

VIII. MEETING CHALLENGES IN THE NEXT MILLENNIUM

In this era of globalization, competitiveness, rapid urbanization, and localization (i.e., shifting of powers, responsibilities, and accountabilities from national governments to local governments), we cannot ignore the role of municipalities in attracting investments, providing employment, and delivering basic services. At the same time there are increasing pressures on the municipal governments as a result of rising residents' expectations with regard to the quantity and quality of public services. These trends are likely to accelerate in the future.

Mr. Keshav Varma of the World Bank describes the likely environment that municipalities will find in the 21st century, and how municipalities can successfully meet the challenges that they will face. He also discusses the role that donors and other development agencies can play in assisting the municipalities to successfully meet their challenges.

Mayor Alvin Garcia of Cebu City, Philippines, shares his vision for Cebu in 2010, and outlines his strategy for achieving this vision.

Mr. Terry Barnes of Fairfield City Council, Australia, discusses how the City of Fairfield has used new strategies, systems, staff structure, and arrangements to tackle the complex problems and issues that face his community at the eve of the new millennium. The Council, with the participation of the community, first set a clear

vision, then translated it into outcomes, also ensuring that the supporting systems (e.g. output-based budgets, opportunity costs, and project evaluation) were in place.

AN OVERVIEW

Keshav Varma

Manager, Urban Development Sector Unit
East Asia and Pacific Region, World Bank

This presentation is about the 21st century. I will make an effort to take you through a different kind of perspective from the one we have been discussing, to include not only the perspective of livability, which includes quality of life and solid waste management, water, and sanitation, but that of competitiveness and good governance as engines of growth. I will also discuss the role that we expect cities to play in the future.

I came across several interesting forecasts about what the future holds on urbanization. Most futurologists say that more than 90% of the world population growth will be in developing countries, and that crime will be the fastest growing industry in the world. They also say that the disparity between the poor and the rich will continue to increase, and technology will have no respect for international boundaries. Interestingly, the complexity of infrastructure will need to be developed more underground than above ground.

All these issues lead us to look at cities in a different perspective because of globalization, the intense pace of urbanization, devolution to local governments, and empowerment of the people.

It is estimated that by 2010 half of the world's population will be living in the urban area, and half of them will be poor. But by 2020, two thirds of the

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world's population will be living in urban areas. Cities will become the loci of growth, jobs, and wealth but what roles can they play as fundamental spatial units for global economy?

The new challenges that cities will be facing are poverty and slums, pollution, unemployment, social tensions, crime, and insufficient urban services, especially water, sanitation, solid wastes, transport, and traffic. Once globalization and information technology take center stage, the shape of cities will dramatically change, and antiquated laws and insufficient frameworks will put more pressure on them. Small solutions to enormous problems will likewise be a continuing challenge to most city managers.

Globalization

Globalization is a fact of life. It will determine the forces that will affect the roles of cities in the global environment. One such force is information technology. Information technology will create a new definition of the work place and working practices. It will change the way we work and where we work. It will influence urban planning—whether to go for development of central business districts, with a core right in the middle of the city or decentralized work spaces. Information technology may no longer require people to travel from the suburbs to the central core, as it will be more convenient to work at home.

The rise of the middle class as a focal point to global aspirations is another important force. In India, for instance, it is estimated that the number of middle-class people will be between 200 to 300 million. This middle class is going to play a very major role in the future of our cities, which is very clearly evidenced in cities like Bangalore and Hyderabad where the middle class already has

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global aspirations, e.g. in developing human resources to meet the needs of information technology, computer software development, etc.

