

## PLANNING UNDER COOPERATIVE MANDATES (PUCM)

### Evaluating the PUCM Practice Development Programme

#### Report to end-user groups

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## INTRODUCTION

**Purpose of the Report:** This is a report to central, regional and local government and other key end-user groups on the findings of the final review of PUCM Objective 4: Practice Development Programme (PDP). It is an assessment of the extent to which the PDP has succeeded in reaching the targeted end-user groups in terms of the level of support for the PUCM concepts, methods and tools in the PUCM guideline series and the number of personnel that have been trained in their use as a basis for recommendations on further professional development programmes.

**Targeted end-user groups:** Parties with both an interest in building capacity within resource management and planning, and showing a commitment to quality planning in both RMA and LGA processes. In addition to the Ministry for the Environment (MFE), which has a mandate to promote best practice, and the Department of Internal Affairs (DIA), key end-user groups include the following bodies:

- NZ Planning Institute
- Resource Management Law Association (multi-disciplinary)
- Local Government NZ
- Society of Local Government Managers

The key end-users can also be characterised as:

- planning practitioners in central, regional and district government
- planning practitioners in consultancies
- professionals, other than planners, working in RMA plan making
- professionals involved in community outcome planning under the Local Government Act 2002
- councillors making RMA and LGA plans
- staff of tertiary education providers
- tertiary students

**Practice Development Programme:** In order to maintain a sharp focus on communicating the finding of PUCM Objectives 1 to 3 (otherwise known as “technology transfer”), a separate objective with this purpose was included in Phases 3 and 4 of the research project. Under the title “Practice Development Programme” a matrix covering the sub-objectives of Objective 4 and the types of communication (methods and instructional materials) was prepared for each year

(Fig. 1). This matrix was applied to Objectives 1 to 3 which relate to methodologies for outcome evaluation from RMA and LGA plans.

OBJECTIVE 4: SUB-OBJECTIVES	METHODS			INSTRUCTIONAL MATERIALS			
	Workshop	Lecture	PUCM Website	Quality Planning website	Guidelines	Workbooks	Articles
Training relevant personnel to use innovative practice and tools							
Promoting tertiary education developments							
Providing lessons from PUCM for developing long-term community planning							
Contributing to PUCM & Quality Planning websites							

FIG.1: STRUCTURE OF THE GENERAL PDP MATRIX

## ASSESSMENT SUMMARY

Subject to caveats which recognise limitations and difficulties experienced in carrying out Objective 4, the intentions of the PDP (as expressed in Fig. 1) have been met. In particular practice guidelines, training workshops, conferences, and papers in professional and academic journals have been especially successful.

The caveats are:

- There is a maturation problem; that is, second generation plans are just being done now so interest in Phase 1 Plan Quality methods has increased lately. Interest in Phase 2 methods relating to evaluating plan implementation via resource consents is emerging whilst it is expected that Phases 3 and 4 methods for environmental and community outcome evaluation will become relevant in the next two to three years.
- The practice of planning practitioners to not acknowledge sources routinely means that it is not always possible to prove that PUCM findings, conclusions and guidelines have been used (e.g. Burton Planning Consultants Ltd report on the Auckland Regional Policy Statement (2004) reflects the PUCM Phase 1 and 2 Plan Quality and Implementation findings and methods but does not list any references at all).

## ASSESSMENT BY SUB-OBJECTIVES OF OBJECTIVE 4

### Training relevant personnel to use innovative practice and tools

The training sub-objective has received considerable attention, both in respect of methods and instructional materials. The development of teaching materials for workshops and lectures in particular has drawn on practice guidelines and workbooks (Tables 1 & 2).

#### *Practice Guidelines*

While most of the outputs of PUCM have been reports and papers in professional and academic journals, the practice guidelines have made a significant contribution to this sub-objective (Table 1) because they have been widely distributed to key end-users for their own use. Training workshop materials for second generation plan-making are based on the first two guides.

Guide #	Title	Authors
1	A guide to plan-making in New Zealand: the next generation	Ericksen, Chapman & Crawford
2	A guide to monitoring plan implementation in New Zealand	Day, Backhurst, Laurian, Crawford and Ericksen
3	A guide to improving plan implementation in New Zealand	Chapman, Day, Backhurst, Crawford & Ericksen
4	A guide to plan outcome evaluation in New Zealand	Day, Mason, Crawford & Kouwenhoven
5	A guide to community outcome evaluation in New Zealand	Kouwenhoven and Leonard

TABLE 1: PLANNING PRACTICE GUIDES

#### *Professional Development*

While PUCM findings have been made available for independently provided professional development through the project website ([www.waikato.ac.nz/igci/pucm](http://www.waikato.ac.nz/igci/pucm)) the PDP provided for PUCM-initiated training workshops and seminars. One of these, titled *Putting RMA into Practice Programme*, has been a collaboration between PUCM, Centre for Continuing Education at the University of Auckland and Town Planning & Design Ltd (Table 2). This has been well received and will continue after the conclusion of this FRST-funded project in June 2009.

