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Waiohine Floodplain Management Plan governance and project delivery structure

1. Purpose

To propose a governance and project delivery structure for completing the development of the Waiohine Floodplain Management Plan (Waiohine FMP).

2. Background

2.1 Draft Waiohine FMP - development

The intended purpose of the Waiohine FMP is to manage the risk of flooding and erosion from the Waiohine River.

In 2016 a draft Waiohine FMP (Draft FMP) was developed by the Waiohine Floodplain Management Plan Advisory Committee (Advisory Committee).

On 10 May 2016 the Environment Committee approved the Draft FMP for public consultation.

2.2 Draft Waiohine FMP - consultation

On 21 Jun 2016, the Environment Committee (on recommendation of the Advisory Committee) established the Waiohine River Draft FMP Hearing Subcommittee (Hearing Subcommittee) to hear and consider submissions on the Draft FMP.

The hearing that was to have been held on the Draft Waiohine FMP never took place due to the unavailability of Hearing Subcommittee members prior to the 2016 local government elections.

The Draft FMP did not achieve community support.

Submitters on the Draft FMP have not been heard.

2.3 Waiohine Action Group

A community-led initiative, the Waiohine Action Group (WAG), has been formed to drive the consideration of options for the Waiohine FMP. The WAG is made up of a mix of technical and non-technical people, including some former Advisory Committee members. The WAG has demonstrated its ability to engage with a range of sectors in the local community.

3. Review of the Draft FMP

Due to feedback on the Draft FMP, officers consider that the Draft FMP should be set aside and reconsidered.

3.1 Proposed approach to review the Draft FMP

Following discussions with Carterton District Council (CDC) and South Wairarapa District Council (SWDC), and a proposed project delivery approach put forward by the WAG, officers suggest a project governance and delivery model.

This proposed delivery model will be made up of a steering group to oversee the completion of a Waiohine FMP, and a project team to identify and recommend to the steering group areas of refinement to the Draft FMP.

3.2 Proposed Waiohine FMP Steering Group

Officers recommend the establishment of a Waiohine FMP Steering Group (Steering Group).

A copy of proposed terms of reference for the Steering Group is attached as Attachment 1 to this report.

A summary of the Steering Group's proposed membership, roles and responsibilities is set out below.

3.2.1 Steering Group – purpose

The purpose of the Steering Group is to make recommendations to the Wairarapa Committee on the following:

- Areas of refinement and a preferred combination of options to guide revision of the Draft FMP
- A Proposed FMP which will form the basis for further general and targeted consultation.
- A process for engaging with the community and general public on the proposed FMP

The management of the existing river scheme and the implementation of the Waiohine FMP will sit outside the remit of this Steering Group.

The draft terms of reference (see **Attachment 1** to this report) propose that the recommendations of the Steering Group, if endorsed by the Wairarapa Committee, would be submitted directly to Council for approval without the need for consideration by the Environment Committee.

3.2.2 Steering Group – membership

The following membership is proposed:

- Two members, being elected members of the Carterton District Council
- Two members, being elected members of the South Wairarapa District Council
- Two members, being elected members of the Wellington Regional Council
- Two members to represent the Waiohine Action Group (one of whom will be the Waiohine Project Team chair)
- One member to represent Kahungunu ki Wairarapa
- One member to represent Rangitane o Wairarapa

It is proposed that members of the Steering Group are appointed by the Wellington Regional Council.

3.2.3 Steering Group - Role/Responsibilities

The final decision on the adoption or otherwise of a draft or final Waiohine FMP is retained by the Wellington Regional Council.

To deliver on its purpose, the range of suggested responsibilities to be assumed by the Steering Group includes the following:

- Establish a Project Team to deliver the technical assessments needed for decision-making
- Familiarisation with the work that has been undertaken on the Waiohine FMP to date
- Oversee and contribute to the scoping of viable options for the project and recommend a preferred option for consultation
- Request and test relevant evidence-based advice and/or technical information received from the Project Team, and resolve/mediate any conflicting advice supplied
- Ensure the work of the Project Team delivers a comprehensive, long-term and sustainable solution for the Waiohine River and the people who occupy its floodplain
- Develop and implement a communication strategy to facilitate effective engagement with the WAG, the wider Greytown/ Carterton communities and the general public in the Proposed FMP
- Identify and manage potential and relevant project risks.

4. Waiohine FMP project team

Establishing a Project Team is a matter for the Steering Group. **Attachment 2** to this report contains suggestions on membership, responsibilities and culture for this team. This is a combination of ideas suggested at different times by GWRC, CDC, SWDC and WAG.

5. Wairarapa Committee's functions

The terms of reference for this Committee set out that it may consider and make recommendations to Council on any issues relevant to the Wairarapa, including but not limited to flood protection.

