

Strategic Planning & Policy Committee Public Agenda 30 May 2023

Council Chambers
Waipā District Council
101 Bank Street
Te Awamutu



Chairperson
EM Stolwyk

Members

Her Worship the Mayor SC O'Regan, AW Brown, LE Brown, PTJ Coles, RDB Gordon, ML Gower, MG Montgomerie, MJ Pettit, CS St Pierre, BS Thomas, Vacancy

30 May 2023 11:00 AM

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APOLOGIES



DISCLOSURE OF MEMBERS' INTERESTS

Members are reminded to declare and stand aside from decision making when a conflict arises between their role as an elected member and any private or other external interest they may have.



LATE ITEMS

Items not on the agenda for the meeting require a resolution under section 46A of the Local Government Official Information and Meetings Act 1987 stating the reasons why the item was not on the agenda and why it cannot be dealt with at a subsequent meeting on the basis of a full agenda item. It is important to note that late items can only be dealt with when special circumstances exist and not as a means of avoiding or frustrating the requirements in the Act relating to notice, agendas, agenda format and content.



CONFIRMATION OF ORDER OF MEETING

Recommendation

That the order of the meeting be confirmed.

COMMITTEE REPORT



To: The Chairperson and Members of the Strategic Planning and Policy Committee

From: Principal Strategic Planner

Subject: **AHU AKE, WAIPĀ COMMUNITY SPATIAL PLAN – PROPOSED CHANGES TO THE WORK PROGRAMME**

Meeting Date: 30 May 2023

1 PURPOSE - TAKE

The purpose of this report is to recommend that the Strategic Planning and Policy Committee approves the updated programme for the delivery of the next phase of Ahu Ake, Waipā Community Spatial Plan, to incorporate an enhanced community participatory process.

2 EXECUTIVE SUMMARY – WHAKARĀPOPOTOTANGA MATUA

Following the success of the Ahu Ake community engagement process which concluded at the end of March 2023, a set of key messages were drawn from our learnings which the project team are looking to implement in the next engagement phase.

Multiple options have been considered for the next phase of the project. The option to have an enhanced community participatory process ahead of formal consultation using the Special Consultative Procedure, is recommended for the Committee's approval.

3 RECOMMENDATION – TŪTOHU Ā-KAIMAHI

That the Strategic Planning and Policy Committee

- a) *Receives the report of Vanessa Honore, Principal Strategic Planner, titled 'Ahu Ake, Waipā Community Spatial Plan – proposed changes to the work programme', (document number 11016512);*

- b) *Approves Council undertaking an enhanced community participation process, known as the 'World Café' approach', in the development of the draft Ahu Ake, Waipā Community Spatial Plan prior to formal consultation on the plan using the special consultative procedure under the Local Government Act 2002, as detailed further in the report.*

4 BACKGROUND – KŌRERO WHAIMĀRAMA

Since concluding the community engagement for Ahu Ake at the end of March 2023, the project team has received positive feedback from staff, elected members and Mana Whenua representatives on the delivery of this phase.

Some of the key messages taken from this Community Engagement are listed below:

- We need to engage people where they live, i.e., in villages and towns.
- We must go back to the community and outline how we will address their feedback.
- We want to rebuild trust in Council.
- There is strong support from elected members to engage in a way that is more than a tick-box exercise. We want to undertake best-practice community engagement.
- We want to minimise risk to the final plan, and we must align with plan changes currently underway (notably PC23:Papakainga and PC26:Intensification) and the 2024-34 Long-Term Plan.

