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newDEMOCRACY

*ACT Housing Choices  
Process Design*

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*\* newDemocracy is an independent, non-partisan research and development organisation. We aim to discover, develop, demonstrate, and promote complementary alternatives which will restore trust in public decision making.*

1. About The newDemocracy Foundation

newDemocracy is a not-for-profit research group, with a particular focus on best-practice citizen engagement and innovations in democratic structures.

newDemocracy explores and tests engagement methods that enable a representative sample of the community to deliberate and seek **common ground**.

By combining the three elements of *random selection*, the *provision of time* and *access to all information*, and *independently facilitated* forums for dialogue, newDemocracy believes that a much more robust and **publicly-trusted outcome** can be obtained which can assist governments in achieving public acceptance of **hard trade-offs**.

newDemocracy's research and advocacy is focussed on identifying less adversarial, more deliberative and more inclusive public decision-making processes.

newDemocracy's services are provided on a cost recovery basis - consistent with its structure as a not-for-profit foundation, with services provided pro-bono on occasion.

newDemocracy is not a think tank and holds no policy views. newDemocracy also commissions independent third-party research which occurs in parallel to the process in order to ensure robustness and to capture the potential for improvements to existing democratic processes.

## 2. Context

Like many cities across Australia, Canberra's community is growing and changing. People have different ideas for what their city, suburb or street should look like. Some will prefer one thing, while others will place their priorities elsewhere.

Somewhere in between is a compromise where residents discover what is important to them in their city, what change to their suburb they can accept, and what principles they would like to prioritise when it comes to planning in their street.

The ACT has a finite supply of land to accommodate urban development. It has an aging population, with the number of residents aged 65 and above set to increase 93% from 2016 to 2041. These changes are also occurring in the context of a Government commitment to create a more impact efficient city and reduce Canberra's ecological footprint.

**This project originates from a view that currently, planning rules potentially don't let people create the dwellings and neighbourhoods they want to create.**

There are difficult trade-off decisions that must be made to successfully navigate all these challenges – Canberra requires careful planning to manage its needed urban development. It therefore requires innovative and participatory forms of planning that include members of the community in the trade-off decisions for the place in which they live.

Those who live in Canberra should simply be asked to contribute their response to the direct question: 'What kind of city would you like to live in?' They should be able to offer recommendations for testing and simplify the planning code as they see fit, while giving clarity of intent to the design and vision they have for the city which is their home.

### 3. Issue

Planning is a controversial topic in most cities, but because of Canberra’s heritage, namely the Burley Griffin Plan and Garden City underpinnings, it is particularly difficult in the ACT. The people of Canberra need to be able to shape the final answer to this challenge and this project is about providing a robust, fair, informed and practical way for them to do that.

The need for the project arises from the demand of our current and future populations for diversity in housing types – **this is about housing choice.**

The community want to be able to articulate what is important to them about where they live and how the city will look, feel and function in the future – **this is about creating a liveable city.**

Planners, developers and future residents need confidence that the planning regime will deliver what they need – **this is about delivering predictability,** by knowing the community’s informed view on their principles.

However, it is not a wholesale review of the planning system and it is not about “delivering for developers” (as a cynical observer may assume). It is about ensuring that there is adequate supply of a range of housing choices for all residents of all ages. **This project is about diversity in housing supply.**



Source: Environment, Planning and Sustainable Development Directorate

**Trust** in planning and development decision-making is integral to how communities function. Without it, planning decisions devolve into site by site conflict through objection. Trust enables communities to work together to overcome problems through the creation of aspirational, creative, and agreed-upon solutions.

Over five meetings, 36 citizens will consider and weigh up the demands, options, best practice and the desires of stakeholders to answer this question.

**Canberra is changing – and there are many different ways our housing needs can be met.**

**What do we need to do?**

Independently facilitated, the Hub will have at its disposal the information it identifies as necessary and trusted, ample time to explore information and data, and the autonomy to approach recommendations as they see fit. newDemocracy will provide the arms-length project management to ensure that the process is robust, transparent and independent.

Key stakeholders will be engaged through a **Stakeholder Reference Group** that will meet prior to the Hub being convened. This group will be able to contribute to what the Hub receive by way of information and to be closely informed of its progress and deliberations. In this way, we will ensure that all interests – vested and self-interest – are able to witness that the process is truly independent of government and that outcomes should earn their trust.

At its core, ‘planning’ is an articulation of *how we want our communities to work*. It is an expression of *what type of place we would like to live in*. It goes beyond planning codes, colours on a map, or categories of housing. Astoundingly, it can be expressed in understandable language.



