse, children, youth and Indigenous people. Greater planning and preparation time and more strategic approach to engaging such groups (for example, by leveraging existing and trusted networks) would have allowed for greater reach amongst these groups.

The randomly stratified sampling approach used in Phase 3 was largely representative of the diverse community which comprises the City of Melbourne, however, some groups, such as Indigenous groups and those for whom English is a second language could have been more effectively represented.

- **Acknowledge and build on existing relationships and networks and build new relationships to enable the plan's implementation.**

The City of Melbourne called on some existing relationships with stakeholders across the city such as Melbourne University and RMIT. Event hosts stated that these relationships assisted with the successful facilitation and hosting of events. While this has also been confirmed by other events hosts, Branch Drivers stated that existing networks had not been optimally utilised. According to interviewees, groups including those with lived experience of homelessness and youth, were not engaged as effectively as they could have been by leveraging on existing networks and relationships for greater access.

- **Design a flexible engagement approach that enables organisations, institutions, groups and people to design, deliver or influence their participation now and into the future. This could include but is not limited to partnerships and co-design processes.**

The City of Melbourne provided members of the community with a flexible engagement approach. Participation was facilitated through a large number of activities and events that individuals were able to attend in person or from the comfort of their own home via digital engagement opportunities. Further, the City of Melbourne provided flexibility for groups with a disability by scheduling events at times these groups were usually scheduled to meet.

- **Work with organisations, institutions, groups and people to identify and prioritise topics, innovate and test/prototype new ideas.**

The invitation in Phase 1 openly and effectively encouraged the citizens to present new ideas that they had identified as priority areas for the future of Melbourne. Jurors were also encouraged to prioritise topics, however, this was focused within the context of refreshing the 2008 plan, rather than beginning the 2026 plan from a clean slate and regenerating its priority areas. A number of jurors and one ambassador viewed this as a limitation of the process and constriction of the ideas and topics areas that could be considered and reflected in the refreshed plan.

Organisations and institutions were able to host events under the umbrella of the Future Melbourne 2026 theme according to the 6 key areas outlined in the project plan.

- **Provide people with the information and opportunities they need to participate in a meaningful way (educate, raise awareness, translate complex information, experiential process, etc.)**

Considerable information was provided to community members at all stages of the process. In Phase 1, participants were well informed about the process and its purpose through a series of media, from posters the project website. Ample opportunities and mediums were provided to engage participants in Phase 1.

Considerable effort was expended by external research consultants to accessibly present the complex mix of information and ideas generated in Phase 1 in the Synthesis Report without losing the richness of data collected. Jurors who read the Synthesis Report found it accessible, instructive and comprehensive, though some were overwhelmed by the amount of information it contained and, more generally, the amount of information they were presented with. The presence of ambassadors throughout all phases, along with subject-matter experts who presented at forums and who briefed jury members in relation to specific topic areas of interest, created a solid opportunities to educate and raise awareness of participants on key issues related to topic areas of interest.

- **Provide creative, diverse and accessible opportunities for people to understand, imagine, deliberate, learn from one another and agree on ways forward.**

A range of opportunities to engage the citizens offered through multiple media and activities encouraged highly diverse and creative means for citizens to engage with the process through Phases 1 and 3 of the process. The evaluation has addressed the broad range of opportunities and events offered in Phase 1. The accessibility of opportunities for hard to reach groups could have been improved and more strategically targeted, however, to ensure their greater representation.

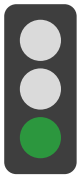
In Phase 3, facilitators developed a highly engaging series workshops which used multiple techniques to encourage creative, absorbing and collaborative opportunities for deliberation and dialogue. These techniques effectively created a foundation for generative and collaborative discussion to ensure, which in turn resulted in quorum amongst jurors on the key issues on which the refreshed plan wsa based.

- **Be transparent at all stages of the plan's development and close the loop by communicating how contributions influenced the plan's development.**

The City of Melbourne effectively informed the community of all phases of the process and the expected way in which it would unfold. Throughout the process, Phase 1 have been kept regularly updated of progress via a series of emails (Cussens, 2016) and jurors have included in their refreshed plan the importance of the Council continuing to keep members of the public informed of progress towards achieving and implementing the plans goals and priority areas.