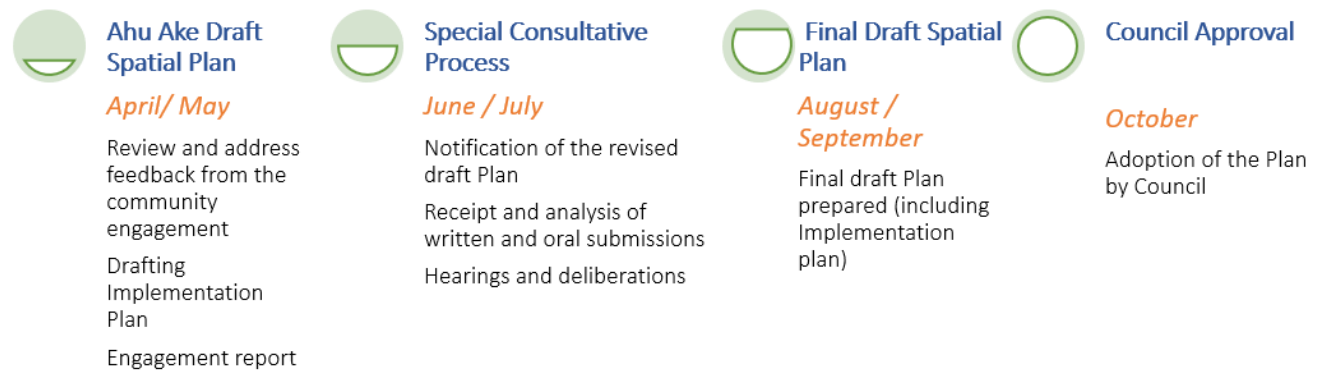
Based on the above key messages, three options were developed to explore how we could deliver the next phase of the project.

These options included variations on:

- How we provide feedback on the last round of community engagement;
- How we engage further to develop the plan (informal and formal processes);
- Timing and alignment to other workstreams (i.e. Plan Changes & LTP).

An outline of the project programme under each option and the identified benefits and constraints in delivering each one is provided below:

Option 1 -Current Programme



Benefits	Constraints
<ul style="list-style-type: none"> • Adoption of the Plan by the end of the 2023 calendar year • Completion of the project before the LTP consultation • No unplanned cost increase 	<ul style="list-style-type: none"> • Limited time to review and analyse community feedback • Does not provide for further community engagement on how we've addressed the feedback received • The Plan would be adopted ahead of Plan Change 23: Papakāinga • Possible unresolved or contentious issues present a risk to the Special Consultative Procedure.

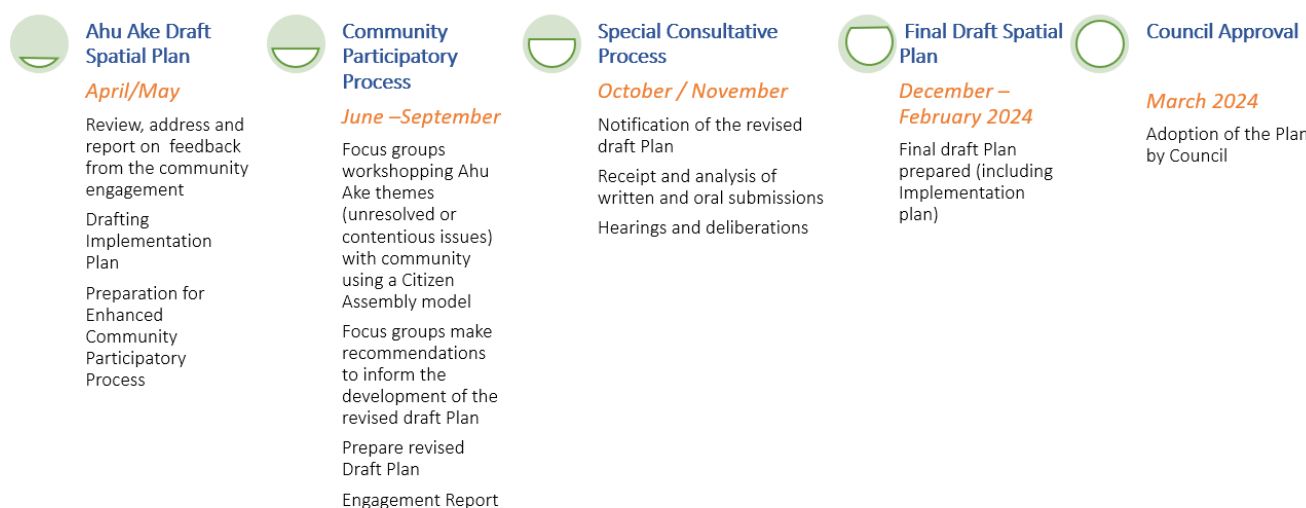
Option 2 - Community Feedback + Special Consultative Procedure



