

# **Terms of Reference for the Collaboration Bay of Plenty (CoBoP) network**

## **September 2011**

“If we want to be able to get these complex systems to work better, we need to abandon our reliance on the leader-as-hero and invite in the leader-as-host. We need to support those leaders who know that problems are complex, who know that in order to understand the full complexity of any issue, all parts of the system need to be invited in to participate and contribute...”

Margaret J. Wheatley - Leadership in the Age of Complexity – From Hero to Host, 2010

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## **Brief history of the CoBoP network**

CoBoP is a network of managers from all local government and most central government agencies serving the Bay of Plenty.

The network was initiated in 2005 as a regional response to provisions of the Local Government Act 2002 (LGA 2002), with the purpose of generating more efficient and effective 'joined up' focus on achieving identified local and regional community aspirations and priorities.

The 2002 Act called these "community outcomes". The subsequent Local Government Act 2010 (LGA 2010) has discontinued these provisions, however, the purposes of local government remain the same and the requirement to set priorities within local and regional communities continues.

The CoBoP signatories, in response to the LGA changes, have strongly agreed that the need for efficiency and for well connected local and central government agencies in the Bay of Plenty has never been greater.

# 1. Purpose

The purpose of the CoBoP network is:

to promote the achievement of *local and regional* community aspirations and priorities through effective co-operation and collaboration and efficient use of resources.

## 2. Key elements going forward

### A relationship network

CoBoP is a *relationship network* of central and local government managers in the Bay of Plenty region that promotes dialogue and discussion around local and regional community aspirations and priorities. We are building on progress made to date.

### What CoBoP does (and doesn't) do

To more effectively deliver on identified priorities, the CoBoP network:

- Is intentionally focused on our practices of working together
- Enables better understanding of each other's processes, timeframes and policy making systems so that we can align our focus more effectively and identify where improvements can be made
- Brings us together at different levels and supports efficient ways of sharing knowledge, skills and information
- Enables better awareness of and understanding about the priorities that have been identified by local and regional communities
- Provides a conduit for local issues and priorities to be communicated through to national level decision-makers
- Does not replace our business as usual activities, but may add value to some of them.

## 3. Core values

The agreed core values of the network are that we work together in ways that are:

- Purposeful
- Respectful
- Ethical
- Inclusive

And that we operate on the principle of Reciprocity.

## 4. Communication principles

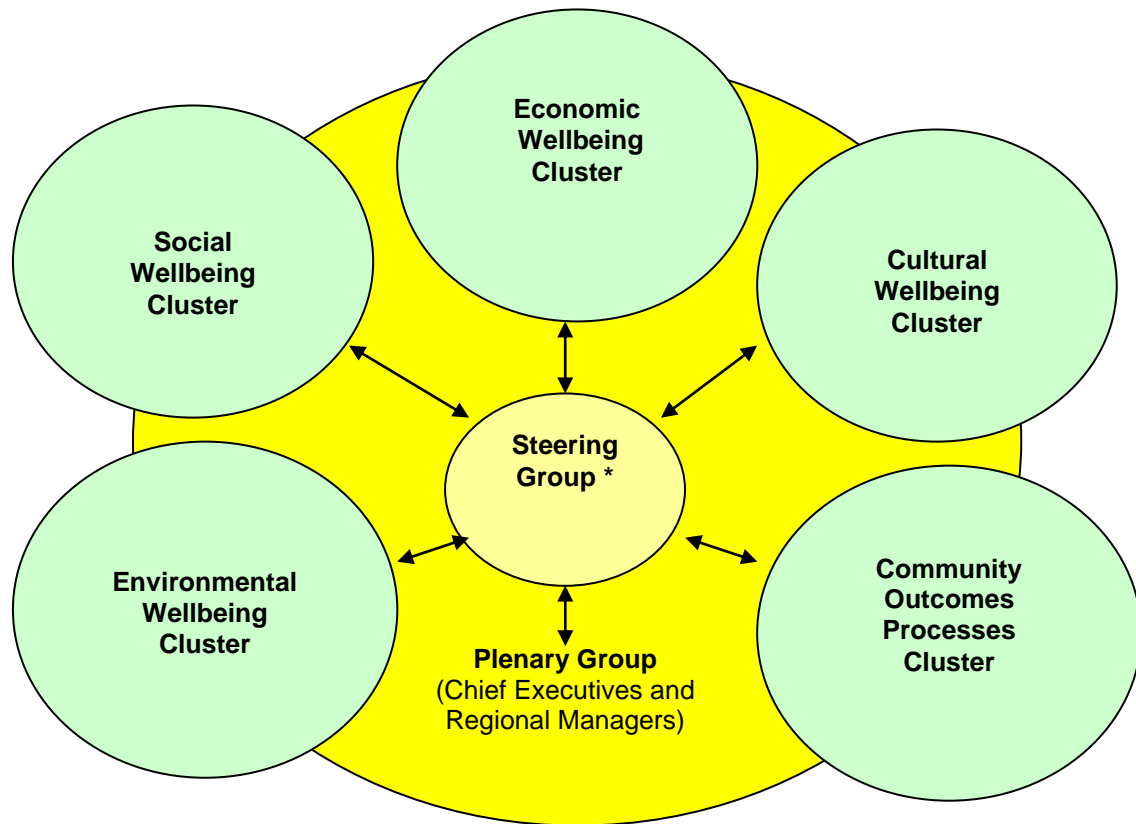
Communication tools and channels will necessarily change over time as the network matures and technology changes.