Overview:

The objectives listed above were largely achieved and, overall, participants and stakeholders largely expressed that the current approach of engaging the community and generating its 'buy-in', was the best way to achieve these objectives. Some participants emphasised the importance of Council addressing and adopting some of the goals presented and keeping participants informed throughout their decision-making process. Jurors overwhelmingly expressed that the achievements made justified the efforts and that they would willingly be part of a similar process in future.



KEQ 9: Did appointees receive the support they needed to design and deliver the engagement program? Were there any barriers or enablers?

Rating: Good

Diverse support structures

The City of Melbourne indicated a number of support structures had been provided in relation to project administration. This included the provision of a project group which supported the ambassadors, the project officers dedicated to delivering the project plan and the Future Melbourne working group whose role it was to support the team's design and delivery of the project (Mayes, 2015, p.15). The City of Melbourne also established input or 'branch drivers' whose task it was to align segments of the City of Melbourne's annual plan to the activities developed for the community engagement program (Mayes, 2015, p. 16).

In addition, most stakeholders felt well supported by the City of Melbourne's project administration team. They received financial support to host events when requested and staffing to support the organisation and capturing of ideas. The City of Melbourne also provided technological devices to enable and enhance participation, such as iPads to type and upload ideas in real time. In this way, it was perceived that the City of Melbourne provided a range of supports to the community to contribute to the engagement process and demonstrated 'good will' throughout.

Timing

As expressed in other sections of this report, stakeholders indicated that timing could have been improved, as it was believed that both the planning for and aspects of the ideas phase was affected by tight timeframes, resulting in some ineffective resourcing. According to staff, planning could have started up to six months earlier to ensure effective preparation and smoother implementation to allow for more support for staff. Despite the tight timeframes, it was believed that the engagement process was solid and effective:

"Good events, good ideas given the timelines" (Stakeholder)

Staffing

At times, staff indicated experiencing internal confusion in relation to roles, resource allocation and expectations which made it harder to plan individual events and optimally resource the support required. In addition to already rushed timeframes, staff changes taking place at the beginning of the engagement program further impacted on the support provided.

"In the end, we were pulling together events, not strategically, but 'on the run'" (Stakeholder)

Funding

Some disparity in funding seems to have further resulted in unequal participation. For example, some participants voiced their concerns about a relatively larger amount of funding having been allocated a business event, whereas additional financial support for some activities related to young people who were generally under-represented in the engagement program could have been provided.

Lessons learned

The importance of a long preparation phase would have benefited the engagement process and would have enabled:

- A more strategic outlook.
- Improved support through the development and leveraging of new and existing community relationships.
- More appropriate and efficient funding allocations.

4. Appropriateness, Effectiveness and Efficiency

This section outlines the extent to which appropriateness, effectiveness and efficiency of the Community Engagement has been demonstrated.

4.1. Appropriateness

The evaluation of the Appropriateness aspect refers to the extent to which the activities were 'fit for purpose' in supporting the participation of community members in the Future Melbourne 2026 planning process.

The three-phase approach to the refresh of Future Melbourne 2026 included community engagement processes aligned with a deliberative democracy ethos. The consultation undertaken and outcomes achieved across all three phases represent authentic and genuine attempts to provide opportunities for meaningful participation from across the city's diverse users and people invested in the City's future. That is not to say that there was not room for improvement in, for example, the selection, invitation and reach of the engagement activities, but the design and delivery methods selected were well suited to the task, with some lessons learned arising from the implementation.

The means of engagement in Phase 1 spanned innovative and extensive (broad) community involvement in face-to-face and online modalities. It made good use of technology which was largely judged as having been appropriate and helpful in enabling the community to contribute to the process. The citizen's jury process in Phase 3 was perceived as having provided the structure and supportive space for a panel of citizens to take an even greater degree of ownership over the development of the city's future plan. Ambassadors were intended to provide (amongst other things) independent leadership and oversight; an essential role which they have, to date, provided to the satisfaction of citizens jury members. The ambassadors' role will be central to the final steps of the process including ensuring that the plan is appropriately approved and delivered to achieve it is ultimate value for Council.