Benefits	Constraints
<ul style="list-style-type: none"> • Adoption of the Plan by the end of the 2023 calendar year • Completion of the project before the LTP consultation 	<ul style="list-style-type: none"> • Limited time to review and analyse community feedback • The Plan would be adopted around the same time as Plan Change 23: Papakāinga (limited opportunity for PC23 to inform the Plan)

<ul style="list-style-type: none"> • Provides an opportunity to inform the community how we responded to their feedback • Increase the visibility of Elected Members in our community 	<ul style="list-style-type: none"> • Does not provide for further community engagement with possible unresolved or contentious issues that present a risk to the Special Consultative Procedure • Timeframe extended from the current programme (1-2months) • Slight cost increase
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Option 3 - Enhanced Community Participatory Process + Special Consultative Procedure



Benefits	Constraints
<ul style="list-style-type: none"> • Completion of the project as LTP consultation is commencing • Provide an opportunity to involve the community in shaping the revised draft plan • Provide for community involvement on how we’ve addressed the feedback received. • Unresolved or contentious issues are dealt with prior to the Special Consultative Procedure • Increase the visibility of Elected Members and staff in our community 	<ul style="list-style-type: none"> • Timeframe extended from the current programme (4-6months) • Adoption of the Plan by early 2024 • Additional resources required – elected members, staff and consultants (particularly Comms. & Engagement) • Unplanned cost increase (c.100 000k)

<ul style="list-style-type: none"> • Creates an opportunity to rebuild trust in Council with a transparent and collaborative process • The Plan is adopted following adoption of PC23: Papakāinga . Significant opportunity for PC23 to inform the Plan • Provide for enhanced alignment for future LTPs and other planning processes • Explore possible opportunities to partner with Prof. Iain White and the University of Waikato 	
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All three options were presented at an Elected Member workshop on 11th April, and to the Ahu Ake Project Control Group on 27 April 2023.

Option 3 - Enhanced Community Participatory Process and Special Consultative Procedure was supported, with the Project Control Group endorsing this option for recommendation to the Strategic Planning & Policy Committee.

A Detailed Presentation of Option 3 - Enhanced Community Participatory Process + Special Consultative Procedure, Additional information for consideration:

The following section outlines the additional information gathered following the Elected Member workshop and the Project Control Group meeting. This includes:

- I. A summary of the discussion with the University of Waikato; and
- II. Two proposed approaches for delivering the Enhanced Community Participatory process.

I. Summary of discussion with the University of Waikato

On 8th May, members of the project team met with staff from the Political Science and Public Policy department of the University of Waikato to understand how the Enhanced Community Participatory process could be conducted in partnership with the University.

The Political Science and Public Policy department has undertaken similar deliberative democracy processes with the community in the past and is interested in using Ahu Ake to apply further research into local government decision-making processes.

During the meeting, University representatives provided advice on the realistic timeframes to undertake an Enhanced Community Participatory process and indicated

the necessity of lengthening this particular phase to five months instead of three (an updated indicative project timeline is provided in *Fig. 1* below).

Significant benefits could be achieved from partnering with the University, including:

- Involvement of subject matter experts who can develop the methodology and provide reporting on the community group recommendations. This would strengthen the robustness of the process;
- A dedicated research staff member to work alongside the project team during the development and delivery of the engagement phase;
- An added element of impartiality to the process, notably in terms of the selection of individuals to join the community group; and
- Strengthening the relationship with the University for future community participatory processes and other projects.

Option 3 (Enhanced Community Participatory Process + Special Consultative Procedure) - Revised after discussion with the University of Waikato



Figure 1 Proposed indicative timeframe under Option 3 [Enhanced Community Participatory Process + Special Consultative Procedure] – Updated following the meeting with University of Waikato.