Key principles and directions of an ongoing nature are that:

- Well-functioning communication channels, at all levels, are extremely important to the success of the CoBoP network
- Communications within clusters, between clusters, and between clusters / Plenary / the Steering Group, must all flow quickly and clearly
- CoBoP is likely to use more web-based communications, rather than relying on email distribution, as time goes on.

## 5. Structure

The diagram and notes below outline the structure of the CoBoP network. Each group within this structure is explained further in Appendix A.



*There are also clear communication lines between all clusters.  
For simplicity these have not been shown as arrows on this diagram.*

**Steering Group** – Seven members nominated by the Plenary Group (four central government and three local government) plus the Strategic Broker. Chaired by one of the local government reps. *Leads and guides the processes of CoBoP (the ‘how’ rather than the ‘what’).*

**Plenary Group** – Chief Executive or Regional Manager from each signatory organisation. *Guides the processes and the content of CoBoP.*

**Wellbeing Clusters (x4)** – Each Cluster is chaired by the relevant central government CoBoP Steering Group representative. Open to all CoBoP signatory agencies. Purpose is to focus on joint central / local government work that can better deliver on identified local and regional community outcomes. *Guide and deliver the content (the ‘what’) of the CoBoP network’s work.*

**Community Outcomes Processes Cluster** – Led by local government, sponsored by local government CoBoP Steering Group representatives. Open to all CoBoP signatory agencies. Revised purpose is to provide a mechanism for information sharing among personnel in the region who are involved in community and council outcomes processes and monitoring, especially around Ten Year Planning processes.

**\* Strategic Broker role** – Supports and reports to the Steering Group, via the Steering Group Chair, and provides strategic support to the Cluster leaders. Responsible for managing the CoBoP budget and contracting in other support functions as required.

## 6. Funding and financial delegations

The CoBoP network is currently funded by member agencies on a year to year basis. Funding is primarily required for core support functions and related direct costs.

Overall budget management is the responsibility of the Steering Group, with day to day management being the responsibility of the Strategic Broker.

The Steering Group has delegated financial responsibilities as follows:

- The Strategic Broker is delegated to solely authorise commitments / expenditure up to and including \$5,000 (excluding gst), except for authorisation of their own invoices for payment.
- The Steering Group Chair is delegated to solely authorise invoices from the Strategic Broker to the CoBoP network in regard to provision of the Strategic Broker role.
- The Steering Group Chair and one central government Steering Group representative (normally the Tauranga-based economic wellbeing representative) authorises commitments / expenditure above \$5,000 (excluding gst).

Rotorua District Council administers the budget on behalf of the CoBoP network.

## 7. Review

A full review of the CoBoP network will be undertaken at least three yearly.