The Council selected a strategic planning approach which was maximally owned by community. It was arguably an ambitious approach, but was appropriately deployed, and seen as well managed and organised. The council, its staff and citizen participants demonstrated a shared and valued ethos around engaging with people who matter. The community greatly valued the opportunity to be involved to date. These factors speak to the appropriateness of the design and delivery of the community engagement approach.

The evaluation identified some areas where elements of the design and delivery could have been improved. The process undertaken is certainly not appropriate for situations where there is less time available than the current endeavour, and undoubtedly, contracted timelines influenced all stages of the process in this instance. Although a gread deal was achieved, there was not sufficient leeway in the timeline to overcome unforseen challenges or pressures such as staff illness or staff changes. The main impacts of the tight timelines include: that the planning phase ran late (leading to some spontaneous implementation), jurors felt that their decision making was often hurried and perhaps not as thoroughly deliberated as they would have liked, and the changed timelines has resulted in absence of some ambassadors at a critical time.

Some participants felt that there was room for improvement in terms of the design and delivery of the consultation methodology. In the context of considering the "appropriateness" of the approach we offer the following observations:

- Phase 1 might have been more accessible for those already digitally inclined and conceptually familiar with the broad-scale endeavor undertaken by the Council. Whilst this is likely the case, technologically enabled accessibility was a highly effective engagement tool. Importantly, the digital platform was complimented by face-to-face events which helped to engage participants in a tailored way, and appropriately opened pathways for their contributions.

- In Phase 3, several jurors and other interviewees felt the jury did not contain the most appropriate mix of representatives. A great deal of time and effort was devoted by City of Melbourne staff to plan and achieve a representative jury, however, the sampling did not capture and extent of vested interests possessed by different groups in their relationships to the city. For example, residents were small in number yet spent more time in the city than other groups represented, and may feel their perspectives should count more than daytime users alone. Achieving an agreeable balance of stakeholders is a challenging task. It would be appropriate to review and potentially weight the sample differently in a future iteration.

4.2. Effectiveness

The evaluation of the Effectiveness aspect includes consideration of the extent to which the Future Melbourne 2026 consultation process met its objectives and delivered the intended outcomes.

The principles and processes of deliberative democracy as well as the IAP2 core values for public participation were prominent in the intended approach (see Appendix 1).

Although this evaluation occurs prior to the end of the community engagement activities, there is good evidence that the process so far has been effective in light of its values and objectives. These achievements have been discussed in detail in response to the evaluation questions in the previous section.

The process was especially effective in:

- KEQ 4 demonstrates the high level of community ownership achieved through the Community Engagement Program by the City of Melbourne. Their three Phase design, starting with a brought community engagement in Phase 1, followed by a collaborative synthesis of ideas between City of Melbourne Stakeholders, Ambassadors and experts in Phase 2 and the Citizen Jury in Phase 3 facilitated the participation of the community on multiple levels through different modes of engagement. This enabled the participation of diverse groups at different times of the process.
- KEQ5 shows that the level of public participation achieved through the Future Melbourne 2026 Community Engagement Program, excluding the level of influence the community had as this is still to be determined, has been high. The City of Melbourne, ensured that the community kept informed, consulted and collaborated. The level to which it has been involved is still, to be seen.

The process was less effective in:

- KEQ 2 shows that the communication and activities could be improved. More time was requested to tailor information according to specific groups, to read and to digest the information provided. More time would have further allowed activities to be run more effectively.
- KEQ9 confirms the impact lack of time had on the effectiveness of the community engagement program. Some stakeholders expressed the support they received as having been impacted by time. For example, more lead time would have allowed for better support in the organisation of events; including the ability to better draw on existing networks to broaden the reach of participation (see KEQ1).

4.3. Efficiency

The evaluation of the *Efficiency* element examines the extent to which the outcomes were achieved as efficiently as possible, including whether there were better ways that the money and effort could have been spent to achieve the outcomes.