II. Possible approaches for the delivery of the Enhanced Community Participatory Process:

Two approaches were developed for delivery of the Enhanced Community Participatory process to be either: Approach A: Citizen assembly or Approach B: Focus group

It is important to note that both approaches will include further engagement with Mana Whenua and Iwi and our key stakeholders ahead of the Enhanced Community Participatory process.

Approach A - Citizen Assembly approach

Group structure and selection

In this approach, the Enhanced Community Participatory process is conducted as a 'Citizen Assembly model', using a randomly selected group of people representative of Waipā's future communities.

Workshop method

The Citizen Assembly would deliberate daily on a particular critical public question (yet to be determined) and make recommendations on how to proceed for the revised plan. Activity managers and other subject matter experts would be required to assist with facilitation, providing data and background information on Council processes, operations and project delivery.

Decision-making power

A Citizen Assembly approach would provide the community group with a significant mandate to make decisions. It would therefore require a strong commitment from Council and elected members (including relevant delegations) to support and endorse the decision made by the Citizen Assembly.

Approach B - World Café

Group structure and selection

In this approach, the Enhanced Community Participatory process is conducted using focus groups, which deliberate through a "world café style" workshop. As per the Citizen's Assembly model, the focus groups will be composed of a randomly selected group of people representative of Waipā's future communities.

Workshop method

A World Café is a highly engaging and creative brainstorming method for groups of around 20-25 people, allowing people to explore their responses to questions and consider ideas. The engagement would occur around 'topic tables' with a host (a project team member) and topic experts (Council staff) facilitating discussion and providing data and background information on Council processes, operations and project delivery. Participants would then move around the topic tables to consider how topics overlap.

It is proposed that four to five workshops will be set up – one for onboarding and background, 2 to 3 world café (debating) workshops and a final one for the presentation of recommendations. It is anticipated that elected members would attend this last stage as observers to hear first-hand the recommendations made.

Decision-making power

In this approach, the focus group will provide recommendations in the form of a report which will be presented to Council for consideration ahead of finalising the draft before embarking on further formal consultation using the Special Consultative Procedure.

We have advised our partners, stakeholders and the community that consultation using the Special Consultative Procedure under the Local Government Act 2002 will be undertaken and that decision-making authority sits with elected members. Using the Special Consultative Procedure adds to the robustness of the plan development process, noting that Ahu Ake will become our key strategic planning document. Ahu Ake may inform Plan Changes, funding decisions, resource consent processes, and subregional planning work such as the Future Development Strategy which is being developed by Future Proof to satisfy the requirements of the National Policy Statement – Urban Development.

All the identified benefits and constraints for these different approaches are presented in Section 6 Options – Ngā Kōwhiringa of this report.

5 SIGNIFICANCE & ENGAGEMENT – KAUPAPA WHAI MANA ME NGĀ MATAPAKINGA

Staff have considered the key considerations under the Significance and Engagement Policy, in particular sections 7 and 8, and have assessed that the matters in this report have a low significance level. This is because this report is only seeking a decision on the methodology for further engagement on Ahu Ake prior to it being adopted by Council. This is by itself, not considered to be significant requiring specific community engagement. However, it is noted that Ahu Ake is of high significance.

6 OPTIONS – NGĀ KŌWHIRINGA

Option	Advantages	Disadvantages
Option 1: <i>Do nothing. Retain the project programme unchanged. No participatory Process.</i>	<ul style="list-style-type: none"> ▪ No staff (incl. University of Waikato) or other Council resources are required. ▪ No cost increase. ▪ No timeframe extension. ▪ No community involvement in refining the final draft plan. 	<ul style="list-style-type: none"> ▪ Does not provide for further community engagement on how we've addressed the feedback received. ▪ Possible unresolved or contentious issues which may make it more difficult to resolve following the outcome of the Special Consultative Procedure on Ahu Ake.
Option 2: <i>Conducting Enhanced Community</i>	<ul style="list-style-type: none"> ▪ Community makes further refined decisions in completing the draft plan. 	<ul style="list-style-type: none"> ▪ Cost (>50k NZD) (Highly staffed including a consultant) / multiple days (up to 8 - 10 days) / Marketing & advertising . ▪ Significant staff support is required.

