

## PLANNING UNDER COOPERATIVE MANDATES

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### CONTENTS

#### For New Readers

- Ø About the PUCM Objective 4 Tertiary Newsletter
  - Ø Who is a Corresponding Member?

#### Activity Reports

- Ø Summary of PUCM Phases 3 and 4 (2006-2009)
  - Ø Practice Development Programme - "Putting the RMA into Practice"
  - Ø PUCM Objective 3: Maori Interests

#### Further Issues

- Ø January 2009
- Ø March 2009
- Ø May 2009

The four objectives of PUCM focus on:

1. planning under the Resource Management Act 1991;
2. planning under the Local Government Act 2002;
3. Maori interests; and
4. a Practice Development Programme aimed at providing end-users with useful concepts, methods and tools.

This newsletter is in support of Objective 4 – the Practice Development Programme.

The aim of this **Newsletter** is to maintain contact between the Objective 4 *Tertiary Corresponding Members* and the PUCM team. It is an occasional publication, as and when there is something to pass on.

### WHO IS A CORRESPONDING MEMBER?

Tertiary Corresponding Members formed as a group through responses to the initial enquiry about people's interest in the Practice Development Programme and with respect to universities and technical institutes. An important aim is to consider prospects for incorporating PUCM's methods and findings, including lessons about the RMA and LGA, into tertiary courses. There are benefits in educators talking to the PUCM team about curriculum development and content, in addition to those gained from reading our research results and attending conferences.

### FOR NEW READERS

#### ABOUT THE PUCM OBJECTIVE 4 TERTIARY NEWSLETTER

Planning Under Cooperative Mandates (PUCM) is a research programme funded by the Foundation for Research, Science and Technology. It is based in the International Global Change Institute (IGCI), The University of Waikato.

The Planning Under Cooperative Mandates Research Programme

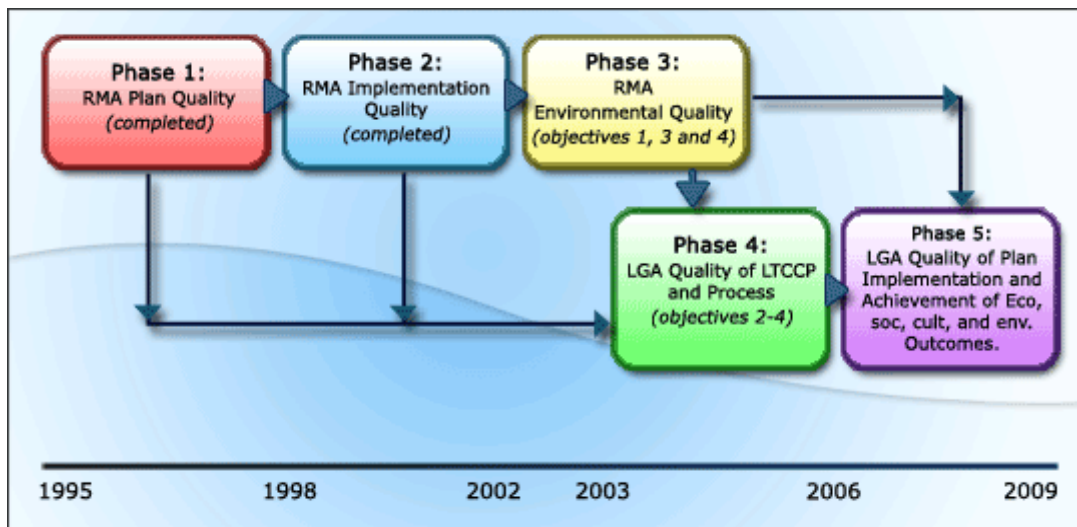
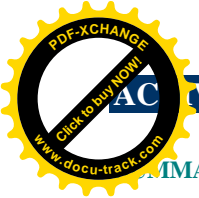


Figure 1: Planning and governance for sustainable development under devolved and cooperative mandates - the RMA (1991) and LGA (2002)



**SUMMARY OF PUCM PHASES 3 AND 4 (2006-2009)**

There are two phases to the current research. Phase 3 aims to complete the third link in the chain from intent to outcomes with regard to district plans prepared under the RMA, including outcomes for Maori. Phase 4 aims to assess the quality of the community outcomes process as a forum for community governance through long-term council community planning under the LGA, and the extent to which the whole-of-government approach has enhanced this goal.