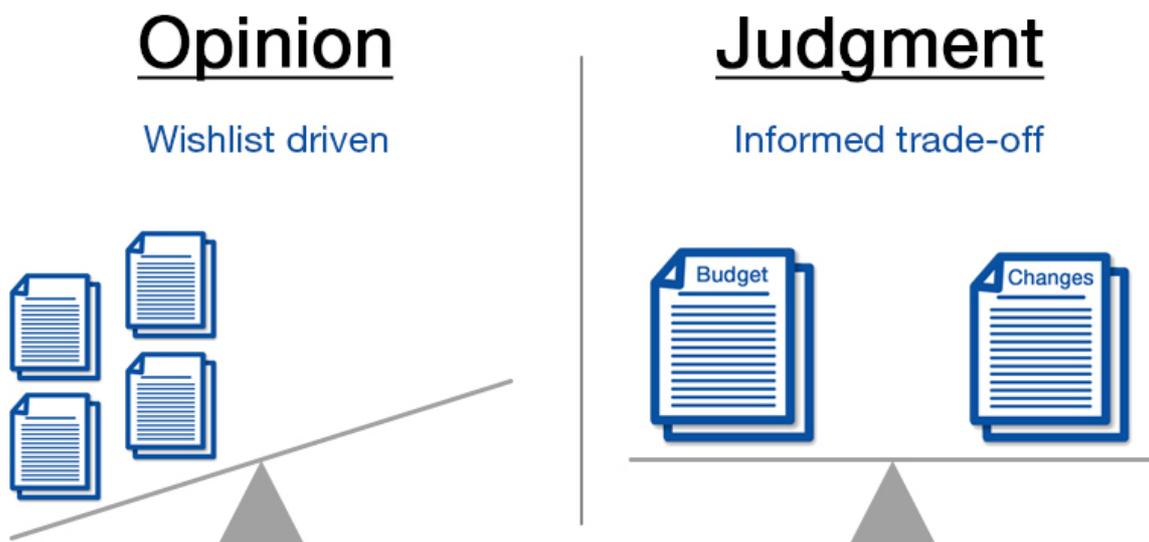
#### 4. Why Deliberation?

Finding a way through the challenges Canberra faces involves making complex trade-off decisions that go beyond public opinion and wish listing. A more informed understanding of the challenges and opportunities can expose what level of tolerance residents have for changes to their local community. The decision to change housing options at a cost to local communities is a difficult choice. The challenge is to hear from the full range of community members, stakeholders and generations, not just the special interest groups or noisy and active voices within the community.

In the absence of a deliberative process for consultation, there is a high likelihood that any changes to planning or housing choice will face an ever-increasing degree of public cynicism and skepticism which sees any change interpreted as being solely for the benefit of special interest groups, namely property developers.

Often, these decisions are subject to public criticism from various sections of the community who feel they have not been adequately consulted. Additionally, fairness is subjective – what you think is fair may be different to what your neighbour thinks is fair. Both of these points of view are supportable.

However, when the community sees ‘people like me’ engaging in high level co-planning exercises, they are significantly more likely to **trust the complex trade-off decisions that need to be made**. newDemocracy offers a way in which the community can co-plan their community in a way that facilitates meaningful deliberation on complex trade-offs, all the while producing a trusted public decision.



This process assists Canberra as a whole in getting to the core of community concerns through considered engagement. In turn, it provides an unprecedented opportunity for the community to directly participate in a co-planning exercise on issues of intergenerational equity and trusted public decision making. **What should zoning allow, and what provisions and principles do Canberrans agree as important to deliver the housing we want?**

The project stems from a view that Canberra's planning rules don't let people create the dwellings and neighbourhoods they want to create – and that Governments regulate for size, not quality. The combination of this view and the ongoing growth Canberra is experiencing means scope for citizens is broad. This ranges from changing zoning definitions or what provisions apply, all the way to noting that rules may not have to be universal and different places (while under notionally the same zone) might be treated differently because of local identity and a unique sense of place.

We understand public cynicism that any engagement is an approval process in disguise. It is therefore essential that we design a process that is open, transparent and robust to earn and retain complete trust throughout the process. This ought to satisfy any contention that the process is “all about putting dual-occupancies in RZ1”, for example. **People will be able to come and watch the process itself** – to satisfy themselves that people are not being led.

In addition to the project, Environment Planning Sustainable Development Directorate's (EPSDD) prior Stage 1 Engagement has involved online discussion and sessions at 15 locations around Canberra to get opinions and sentiments – these are fed into the process as an information source for the Collaboration Hub in the form of a report complete in April 2018. This public opinion is a quality reference point for the views of Canberra however, **the public judgment resulting from the process is a bigger public asset to inform government**. It is the combination of the views of people around Canberra with the considered interrogation of evidence from all sides of the debate over a generous amount of time.

Parallel to Stage 1 and 2 of the Housing Choices project engagement is the **Demonstration Housing project**. The timing of these two projects presents a unique opportunity for the Collaboration Hub and Demonstration Housing to interact in a way that enriches both processes.

Demonstration Housing Precincts are defined by Government to provide an opportunity to showcase innovative housing design and delivery in real world examples, including: infill compact housing, small houses, co-housing, mixed-tenure, design-led and long-term rental housing.

In early 2018 the ACT Government will seek development proposals that address the above design examples.

The Collaboration Hub will play an important role in the assessment and selection of proposals by providing a clear direction on informed citizen priorities for Demonstration Housing. Equally, Demonstration Housing will be able to inform the Collaboration Hub on potential examples throughout their expression of interest period, as one part of the diverse sources the Hub will consider. In this way, Demonstration Housing provides a clear example of the potential changes the Collaboration Hub would like to see in Canberra, while at the same time, testing their viability.