In the world of globalization, cities will have to reinforce their competitive advantage. They will become vulnerable to stagnation if they remain inefficient and unproductive. They cannot hide behind national boundaries because the global environment will not tolerate mediocrity, or below-par skills in human resources. A competitive milieu that abounds with many specialized suppliers will definitely change the labor market, and provide ease of international sourcing. City managers will therefore have to look at the future under a totally different paradigm and determine how their city—like Bombay or Bangalore or Bangkok or Manila—is contributing to the global economy and how the city can improve its present position. I think the entire way of thinking of city management will have to be redefined. City managers will have to concentrate on building sustainable institutions by bringing professional people into the business of city government, enhancing morale, and building external alliances. Rapid urbanization is inevitable, but city managers will always be in a strategic position to plan for it. They need to have a vision of the future, and be prepared for it.

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Four Pillars of Urban Policy

As a development partner of cities, we at the World Bank are looking at four pillars of urban policy for cities of the future: good governance, livability, competitiveness, and bankability.

Good governance requires professionalism, transparency, and accountability of local officials to maintain high morale of city employees. It should be supported by continuous capacity building of employees. Governance is also fragile, and building

sustainable governance structure is a long-term goal. Good governance requires close partnerships with CBOs and ensuring that the urban poor are empowered and equipped to participate in decisions that affect them.

Another concern that we have right now is livability of cities. Rapid urbanization and high consumption rates are rapidly expanding the ecological footprints of cities. Cities will need to completely reinvent solid waste management, and water and urban sanitation. They have to improve the use of green spaces and urban agriculture, and optimize present assets and utilities. They must make some very tough decisions to really maintain cities in harmony with the environment and ecological principles.

An important aspect, which will have a direct bearing on livability of cities, is crime prevention. As mentioned earlier, crime will be the biggest growth industry in the urban world. Cities will therefore have to deal with it directly and publicly, and the best thing to do is attack organized crime first.

Crime will be the biggest growth industry in the urban world.

The last point is bankability. There is a scarcity of resources in cities, such that per capita investment in infrastructure is unacceptably low. We will need to run cities in such a way that they can be credit rated, so that they can become bankable in accessing capital markets. However, bankability is not merely a financial issue. It should also be seen as an aspect of civic pride, empowerment, partnership, and a more assertive role for cities.

DEVELOPING A VISION AND STRATEGY

Alvin B. Garcia

Mayor, Cebu City, Philippines

Former US President John F. Kennedy, during his inauguration in 1960, said: “The torch has been passed to a new generation of leaders born in the century.” I find this quote very relevant to us today because as centennial mayors, we will be bringing our cities to a new millennium. I think this is a great honor, but it entails a very great responsibility to do something for our cities.

Today, cities are confronted with so many problems that they are “cities under siege.” They have to address rapid population growth, environmental degradation, and increased demand for infrastructure and basic services. They are also baffled by rising standards and expectations of people, and devolved functions of national governments without adequate support and funds to carry them out. I would also like to add that cities are competing in a global community because after all, when everything is said and done, you and I, all the mayors are actually in competition with one another—for foreign direct investments, exports, and tourism.

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Cebu City had almost 700,000 foreign and local tourists in 1998. That may not seem many, but for a small city like ours, it can mean a lot of difference to the local economy. Our export and import trade reveals that we export more than we import, although this is not the general case in the Philippines. We have a very strong furniture and fashion jewelry industry, which is the main source of exports.

As of March 1999, our total labor force was 322,000. Of these, 1.6 percent or 5,207 were unemployed, while 35,793 were under-employed.

The labor and tourism statistics are very important to me because our vision of Cebu will have a heavy bearing on these two parameters.

Cebu City's Vision

Cebu City's Executive and Legislative Agenda spells out the vision of the city in 2010. We do not want to just deliver the basic services; we want to go a step further to bring about increased tourism, zero squatting, full employment, and improved internal systems and procedures.

The principal part of the vision concerns tourism. We want to be a major tourist destination locally and hopefully regionally in Asia. For this purpose, we are trying to benefit from our cultural heritage by projecting Cebu as the capital of Christianity in Asia because it is where Ferdinand Magellan, the Spanish conqueror, landed and died. We are making parks and monuments of Magellan, and sprucing up old buildings to make them more appealing to tourists. We also expect that our waterfront development project will convert the industrial slum into something like Fishermen's Wharf in San Francisco, and make it a favorite tourist destination in the future. This project has been started and it will be finished in 2004.

