

Report of Te Awarua-o-Porirua Whaitua Committee Workshop 5.10.17

5-9pm at Plimmerton Boating Club, Moana Road, Plimmerton

Summary

Contents

Overview.....	1
Workshop notes.....	2
Session 1: Introduction, welcomes.....	2
Session 2: Getting Objective.....	2
Session 3: Exploring Decision-making.....	6
Session 5: Any Other Business.....	8
Appendix 1.....	9
Committee members' objectives (descriptions of desired future state for water).....	9

Overview

Workshop Attendees **Te Awarua-o-Porirua Whaitua Committee:**
Barbara, Diane, Jennie, Larissa, John G, John M, Sharli-Jo, Stu (Chair), Warrick,
Hikitia

Apologies: Dale, David

Absent: Richard

Project Team:

Alastair (Project Manager), Brent, Hayley, Kara, Keith, Nicci, Shelley, Suze

Facilitator: Isabella

Workshop purpose The purposes of this workshop were to:

1. develop an understanding of objectives and their relationship with values, with Committee and whaitua values at heart, and get a feeling for how the Committee will be making their decisions about objectives
2. Discuss and get a steer from Committee on some timing elements:
 - a. modelling results' timing and implications for our timeline
 - b. how Committee wish to start preparing the WIP
 - c. Committee's appetite for a final engagement/consultation round

The purposes were achieved.

Committee Decisions and actions to do

- Committee Decisions**
1. An additional, targeted, round of consultation on the full WIP will be required, which will push out the timeline of the presentation of the WIP to Council to July 2018.

Workshop notes

Session 1: Introduction, welcomes

After the karakia and welcome, Stu talked through the agenda.

Alastair told Committee that water allocation will be covered at the following meeting. Specialists have been lined up, including Don Jellyman and Caleb Royal, to provide more information as per Committee's questions from the 14th September session.

Session 2: Getting Objective

Alastair Smaill (for Hayley Vujcich), GWRC

See presentation "Getting Objective" online <http://www.gw.govt.nz/assets/TAoPWC-Objectives-presentation-05.10.17.pdf>

The purposes of this session were to

1. develop an understanding of objectives and their relationship with values, with Committee and whatua values at heart, and
2. get a feeling for how the Committee will be making their decisions about objectives

Alastair explained that this session would be about practicing the thought processes and deliberative processes required to make good objectives, rather than to produce some. Subsequent sessions will build on these processes and objectives will be created later with the benefit of more information.

The first part of the session looked back to re-connect Committee with the purpose of objectives and how they work in the policy framework and in implementation. See slides 1-4. There was some discussion and key points are below.

- Values, attributes, objectives, Committee role**
- When we pick a water quality limit (we say "this is enough" or "no more/no less") we are doing it because it is enhancing or protecting a value of some kind.
 - Our objectives must maximise the benefit to as many values as possible at least cost.
 - Attributes can tell us whether the thing we value is getting better/stronger/healthier or not. Some attributes related to a specific water body can become part of objectives.
 - We will need quite a few objectives: every WMU will have some, though some objectives will be common to several WMUs and to several values.
 - Objectives need Committee's value judgments (see slide 9,10). TAoPWC

have knowledge and can make statements about the kind of future for water you want to see, painting this picture for people.

- Project Team can and will add to Committee’s knowledge (modelling outputs, mana whenua information, community engagement, technical input) so that you can define your desired future more precisely (slide 12).
- The modelling results will not deliver ‘the answer’, rather the Committee members will draw on their whole range of knowledge in finalising their recommendations

What role aspiration?

- There was discussion about whether a good objective must be a “safe” or “achievable” or a “reasonable” one; what role aspiration should play, and where there is a sweet spot between impossible goals and a lack of ambition.
- WIP should deliberately use aspiration (example of Waikato where an objective that the modelling found couldn’t be met in the time was retained because innovation and technology uptake will make it possible)
- Our objectives should go a lot further than “safe”.
- We’re not legally allowed to set objectives that allow water quality to deteriorate from the status quo
- Wholly ridiculous objectives are no use; good objectives should be achievable under reasonable conditions, but we shouldn’t be restricted too much by current popular views of “doable” or “reasonable”.