Minor updates to this Terms of Reference document (such as the addition of new signatories or amendments to Appendix A) are to be signed off and documented by the Steering Group, then made as required.

The Strategic Broker is responsible for ensuring reviews are scheduled and undertaken, and for keeping the Terms of Reference document up to date.

### [Next review](#)

*The next review of the CoBoP network will commence within six months of the new Steering Group being appointed in mid-2011.*

## 8. Signatories

The following organisations are signatories to the CoBoP network:

Bay of Plenty Regional Council  
Kawerau District Council  
Opotiki District Council  
Rotorua District Council  
Taupo District Council  
Tauranga City Council  
Western Bay of Plenty District Council  
Whakatane District Council

Accident Compensation Corporation  
Bay of Plenty District Health Board  
Career Services Rapuara  
Department of Conservation  
Department of Corrections  
Department of Internal Affairs  
Department of Inland Revenue  
Department of Labour  
Housing New Zealand Corporation  
Lakes District Health Board  
Ministry of Agriculture and Forestry  
Ministry for Culture and Heritage  
Ministry of Economic Development  
Ministry of Education  
Ministry for Environment  
Ministry of Health  
Ministry of Justice  
Ministry of Social Development

- Work and Income NZ
- Family and Community Services
- Ministry of Youth Development
- Department of Child, Youth and Family

NZ Police  
NZ Trade and Enterprise  
Sport and Recreation NZ  
Te Puni Kokiri  
Tertiary Education Commission  
NZ Transport Agency

# **Appendix A: CoBoP network groups and roles**

The groups and roles of the CoBoP network are explained below

## **1. Steering Group**

### **Membership and duration**

The CoBoP Plenary nominates seven of its members to the Steering Group to guide CoBoP activities for a two year period, as follows:

Four representatives from central government

- One representing each wellbeing cluster
- Each is nominated by the relevant wellbeing cluster
- Each then leads the relevant wellbeing cluster

Three representatives from local government

- All three are nominated by the Bay of Plenty local government chief executives
- One is from the Regional Council
- One of whom is appointed as Steering Group Chair by the Steering Group, to reflect that this network is about better achieving local community aspirations and priorities .
- Jointly act as sponsors for the community outcomes processes cluster (currently under review)

The eighth and final member of the Steering Group is the Strategic Broker, whose role is explained in section 4 of this Appendix.

### **Steering Group purpose and role**

*“Fostering **processes** that support local and central government to work together to achieve results and monitor progress towards local and regional community aspirations and priorities”*

The Steering Group is responsible for ensuring the *intent* of the network is achieved. This group deals with the process of the CoBoP network rather than content (content is the realm of the various cluster groups).

The Steering Group takes responsibility for fronting any important matters affecting CoBoP overall, and to oversee CoBoP processes.

### **Meeting frequency and purpose**

Four meetings per year, to

- Review CoBoP network progress (includes identifying issues and/or determining resolution pathways for those issues)
- Carry out high-level planning for upcoming Plenary group meetings
- Sign off key communications
- Approve plans and budgets for resources accessed for CoBoP, and significant reports on resource use

## Steering Group Chair

The Steering Group Chair is appointed by the Steering Group. The Chair is to be one of the three local government Steering Group members, to reflect that the focus of the CoBoP network is anchored in local communities of the Bay of Plenty.

The role of the Chair is:

*To be a*

- Key contact on behalf of the CoBoP Steering Group for external stakeholders, including DPMC and central government when not working through a specific department
- Spokesperson for the Steering Group and the CoBoP network, as agreed by the Steering Group

*To provide*

- Guidance to the Strategic Broker to ensure CoBoP operates efficiently
- Leadership of the Steering Group and the CoBoP network

*And to take responsibility for*

- Liaising with the Strategic Broker re: Steering Group and Plenary agendas
- Employment arrangements for the Strategic Broker role (on contract to or as an employee of the Chair's organisation, so this will move organisation when the Chair changes).

## Support

The Steering Group is supported by the Strategic Broker, who manages any contracted support activities and reports directly to the Steering Group, via the Steering Group Chair.