The terms of reference for the Council's Environment Committee sets out that one of its responsibilities is to monitor/oversee the development and implementation of floodplain management plans, including the Waiohine Floodplain Management Plan.

As both Committees have responsibility for flood protection matters, it is considered appropriate at this stage in the process that this matter being presented to the Wairarapa Committee is also presented to the Environment Committee for information before being sent to Council for decision.

6. Communication

The Committee's decisions will be presented to the Environment Committee and Council.

7. Consideration of Climate Change

The matter requiring decision in this report has been considered by officers in accordance with the process set out in the GWRC Climate Change Consideration Guide.

7.1 Mitigation assessment

Mitigation assessments are concerned with the effect of the matter on the climate (i.e. the greenhouse gas emissions generated or removed from the atmosphere as a consequence of the matter) and the actions taken to reduce, neutralise or enhance that effect.

Officers have considered the effect of the matter on the climate and have concluded that the matter will have no effect.

Officers note that the matter does not affect the Council's interests in the Emissions Trading Scheme (ETS) and/or the Permanent Forest Sink Initiative (PFSI)

7.2 Adaptation assessment

Adaptation assessments relate to the impacts of climate change (e.g. sea level rise or an increase in extreme weather events), and the actions taken to address or avoid those impacts.

GWRC plans for climate change in assessing the degree of future flood hazard and in determining an appropriate response. There are only specific, limited situations in which climate change is not relevant (for example, planning for present-day emergency management).

In assessing flood hazard and determining appropriate structural and/or non-structural responses in areas subject to flood risk, GWRC applied a rainfall increase of 16.8% to the flood hydrology to account for climate change over the next 100 years. This approach was consistent with how we applied the national guidance at that time, and led to increases in flow ranging from 17% to 28% in the different sub-catchments contributing to the hydraulic model.

Further detail is available in the report: High Intensity Rainfall and Potential Impacts of Climate Change in the Waiohine Catchment - NIWA, Feb 2009.

8. The decision-making process and significance

The matter requiring decision in this report has been considered by officers against the requirements of Part 6 of the Local Government Act 2002.

8.1 Significance of the decision

Officers have considered the significance of the matter, taking into account the Council's significance and engagement policy and decision-making guidelines. Due to the procedural nature of this decision officers recommend that the matter be considered to have low significance.

Officers do not consider that a formal record outlining consideration of the decision-making process is required in this instance.

8.2 Engagement

As set out above, the proposed delivery model has been proposed by officers following discussions with CDC, SWDC and the WAG.

9. Recommendations

That the Committee

1. *Receives the report.*
2. *Notes the content of the report.*
3. *Notes that a report advising the Environment Committee on the proposed establishment of a Waiohine FMP Steering Group and Project Team will be presented to the Environment Committee on 9 August 2017.*
4. **Recommends to Council:**
 - a. *that it establish a Waiohine FMP Steering Group; and*
 - b. *that it adopt terms of reference for the Waiohine FMP Steering Group as set out in Attachment 1 of this Report.*

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Attachment 1: Proposed terms of reference

Attachment 2: Waiohine FMP Project Team – suggested structure and working principles

Greater Wellington Regional Council

Terms of reference for Waiohine FMP Steering Group

**To be adopted by the Council on recommendation of the Wairarapa
Committee**

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Waiohine FMP Steering Group

(A Project Group of the Council reporting to the Wairarapa Committee)

Purpose

The purpose of the Steering Group is to oversee the completion of a Waiohine FMP, including making recommendations to the Wairarapa Committee on the following:

- Areas of refinement and a preferred option to guide revision of the Draft FMP
- A Proposed FMP which will form the basis for further consultation with the Greytown/ Carterton community
- A process for engaging with the community on the proposed FMP

The management of the existing river scheme and the implementation of the Waiohine FMP sit outside the remit of this Steering Group.

Specific Responsibilities

The role of the Steering Group will be recommendatory to the Wairarapa Committee.

The final decision on the adoption or otherwise of a Waiohine FMP is retained by the Wellington Regional Council.

To deliver on its purpose, the Steering Group has the following responsibilities:

- Familiarisation with the work that has been undertaken on the Waiohine FMP to date
- Oversee and contribute to the scoping of viable options for the project and recommend a preferred option
- Request and test relevant evidence-based advice and/or technical information received from the Project Team, and resolve/mediate any conflicting advice supplied
- Ensure the work of the Project Team delivers a comprehensive, long-term and sustainable solution for the Waiohine River and the people who occupy its floodplain
- Develop and implement a communication strategy to facilitate effective engagement with the Waiohine Action Group, the wider Greytown/ Carterton communities, and the general public on the Proposed FMP
- Identify and manage potential and relevant project risks.

Status of the Steering Group

The Steering Group is an advisory body established by the Council (on recommendation of the Wairarapa Committee). The Steering Group is not a sub-

ordinate decision making body of the Council and is not a committee or subcommittee under the Local Government Act 2002.