It was widely acknowledged by evaluation participants that the approach selected was labour-intensive for both council staff and community members, yet it was perceived as a valuable investment and achieved a high level of commitment and participation. The process overall was a meaningful process which enabled genuine influence and engagement of citizens. It provided social and attitudinal/reputational benefits beyond the tangible output of the draft Future Melbourne plan.

As articulated in the response to key evaluation question 7, the process was also perceived as having been worthwhile by those to whom financial information was visible. Some evaluation participants made explicit cost comparisons to other spends, and felt that the investment was good value. In terms of cost savings, some items were cited as having been more expensive than planned or warranted, for example, the synthesis phase budget was increased from what was originally planned (perhaps due to the ideas phase producing approximately double the expected amount of content) whilst others delivered under budget, for example events supported by in-kind contributions of venues and hosting infrastructure. The funding allocation and expenditure appears to have been generally well aligned, suggesting that the budget set had accurately anticipated necessary outlays and that the project has been delivered on time and in accordance with the allocated resources.

Budget

Other observations relevant to the efficiency of the design and implementation:

- Pressures caused by tight timelines were frequently cited in evaluation interviews. This put strain on staff and impacted particularly on the planning stage of the process. Greater resourcing (more staff) and more lead in time might have mitigated some challenges.
- Some City of Melbourne staff stakeholders involved in Phase 1 felt unclear initially about what was expected of them and what supports were available to them (for example, financial support for events). This became clearer as the process went on but it would have been more efficient if they had understood their role better from the start.
- Some stakeholders questioned the investment in events and distribution of funds, and there was a sense that money was less willingly spent on events for some groups over others, for example disproportionate spending on corporate events over catering for events targeting other parts of the community.

Efficiency of the Citizen's Jury processes

- The Jury process was generally seen as well organised and managed, and facilitated well by MosaicLab
- Jurors praised the efficiency of the small group process in that it ensured that there were 'experts' in the group for each topic but did not require everyone to be abreast of all details. It also engendered leadership which helped progress the processes effectively.

Some ideas for improvement which would contribute to increased efficiency include:

- Background briefing/jury handbook should include a glossary of terms such as the difference between aims and objectives with examples to avert the need to toil over semantics.
- There should be clearer instructions or requirements relating to expectations about preparatory reading (for example, all jurors to have read and be familiar with outputs of the synthesis phase) to reduce time spent discussing what was in the report for the benefit of those unaware of its contents.
- The jury should also be provided with clearer or updated guidelines about their task based on learnings from this year, for example, the extent to which jurors needed to base their report on Phase 1 ideas or were at liberty to (or indeed expected to) create new ideas.
- The jury could have benefited from some clear way of establishing role boundaries, for example, what was a city council issue and what was a state or federal level issue. This is especially important for cross-cutting issues such as social equity which might be partly but not wholly in the remit of Council.

Finally, and importantly, the jury process was one of deliberation and decision making. These processes are difficult social tasks in any context, especially for a group of diverse individuals with no prior history or existing rapport. The diverse skills and experiences, expectations and passions which jury members brought with them represented both rich value and challenges to the deliberative process. One juror explained that there had been repetition and tangents and duplication and at times frustration, but that they were all essential parts of the process which enabled the ultimate success of the jury in their task. As such, increased efficiency is only desirable up to a point, after which it could stifle the deliberative processes.

4.4. Key Lessons Learned

Lessons learned have been documented against each key evaluation question, however, prominent themes which presented throughout a number of evaluation questions and the lifecycle of the evaluation process included:

- **Preparation time**: Allowing for greater timeframes for Council staff to prepare for the engagement program would have resulted in a less rushed and pressured preparatory phase which may have, in turn, resulted in more effective ways of reaching targeted stakeholders and thus a broader reach during the engagement process.
- **Engaging diversity**: the underrepresentation of certain groups needs to be avoided with the development of novel approaches to their engagement or the leveraging of existing relationship or connections to access them.
- **Deliberative timeframes**: A high volume of issues requiring consideration during deliberative sessions was perceived by jurors in some instances to compromise the quality of decision-making due to rushed timeframes, with deliberative sessions having to be extended as a result. Future engagement programs would benefit from greater consideration as to the adequacy of timeframes during the deliberative process.
- **Role and expectation of jurors**: Some jurors were confused about the extent to which they were required to be abreast of and draw on the ideas in the Synthesis Report to inform the refreshed plan. Deliberations may have benefited from greater clarity being provided in expectations of jurors in this regard.
- **Refresh versus renewal**: some jurors and on ambassador expressed disappointment that jurors were required to base the Future Melbourne 2026 plan on a refresh of the Future Melbourne 2008. They indicated that this hampered debate and generation of new content and expressed a greater idea for autonomous idea generation. Several jurors also stated that it was not clear at the outset that the deliberations were to focus on a refresh rather than a recreation of the 2008 plan.
- **Feedback**: participants in Phases 1 and 3 initially expressed scepticism at that their input would have a tangible influence on the Council's decision-making process. As they continued to engage with the process, this scepticism waned, however, they indicated a strong need to remain informed of the community's impact. In this regard, the demonstration by the Council's leadership team of a promise to uphold and implement elements of the refreshed plan and to provide regular feedback to the community on progress made is crucial to ensure scepticism does not return and that the community remains engaged.

5. Progress towards achieving the stated program objectives and outcomes

5.1. IAP2 Core Values Overall

Overall, the community engagement aligned strongly with achievement of IAP2 Core Values for public participation, with a broad cross-section of the community participating meaningfully in the engagement process and receiving the necessary support and information to assist them throughout the engagement lifecycle.

The process was believed to generate goodwill and ownership amongst community members with the development of a refreshed plan that reflects their needs and vision for Melbourne's future.

Specifically, the community engagement plan was successfully aligned with IAP2 core values as outlined below:

- **Involvement in the decision-making process**: The community of Melbourne was successfully and meaningfully engaged in generating ideas for the Future Melbourne 2026 Plan via a range of accessible activities and media.
- **Those affected were successfully engaged**: The reach of the community engagement was broad and inclusive, enabling the participation of a diverse spectrum of the individuals who would be affected by the final plan, including hard-to-reach and vulnerable groups. Some hard to reach groups could have been more effectively targeted, but overall, those affected were successfully engaged.
- **A high number of individuals engaged with the process**: The participation encouraged a high level of community engagement, with over 2000 individuals submitting ideas and over 970 ideas generated, almost double that initially expected by the City of Melbourne.
- **The community's ideas contributed to the final Community Plan**: A significant proportion of the ideas generated by the broader community in Phase 1 were drawn on by the Citizens' Jury and presented and refined in the final Community Plan document. Greater clarity in Phase 3 regarding the extent to which the Synthesis Report should have been referenced by jurors could have been provided to increase the influence of Phase 1 on Phase 3 outcomes.
- **Relevant information informed participation and engagement**: Comprehensive materials were provided to the community during the process, including guidelines to participation, assistance from subject matter experts, and comprehensive presentation of ideas generated in Phase 1 to inform the Phase 3 process. Some jurors were overwhelmed with information in Phase 3 and alternative means of presentation such as infographics or short video clips could have been utilised to more effectively engage with participants
- **Regular feedback has been provided to participants**: To date, regular feedback has been provided to community participants about the community engagement process via email and website updates. Continued feedback is necessary to promote continued community ownership and buy-in and reduce any scepticism regarding the impact of the community's input.
- **Community engagement creates community relevance**: Engaging the community in the democratic process has created a solid foundation for a Community Plan which reflects the needs and interests of community and encourages their buy-in.

6. Conclusions

Overall, findings suggest that the community engagement program fulfilled its objectives of meaningfully engaging a diverse cross-section of the community to generate a broad suite of ideas for Melbourne's future strategy. These ideas were reviewed and further refined by a randomly stratified sample of Melbourne's community, known as the Citizens' Jury, through a process of deliberation guided by professional facilitators and overseen by ambassadors. This process resulted in the development of the refreshed Future Melbourne 2026 plan.