General vs specific: pros and cons

- Objectives are the water-quality manifestation of the activities done in the catchment – if we turn the policy framework upside down we see parts pertaining to what happens on the land, then “downstream” the objective – how that turns up in water quality (see slides 3 and 5).
- They need to be part of a complete line of sight from water quality (objective) through the things that seek to influence people’s behaviour in the catchment (all kinds of policies, methods, limits etc)
- And the reasons why objectives are set for something are all about what values we want to provide for with that water quality.
- Objectives that are purely general can lead to a wide range of methods (arguably lots of scope for innovation)
- However “you can drive a truck through them”: they’re an invitation to litigation seeking to show that some substandard practices are good enough (current problem with water quality objectives in Aotearoa-NZ).
- Clear objectives enable us to justify requiring people to change their behaviour.

Clarity, specificity: good objectives

- Committee can make aspirational, direction-setting objectives (very good for showing long-term directions) *and* very specific and / or moderately ambitious ones (see slide 14).
- The key thing is clarity of the future that you seek. Clearer objectives lead to clearer methods for achieving the water quality outcome, and (theoretically) less legal challenge, and certainly less “wobble room” for unhelpful interpretations.
- Legal input to our process will come during the WIP formation and the whole package will be reviewed towards the end.
- Objectives can come in sets – e.g. nested combinations of higher-level ones and subsidiary ones to give more specificity. The example objective from
- The high-level objectives (see slide 6) are a good start but a good objective

(see slide 11, 12-14) needs to:

- **clearly give voice to what you want the future to look like**
(this means some “what”, when, where”)
- **and know who it’s talking to and what it’s trying to deliver**

Time and audience

- Objectives are a key tool in talking with communities about what we want to achieve and the change that will require.
- However at a minimum they must be legally robust (specific enough to be enforceable / binding). Ideally they will also be compelling for general audiences- the Average Joe. (The Ruamāhanga Whaitua have a two-part WIP with a front section that’s wholly about communicating to regular people, while the objectives are in the second half in robust legal / policy language).
- There were observations that people can be disengaged by time-frames that are too long (“that’s not meaningful for me, I’ll be long gone”), yet ones that are too short will be unachievable.
Regional Plans are reviewed every 10 years. It’s a challenge to make a long-term objective enforceable when it could be unpicked, but this risk comes with the job.

Committee talked through four example objectives and their pros and cons (slides “is this a good objective?”) Points from the discussion included:

- NZ Coastal Policy Statement is designed to have subsidiary objectives at regional and local scale that provide the specificity; without these it is another objective so broad as to be unenforceable.
 - The NPS-FM objective does not define “overall quality” of water and lacks some “what, where, when”.
 - The Waikato objective is very specific (numeric element is in the attached table that forms part of it), and does in fact include targets on the way to its 80-year deadline. (Note the contaminant levels were part of a Treaty negotiation and the resulting legislation with its 80-year goal trumps the NPS-FM. The targets (interim goals for progressive improvement) are now being worked through the courts).
-

Committee then worked through an objective for mahinga kai in a water body using the “cascade”, slide 20.

Discussion raised the following points:

- We set objectives for a water body (or several), as a whole, and monitor achievement at the most representative location for water quality in that catchment or sub-catchment.
 - The objective then gives rise to considerations of making it operational (e.g. defining what’s in the right-hand side two columns) and implementing.
 - Making objectives, consider specifying what’s *in* the water, *on* the water, *around* the water
 - Higher-level objectives can list all the values and / or important activities you want to take account of, as part of their description of the future.
 - Even if this doesn’t make for a good objective alone, it’s useful for justifying the necessary management actions by including the value we think it’s worth changing people’s practices for.
-

- There could be just one numeric objective that provides for all those values. For example: setting a water quality objective for the most sensitive values means other values are automatically provided for.
- In example (slide 20): mahinga kai with tuna is really important in this area. So we set objective to provide for:
 - what supports healthy happy abundant tuna - good habitat and water quality
 - what supports mahinga kai experience – e.g. people don't get sick while catching tuna
- Providing enough flow for healthy tuna means there's also enough water to provide for the other elements of this value (set it for the most vulnerable & valuable thing)
- Ensuring *e. coli* levels are low enough to provide for people not getting sick gathering tuna means the tuna will also be happy and good to eat (in this location pathogens are the main contaminant and *e. coli* indicates them well)
- Objective can also include other things we know are issues in a location – e.g. around here, fish passage has been an issue, so part of a healthy habitat is ensuring fish passage.
- Objectives for one or other values cross over into others

Committee then workshopped in small groups to create an objective cascade with one of their own high-level objectives (slide 21). This revealed some ways that objectives for this value could provide for mahinga kai, too.