The interlinking of these projects will develop a shared accountability for the examples and decisions made regarding housing choices in the ACT while significantly improving their outcomes.

## 5. newDemocracy's Project Objective and Role

The Environmental Planning and Sustainable Development Directorate (EPSDD) will be given a report that contributes to the consideration of changes to the Territory Plan. It will also contribute to the review of the ACT Planning Strategy. It will deliver a considered common ground position on any changes citizens agree to improve planning, urban development and housing choice in the ACT. That is, they will agree on the type of city they want to live in. **The project will identify the community's aspiration for change, and also their tolerance for change.**

We have no expectation citizens will become experts. We have full confidence that they will be able to weigh competing viewpoints, identify experts of their own choosing, integrate other sources and reach agreement on fair tradeoffs. We have confidence that the recruitment and operations of the Collaboration Hub will defy a cynical view that they are somehow 'staged' as participant selection is visibly hard to cheat – the participants themselves are the proof. Communicating this from the outset needs to be a shared objective.

EPSDD should expect to receive clarity of intent and direction from these citizens. It is not an audit. Importantly, we give citizens considerable latitude in how to solve the issue – we start from a blank sheet of paper and encourage them not to be limited by "how we've always done things".

**There are two key indicators of success from a community process: the final decision taken is different from the decision you would otherwise have taken, and that the citizens involved stand behind and support the decision.**

As with all deliberative processes, our implicit related objective is to design a process with sufficient rigor as to withstand (understandable) skeptical scrutiny – one which visibly cannot be influenced by a politician, an interest group, or financial interest. Equally, those active interests must be engaged sufficiently early and substantively as to see the process as worthy of an investment of their time.

Equally, the role of newDemocracy as non-partisan operators with no interest in the issue nor a desire for ongoing work with EPSDD must be emphasised. Citizens have grown wary of consultants and experts delivering the result which government pays for in order to earn further work. The Foundation's own brutal self-interest – to prove that citizens can solve problems for themselves if given the scope to do so – should be openly and actively shared.

newDemocracy's project objective aligns to our desire to deliver public decisions earning widespread public trust. To do this, newDemocracy will oversee all planning and delivery of the process, including liaising with facilitation and facilitators (in this case Straight Talk), any speakers or presenters at Collaborative Hub sessions, the input from EPSDD, and in fact by Hub members themselves - to ensure they are not lead, coerced or lobbied in any way.

## 6. Deliberative Engagement Principles

Deliberative activities such as the Collaboration Hub are designed around a core set of principles. These are outlined below:

- a. **Clear Remit:** A clear, plain English challenge or question is placed before a group. This neutrally phrased question goes to the core of the issues and provides a strong platform for discussion about the trade-offs.
- b. **Information:** Detailed, in-depth information is provided to the participants to help them understand the dilemmas. Through the **Stakeholder Reference Group**, a **diversity** of sources will be brought in to the discussion. By doing this the group can move beyond opinion to an informed and more balanced view. Not all participants read everything, but collectively an enormous amount is read, understood and shared in the conversations and decisions. Citizens will also spend extensive time asking questions and identifying sources they trust for the information they need.
- c. **Representative:** A random sample of the community is actively recruited to participate. Simple demographic filters (age, gender, location) are used to help stratify this sample to represent broader demographics. Most engagement by government does not hear from a representative cross section of the community.
- d. **Deliberative:** The processes are built to ensure maximum involvement from all participants: equal access to information and equal share of voice. It develops thinking from individuals, to smaller groups, then to the whole group. Issues are weighed up and discussed in various different exercises, aimed at approaching the problem from different ways, and given plenty of time before final recommendations are made. Time is a crucial factor for the deliberation, it is at the core of arriving at considered public judgement.
- e. **Influential:** The Collaboration Hub's report must have weight. It needs to be considered at the highest level of decision-making power and responded to directly. Some Collaboration Hub members will be asked to present their report and recommendations directly to the decision-makers to demonstrate the gravitas of the report and the participants' role.
- f. **Blank Page Report:** All deliberative processes enable the participants to prepare their own thinking and report 'from scratch'. We do not provide a draft position for review or ask for comments on a pre-prepared document. This is allowing people to review the evidence, discuss and dialogue about the options, actively negotiate with each other, and finalise a shared solution for their report. Hence, the Collaborative Hub report is a 'blank page' - created by the Hub members themselves – and presented unedited to decision-makers.

These summary principles underpin the plan in this document.

## 7. Core Methodology: A snapshot



- **Stakeholder engagement:** We reach out to the key industry and community stakeholder groups to form a **Stakeholder Reference Group**. This includes them in the process throughout by drawing on their experience and input while also giving them the deepest possible operational understanding. Their input is transparently and directly included through speaker selections and briefing material.
- **Invitations:** Physical invitations are sent out to potential Collaboration Hub members.
- **Recruitment:** Hub members are briefed by nDF on the process they are about to embark on.
- **Information kits:** Hub members receive their baseline information on the subject; it explains the agency's point of view, outlines key data and details historical approaches.