Participants were well supported during the engagement process with information materials and the input, guidance and expert knowledge of selected experts and the ambassadors. Ambassadors recognised their role as guides and interlocutors, which did not involve directing or influencing the outcomes of jurors' deliberations. Both jurors and ambassadors overwhelmingly believed that the process was highly worthwhile and that the final plan was representative of the community's needs and vision. They also praised the City of Melbourne for applying the community engagement model and expressed a sense of pride and privilege about being involved in the process.

The extensive public consultation was considered by all stakeholders to deliver a more relevant and valuable outcome than other approaches. It was also believed to be more financially favourable to alternative approaches such as engaging external strategy consultants. Several lessons learned for application to similar future initiatives included applying longer timeframes to the preparation phase, addressing time-pressure issues experienced by jurors during the deliberative phase and more developing more strategic methods of engaging hard to reach and vulnerable groups.

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Appendix 1 - IPA2 core values

Table 5. The community engagement objectives for the refresh of the Future Melbourne plan were (IAP2, 2016a)

Table 5: IAP2 Core Values for Public Participation	
	▶ Public participation is based on the belief that those who are affected by a decision have a right to be involved in the decision-making process ▶ Public participation includes the promise that the public's contribution will influence the decision. ▶ Public participation promotes sustainable decisions by recognizing and communicating the needs and interests of all participants, including decision makers ▶ Public participation seeks out and facilitates the involvement of those potentially affected by or interested in a decision. ▶ Public participation provides participants with the information they need to participate in a meaningful way ▶ Public participation communicates to participants how their input affected the decision.

Appendix 2 – Community Engagement Objectives

Table 6. The community engagement objectives for the refresh of the Future Melbourne plan were

Table 6: Community Engagement Objectives	
	8. Draw upon the experience of the engagement for Future Melbourne 2008, experts and existing data to inform the planning of the Future Melbourne engagement. 9. Demonstrate thought leadership through discussion papers and insights on the foresight topics. 10. Build on and develop the city's existing relationships and networks to create and implement the plan. 11. Design an engagement approach that allows organisations, institutions, and individuals to incorporate their own future oriented activities into the Future Melbourne project over 2015 16. 12. Work with organisations, institutions, groups and people to co-design or influence their participation and to prioritise the topics for discussion and debate and for prototyping and testing new ideas. 13. Seek out and facilitate the involvement of all people who would be affected by, or be interested in, the development of Future Melbourne 2026. 14. Provide people with the means required to participate meaningfully and effectively in the development of Future Melbourne 2026. 15. Provide creative, diverse and accessible opportunities for all people to understand, imagine, deliberate and learn from one another to enable their collaborative efforts. 16. Maintain transparency at all stages of the plan's development for all participants about how the many and various contributions have influenced the plan's development.

EY Sweeney

E3 - Evaluation Matrix for City of Melbourne - Evaluation of Community Engagement

Evaluation question	Best information source for this question? (CoM Staff, Jury, ambassadors, or project documentation)	Poor	Less than adequate	Adequate	Good	Excellent
Indicators						

Effectiveness	**1. To what extent were those who are interested or impacted by the project engaged?** *Impacted by the project means impacted by the Future Melbourne 2026 strategic plan for the city* *"Engaged" means engaged in some way in any of the consultation activities (Ideas phase, synthesis or deliberation phase)* **Note Community Engagement and Comms Plan for intended engagement and list of stakeholders. (Kate to provide)*	All	Stakeholders expressed dissatisfaction with the opportunity to participate in project outcomes. Community and stakeholder mapping or analysis was insufficient or incomplete or not referred to Feedback was not sought or received from community and stakeholder groups identified in the plan		Community and stakeholder mapping and analysis was undertaken Impacted and interested community and stakeholders were invited to participate the CE process The process worked for some but not others		Rigorous community and stakeholder mapping and analysis was undertaken (e.g. using demographic data) Community and stakeholders who participated were representative of those impacted and interested by the decision The project team actively sought to remove barriers to allow all groups to participate Those interested and impacted were engaged early enough to influence decisions as promised Community and stakeholders had appropriate project understanding to participate meaningfully
Effectiveness	**2. To what extent did communication materials and engagement activities enable meaningful participation?** *Communication materials include materials tabled at the orientation meeting, those sent*	All, but primarily jurors	Communication materials were not clear, concise, relevant or easy to understand. The community expressed distrust due to lack of transparency. Timelines did not enable community and		Information provided was clear, concise, relevant and easy to understand. Community and stakeholders were given contact details to enable them to ask questions or communicate issues.		Multiple communication channels were provided and were clear, concise, relevant and easy to understand. Tools and techniques were extremely well-designed to meet community and