After dinner, Alastair introduced the main activity, talking briefly about the work involved in creating objectives for the whitua.

-
- Committee will need to create objectives for the whole Te Awarua-o-Porirua Whitua catchment and its WMUs. These need to provide as much as possible for all the values, everywhere in the catchment (maximising).
This work is challenging and takes some time from where we are now (have just some high-level objectives) to defining the catchments' futures more precisely as more information is available.
 - This is the first of a few Committee sessions to develop objectives. The products of tonight's work will be kept but the main purpose is to get a feel for what's involved in creating good objectives for a real situation.
-

Committee then took 10 minutes individually to create some objectives. The instruction was: pick a specific location in Te Awarua-o-Porirua Whitua on the catchment maps, pull on virtual gumboots, and write a description of your desired future state for water in that place.

The description needs to:

-
- clearly express the "what" and "where" of this future state - in the water, around the water, and under the water
 - include some reference to what the water was like in the past (i.e. 2017 or even earlier). Is it different? (It doesn't have to be – a good future could mean the water is exactly the same).
 - It could use any language (or imagery) the author wanted and be as long or short as you like
 - You can use the cascade for guidance if you like, but stick to the objectives region (don't go into limits or methods)
-

Committee members' objectives are at Appendix 1.

The resulting objectives were read out (anonymously) and each briefly considered in terms of:

-
- the clarity of the picture they presented
 - how they used general and specific language
 - how readily the reader could contrast this future with the “past” state of water quality
-

The in-depth discussion was not done due to lack of time, but some highlights from the brief conversation included:

-
- People’s objectives were overall very clear descriptions of the future, comprehensible by laypeople
 - Different combinations of values could be seen as the main drivers of different people’s objectives
 - Metaphysical (e.g. mauri) and physical (e.g. contamination) elements of a future state for water can both be described generally and specifically
 - Some people included narrative quantities (e.g. “much less” of a contaminant) in their objectives, while others described the outcome (e.g. “swimmable”)
 - People had chosen locations that were important to them and / or that they knew well
 - Good objectives are not easy to write
-

Session 3: Exploring Decision-making

(Alastair Smail, GWRC)

This session was to:

1. get an understanding of the modelling results’ timing and implications for our timeline
2. get a feeling for how Committee wish to start preparing the WIP
3. get a sense of Committee’s appetite for a final consultation round

Modelling & TAOPWC timeline: delay

- Alastair sketched on the whiteboard the latest timeline for the period up to completion of the WIP and its presentation to Te Upoko Taiao (GWRC’s Environment Committee).
- He told Committee that given progress on the modelling and analysis work, there may not be enough outputs available to present until after Christmas, and a lot of modelling of impacts on the harbour will not be available until about April.
- There was general agreement that it would be better not to have meetings than to have ones that were less useful, so this may mean dropping some of the scheduled 2017 meetings.
- It also means that the timeline for finishing the WIP will stretch beyond February into May-June with presentation to Te Upoko Taiao in July.

Additional final round of engagement or consultation: yes, targeted

- Alastair outlined how the Ruamāhanga Committee has decided they want a final round of public consultation on the entire WIP. This has been instigated mainly in response to political desires to respond to stakeholders who had been engaged on pieces of the package but wished to see the whole thing. This will push their completion date out by about three months.

- The question was: what is the TAOPWC appetite for a final “full WIP” consultation round, noting its time implications?
- The resulting discussion had themes about:
 - the statutory requirements (e.g. for “consultation”, showing that we have taken people’s feedback into account);
 - Full consultation will be undertaken through the Natural Resources Plan Plan Change (Schedule 1) process once Te Upoko Taiao have received the Committee’s WIP
 - the likelihood of engagement reducing the odds of legal challenge in this process (it can help, but challenge is almost guaranteed);
 - the differences in TAOPW vs Ruamāhanga communities’ understanding and ability to engage meaningfully (due to rural / urban communities and other inherent differences)
 - the open question of what engagement and / or communication should be done this year
 - the fact that some TAOPW communities (especially rural) are already asking to have more information and engagement, plus national groups (e.g. Federated Farmers) starting to flag their desire to be involved here. We neglect these stakeholders at our peril, and the earlier they are engaged the better.
 - Engaging earlier avoids giving the impression that it’s all a *fait accompli* and engagement is tokenism, and also enables us to incorporate good ideas from communities
 - the sense that some other TAOPW stakeholders (e.g. developers, TAs) will remain less than eager to engage until they are able to hear the practical implications of what’s in the WIP
 - that while the full WIP is not needed for this consultation, all the major decisions need to be made so they can be presented to stakeholders