<p><i>Participatory Process as a Citizen Assembly.</i></p>	<ul style="list-style-type: none"> ▪ Partnership with the University of Waikato (including staff to support the project). ▪ Allows unresolved or contentious issues to be debated and ideally resolved ahead of formal consultation following the Special Consultative Procedure. 	<ul style="list-style-type: none"> ▪ Encroaches on the decision-making power of the Council. ▪ Staff and other Council resources outside the Strategy Group will be required, including Elected Members.
<p>Option 3: <i>Conducting Enhanced Community Participatory Process as a World Café.</i></p>	<ul style="list-style-type: none"> ▪ Significant community involvement in refining the final draft plan. ▪ Partnership with the University of Waikato (including staff to support the project). ▪ Allows for the focus group recommendation to be fed into the final draft before further consultation using the Special Consultative Procedure. ▪ Allows unresolved or contentious issues to be debated and ideally resolved ahead of formal consultation using the Special Consultative Procedure. 	<ul style="list-style-type: none"> ▪ Cost (<50k NZD) (Moderately staffed including a consultant) / 4-5 days of workshops / Marketing & advertising . ▪ Moderately staffed. ▪ Staff and other Council resources outside the Strategy Group will be required, including Elected Members.

The recommended option is Option 3, an Enhanced Community Participatory process, using Approach B – World Café. This approach provides for the continuation of best practice community engagement, not only allowing for the community to be engaged a second time, but for it to collaborate significantly, making recommendations for the final draft of the document before it is put forward for consultation as part of the Special Consultative Procedure.

Ahu Ake will impact all our Waipā communities, current and future ones. This second phase of engagement aims to provide for the further development of the plan through a community lens.

On that basis, it is recommended that we undertake a second phase of enhanced community engagement with a more collaborative approach to finalising Ahu Ake’s strategic direction. It is recommended that this commences in July 2023, starting with Mana Whenua and Iwi partners engagement, then stakeholders and a community

focus group World Café approach prior to the formal consultation using the Special Consultative Procedure.

7 OTHER CONSIDERATIONS – HEI WHAIWHAKAARO

Council’s Vision and Strategic Priorities

Ahu Ake will become Waipā District Council’s key strategic planning document and will drive our future activities and investments with respect to our organisational planning and service delivery. Ahu Ake will ensure that we successfully deliver on Council’s Vision, Community Outcomes and Strategic Priorities.

Legal and Policy Considerations – Whaiwhakaaro ā-Ture

Staff confirm that the recommendation complies with Council’s legal and policy requirements.

Financial Considerations – Whaiwhakaaro ā-Pūtea

The costs of the recommended option for the update programme can be fully met within the project budget.

Risks – Tūraru

The following significant risks have been identified and will be treated as set out below:

Risk Description	Current Residual Risk Rating	Current Treatments	Target Residual Risk Rating – if different from current rating	Planned Additional Treatments
If our communities buy-in to and engage in the development of Ahu Ake, Waipā Community Spatial Plan, then the plan will not reflect the aspirations of our communities; it will not be successfully delivered and implemented, and Waipā District Council will not achieve its vision to build connected communities.	Medium Risk	The project Communications & Engagement Plan has been updated with continuous checkpoints on its development from our Project Control Group (which includes Mana Whenua and Elected members). A second engagement approach is being worked on to ensure we receive full buy-in from our communities and their representatives ahead of the special consultative process.	n/a – Target Residual Risk Rating is identical to the current rating	A collaborative engagement approach will involve community members working closely with Council staff in resolving and addressing community feedback in the final draft of Ahu Ake.
If we do not actively engage with our diverse communities and across the generations, Ahu Ake, Waipā Community Spatial	Medium risk	The project Communications & Engagement Plan has been updated with continuous checkpoints on its development from	n/a – Target Residual Risk Rating is identical to the current rating	The partnership with the University of Waikato will allow for an impartial method to be applied when selecting community members for the focus groups. It is anticipated that the group engaged will form an accurate