Membership

1. Two members, being elected members of the Carterton District Council
2. Two members, being elected members of the South Wairarapa District Council
3. Two members, being elected members of the Wellington Regional Council
4. Two members to represent the Waiohine Action Group (one of whom will be the Waiohine Project Team chair)
5. One member to represent Kahungunu ki Wairarapa
6. One member to represent Rangitane o Wairarapa

Appointment

Members of the Steering Group are appointed by the Wellington Regional Council.

Chairperson

The Chairperson shall be the appointed by the Steering Group.

Quorum

A majority of the membership of the Steering Group shall be present to form a quorum at meetings.

Consensus

The Group will strive to decide upon the matters by consensus. In the circumstance that a consensus cannot be achieved on a particular matter, each member has a deliberate vote and the Chair does not have a casting vote.

Reporting and servicing

1. The Steering Group reports to the Wairarapa Committee.
2. The Steering Group is serviced by the Wellington Regional Council.

Remuneration

1. The expenses of members of the Steering Group who are elected members of the Wellington Regional Council, South Wairarapa District Council and Carterton District Council shall be met by the council they represent.

2. Steering Group members who are not otherwise being remunerated may claim Greater Wellington Regional Council daily meeting attendance allowances and expenses.

Meeting frequency and life of Steering Group

The Steering Group shall meet as required.

The Steering Group shall cease to exist when the Council has made a decision on the Waiohine Floodplain Management Plan recommended by the Wairarapa Committee or at a time the Council determines.

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Waiohine FMP Project Team – suggested structure and working principles

Waiohine FMP Project Team

Purpose

The purpose of the Project Team is to undertake the following:

- Identify and recommend to the Steering Group areas of refinement to the draft FMP
- Identify, examine and recommend a preferred combination of FMP options to the Steering Group for consideration, endorsement and engagement with the community through the proposed FMP
- Refine the preferred combination of options based on community feedback and revise the FMP for Steering Group consideration and endorsement

Composition

Members of the Project Team are proposed to be appointed by the by the Steering Group with suggested membership as follows:

- Three WAG representatives with relevant knowledge and experience, one of whom will chair the Project Team
- Two GWRC technical specialists in flood risk management
- Two Iwi representatives (one each from Kahungunu ki Wairarapa and Rangitane o Wairarapa)
- An expert in river environmental values, such as an ecologist or representative of recreational groups

The suggested composition offers a manageable and proportionate response in terms of team numbers and representation. However, as refinement of the FMP and selection of a preferred option will be reliant on a range of technical inputs (e.g. engineering design, consenting, river and existing scheme management, emergency management, land use planning) provision should also be made to draw on additional specialist support as required (i.e. on an individual basis or through formation of a small, technical sub-group). This could include, for example, expertise from CDC, SWDC, GWRC or WAG.

Responsibility for identifying and appointing the Project Team chair (from people put forward from WAG) will sit with Council as this will be done as part of establishing the Steering Group.

Role/Responsibilities

To deliver on its purpose, the range of suggested responsibilities to be assumed by the Project Team include the following:

- Examine the results of the updated flood model and any implications for options development, and confirm acceptance of revised flood hazard
- Review any new information arising from the updated modelling and undertake/commission any additional technical assessments required
- Identify and analyse mitigation options, including such factors as engineering constraints, property impacts, costs, degree of acceptable risk

- Undertake targeted community engagement to inform and ‘ground truth’ the option identification process at the direction of the Steering Group
- Identify and recommend a preferred option to the Steering Group for community engagement
- Refine the preferred option based on community feedback and revise the Proposed FMP for Steering Group consideration and endorsement

Waiohine FMP Project Team Culture

The community response to the draft FMP, and the political climate that prevailed at the time, has led to an unhealthy climate of distrust of GWRC in the local community in relation to the Waiohine FMP.

To ensure that the review process is carried out in an open and honest environment, we recommend that the Steering Group and/or the Project Team develop a statement of the culture that will guide their work. The following advice is drawn from Institute of Directors in New Zealand (2014), *The Four Pillars of Governance Best Practice*.

“Sound architecture and processes provide a platform for good governance but do not guarantee it. The key is to build a healthy culture operating within the architecture. This can only be created by effective interaction between skilled and experienced people.”

With this in mind, outlined below are a few key attributes that are markers of a high performing and functional governance culture:

- Dissent is not viewed negatively but managed with professional respect between members
- Trust is engendered to enable matters to be disclosed and discussed freely and frankly
- Members are encouraged to identify and present alternatives and to challenge their own positions and assumptions
- Members have a good balance of skills and exhibit a high level of interpersonal cohesion
- Members have a high standard of knowledge and make effective contributions

There may be some benefit in engaging someone to facilitate these meetings, take detailed notes etc.