## Current Steering Group

*The current CoBoP Steering Group was appointed in March 2008, with several changes since then to accommodate role changes within members' own organisations. This Group will be in place until the next appointment process in mid-2011.*

*The current Steering Group is:*

<u>Name</u>	<u>Representing</u>
<i>Miles McConway, BoP Regional Council</i>	<i>Local Government</i>
<i>Rob Williams, Taupo District Council</i>	<i>Local Government CHAIR</i>
<i>Appointment pending</i>	<i>Local Government</i>
<i>Wally Tangohau, Te Puni Kokiri</i>	<i>Cultural Wellbeing cluster</i>
<i>Lionel Crawley, NZ Trade &amp; Enterprise</i>	<i>Economic Wellbeing cluster</i>
<i>Appointment pending, Dept of Conservation</i>	<i>Environmental Wellbeing cluster</i>
<i>Mike Bryant, Min Social Development</i>	<i>Social Wellbeing cluster</i>
<i>Barbara MacLennan, CoBoP</i>	<i>Strategic Broker</i>

## 2. Plenary Group (Signatories)

This is the combined **Chief Executives and Regional Managers** of local and central government with responsibilities in the Bay of Plenty.

### **Meeting frequency and purpose**

Two half day meetings annually for the purposes of:

- Knowing who each other is and what we do (via structured discussions and time for networking)
- Hearing about key issues and progress from the various cluster groups (through brief presentations and discussions where required, and via progress reports where discussion is not required)
- Working through complex issues that might benefit from more attention together
- Engaging with guest presenters that have expertise and/or knowledge that helps advance our collaborative practices around complex issues in the region
- Making time to do some focused thinking together to enable development of more integrated policy options.

Every signatory organisation should ensure it has a representative at each Plenary meeting. When appropriate, signatories may also bring key personnel with them to Plenary meetings.

### **Support and communications**

The Strategic Broker manages coordination and support services to the Plenary Group.

Plenary Group members (signatories) are responsible for arrangements to keep their own staff informed about CoBoP Cluster, Plenary and Steering Group activity, including meetings. This is a particularly important communication channel for staff not involved in clusters or projects.

### **Current Plenary Group**

*The current Plenary Group comprises the Chief Executive or Regional Manager of each of the signatory organisations listed in Section 8 of this document.*

*There are currently 36 signatory agencies, all of whom have representation on the Plenary Group, however meetings may have more than this number of people attending as Chief Executives and Regional Managers may elect to bring key staff with them for relevant meeting topics.*

## 3. Cluster Groups

### 3a. Wellbeing Clusters (Social, Economic, Environmental, Cultural)

#### Leadership and roles

There are four wellbeing clusters, one for each of the four aspects of community wellbeing. Each cluster is led by the relevant wellbeing Steering Group representative and actively involves both central and local government agencies. On an ongoing basis, the four wellbeing clusters are all:

- Open to **all** CoBoP signatory organisations
- Focused on progressing identified local and regional community aspirations and priorities through relationship development, improving practice around working together, sharing information and/or defining and clarifying areas for concerted joint focus.

#### Meeting frequency and purpose

Meetings are held at least twice annually, with additional meetings being held as required.

It is envisaged that at times clusters will meet jointly with other clusters with common interests. The onus is on the clusters themselves to ensure cross-wellbeing issues are jointly addressed.

Cluster meetings are to tease out complex issues, to explore where there is interest and benefit in more focused work together, and to foster clear arrangements for achieving agreed actions.

#### Cluster group projects

Cluster group projects will normally be identified through Cluster group meetings or work, see above. These are projects where central and local government agencies have made a commitment to do some specific work together that will achieve identified local and regional community aspirations and priorities.

These projects are owned by organisations themselves, although they may remain under the CoBoP network umbrella (ownership means agreeing to participate and commit resources, such as time, information and/or funding).

These projects must be clearly specified, including their expected duration, and must be led by one organisation which takes responsibility to coordinate, administer and communicate about the project to the Cluster group.