One of the main problems that we have is squatting, which is mainly caused by the inability of the government and the private sector to provide homes at affordable prices. We have observed that all real estate developers are concerned with building concrete roads, gutters, and sophisticated drainage in their housing projects. But most people do not need those. They probably need a few square meters of land, a small house, gravel road instead of asphalt road, open canal instead of sophisticated drainage, and for sure, more affordable housing. Right now, we are allocating much of our resources

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to buying land so that we are ready in the event of a demolition or relocation of squatters.

Another aspect of the vision is full employment by the year 2010. I dream that by then there will be no person in my city who will say he or she does not have a job. It seems to be a very difficult thing to do, but we have started on the path to realizing this dream. One way is through the 300-hectare reclamation that we are pursuing, which is funded by a US\$100 million loan from Japan's OECF. This area will not be sold as commercial or residential land, but leased out as an industrial zone. It will become another export processing zone, and thereby provide more employment in the future. Right now, we have a 100-hectare export processing zone that is very close to the city. It employs 35,000 people. So if we have 300 hectares, we will have more than 100,000 jobs available. The Waterfront Development Project, which will have souvenir shops, hotels, and restaurants, will employ another 20,000 persons.

The fourth part of the vision is improvement of our internal systems and procedures for better management and control, better delivery of services, and better public accountability.

Achieving the Vision

We realize, of course, that we cannot achieve the vision by ourselves or by government funds. That is why we engage in partnerships with the private sector in building our infrastructure facilities. We also advocate corporate citizenship whereby successful corporations are encouraged to give back something to society in the form of outright grants for human resource development. After all, they owe their success to the people who patronize their business.

We are also engaged in benchmarking and continuous improvement. That is why I fully

supported the Benchmarking Coordinators to participate in the workshops of ADB's Benchmarking Project, and allowed the Coordinators to train teams to improve our public services.

Another strategy is human resource empowerment. In everything that we do, we always consult with stakeholders so that they can play active roles in our activities, and to obtain their full support to develop the city. For instance in the waterfront project, we called all the vendors, squatters, and all the affected citizens, and had a dialogue with them. We told them our plans, showed them the benefits that they can receive, and offered them a relocation site, so that the area for waterfront development would be emptied.

Use of information systems is another important strategy. I think that our city is the most advanced in the Philippines in information systems, particularly geographic information systems (GIS). GIS enables us to plan easily and we have many applications. We also constructed a new office building where every department head will have a computer connected to a network. This way, I will no longer write memos on pads because we can communicate via the network. The cabling alone for this project will cost us about P11 million.

Forging sister city relationships, especially if you have a sister city in a developed country, can bring you many benefits because such cities have much to offer. Many hospitals in Australia and Canada are closing down because of the installation of new hospital systems. Through sister city arrangements, you can ask them to donate hospital beds and other hospital equipment to your own city.

I have a sister city arrangement with Xiamen, China, so we have an exchange. The Chinese teachers in Cebu speak the dialect of Xiamen, so I asked the Chinese community to send up to 15 teachers to Xiamen. In return, they gave me a brand new fire truck. The other sister city of Cebu is

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Kaohsiung. I sent a dance troupe of about 30 people to perform there so that they would become familiar with Philippine culture. I am proud to say that in return, they gave us 100 buses (7-year-old), which enabled us to run a bus transport system in the city.

I mentioned at the outset that municipalities will be competing with one another in the global community. However, as we approach the new millennium, there is a need to work together to achieve our common goals. One way is by institutionalizing an Asian Cities Forum, similar to the present Forum. We all know that the assistance and guidance of the ADB Institute and other donor partners will not be there forever. In a few years, we will be left to our own resources. Before that time, we should institutionalize what we have started and learn from one another's best practices, as in benchmarking. We should try to have a life of our own without really getting any external help. In the end, it is ourselves and our communities that will make the improvement—not ADB, not the World Bank, not anybody else.