	subsequently (incl. Ideas Phase Participation statistics provided 20/6/16), and from the juror's perspective especially the Juror's handbook and Global Research report as well as the jury's private website. *Engagement Activities are those listed in the document entitled "Future Melbourne data for infographic" including ideas website, survey and events for specific sectors of the community at the back of the document.* *"Meaningful participation" of the community at large in the FM2026 refresh (all phases) AND specifically the "citizens jury" component? Note the interviewees should be aware of but may not have participated in Phase 1 activities, so note this as a limitation.* *Findings split in 2 parts – perceptions of "meaningful participation" of the community at large and specific experiences of the jurors and ambassadors in the meaningfulness of their specific participation.*		stakeholders to understand and respond to the information provided		Timelines enabled community and stakeholders to understand and respond to the information provided		stakeholder participation needs Timelines enabled community and stakeholders to understand, respond and provide quality feedback in response to the information provided Stakeholders participated fully and expressed satisfaction with transparency of communication, information provided an opportunity to participate.

Effectiveness	**3. To what extent did input received from engagement influence the decision-making process?** *Premature to explore its impact on Council decision making and the future use of the 2026 plan for strategic decision making in the future, so note this as a limitation.* *Input received from engagement refers to input from phase 1 defined as "engagement activities above"* *Instead of influence on decision making process therefore, define as influence of the engagement activates on the Jury's deliberations, and the draft vision, goals and priorities of the Future Melbourne plan produced by the jury.*	All, but primarily jurors	Community input was of no use to project decisions The influence offered to the community did not match the project impacts		Community input was useful in informing project decisions and matched the areas of influence identified in the planning process		Community input directly informed project decisions and decision makers indicated feedback was valuable Community and stakeholder input was used in the development of options and alternatives The engagement helped build social capital and those engaged took great ownership of the project

Effectiveness	**4. To what extent did the three-phase process enable the refreshed plan to be community owned?** *[Note: replaces original question about reputation]* *Ref: page 8 project plan section 1.4.4 3 principles of community ownership*	All	The draft Future Melbourne 2026 plan is not felt to be community owned The community do not feel that their voice was heard in the design and development process. Role of Ambassadors not valued Ideas phase was restricted and was not seen as accessible, inclusive and/or open The citizen's jury were not able to achieve collective agreement on the content of the revised plan		Community and stakeholders perceive draft Future Melbourne 2026 plan as being at least somewhat community owned and that the community have participated in the process.		Community and stakeholders perceive draft Future Melbourne 2026 plan as direct result of a community owned and driven process. Ambassadors were seen as providing independent leadership Ideas phase seen as publically accessible, inclusive and open The citizen's jury achieved collective agreement on the content of the revised plan
Appropriateness	**5. To what extent did the City of Melbourne uphold the promises made to the community about their level of influence?** *Promises in this context refer to the IAP2 Spectrum – Inform, consult, involve, collaborate and empower.* *Refer diagram from community engagement plan - Infers stage 1 is inform, through to involve and the jury is collaborate.*	All	The level of influence community and stakeholders had over project decisions was unclear Promises made to the community regarding negotiable aspects of the decision were not upheld		Promises made to the community regarding negotiable aspects of the decision were upheld Promises were recorded/clear and followed through. Promises and progress were communicated to stakeholders within the agreed timeframes.		Community and stakeholders were fully aware of their level of influence Promises made to the community regarding negotiable aspects of the decision were upheld at all times