#### Support and communications

Cluster group leaders are responsible for

- Operating inclusively to ensure all CoBoP signatory organisations are invited to participate in cluster group meetings
- Providing administrative support for cluster group meetings
- Ensuring cluster group meeting notifications, agendas, agenda papers / presentations, minutes, project updates and all other cluster group communications are circulated to cluster group members – within two weeks of each meeting.
- Ensuring cluster group meeting notifications, agendas, agenda papers / presentations, minutes and project updates are provided to the Strategic Broker for circulation to the Plenary and Steering Groups and posting on the CoBoP website – within two weeks of each meeting.

### **Current wellbeing cluster leadership**

*The wellbeing cluster leaders are identified below and will remain in effect until the completion of the first Steering Group term in mid-2011:*

<u>Name</u>	<u>Leader of the</u>
Mike Bryant, MSD	Social Wellbeing cluster
Lionel Crawley, NZTE	Economic Wellbeing cluster
Appointment pending, DoC	Environmental Wellbeing cluster
Wally Tangohau, TPK	Cultural Wellbeing cluster

### **3b. Community Outcomes Processes (COP) Cluster**

*Note that Cluster activity has been suspended since late 2009 during the LGA review. The current COP Cluster guidelines are outlined in this section, however these will be reviewed in early 2011 to take into account changes brought by the LGA 2010.*

#### **Leadership, role and meeting frequency**

This cluster is led by local government and actively involves central government agencies. Meeting frequency is determined by need, but is at least quarterly.

This cluster:

- Takes a high level focus on any opportunities to improve processes and practices around council outcomes and community aspirations across the region
- Provides a mechanism for local and central government agencies in the region to identify efficiencies around community wellbeing monitoring processes.

#### **Support and communications**

The cluster group leader's support and communication responsibilities are as per the wellbeing clusters, which are:

- Operating inclusively to ensure all CoBoP signatory organisations are invited to participate in cluster group meetings
- Providing administrative support for cluster group meetings
- Ensuring cluster group meeting notifications, agendas, agenda papers / presentations, minutes, project updates and all other cluster group communications are circulated to cluster group members – within two weeks of each meeting.
- Ensuring cluster group meeting notifications, agendas, agenda papers / presentations, minutes and project updates are provided to the Strategic Broker for circulation to the Plenary and Steering Groups and posting on the CoBoP website – within two weeks of each meeting.

### **Current Community Outcomes Processes (COP) cluster leadership**

*Queries can be directed to Anne O'Malley, Tauranga City Council.*

## 4. Strategic Broker

### **Purpose and structure**

The Strategic Broker role is a key enabler of collaboration between multiple agencies within the CoBoP network, and between the CoBoP network and other agencies and groups. This role is about brokering the relationships, helping people and groups to develop clarity about the issues they are wanting to focus on together, and helping with their processes so that they can decide what to do and then get on and do it.

The Strategic Broker has the vision, the networks and the practical information skills to shepherd potential through to reality in a collaborative environment – this role is about the process of collaboration, rather than the content.

The Strategic Broker role supports and reports directly to the Steering Group, via the Steering Group Chair. It is possibly a part-time role and it may be contracted. Employment or contract arrangements for this role are with the Steering Group Chair's organisation, or another council as directed by the Steering Group Chair.

### **Responsibilities**

The key responsibilities of the Strategic Broker are to:

1. Provide support to the CoBoP Steering Group and the CoBoP Plenary Group, working closely with the Steering Group Chair.
2. Manage CoBoP information / strategic brokerage
  - a. About complex issues for which there is no existing working-across-boundaries process and which signatory organisations want to work with others on
  - b. About opportunities to get involved with others around issues
  - c. About progress being made on agreed priorities that CoBoP signatories are working on together
  - d. To support decision-making on priorities agreed by the CoBoP network and to support action planning on agreed priorities.
3. Manage CoBoP administration and communications, including:
  - a. Promoting and hosting events and training that:
    - Increase understanding between central and local government about respective cultures, timeframes, priority setting and policy making processes so that these can be influenced in the interests of achieving identified local and regional community aspirations and priorities
    - Consolidate cross-organisational relationships and capacity.
  - b. Communications within and from the network, including the CoBoP website and regular e-newsletters.
    - A Steering Group update is circulated to the Plenary Group at least quarterly, normally following the quarterly Steering Group meeting.
  - c. CoBoP budget and contracted services, including facilitation, executive secretarial, information broking and communications as required.
    - A quarterly financial report is provided to the Steering Group and, once finalised, is circulated to the Plenary Group, normally with the Steering Group update.