**Phase 3: Environmental outcomes under RMA**

In essence, Phase 3 focused on this question: *Do good plans make a difference to environmental outcomes?* Answering the question was very challenging because the attribution problem becomes starker. The methodology we developed needed to show the extent to which plan and non-plan factors contributed to the environmental outcomes.

The research focussed on developing and testing a methodology for evaluating implementation outcomes with respect to environmental quality (EQ) by matching expected environmental outcomes in district plans with actual environmental outcomes in selected areas, using urban amenity, storm water management and iwi interests as exemplars. Limited funding enabled limited investigation of cumulative environmental effects of permitted and consented activities on environmental quality in relation to objectives in plans; and the influence of non-statutory measures on environmental outcomes.

The Plan Outcome Evaluation methodology that has resulted was published in *Planning Quarterly* and *PULSE*, the magazine of the Society of Local Government Managers in 2008. A *Practice Guide* for use in councils is being prepared.

(See <http://www.waikato.ac.nz/igci/pucm/Publications-Phase3.htm> for reports, journal articles and outputs, and [What's new](#) for forthcoming publications).

For an interesting evaluation of environmental outcomes for heritage, see Greg Mason's PhD thesis and two reports he has co-authored on North Shore City Council and Wellington City Council with respect to heritage zonings and plan rules. Greg's thesis is entitled: *Evaluating the Effectiveness of Conformance-Based Plans: Attributing Built Heritage Outcomes to Plan Implementation under New Zealand's Resource Management Act. 2008.*

Another important thread to Phase 3 focuses on Māori interests in local government planning. This innovative research has involved developing a framework and methodology for linking: kaupapa (foundation principles);

associated environmentally important (fundamental rules governing Māori relationships with natural environment); and Māori aspirations in the form of outcomes, to environmental indicators. It has been tested in two iwi and associated councils, thereby providing a model for interpreting the effectiveness of RMA environmental management by local authorities that have Māori values as their foundation. Reports for use by councils and hapū and iwi have been prepared.

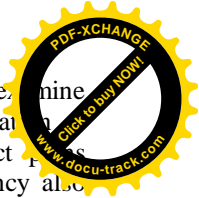
(See [environmental outcomes for Māori](#) at [www.waikato.ac.nz/igci/pucm/](http://www.waikato.ac.nz/igci/pucm/).)

**Phase 4: Long term council community planning under LGA**

The focus of this research is on developing and applying methodologies for evaluating the quality of community outcome processes as a forum for community governance and of councils' long-term council community plans (LTCCPs) developed within a whole-of-government context. This Phase 4 research is structured around five objectives:

1. map and evaluate interaction between the civil sector and the local and central government sectors in the development of community well-being outcomes and formulation of LTCCP monitoring and reporting frameworks;
2. evaluate the quality of 2006 LTCCPs in terms of the extent to which community well-being outcomes shape local authority long-term priorities (as stated in 2006 LTCCPs);
3. evaluate the extent to which community well-being outcomes shape long-term priorities of central government departments and agencies and other service providers;
4. evaluate the uptake of community well-being outcomes during implementation of 2006 LTCCPs by examining development and implementation of strategic partnerships between local and central government agencies and other service providers (e.g., district health boards, iwi and hapū) to respond to community well-being outcomes; and
5. evaluate progress towards achievement of community well-being outcomes and good governance from long-term council community planning and compare the findings with data collected under LTCCP monitoring and reporting frameworks (2009/2012).

The aim is to prepare six reports for distribution to key end-user groups, and to publish practice guidelines for use in councils. As of July 2008, four reports have been published, and a fifth (Community Outcomes Evaluation Methodology: Evaluating the Extent of Central and Local Government Activities to Promote Achievement of Community Outcomes) is due in November 2008. (See <http://www.waikato.ac.nz/igci/pucm/Publications-Phase4.htm> and [What's new](#) for forthcoming outputs).