Appropriateness	**6. To what extent did the City of Melbourne provide feedback to participants on how their input influenced the decision(s)?** *"Participants" means participants in Phase 1 activities. Note the limitation at this point in time, longer term influence is out of scope.* *It is premature to comment on how the input of Jury members and Ambassadors input will influence decisions, but anticipated ways that CoM plans to feedback to them will be included.*	All	The community were not told how their input influenced decisions Details of participants were not recorded to allow feedback to be received		The community were told how their input influenced decisions Details of participants were recorded to allow those who wanted to be kept informed to receive feedback		Providing feedback to project participants was factored into the planning process Participants were kept in the loop at significant project milestones Participants were told how their input had influenced decisions as soon as practical Stakeholders expressed appreciation for the responsiveness of engagement.
Efficiency	**7. To what extent was community engagement cost-effective?** *Limited to Perceptions of value from interviewees since they will not know the financial investment.* *Staff will be shown the budget so the financial expense is also*	Perceptions of value (Jurors, Ambassadors) Value in light of financial expense (Staff)	Engagement costs outweighed benefits.		Engagement costs and benefits were comparative.		Benefits outweighed engagement costs.

Effectiveness	**8. Was the selected community engagement approach the best way to achieve the objectives?** *The "objectives" to be considered include* ▸ *Objectives of the Future Melbourne 2026 Project plan which describe the objectives for the refresh (page5)* ▸ *The specific community engagement objectives.*	All	Other approaches could be reasonably expected to have had the same outcomes with less effort		The approach was at least as good as other options		The approach had clear advantages over other community consultation approaches
Effectiveness	**9. Did you receive the support you needed to design and deliver your engagement program? Were there any barriers or enablers? Please describe.**	Staff groups only					

Objectives stated in the Future Melbourne 2026 Project plan (question 5) are abbreviated below:

10. …process underpinned by community participation and the resulting plan is community owned
11. Take a fresh look at the relevance of the vision and goals
12. Complete the plan within necessary timeframe
13. To retain the 10+ year strategic time horizon of Future Melbourne
14. Activate thought leaders to help increase depth of insight in the community's conversations
15. Build stronger framework for implementation and ongoing review of Future Melbourne.

The community engagement objectives for this project were: (Source: CE plan updated in Feb 2016

16. Seek out and facilitate the involvement of people who are affected by or interested in this plan.
17. Acknowledge and build on existing relationships and networks and build new relationships to enable the plan's implementation.
18. Design a flexible engagement approach that enables organisations, institutions, groups and people to design, deliver or influence their participation now and into the future. This could include but is not limited to partnerships and co-design processes.
19. Work with organisations, institutions, groups and people to identify and prioritise topics, innovate and test/ prototype new ideas.
20. Provide people with the information and opportunities they need to participate in a meaningful way (educate, raise awareness, translate complex information, experiential process etc.)
21. Provide creative, diverse and accessible opportunities for people to understand, imagine, deliberate, learn from one another and agree on ways forward.
22. Be transparent at all stages of the plan's development and close the loop by communicating how contributions influenced the plan's development.

Diagrams referenced in table:

1.4.4 How the process will enable the refreshed plan to be community owned

The proposed process incorporates three dimensions of community input:

1. The oversight and input of the ambassadors who are leading members of Melbourne's community and independent of Council and the City of Melbourne
2. The publicly accessible, inclusive and open input in ideas phase from the community and stakeholders through face-to-face, online and targeted engagement.
3. The collective agreement on the content of the refreshed plan by a demographic cross-section of Melbourne's community through the citizen's forum.

Each of these dimensions will contribute to building community ownership of the refreshed plan. The process has also been designed to enable the interplay of these three dimensions to make the community ownership more robust.

Diagram 1: referenced in question 4

Level of community engagement		
Use the spreadsheet at DM # 5636216 to calculate the level of engagement, noting that there may be different levels for different stakeholders.		
IAP2 Level	**Your promise to the public**	**Commitment**
Inform	We will keep you informed	☑
Consult	We will keep you informed, listen to and acknowledge concerns and aspirations, and provide feedback on how public input influenced the decision.	☑
Involve	We will work with you to ensure that your concerns and issues are directly reflected in the alternatives developed and provide feedback on how your input influenced the decision.	☑
Collaborate	We will 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.	☑
Empower	We will implement what you decide.	☐

Diagram 2: referenced in question

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