- **Critical thinking:** Collaboration Hub members are taught critical thinking and biases skills through exercises developed by newDemocracy and the independent facilitator.
- **Initial information:** Participants hear from their first speakers and begin the process of information exploration.
- **Initial questioning:** Participants apply their critical thinking and biases train to questioning information sources – ultimately asking themselves what information they still require and who they trust as a source.
- **Consultant selection:** planning is unique in 'conflicts' for land economics experts. The Collaboration Hub must pick from a list detailing past major projects and clients.
- **Key insights:** Participants reflect on their learnings. What new information was most helpful? What areas are of most importance?



- **Idea consolidation:** The Collaboration Hub aggregates their ideas by developing them together and finding common ground – which ideas are we coming up with as a group?
- **Initial recommendations:** The Hub generates initial ideas by focusing on which insights are agreed and what solutions can be matched with them. Which recommendations can we agree on?
- **Report refining:** Recommendation aggregation is a success when there is a visibly-core theme to the recommendations being developed. Clarity of intent.
- **Final report:** handover of the final report to EPSDD and the Minister.

## 8. Core Methodology: Common Ground through Public Judgement

Deliberative processes around the world have been extensively adapted and localised, with a spectrum of deliberative models emerging.

This project will operate in three key stages, each funnelling into the next, with this iterative process outlined below.

### a. **Preparation**

- **Stakeholder engagement:** EPSDD leads the stakeholder engagement phase with nDF. To engage with various stakeholders (community groups, business, industry and advocacy groups), we will tap into existing networks of Government in addition to building a **Stakeholder Reference Group** of key industry and community stakeholder groups. They will receive this design document, the baseline-information kit to introduce them to the project before they then put forward their recommendation for expert speakers and eventually their own written positions.
- **Physical invitations:** Design and distribution of physical invitations. Invitations require a broad appeal, they must clearly demonstrate that the project is worthwhile and values the time investment required.
- **Recruitment:** Participants for the Collaboration Hub are recruited and briefed on the process they are about to embark on. Building a connection and demonstration of importance to the project are essential for improving quality of engagement and participant retention.
- **Information kit:** Preparation and distribution of baseline information kit for participants, providing in-depth information on the subject, in plain English, from EPSDD. The information kit is the first primary resource for the participants – it is crucial that the information clearly shares the problem at hand without shying away from detail or data. The kit should cover: the problem and what answers EPSDD needs from the Collaboration Hub, the context of the process, what is on the table, pose questions for the Hub, EPSDD's current approach or thinking on the topic, and deep set of information required to make a decision and let them know of other reports and plans.
- **Engagement Stage 1 Report** will be included in the initial information kit as a guide to the project's context, with qualification that this is public opinion and not their considered view after access to time and information. The kit will also include references to related sources for further reading, such as the ACT Planning Strategy, the Transport for Canberra policy, the Climate Change Strategy and Action Plan, and the Net Zero Emissions Discussion Paper.

### b. **Exploration**

- **Critical thinking and biases skills** are taught through mandatory exercises developed by newDemocracy and the independent facilitator. These skills develop the participants ability to interact with a wide variety of sources, determining the quality of their contribution and importance to the topic. Critically, these skills enable the participants to decide what information they need in the room, and what information they trust.
- First explorative tasks targeting the questions – **How do we interpret the question? What do we know? What do we need to know? Who do we trust to inform us? What do we want?** These initial discussion tasks work to identify what participants know, identify what they have questions about, reveal any gaps in their information, source materials and begin

to distil thoughts of future recommendations. These exercises avoid rushed solutions by engaged people, as they provide a frame work for going beyond a top of mind opinion.

- **Advisor selection:** Planning is unique in ‘conflicts’ for all experts working in the planning sector: all consultants will have ‘a history’ that a cynic may use to discount their view. This is sometimes very fair, and sometimes very unfair. We avoid this contention by having the Collaboration Hub choose the experts they trust to inform them from a list detailing past major projects and clients (see Section 11 for detail).
- Initial exploration of priorities, idea aggregation, shared views, and required inputs and perspectives.
- Concluding the exploration phase, the Collaboration Hub shares their key principles and insights in exercises that work to condense and organise their deliberation into common topics and early recommendations.

c. ***Synthesis***

- Participants shift from information gathering and divergence to idea consolidation and convergence. The participants develop ideas and initial recommendations in small-group exercises, and they then aggregate these recommendations by mixing and merging groups. Ultimately, the Hub will make decisions about what must be dropped and what recommendations are most important to them. The critical focus here is on the clarity of the intent of the people in the room. We are helping them to identify what is most important, what they can all agree to and what will work.
- Recommendation aggregation is a success when there is a visibly-core theme to the recommendations being developed.
- The final report is presented to the Minister.

9. What does the process decide?

It is of central importance that the incentive to participate in the Hub is pre-agreed and clearly conveyed – for everyday people this must involve a direct link to decision makers. The Minister should **commit** to responding publicly to the Collaboration Hub’s report.

Writing the remit takes considerable time, and care must be taken to ensure it is non-leading and open.