Formal evaluation of each workshop shows that participants value the content of the training materials, the method of delivery and the standard of presentation. The programme reaches planning practitioners in central government, regional and district councils, and consultancies who report that they learn useful methods which are applicable 'on the ground'. There are synergies with the *Making Good Decisions* programme which accredits RMA decision-makers initiated by the Ministry for the Environment and managed by the Centre for Continuing Education at the University of Auckland.

## **Putting RMA into Practice Programme**

Partnership between the PUCM programme based at IGCI, The University of Waikato, Centre for Continuing Education at University of Auckland, and Town Planning & Design Ltd (Lee Beattie) 2007 – ongoing

### **Workshop titles & attendance**

#### **Lee Beattie – *Preparing and processing resource consent applications***

Auckland 2008: 10 people

Scheduled to be repeated in August 2009

#### **Jan Crawford – *Second Generation RMA Plans***

Auckland 2008: 8 people

Scheduled to be repeated in Auckland & Wellington in August 2009

#### **Jan Crawford/Greg Hill – *Writing Good Decisions***

Waikato District Council 2008 in-house:- 8 people)

Auckland 2008: 2 workshops 29 people (councillors & planners).

Christchurch 2009: 17 people

Scheduled to be repeated in Auckland in August 2009

#### **Jan Crawford – *Making District Plans – effective leadership for councillors***

2009 in-house for Rangitikei and Manawatu District Councils: 13 people

#### **Jan Crawford – *Writing objectives and policies***

2008 Western Bay of Plenty District in-house training: 8 planners and engineers

### **Forthcoming**

#### **Dr Tom Fookes – *Improving the quality of Assessments of Environmental Effects***

Scheduled for September/October 2009

#### **Nigel Mark-Brown – *What planners need to know about civil engineering when assessing AEEs and resource consent applications***

Scheduled for September/October 2009

TABLE 2: PARTNERSHIP TO PROVIDE TRAINING IN PUCM METHODS

PUCM personnel have participated in other training programmes such as the joint MFE and NZPI training workshops on second generation plan making. Jan Crawford has been a panel member in a series of training workshops offered to RMA professionals by MFE and regularly contributes to the development of workshop materials by colleagues who are presenting on behalf of NZPI (2005-ongoing). Dr Peter Kouwenhoven co-presented with Clare Feeney (Environmental Communication Ltd) in five training workshops on integrated catchment management planning for the Auckland Regional Council (2008).

### ***Professional Conferences and Lectures***

PUCM team members have presented methods and research findings to New Zealand Planning Institute, Resource Management Law Association and Environmental Defence Society Inc. conferences every year from 2005 to 2009. In addition, PUCM personnel have presented at international conferences:

- Dr Tom Fookes: Green Plan Workshop, Bioneers 2008 conference, Marin County, USA
- Lee Beattie: Association of Collegiate Schools of Planning – AESOP, Chicago July 2008 and Liverpool July 2009

### ***Consulting services***

In addition to the training activities above, PUCM researchers in collaboration with other practitioners have been asked to contribute to the objectives of other organisations in New Zealand and overseas. These contributions have included:

- Dr Tom Fookes has been a long-standing contributor to the Green Plan initiatives sponsored by the Resource Renewal Institute in California. His contributions on the Resource Management Act as a legislative level of Green Planning have drawn on the PUCM research: see [www.rri.org/greenplans](http://www.rri.org/greenplans)
- Jan Crawford and Peter Kouwenhoven have assisted Clare Feeney on several integrated catchment management planning tasks within the Auckland region. PUCM methods have been adapted for use in evaluating the quality of Integrated Catchment Management Plans (e.g., plan synergy, plan logic). An example is reference to PUCM methods and expectation that these will inform proposed methodologies in the Auckland Regional Council's request for proposals for the preparation of a Mahurangi Catchment Strategic Plan.