<p>Plan will not be representative of our communities and will not incorporate the insights and aspirations unique to our communities.</p>		<p>our Project Control Group (which includes Mana Whenua and Elected members).</p> <p>The method proposed for the community participatory phase provide for a collaborative approach for member of the community to partner with council to formulate and final the content of the final Draft Plan.</p> <p>We have a robust reporting process through to Council Governance which will also allow for any gaps within our engagement to be identified early in the process.</p>	<p>statistical representation of Waipā future communities.</p>
<p>If the community participatory phase budget is not transparent and well managed, then the costs of the overall project may exceed the available funds, and Council's reputation will be detrimentally affected.</p>	<p>Medium Risk</p>	<p>Comprehensive monitoring and reporting of budget (Total budget / Spending to date / What is committed / Budget remaining) to the project team, PCG.</p> <p>Monitor progress on engagement phase delivery against spend and benefits realised.</p>	<p>n/a – Target Residual Risk Rating is identical to the current rating</p> <p>Continuous review of purchase orders raised against the project budget.</p>
<p>The timeline for developing this final phase of Ahu Ake, Waipā Community Spatial Plan and the scope of implementation is highly ambitious. The expected deliverables to achieve within the updated timeframe (expected completion by Winter 2024) may not be met, and the project would be at risk of misalignment with the LTP 2024-34 special consultative procedure.</p>	<p>Medium Risk</p>	<p>Detailed project plan developed and implemented. Project timeframes have been revised and agreed upon with Council and PCG.</p> <p>In-house and external resourcing of the core project team, with an ability to bring in additional resources if required to ensure business continuity. Regular and robust reporting to the PCG, SP & P and ARC. Ensuring open, collaborative and transparent communication with the project team leading the development of the 2024-34 Long-Term Plan.</p>	<p>n/a – Target Residual Risk Rating is identical to the current rating</p> <p>No further planned treatment to be applied.</p>

Iwi and Mana Whenua Considerations - Whaiwhakaaro ki ngā Iwi me ngā Mana Whenua

Ahu Ake is being developed in partnership with Mana Whenua and JMA Partners. Capturing and addressing Iwi and Mana Whenua interests, values, and aspirations has been at the core of one of the project workstreams with a dedicated lead, Tipene Wilson.

We propose that several hui (in-person hui and online) will be undertaken with Mana Whenua and Iwi representatives.

It is further anticipated that the focus group will also include Māori representation reflecting the future demographics of our district.

Climate Change – Hurihanga Āhuarangi

Ahu Ake takes a district-wide approach over a 30years + planning horizon. In this regard and to support the Government’s commitment to tackle climate change, the Ahu Ake Interim Draft Plan was developed with climate change mitigation and adaptation measures i.e. reduction in CO2 from our transport services by enabling more public transport as well as more walkable and cyclable communities when possible; and retaining current and future carbon sequestration capacity by protecting Waipā’s peat lakes.

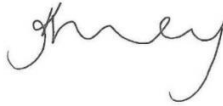
Climate change has been a strong topic discussed during the community engagement phase conducted in February and March 2023. There is an opportunity to debate this particular topic with the focus group as part of the Enhanced Community Participatory process.

8 NEXT ACTIONS

Action	Responsibility	By When
Engage with the University of Waikato to shape the Enhanced Community Participatory process approach.	Vanessa Honore	End of June 2023
Open focus group registration to gather expressions of interest from the community.	Vanessa Honore	End of June 2023
Engagement with Mana Whenua and Iwi and stakeholders ahead of the community participatory process.	Vanessa Honore Kirsty Downey	End of August 2023



Vanessa Honore
PRINCIPAL STRATEGIC PLANNER



Reviewed and Approved by Kirsty Downey
GROUP MANAGER STRATEGY