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REINVENTING GOVERNMENT IN A DEVELOPED CITY

Terry Barnes

City Manager, Fairfield City Council, Australia

Fairfield City Council is the fifth-largest local government in Australia. It has twice the unemployment rate of the State of New South Wales and a resident population of which more than 50 percent were born overseas. The issue of managing limited resources amongst competing priorities has been high on the organization's agenda. Traditionally, the majority of expenditure has been tied to existing commitments. Other key

projects have competed with resources at the margins. Fairfield City, under the leadership of the elected members and City Manager has made significant progress towards addressing the fundamentals of effective resource allocation. The process includes establishing a clear vision and priorities, identifying outcomes and outputs, restructuring the organization, establishing service standards, identifying opportunity costs, and implementing criteria for project evaluation.

Local Government in Australia

Australia has three levels of democratic government, i.e., the national government, state governments for each of the six states, and approximately 750 local government authorities.

Councils vary greatly in size of population and area. For example, in Western Australia, which has the largest landmass, there is a Council with an area of 184,000 km² and a population of less than 1,000. Many city councils in cities such as Melbourne and Sydney service populations between 40,000 to 200,000 with areas between 30 and 100 km². The largest Council in Australia is Brisbane City Council with a population of almost 1 million.

Fairfield City Council

Fairfield City Council, which is one of forty Councils in the Sydney metropolitan area, has a population of just under 200,000, services an area of approximately 102.5 km² and incorporates 27 suburbs. While mainly residential, Fairfield City is home to regional industrial estates at Wetherill Park and Smithfield as well as local industry at Yennora and Lansvale. There are two major business and retail centers at Fairfield and Cabramatta and a

number of suburban shopping centers. Large expanses of nonurban residential land characterize the suburbs of Horsley Park and Cecil Park.

Accommodation in Fairfield comprises mainly detached housing with some relatively small pockets of residential apartments surrounding the older established town centers. In recent times, there has been a growth in medium density development, such as townhouses and villa homes throughout the area.

Fairfield's population is characterized by a high degree of ethnic diversity, with 53.5 percent of the population born overseas. A large number of young families and a growing number of aged people also characterize Fairfield. The cultural diversity is the most outstanding feature of Fairfield City and is reflected in the new city motto: "Celebrating Diversity". It is estimated that 191,000 people live in the City of Fairfield, making it the fifth most populated local government area in Australia.

Framework for Effective Resource Allocation

In early 1997, the Councilors of Fairfield City Council decided to review the direction of the organization and assess the environment in which they were operating. They identified a wide range of agents of change impacting on the Council.

As a result of strategic thinking, the Council has had a major overhaul of its direction. A clear and achievable vision is driving the planning and budgeting system. Place and system management is providing solutions to complex problems. An organizational restructuring has improved accountability. A purchaser/provider partnership is increasing our responsiveness to issues and opportunities. Greater value for money and more appropriate staff management strategies are in place.

Thus, the Council is ready to tackle a wide range of complex problems and issues that face the community. New strategies, systems, structure, and staff arrangements provide opportunities that were not possible a year ago.

One of the most important elements in these changes is the effective management of limited resources amongst competing priorities. Fairfield's resources, including the Council's budget, are now being managed within the context of a 10-point vision that defines community outcomes and strategic outputs. The system Fairfield now has in place "unpacks the information" relating to resources across a strategic plan, management plan, service-level agreements, business plans, and individual work plans.