## PROMOTING TERTIARY EDUCATION DEVELOPMENTS

PUCM researchers have been invited to contribute to courses at tertiary education providers. Dr Tom Fookes and Jan Crawford have been teaching students at the University of Auckland School of Planning and also at Massey University's School of People, Planning & Environment. Their work has included:

- Dr Fookes and Jan Crawford – Plan Quality and Implementation methods to 2nd year Bachelor of Planning students, University of Auckland
- Jan Crawford at Massey – Plan outcome evaluation methods to 4th year planning students in a two- day session
- Jan Crawford at UOA - 3rd year Bachelor of Planning and Master of Planning Practice students on environmental conflict resolution (annually), as well as occasional lectures on plan making, implementation and evaluation to various levels

PhD theses by students enrolled at the University of Auckland School of Planning which utilise PUCM concepts, findings and methods include:

- Lee Beattie. (forthcoming) The reality of land use planning
- Mark Bellingham. (2008) Does district planning under the RMA protect biodiversity?
- Stephen Knight. (2007) A critique of the influence of sustainable development on ecological sustainability; a New Zealand application
- Ljubica Mamula-Seadon. (2007) Application of soft systems methodology to development of an integrated risk management framework for natural hazards

Under the auspices of PUCM Objective 4 a Tertiary Peer Group was established, through which meetings and Newsletters have been organised (Table 3).

<b>Nov 2008</b>	
<b>March 2009</b>	Update on LTCCP Research led by Dr Ali Memon (Lincoln University)
<b>June 2009</b>	PUCM Conclusions applied to Greenhouse Gas Emissions Reduction Scoping Plan (October 2008)

TABLE 3: TERTIARY PEER GROUP NEWSLETTERS

## PROVIDING LESSONS FROM PUCM FOR DEVELOPING LONG-TERM COMMUNITY PLANNING

This has been the focus of Phase 4 with its attention to the Local Government Act 2002 and in particular the Long-term Council Community Plans (LTCCPs). This work has benefited from collaboration with the Department of Internal Affairs (DIA) over a range of activities. The principal contribution has been through PUCM Reports and academic articles by Professor P.A. Memon (Lincoln University) and team members based at IGCI (Table 4).

Community Outcome Evaluation Methodology	Kouwenhoven, Mason & Leonard
Community Outcomes Evaluation Planning Practice guide 5	Peter Kouwenhoven
Presentation on Community Outcome Evaluation at research symposium NZPI Conference 2009	Peter Kouwenhoven

TABLE 4: OUTPUTS FOR DEVELOPING LONG-TERM COMMUNITY PLANNING

### CONTRIBUTING TO PUCM WEBSITE

The maintenance of a project website ([www.waikato.ac.nz/igci/pucm](http://www.waikato.ac.nz/igci/pucm)) has provided end-users with outputs across all Objectives in a readily accessible form. In addition, this website has been linked with the MFE's Quality Planning website, thereby providing good access through that site. These website developments have resulted in the PUCM research outputs being available through Internet search engines which has extended the project's outreach.

#### Evidence of uptake of concepts and methods

While the caveat above referring to a tendency for practitioners to not acknowledge sources used in their work makes it difficult to obtain a full assessment of uptake, there are examples for which there is direct attribution (e.g. Jan Crawford's role on editorial panel of Quality Planning website – incorporation of concepts, methods and findings in good practice guidance notes), Lee Beattie's in-house professional development training for the Auckland City Council as well as the Centre for Continuing Development at the University of Auckland and team members' collaboration with Clare Feeney, Environmental Communication Ltd), and indirect (e.g. (a) Burton Planning Consultants Ltd, August 2004: Policy Effectiveness - review of the linkage and appropriateness of the environmental results anticipated to the policy framework in chapters 2 and 4 of the Auckland Regional Policy Statement, (b) Euan Sadden, internal report for the Auckland Regional Council (2007) which applied the PUCM plan logic method to the assessment of coastal provisions of the Auckland Regional Policy Statement, (c) the Ministry for the Environment's accreditation for commissioners training, and (d) the work of the Resource Renewal Institute in California.)

## RECOMMENDATIONS

Uptake of PUCM concepts, findings and methods is now gaining momentum as practitioners turn their minds to two important tasks; preparing second generation RMA plans, and evaluating outcome achievement from RMA and LGA plans. To accelerate uptake, we recommend that:

1. The Ministry for the Environment encourage and support the Centre for Continuing Education at the University of Auckland to ensure continuation of the *Putting the RMA into Practice* training workshop programme.
2. That the New Zealand Planning Institute, Local Government NZ, Society for Local Government Managers and related professional institutions support and encourage continuation of the *Putting the RMA into Practice* workshop training programme and/or a similar continuing education development programme.
3. That the partners in the *Putting the RMA into Practice* training workshop programme expand its scope to include preparing, implementing and evaluating LTCCPs under the LGA 2002.
4. That the Department of Internal Affairs take action to disseminate findings and methods for community outcome evaluation e.g., sponsor workshops and preparation of resource materials for council staff involved in preparing and assessing LTCCPs.
5. That staff in university planning programmes include PUCM concepts, findings and methods in teaching materials.