## PRACTICE DEVELOPMENT PROGRAMME - "PUTTING THE RMA INTO PRACTICE"

In addition to maintaining contact with tertiary institutions teaching Resource Management and Planning, PUCM Objective 4 has a programme of practice-oriented workshops for councillors and professionals implementing the RMA. So far it has been offered in the Auckland area in partnership with Lee Beattie, Town Planning & Design Ltd, and the Centre for Continuing Education (CCE) at the University of Auckland.

(See <http://www.cce.auckland.ac.nz/rmainpractice>).

In 2009, the current workshop series will be offered in three locations – Auckland, Christchurch and Wellington – in March and October.

It is training with a practical emphasis and the topics covered are:

### *Preparing and Processing Resource Consents Applications:*

An intensive four day introductory course designed to provide geographers, planners, geologists, landscape architects, surveyors, local and regional government officers and private consultants with the skills and confidence to make judgements on resource consent applications.

### *Writing Good Decisions: A Workshop for Councillors, Independent Commissioners, and RMA Practitioners:*

A one-day workshop about organising complex material into clear, well-reasoned decision reports that conform to RMA requirements

### *Effective Leadership for Councillors Developing RMA Plans:*

A one day workshop aimed at effective leadership for councillors not only when consulting with communities and working with staff, but also in their roles as policy-makers i.e., in plan reviews.

### *Second Generation RMA Plans: A Workshop for Planners:*

A one day workshop aimed at planners and other professionals initiating district and regional plan reviews who are ready to think critically about the content and structure of a good quality RMA plan. Prior experience is helpful, but not essential for workshop participation.

Further courses are being developed. If you are interested in offering your specialist subject in a one, two or three-day workshop, please contact Jan Crawford ([jan.crawford@xtra.co.nz](mailto:jan.crawford@xtra.co.nz)). We will pay for your presentation time and reasonable expenses associated therewith.

## PUCM OBJECTIVE 3: MAORI INTERESTS

The 1991 Resource Management Act (RMA) contains many provisions for safeguarding iwi interests and ensuring iwi participation in the development of policy statements and plans by regional and district councils. In 2002 Kokomuka Consultancy Ltd (Opotiki) was contracted to complete the Maori component of the

Phase 2 research on plan implementation and examine ways in which it could be extended to an evaluation of environmental outcomes for Maori from district plans through kaupapa Maori research. The consultancy also undertook analysis of provisions for Maori/iwi/hapu-interests in district plans. One conclusion was that many plans concentrated on developing issues, objectives and policies about processes for iwi participation rather than substantive resource issues that affect Maori. Another found there was little evidence of iwi/hapu-involvement in plan implementation. This was due in part to the limited capacity of most councils to facilitate iwi/hapu-participation in the consent process. Only the best resourced councils could afford to do so.

### *PUCM Maori Working Paper Series*

1. Iwi Interests and the RMA: An Evaluation of the Quality of Council Plans.
2. Evaluation of Iwi and Hapu Participation in the Resource Consents Processes of Six District Councils.
3. Reflections on Relationship-Building between Tangata Whenua and Local Government: Notes from Research and Practice.
4. From Rhetoric to Reality: Achieving Maori Aspirations of Kaitiakitanga.
5. Maori provisions in RMA Plans
6. Viewing the World through a Wider Lens than that of Western Culture
7. The PUCM Kaupapa Maori Environmental Outcomes and Indicators Model.

## FURTHER ISSUES

There are three further issues of the **Tertiary Newsletter** planned through to the end of the current phase of the FRST contract (June 2009). These are:

1. Issue 4 (November 2008): Update on LTCCP research led by Dr Ali Memon (Lincoln University)
2. Issue 5 (March 2009): PUCM conclusions applied to implementation assessment of the California Greenhouse Gas Emission Reduction Scoping Plan by Dr Tom Fookes (October 2008)
3. Issue 6 (May 2009): Rapid Assessment Process (RAP) applied to LTCCP by Dr Peter Kowenhoven and Dr Ali Memon.

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*Where can I find more on PUCM?*  
[www.waikato.ac.nz/igci](http://www.waikato.ac.nz/igci) [click on PUCM]