The environment in which local government operates has changed considerably over the last four years. In taking stock of these changes, the Councilors of Fairfield City Council wished to address the following:

- Accountability—structural reform; performance reporting and Independent Pricing and Review Tribunal issues.
- National Competition Policy—Trade Practices Act; market testing/competitive tendering; costing methodologies; business classifications. National competition is a policy being pursued by the national government in relation to microeconomic reform. It is a policy adopted by government enterprises and government departments to demonstrate their competitiveness in relation to potential alternative providers of government services such as the private sector.
- Increased demands and roles as a service provider—customer demands; information technology; environmental pressures; social

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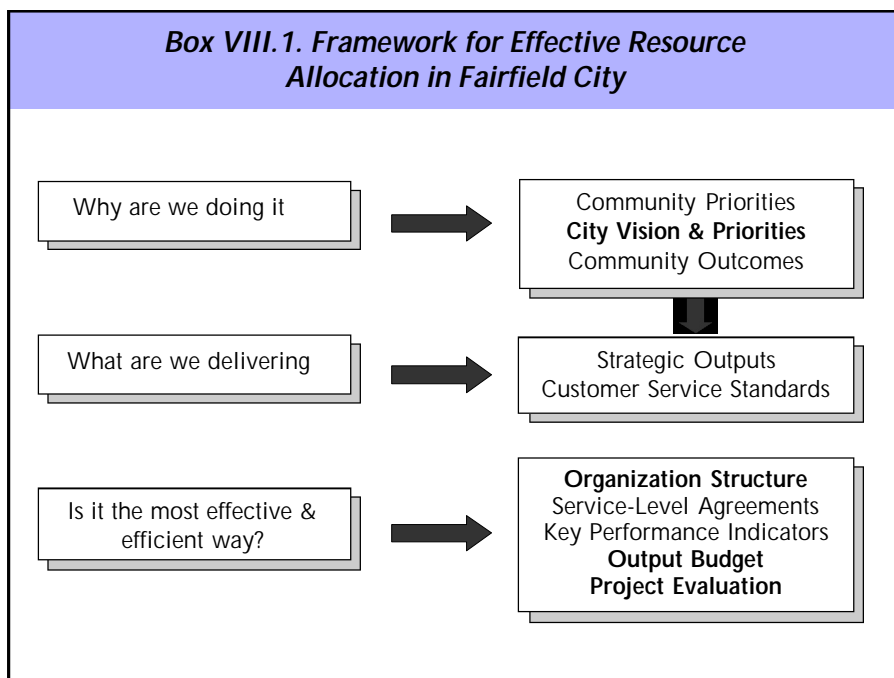
pressures; global economy; financial pressures; and expectations for smaller government.

- Increased focus on deliberative democracy and achieving outcomes for the community— informed communities; more partnerships; improved direction setting; making a sustainable difference for the community.

Fairfield City Council took a strategic view of its resource allocation and recognized that allocation of resources, in order to be effective, needed to be integrated with the total future direction of the organization and Fairfield City. This resulted in a process that started with identifying the community priorities and the 10-point vision. These became the foundations for the organization structure and the strategic plan. The strategic outputs also identified through this process form the basis for output-based resource allocation and budgeting (Box VIII.1).

The main principles identified by Fairfield City Council were

- Setting the city vision and priorities.
- The organization structure: separating responsibility for effectiveness and efficiency.
- A department responsible for outcomes.
- Place management and systems management.
- Changing the organization culture.
- Criteria to support effective resource allocation



Setting the City Vision and Priorities

The Councilors worked together to develop a clear vision for Fairfield City. The following ten statements set out a clear direction for all activities within the Council, and drive priority setting.

- A **clean and green** Fairfield with restored waterways and a wide range of open spaces and recreation areas connected into a regional open space for recreation and the water system.
- **Attractive residential areas** with avenues of trees, landscaped streets, and where infrastructure is well maintained, with less conflict and inappropriate activities.