General agreement

- There was general agreement that a final consultation round is necessary in May-June
- Committee felt that this should be quite targeted to particular stakeholders rather than being a full, feedback-seeking engagement with the whole whaitua’s public. This may mean we can do it quicker than Ruamāhanga.
- Project team will take this into account in updating the timeline and planning the next few meetings.

Writing the Te Awarua-o-Porirua Whaitua WIP

- Alastair told Committee that notwithstanding the slower arrival of modelling and analysis information, we can start constructing the WIP so that we are as ready as possible to fill it with Committee’s consensus. The WIP can include whatever Committee want, but it must be in legally implementable language so it can be incorporated into the NRP. Communicating to the wider public is important but is a second priority.
- A WIP structure will come to Committee for feedback in the next meeting or two, to stimulate ideas. It will include a foreword for general audiences, and a more detailed section which is effectively instructions to the planners
- There are several options for writing it, including (for example): Committee write it as a collective; bits are split up - some written by the Project Team and some by Committee or smaller groups of Committee; the whole package written by Project Team with review or other input from Committee.
- There was an observation that Ngāti Toa Committee members should at

- least co-write the mana whenua elements of the plan.
- Other Committee members also expressed interest in being more closely involved in writing.
 - There was an observation that writing “by committee” is extremely arduous and inefficient, and that a better approach is a structured discussion to elicit Committee’s direction, followed by GWRC writing WIP material and bringing it for Committee’s review.
 - Alastair suggested a working group approach could be used, and Suze Keith (in charge of the WIP construction) will look into this.
 - Alastair advised that whatever writing approach is used, the whole WIP must be “owned” by and be in the voice of the whole Committee; the whole collective of members must be able to stand behind the whole thing and promote and defend it to others.
 - One important consideration is the loss of Committee voice and intent during the “translation” into planning language. Alastair reassured Committee that the GW planners who will do this are known to Committee and will be brought closely alongside them to minimise this risk.

Session 5: Any Other Business

Farewell Nicci

- Stu and other committee members thanked Nicci Wood for her contributions to Te Awarua-o-Porirua Whaitua especially noting her work with two Working Groups and her work creating a receptive environment at WCC for all Whaitua projects.
- The Committee wished her well with her new role (head of infrastructure at GWRC).