### **Current Strategic Broker role**

*Barbara MacLennan is contracted to the role of Strategic Broker for the period to 30<sup>th</sup> December 2011.*

## **Appendix B: How support is provided for CoBoP initiatives**

### **1. For initiatives that enhance agencies' business as usual**

- CoBoP fosters relationships, understanding and information flows – all of which are likely to increase potential for co-operation between agencies and for enhancing agencies' business as usual.
- **CoBoP's role is to:** assist relevant agencies in documenting the increased co-operation and good practices as they emerge. This role is facilitated by the Strategic Broker.

### **2. For initiatives generated within any of the clusters**

- Any such projects are mandated and supported by the agencies wanting and agreeing to be involved.
- Lead and support agency roles are specified as part of the project scoping process.
- **CoBoP's role is to:** share information about the projects across the network, and support and share good practice around co-ordination, co-operation, and partnering on projects. This role is facilitated by the Strategic Broker.

### **3. For initiatives generated between/across clusters**

- Any such projects are mandated and supported by the agencies wanting and agreeing to be involved.
- Lead and support agency roles are specified as part of the project scoping process.
- Processes for clusters to meet together need to be developed by relevant wellbeing cluster leaders.
- **CoBoP's role is to:** share information about the projects across the network, and support and share good practice around co-ordination, co-operation, and partnering on projects. This role is facilitated by the Strategic Broker.

### **4. For work on "whole of CoBoP" agreed initiatives**

- These are where complex issues require concerted commitment by many CoBoP signatory agencies.
- These initiatives are mandated through the Plenary Group, with overall leadership being provided by the Steering Group.
- Lead and support agency roles are specified for agreed action areas.
- The following must be established for each identified priority
  - Clear processes for agreeing actions and responsibilities, some of which may be Wellington focused and policy oriented
  - Clear communication channels and processes for continuing dialogue among signatories.
- **CoBoP's role is to:** support information and processes to reach and document agreement on priority issues, actions and responsibilities, and to support and share good practice learning around partnering and collaboration. This role is facilitated by the Strategic Broker.

## **Appendix C: Relevant references**<sup>1</sup>

### **Collaboration continuum**<sup>2</sup>

We recognise that different ways of working together are appropriate for different circumstances and issues. It is helpful to be clear about what level of cooperation or collaboration we are aiming for in any situation, as follows:

1. Co-existence
  - Know about each other but don't need to come together
2. Networking
  - Informal discussions, with information sharing as the basis
  - Knowing and understanding who's doing what
3. Co-operation
  - Acknowledgement of common interests, issues and agendas
  - May involve helping another organisation to achieve their project/task etc
  - No ongoing or formal commitment to each other
4. Collaboration
  - Has trust implicit
  - Is based on negotiation and agreed actions.
  - Don't have to share the same base values, but have agreed a set of principles for working together
  - Sometimes documentation is prepared to support different types of collaboration effort
5. Partnership
  - Works from an agreed shared values base, e.g. trust, honesty, openness.

### **Key learnings**<sup>3</sup>

Internationally, collaborations and partnerships are seen to be most useful when addressing complex issues which have multiple inter-related causes, which are often the case when attempting to progress towards local and regional community aspirations and priorities.

Key learnings about successful collaborations and partnerships include:

- Don't assume a straight line to action, because there isn't one
- Ask lots of questions
- Be prepared for a long and rocky road
- Look to innovate and do things differently
- Invest in relationships: find leaders and bridge builders and think in terms of alliances
- Think systems shift, as well as change at programme, asset and service level.

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<sup>1</sup> Extracts from Annex 1 – Resource, Review of CoBoP March 28, 2008, Mary-Jane Rivers (from DIA, Tamarack)

<sup>2</sup> 'Putting Pen to Paper' publication

<sup>3</sup> Tamarack website, [www.tamarackcommunity.ca](http://www.tamarackcommunity.ca)