- **Employable young people**, encouraged to succeed, able to take advantage of the integration of schools, opportunities for further education, employers, and the Council's information and study assistance programs.
- **Revitalized urban centers**, safe places for people to live in, commercial and residential areas, as well as retail stores, restaurants, and street life, taking advantage of the rail stations and the unique cultural mix.
- **Enterprising retail and commercial areas** that provide opportunities for a full range of enterprises, from starter business to major firms.
- **Thriving industrial areas**, especially Wetherill Park, encouraging high-tech industry and taking full advantage of its size and regional position and links with Asia.
- **An accessible city** where transport and movement are safe and convenient, and activities have been integrated physically where possible.
- A city where services are delivered to meet the needs of the community on an **equitable** basis.
- A city that has maintained its stock of publicly owned assets in a manner that is **fair to current and future generations**.
- A place that has a reputation as an **excellent place in which to live, invest, and prosper**.

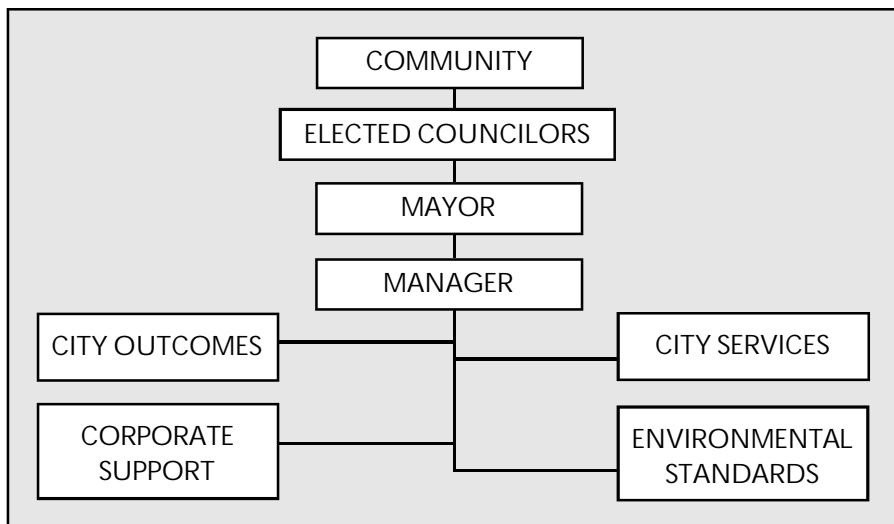


Figure VIII.1. Fairfield City's New Structure

The Organization Structure

To drive the new directions and priorities, and improve responsiveness to issues and opportunities, the Council restructured the organization (Fig. VIII.1). The new structure provided a partnership between the purchasers of outcomes for the city, and providers of services. It also increased the scope for partnerships with external agencies and other levels of government.

Program and Place Managers worked together to ensure that the Council's activities focused on the outcomes in the vision. Staff with priority-setting and service-specification responsibility (the purchasers) became part of the new City Outcomes Department.

In keeping with the principles of the National Competition Policy, value-for-money services were delivered by the new-look Business Units in the City Services Department.

The Environmental Standards Department as the Council’s regulatory arm, deals with building and development approvals and environmental management issues. The clear separation of the responsibility for managing the regulatory system frees those with an outcome responsibility to play a facilitating role. The Corporate Support Department provides best-practice support services, helping improve decision making and trim costs.

A Department Responsible for Achieving Outcomes

A major change in the organization structure was the establishment of a City Outcomes Department (Box VIII.2). The responsibilities of this department include the effective use of resources to achieve the community outcomes identified through the vision. This is separate from the City Services Department, which is responsible for the efficient use of those resources allocated to the delivery of services.

Box VIII.2. The New Outcomes Department

- Responsible for achieving community outcomes through programs and projects
- Multidisciplinary team
- Place management
- Staff adopt a suburb (Suburb Support Officers)
- Partnership with service providers, industry, government, community groups, and individuals

The main program areas within City Outcomes are

- An accessible city where transport and movement is safe and convenient and activities have been integrated physically, where possible.
- A city where services are delivered to meet the needs of the community on an equitable basis.
- A city that has maintained its stock of publicly owned assets in a manner that is fair to current and future generations.
- A place that has a reputation as an excellent place in which to live, invest, and prosper.