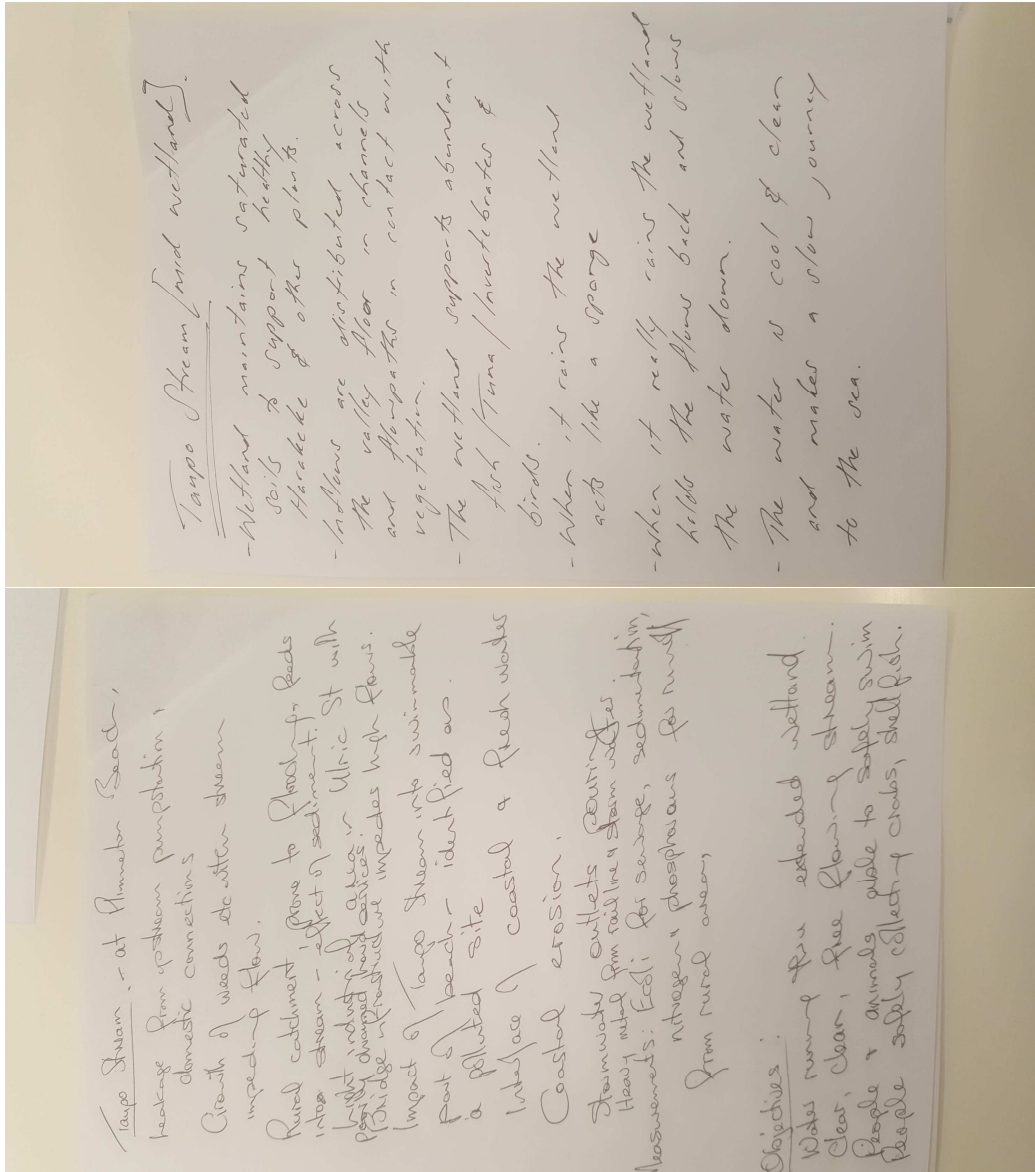
The next Whaitua meeting will principally be about water allocation, plus one or two other items.

The workshop closed at 9pm.

The next workshop of Te Awarua-o-Porirua Whaitua Committee is 26 October, 5 – 9pm.

Appendix 1

Committee members' objectives (descriptions of desired future state for water)



PAUATAHANUI INLET - MIDDLE

IMP. TO ME

WANT WATER TO NOT MAKE MEN SIDE
OR INFECT YOUR WOUNDS

FIRST WANT TO BE ABLE TO CATCH AND

EAT ANY FISH OR SHELLFISH

~~WANT~~

WOULD LIKE WATER CLARITY TO
IMPROVE FROM 50cm

WOULD LIKE THE BIODIVERSITY OF
MARINE SPECIES TO BE HEALTHY
~~AND~~ DIVERSE AND HEALTHY.

SEDIMENTATION RATE TO DECREASE

PAUATAHANUI Stream

at old Pauatahanui Bridge - one way
bridge

Clear - you can see the bottom currents
but it looks dirty!

Flowing freely

Free of debris

Bottom free of sediment / mud

Tidal - so changing levels but
consistent within this.

Banks vegetated - not eroded

Looks clean

Good habitat for tuna, inanga
- other species

Optimal

Close to Transmission Gully
interchange but unaffected
by road runoff, pollutants

Used by white bairns, paddleboarders,
walkers

Bird life

above

above

Duck Creek

Issues:

- Sedimentation
- Infrastructure leakage
- Flow levels
- Realignment of stream
- Maintenance of stream sides
- Heavily modified (and far from surrounding stream)
- Native habitat for key indicator species
- Forestry cleared
- Transect Gully infest.

Objectives reqd.

- Sedimentation reduced
- Ecoli levels reduced
- Better managed flow levels
- Indicators without present - increasing