To illustrate:

**Canberra is changing – and there are many different ways our housing needs can be met.**

**What do we need to do?**

In terms of authority, it is proposed that:

**The unedited recommendations of the Collaboration Hub will be presented to the Minister in-person.**

**The report will be immediately public.**

**A written response to the recommendations will be given by the Minister, with an initial Directorate response within 45 days, followed by a full response over the coming year.**

In short, this needs to pass the test of being a meaningful offer to participate in a shared public decision – not just another forum.

What constitutes a decision?

In order to convey a message of broad-based support for the recommendations, newDemocracy requires an 80% majority be required for a final decision from the Collaboration Hub participants. In practice, deliberative exercises tend to reach consensus (or group consent) positions, with minority voices included in any report; they rarely need to go to a vote. Decisions are frequently unanimous. The facilitator will be advised to note the value of recording dissenting views in recommendations as the objective is to most accurately **reflect the view of the people in the room** and capture **clarity of intent**. For example:

*Recommendation: we should go outside in the sun.*

*Minority view: 8% of the room were of the view we should not go out in the middle of the day but other times were fine.*

The addition of the minority view serves to create a statement that more of the people in the room can agree accurately reflects the discussion, however, the core recommendation always needs to have 80% support.

## 10. Recruitment and Selection Methodology

### **Selection**

We will operate a Collaboration Hub of approximately 36 randomly selected citizens meeting for five weekend sessions, interspersed with three-week intervening periods between each session.

The participant count is slightly fluid to allow for the demographic profile match to be maintained even if there is a shortfall in a single category. This approach places an emphasis on the quality of descriptive representation in selection by recognising that the more citizens can identify with individual participants, the greater the chance of having the wider community amenable to the content of the decision.

In order to achieve a descriptively representative sample, newDemocracy recommends using the four standard stratification variables of age, gender, household type (owner occupier or tenant) and geographic locality.

This stratification is not claimed as a statistically perfect method, instead it delivers a *more* representative sample than any other community process. The strength of this selection process lies in the wider community clearly seeing “people like me” in decision making positions – descriptive representation in this way fosters trust in the substantive representation of the Collaboration Hub and ultimately trust in its decision making.

### **Recruitment**

To achieve the appropriate level of randomness, it is necessary to avoid an overemphasis on connecting with those who are traditionally likely to opt-in to community engagement processes, while also casting the net of invitations sufficiently wide. To generate a sufficient pool of individuals from which to randomly select, newDemocracy will work with EPSDD to extend a physical invitation to a random sample of the 20,000 Canberra residents. These invitations will be sent to random physical addresses so as to not discriminate between those who own or rent their property. From this round of invitations, an expected response rate of 4% will return a pool of approximately 800. The size of this pool in combination with random selection sufficiently dissolves concerns of the narrowness of the reach and any possible skew that might entail. When combined with the stratification parameters outlined above, the risk of an inherent self-selection skew within the sample is negligible.

The invitations will carry the authority of the Minister, emphasising the remit and commitments made by the Minister to the authority of the Collaboration Hub's final report. We will also emphasise the newDemocracy name to note the independence of the selection process as outside the control of EPSDD, placing an emphasis on Hub's ownership of the project. This link to democratic reform and participant autonomy is crucial to capturing participant interest; it builds upon latent social disaffection with public decision making by reinforcing the uniqueness of this opportunity. newDemocracy will use this platform to explain and step participants through the process when asking the recipient to confirm availability for selection. This exercise in personal communication establishes a relationship between newDemocracy and the participants – emphasising the independence of the process and the role of the participants.

Interested participants will register online with newDemocracy to indicate that they are available for the final selection (as a fall back, newDemocracy also provides a phone number for people who prefer to contact us to register). This registration process involves collecting relevant stratification data. Based on the registrations received, the stratified random draw will be conducted by newDemocracy seeking to randomly match to the demographic stratification drawn from the Census. The sample drawn will be contacted by email seeking a confirmation in writing from the participant, and newDemocracy will additionally contact each participant by phone prior to the first meeting to build a strong personal commitment to participating, noting that once underway we cannot backfill for non-attendees.

Importantly, newDemocracy will not provide any participant information to EPSDD (personal or contact details). Public cynicism around potential vetting is sufficiently high that newDemocracy's goal of public trust is threatened by any perception that lists are reviewed. EPSDD will meet the participants for the first time on the first day of meet and greet for the Collaboration Hub.

Just as in criminal juries, payment of per diems are strongly advised to avoid excluding participants who may find participation difficult through hardship: this is proposed as \$500 per participant in total. Invitations will clearly note that this payment will be made for time, and that meals are provided at the weekend meetings.

## Stratification table

Hub size: 36 (plus 3 reserves)

The table below outlines the demographic stratification used in the random selection process. This is both who the community is, and who will be in the room.