Place Management and Systems Management

To implement this vision, the Councilors decided to introduce within the Outcomes Department an innovative place management model that recognizes the unique character of places and systems within the city. This model is supported by a new organizational structure.

Fairfield City Council faces a range of very complex problems that span the entire range of services provided within the Council, or in fact within government. In the past, these problems were broken down into simplistic actions taken by a “guild” or small self-contained unit of officers from one profession. All the staff made a contribution to solving the problem, but no one was accountable for ensuring delivery of a solution. Frequently, problems that needed integrated actions ended up in the “too-hard basket”.

With a strong focus on the outcomes determined in the vision statement, Fairfield City Council has broken that pattern. An alternative way of looking at the problems is that they are usually

An alternative way of looking at the problems is that they are usually contained within either a “place” or “system”.

contained within either a “place” or “system”. Not all the complex problems that Fairfield City Council faces are in a tightly contained “place”. In some instances, the problems span an entire system, such as the five creeks of the area, or the open-space system. The system, like a place, becomes the prime responsibility of an officer. Accountability for improving that system in line with the vision rests with the officer.

Changing the Organizational Culture

The changes introduced in Fairfield City Council during 1998 provide staff with exciting opportunities:

- Role clarity—the purchaser/provider partnership ensures that some officers take time out to provide a long-term strategy for making the vision come true. It removes the constant battle between day-to-day operational issues and the need to be strategic and forward looking. Service-provision staff retain a critical role as advisory experts during the development of need assessments, strategies, and priorities, but have the opportunity to find the most efficient way to deliver agreed outputs.
- Ownership—staff can take ownership of a problem and develop innovative ways to resolve it. They are not limited to one professional discipline; they are not restricted to historical measures. Problems are not passed around the organization and do not end up in the “too-hard basket”.
- Leadership—many of the projects or management tasks are performed using teams. This provides team leadership opportunities

Staff can take ownership of a problem and develop innovative ways to resolve it.

for a range of staff, at various levels within the organization. In some instances, this includes taking on a leadership role in community-based activities.

- **Accountability**—one officer has the authority and ownership of a problem, and is accountable for delivering the outcome. A single point of accountability is simpler for all the people involved and performance is transparent.
- **Improved communication**—with a single accountable officer, it is easier to locate the right person to deal with an issue or provide information to answer inquiries.
- **Recognition**—in light of all the above improvements, it is easier to identify good performance and ensure that staff receive recognition for their efforts.

An Integrated Approach

The key to Fairfield City Council's approach to resource allocation has been integrating this issue with the city's strategic plan. Resources are managed in the context of the city's priorities, the desired outcomes for the community, and the strategic outputs of the Council. This integrated approach, together with a review of the organization structure and management processes, forms the foundation for sound decision making and addresses both the effectiveness and efficiency of resources. Figure VIII.2 describes Fairfield City Council's integrated planning approach.