Stratification Variable	Area %	Participant No.
Gender: Male	49	19
Female	51	20
Age: 18-24	12	5
25-29	11	4
30-39	21	8
40-49	18	7
50-59	15	6
60+	22	8
North Canberra	13	5
South Canberra	7	3
Belconnen	24	9
Woden Valley	9	3
Weston Creek	6	3
Tuggeranong	22	8
Gungahlin	18	7
Household: Owner	67	26
Tenant	33	13

*Reference: Canberra (Code CED801) Census Profile*

*[http://www.censusdata.abs.gov.au/census\\_services/getproduct/census/2016/quickstat/CED801](http://www.censusdata.abs.gov.au/census_services/getproduct/census/2016/quickstat/CED801)*

## 11. Preparation and information

Information and judgement are required in equal parts to reach decisions, and while the judgement of randomly-selected groups has been shown to achieve very high levels of public trust it is imperative that the method of provision of information does not erode that trust. There must be a diversity of sources from all points of view. With that in mind, there will be three key sources of information to inform the deliberations of the Collaboration Hub:

1. **A baseline-information kit** provided by EPSDD. Written in plain English, this should candidly describe the current situation, issues and challenges as EPSDD see it, and the ‘levers’ available for taking action. This should not be a brochure, rather it should err on the side of providing *too much detail* rather than too little. Specifically, EPSDD should identify and address the issues around the key points they will ask the Collaboration Hub to make recommendations on. As the information kit is the **primary resource** for the participants – it is crucial that the information clearly **shares the problem** at hand without shying away from detail or data. The kit should cover: the problem and what answers EPSDD needs from the Hub, the context of the process, what is on the table, EPSDD’s current approach or thinking on the topic, a deep set of data required to make a decision, and information from other government agencies whose responsibilities interact with the Collaboration Hub’s decision. newDemocracy can provide examples of how these kits have been prepared for projects elsewhere.

The *Engagement Stage 1 Report* will be provided with the baseline-information kit as a secondary resource as a guide to the processes context in wider Canberra, with qualification that this is public opinion and not their considered view after access to time and information.

2. **Submissions from stakeholders** will provide a complementary set of information to round out perspectives on the topic. Stakeholders will be invited by EPSDD to submit their perspectives on the different concerns through the convening of stakeholder information sessions and a **Stakeholder Reference Group**. EPSDD and newDemocracy will identify key industry and community stakeholders on different topics and seek their contribution. Importantly, these stakeholders represent many different perspectives on the topics. Inclusion of the Reference Group at an early stage in the process will allow for their transparent contribution to the process by nominating speakers and including written arguments. This will ensure the diversity and independence of the Collaboration Hub.
3. Central to the open, non-leading nature of what we do is to simply ask participants **“What do you need to know and who do you trust to inform you?”**. This question will be posed to participants as part of their deliberations – after their first two weeks of discussion they will be tasked with a refined version of the question – *“What more do you need to know to make an informed decision?”*.

4. Typically, when scoping out matters of planning and budgeting, deliberative projects will require independent costing to understand the potential impact of their proposed recommendations. The sensitive nature of the topic and significant lack of trust in vested interests requires special consideration for exactly *who* does this costing. For this purpose, the Collaboration Hub will themselves choose a source they trust to provide detailed costings and evaluation of their initial proposals whether this is from the directorate itself or external independent experts of their choosing (completed on Day 1). The Stakeholder Reference Group can be asked to nominate a shortlist of experts that they trust.
5. newDemocracy will lead the task of sourcing the information requests and transcription of any 'in-the-room' sub-processes. No wording corrections are made – we prioritise leaving the report in the Collaboration Hub's own words.

## 12. Project leadership through stakeholder integration: sharing the design

Any large scale deliberative project is at heart innovative. It is a different way of involving everyday people in the process of government decision-making and one that is fundamentally collaborative. We design new processes which require design decisions – we do this transparently and with reasons given. These projects are genuinely pioneering and each one expands the critical mass of knowledge and understanding around how citizens can best influence the decisions their governments make.

Given this pioneering nature, it is an important part of our work, and a critical factor in each project's success, that those who will ultimately act on the recommendations support, understand, fully engage from beginning to end, and that they trust it. To achieve this, we will hold workshops with EPSDD staff, Members of the Legislative Assembly, and key industry stakeholders, and the media, which will introduce the process, develop shared understanding of deliberative methods, prepare for the potential outcomes (style and content) and allow us to collaboratively fine-tune and finesse the process design. **A core group of the most active stakeholders must be integrated into the design from the outset. This is a both an educational and operational element to the project and sets expectations and reinforces trust in the process.**

These workshops also allow for identifying and addressing areas of concern or potential improvement at a point at which they can be most easily considered. Specifically, these workshops will also be used to confirm the remit and to develop the scoping statement given to the participants. Building co-ownership of this fundamental project element is an important way to establish a collaborative ethos both inside and outside of the process that will help throughout the project's full operation.

Following this, we will work with EPSDD to facilitate outreach to entities known to be interested in the process in addition to developing a Stakeholder Reference Group from key stakeholders identified by EPSDD. This type of inclusion allows for transparent input from those most involved in the issue. The Reference Group will meet 8 times throughout the project, with half of those occurring prior to the hub meetings and the other half occurring throughout the process. Not only does this enrich the quality of industry and advocacy input into the process but it substantially improves the likelihood of widespread stakeholder buy-in to the end report and the recommendations it details.

Invitations to the Stakeholder Reference Group are proposed as:

- Planning Institute of Australia
- Australian Institute of Architects
- Australian Institute of Landscape Architects
- Masters Building Association
- Housing Industry Association
- Property Council
- Real Estate Institute of the ACT
- ACT Council of Social Services
- ACT Aboriginal and Torres Strait Islander Elected Body
- Green Building Council
- Urban Development Institute of Australia
- Engineers Australia
- Belconnen Community Council
- Gungahlin Community Council
- Inner South Community Council
- North Canberra Community Council
- Tuggeranong Community Council
- Weston Creek Community Council
- Woden Valley Community Council
- Youth Coalition of ACT Government
- Climate Change Council

### 13. Project outcomes

This project seeks to deliver to EPSDD, the Minister – and the wider community – a considered common ground about housing choices and planning in Canberra. This includes:

1. Identification of the community's aspiration for change, and also their tolerance for change – written by them in their own words.
2. A **map** showing areas where agreement was found.
3. What questions people have and sources they trust when asked for a **rationale** to support their arguments.
4. **Clearly enunciated expectations of community planning desired by the community, that are based on actual capacity to fund and deliver, showing appreciation of *trade-off* decisions rather than being simplistic *wish-lists*.**

This collective view will be generated by a randomly selected group of participants who weigh competing viewpoints, identify experts of their own choosing, integrate information and inputs, explore common ground and reach agreement on fair trade-offs and priorities.

Ministers and the public should expect to receive **clarity of intent** and **areas of shared agreement** from the Collaboration Hub on trade-offs, rather than an unfunded wish list of shallow 'motherhood' statements or *individual* positions.

The process will be designed and delivered with sufficient rigour as to withstand sceptical scrutiny. It cannot be influenced by a single person, interest group, financial interest or identity. Transparency from beginning to end will be crucial and the design itself must be shared prior to the commencement of the Collaboration Hub's deliberations. Equally, the role of newDemocracy as a non-partisan operator with no interest in the issue should be emphasised.

#### 14. Project Budget

The newDemocracy Foundation provides services across an eight-month period. Involving process design, recruitment and oversight. Straight Talk will provide facilitation and project management services to assist with the project. EPSDD will pay newDemocracy \$55,055 and straight talk \$73,084.00 for services. Full details are available at <https://www.procurement.act.gov.au/contracts>

## *Draft Process Map*

*Significant lead-in time is required for any randomly selected deliberative process.*

The following pages are intended on a shared quick reference for key tasks and deadlines:

1. Preparation of the information kit for participants (requiring up to 12 weeks to produce).
  - This will be produced by EPSDD, as a physical copy for the Collaboration Hub and a digital library will be produce for public access. newDemocracy will 'stress test' breadth and detail of the document at key junctures to assist the drafting process.
2. Recruitment of Collaboration Hub participants.
  - Recruitment takes approximately 60 days allowing for invitation production and distribution through to confirmation of the final participants.
  - Invitations will be designed and distributed in print.
  - Once participation RSVP dates close (approx. 5 weeks out from Day 1), the participants will be selected, and confirmation calls will be made to ensure personal commitment to the length of the process.
3. Project Communication
  - EPSDD will take on the role of communicating the project's features and aims in the lead up to Day 1, working to grow community submissions and engagement.
  - Stakeholder engagement and outreach is crucial for building relationships that assist with information requests, public reception of the process, and implementation of recommendations. The development of a Stakeholder Reference Group (SRG) ought to occur a minimum of **8 weeks out** from Day 1 to allow the implementation of any of their initial recommendations into the process design.

Stage	Collaboration Hub
Pre-Hub Stage 1  Jan 23 – Feb 28	<p><b>Design, Preparation and Recruitment</b>            EPSDD, Straight Talk and newDemocracy agree and approve necessary pre-Hub materials and decisions. newDemocracy completes recruitment of the Collaboration Hub. Participants receive their information kits and insight into the process. Stakeholder Reference Group is established and nominate their speakers.</p> <p><b>1. Kick off</b></p> <ol style="list-style-type: none"> <li>a. Recruit facilitators</li> <li>b. Finalise contracts (including their publication)</li> <li>c. Review outcomes from engagement to date</li> <li>d. Agree timeframes, milestones and responsibilities</li> <li>e. Recruitment process agreed and approved</li> <li>f. Finalise venue bookings</li> <li>g. Finalise Stakeholder Reference Group target membership (SRG)</li> <li>h. Finalise Project Design (document will be public once approved)</li> <li>i. First draft of information kit (contents, structure, etc. for comment)</li> </ol>
Pre-Hub Stage 2  Feb 28 – March 30	<p><b>2. Start recruitment</b></p> <ol style="list-style-type: none"> <li>a. Invite design and approval – by March 2</li> <li>b. Ministerial announcement – March 9</li> <li>c. SRG invitations sent (concurrent with announcement: this document to accompany it)</li> <li>d. Information kit production and approval – completion by March 30</li> <li>e. Dataset from Australia Post</li> <li>f. Invitation distribution – Early March</li> <li>g. Stakeholder workshops</li> <li>h. SRG meetings</li> <li>i. SRG speaker nomination</li> <li>j. Conclude RSVP period for hub participation</li> <li>k. Identify list of sector experts available on ACT Government panel (1 page summary collateral required)</li> </ol>