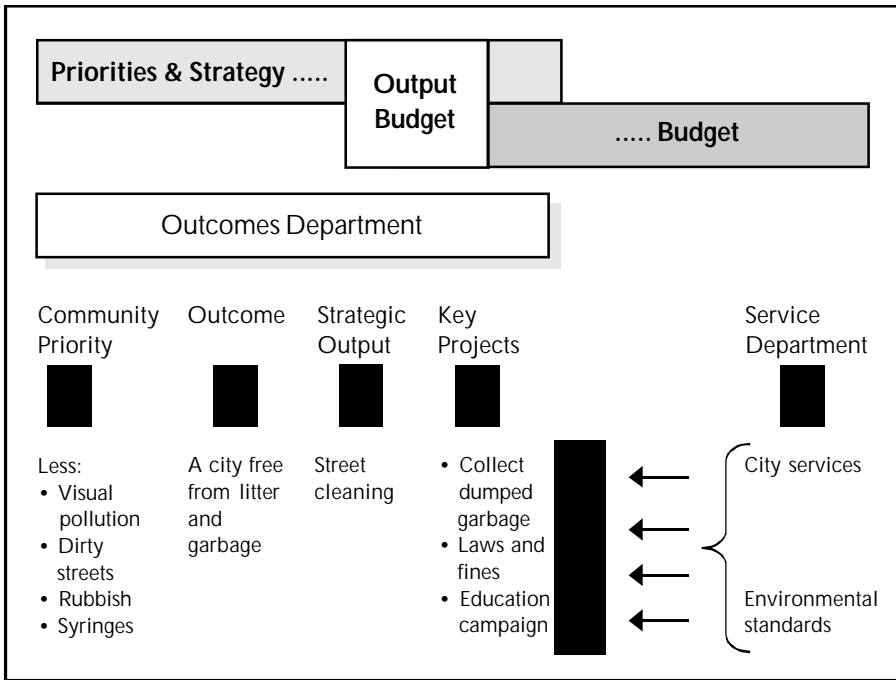


Figure VIII.2. Delivering the Outcomes

Criteria to Support Effective Resource Allocation

Many councils in Australia have developed criteria by which projects are prioritized. Typically these include the impact on achieving the city’s outcomes, implications of not proceeding with the project, and long-term budget implications. At Fairfield City Council these are incorporated into a Project Planning Program (PPP). The criteria used by Fairfield City Council and Brisbane City Council are summarized in Box VIII.3.

Fairfield City Council also utilizes an opportunity-cost table. This allows elected officials to make a conscious choice between competing alternatives. For example, for A\$20,000, planting

Box VIII.3. Criteria for Prioritizing Resources

Fairfield	Brisbane Council
<ul style="list-style-type: none"> • Link to strategic priority • Project objectives • Anticipated community and council benefits • Preliminary work needed • Implications of not proceeding • 5-year budget projection • Consultation and involvement of others • Asset conditions • What are the alternatives? 	<ul style="list-style-type: none"> • Whole-of-life costing • Payback period • Sensitivity analysis • Risk analysis • Environmental, social, economic assessment • Community impact by ward/region • 21-year budget projection

2,000 seedling trees to achieve a “green city” is currently considered a higher priority, given the forthcoming Olympic Games, than constructing 20 park bench seats. An extract from this table is provided in Table VIII.1.

Summary

Faced with the dilemma of limited resources and a low rate base to service the increasing needs of its city, Fairfield City Council developed an integrated approach to strategic planning and resource allocation.

Instead of working at the margins of the city’s resources, Fairfield

- worked out what is to be achieved through a 10-point priority statement;
- is currently working out what is being spent towards each community outcome;

Table VIII.1. Allocating Resources Through Opportunity Cost

A\$10,000 buys....	A\$20,000 buys.....	A\$500,000 buys.....
<ul style="list-style-type: none"> • 20 park seats • 2 turf cricket pitches • 2,000 seedling trees • mini roundabout • 2 pollutant traps • 2 network PCs • High-pressure hot-water washer 	<ul style="list-style-type: none"> • 8 car parking spaces • 1 playground unit • footpath scrubbing machine • basic cycleway • 2 steel bus shelters • 4 sports field irrigation systems 	<ul style="list-style-type: none"> • repair of 850 m of regional road 4 lanes wide • 14 km of concrete path • pedestrian overbridge • 2 amphitheaters • 2 garbage trucks with robotic arms

- is assessing whether this expenditure pattern fits with strategic plan priorities;
- allocated clear responsibility and accountability for achieving identified outcomes;
- plans to allocate the budget to the City Outcomes Department, which has the responsibility to demonstrate the effectiveness of resource allocation;
- plans to allocate clear responsibility to the service departments for efficient provision of services purchased by the Outcomes Department.

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