Stage	Collaboration Hub
Pre-Hub Stage 3  By April 13 (21 days from Day 1)	<b>3. Complete recruitment</b> <ol style="list-style-type: none"> <li>a. Participant confirmation emails – Early April</li> <li>b. Participant confirmation calls – completed mid April</li> <li>c. Information kit distribution – Thursday 3 weeks prior to Day 1, April 12</li> <li>d. SRG speakers booked for Day 1</li> <li>e. Finalise Government speakers for Day 1</li> </ol>
Day 1 Week 1 Saturday May 5	<b>Introduction, critical thinking and principles</b> Participants meet for the first time, they begin walking through deliberative principles, critical thinking, and how the room will eventually come to a group decision. They start their immersion in the topic by hearing from Government and SRG speakers.  Tasks and milestones: <ol style="list-style-type: none"> <li>a. Participants develop understanding of different think, working and learning styles</li> <li>b. Exercises include: <b>what do we know, what are our key insights, do we need any fact checking, what more do we need to know?</b></li> <li>c. Identify initial questions and data points requested from the Collaboration Hub</li> <li>d. Finalise Collaboration Hub nominated speakers for Day 2</li> <li>e. Agree costing and evaluation source (directorate or sector expert) from shortlist (needs collateral from EPSDD)</li> <li>f. Participants submit further information requests, fact checks, and data points</li> <li>g. Book Collaboration Hub speakers for Day 2 – by May 11</li> <li>h. Complete information requests in follow up by May 15</li> </ol>
Day 2 Week 4 Saturday May 26	<b>Information deep dive</b> Participants hear from the <b>speakers nominated by them and the SRG</b> . They begin to deep dive into information and the reading they have done. This is the beginning of the divergence phase of information gathering. <ol style="list-style-type: none"> <li>a. Exercises include: is there anything more we need to know? what key insights do we have so far? what core principles will inform our final recommendations? have we heard from a diverse range of speakers or just people we agree with?</li> <li>b. Potential inclusion of a speed-dialogue session with 3 land economists from the shortlist to assist in choosing one they trust</li> <li>c. Groups share among themselves key insights and learnings – and focus on what new questions are now emerging now they have learned more.</li> </ol>

Stage	Collaboration Hub
	<ul style="list-style-type: none"> <li>d. Participants make any information requests as needed and continue fact checking</li> <li>e. Option for additional requested speakers</li> <li>f. Complete information requests in follow up by June 6</li> </ul>
Day 3 Week 7 Saturday June 16	<p><b>Final content dive and initial recommendations</b></p> <p>Participants continue their content dive. They explore the new information they have received, revisit critical thinking, and hear from their Day 3 speakers selected by them and the online contributors.</p> <p>Participants begin the process of making decisions together. They start to coalesce around key ideas and focus on clarity of intent in their recommendations. This involves a lot of trade-offs, workshoping, and letting go of different initial recommendations.</p> <ul style="list-style-type: none"> <li>a. Exercises include: What are your initial recommendations and why? Is there any overlap? Is there clarity of intent in all of the recommendations? What would you want to say to the Minister and how would you support that?</li> <li>b. Finalise Day 5 agenda and runsheet</li> <li>c. Information requests change to focus on anything where they need some analysis to understand the viability of their position, or to then support it.</li> <li>d. Output – initial exercise to find common ground around the top 4-5 things they would want to convey to Government – <b>“one page of rough agreement”</b>.</li> </ul>
Day 4 Week 10 Saturday July 7	<p><b>First draft</b></p> <p>Participants complete their draft report by coming to agreement on a key set of recommendations that demonstrate a clear clarity of their intent. This involves more workshoping and now letting go of recommendations that do not have the support of the room. The report produced is the end product of the day and will need some polishing – key focus is on the intent of the room.</p> <p>This is the beginning of the convergence phase of recommendation aggregation.</p> <ul style="list-style-type: none"> <li>a. Citizens do all the writing task independently in small groups (9 laptops with internet required)</li> </ul>

Stage	Collaboration Hub
	<ul style="list-style-type: none"> <li>b. Exercises include: aggregation of similar recommendations around key topics or themes, taking the temperature of the room on each individual recommendation, letting go of recommendations that do not have enough support, workshopping recommendations that the room is close to agreeing on.</li> <li>c. Emphasis on “Can I live with it? What would need to change for me to live with it?” <b>Voting is avoided in favour of consensus approaches.</b> <u>Output</u> here is a draft with some complete sections with gaps in rationale and polish.</li> </ul>
Day 5 Week 13 Saturday July 28	<p><b>Report completion</b></p> <p>The participants return to their report for finalising their recommendations and polishing. They’ve had time to reflect on their earlier thinking and look at the feedback on their draft. They’re reminded of any recency bias when considering new information or critique.</p> <ul style="list-style-type: none"> <li>a. Exercises include: final walk through of the report to refine writing and agree on the content word for word, letting go of any recommendations that do not have enough support, writing of any ‘minority reports’</li> <li>b. Final presentation of the report to the Minister.</li> <li>c. Note: groups occasionally run a week late and want a last chance to review (would be a midweek evening of revision).</li> </ul> <p>The goal is to have a <b>document people own</b> so if they ask for extra time as a requirement – we view that as a reasonable request.</p>