



# Te Awarua-o- Porirua Harbour and catchment strategy review

**Porirua City Council**

14 February 2020

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14 February 2020

Dear Nigel,

**Te Awarua-o-Porirua Harbour and Catchment Strategy Review**

Thank you for the opportunity to assist you with reviewing the Te Awarua-o-Porirua Harbour and Catchment Strategy.

This final report summarises the following:

- the current strategy and what it aims to achieve;
- the case for change;
- strengths and opportunities for improvement; and
- our recommendations for improvement and an implementation timeline.

Should you have any questions, please feel free to contact me on 027 553 4408.

Kind regards,

**Peter Chew**  
Director

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This draft report has been prepared in accordance with the Consultancy Service Order ('CSO') signed by Porirua City Council on the 29th October 2019. The services provided under our CSO response ('Services') have not been undertaken in accordance with any auditing, review or assurance standards. The term "Audit/Review" used in this report does not relate to an Audit/Review as defined under professional assurance standards.

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We passionately believe that the flow-on effect from focusing on helping **fuel the prosperity** of our clients significantly contributes to ensuring that our communities, and ultimately our country and all New Zealanders, will enjoy a more prosperous future.

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# Executive Summary

## Background, Scope, Approach and Key Findings

### Background

The Porirua Harbour and Catchment is a national treasure and an integral part of Porirua City. The harbour and catchment is a nationally-significant wildlife area that has cultural, economic, ecological and recreational value. The harbour and catchment is enjoyed by the community, stakeholders, local iwi, local and regional Councils and the public who value and treasure its significance.

However, the environmental health of the harbour and surrounding catchment is worsening. Sedimentation levels are increasing, pollutant inputs continue to degrade the quality of the water and ecological health is trending downwards with complete loss of seagrass in particular areas of the harbour.

The environmental health of the harbour is being worsened by the impact of particular actions, and a lack of awareness of the extent to which these actions are degrading the harbour. These include:

- Urban development
- Urban growth
- Ageing infrastructure e.g. stormwater and wastewater management
- Rural land use
- Recreational activities
- Open earthworks
- Waste water network overflows
- Protection of bio-diversity on private land
- Historic land reclamation (SH1, main trunk line, loss of wetlands, saltmarsh and seagrass)

A lack of clear focus and prioritisation of the actions which will drive the biggest improvement to the health of the harbour is further slowing progress in reversing the degradation in the harbour

The objective of this review is to provide support to assess whether the current strategy and implementation structures are the best mechanisms to achieve healthy streams and harbour. If they are not, the objective of this review is to provide recommendations on how best to optimise stream and harbour outcomes.

### Scope

The scope of this independent review is to provide an assessment that answers the following question:

#### **How can we work together to deliver the goal of a healthy Porirua Harbour and Catchment?**

The report covers the following:

- an assessment of the progress made against the targets set out in Porirua City Council's Action Plan as part of the Porirua Harbour and Catchment Strategy;
- an assessment of the effectiveness of current governance and management arrangements, in respect to the Porirua Harbour and Catchment Strategy; and
- an assessment of current strategic framework, governance and implementation structures in place to deliver on the agreed targets.

### Limitations and Constraints

The scope of this review did not include the following:

- implementation of the recommendations in alignment with the proposed timeline.

### Approach

This review addresses each of the following questions sequentially:

- What is the current harbour strategy and what does it aim to achieve? (see pages 9 - 14)
- What is the case for change? (see pages 15 - 17)
- What are the strengths and opportunities for improvement in the current harbour strategy? (see pages 18 -22)
- What are the recommendations for improvement and what is the implementation timeline of these improvement opportunities? (see pages 23 – 26)

### Opportunities to Improve

It has been identified that focussing on the following areas will provide the biggest impact on the health of the Porirua Harbour and Catchment:

#### **Strategic alignment of actions to deliver outcomes:**

There is an opportunity for the alignment of strategic priorities across Councils and key partners to produce an updated version of the strategy. This will ensure activities are prioritised and clearly aligned to the three key objectives of reducing sediment rates, reducing pollutant inputs and restoring ecological health.

**Prioritisation of actions:** The prioritisation of actions will guide focus towards the actions that will have the biggest impact on restoring the health of the harbour. Funding, coupled with measurable targets, assigned ownership of actions and a clear, achievable timeframe to deliver the activity, should then be allocated to actions based on their level of prioritisation.

# Executive Summary

## Key Findings (continued) and Recommendations

**Governance:** There is an opportunity for governance to have a stronger mandate to drive action and be trusting holders of the vision. This could be achieved by an individual or party independent of the key partners with designated authority to hold the key partners to account.

**Collaboration between key partners:** An agreed reconfiguration of the way governance, Councils, community groups, Trusts and other partners work together will help encourage a more concerted effort towards improving their shared vision to restore the health of the harbour. Collaboration is required from those directly involved but also those with an indirect effect on the harbour such as farmers, community groups and government agencies.

**Capability:** There is an opportunity to increase the labour and funding resource dedicated to improving the health of the harbour within Councils. Councils should consider implementing technical resource with strong understanding of the key objectives (sediment, pollution, and ecology) to guide the prioritisation of actions from a scientific viewpoint.

**Data and measurement:** There is an opportunity to better align data collected to the key objectives of the strategy so that any progress made is measurable. Better alignment of data will provide governance with the proper tools to make informed, robust decisions regarding actions to improve the health of the harbour.

**Funding:** A business case outlining prioritised and costed options to improve the health of the harbour is a critical next step to source funding towards the implementation of prioritised actions.

### Recommendations and Next steps:

**Source commitment** from the Chief Executives of PCC, WCC, GWRC and the Mayors of Porirua and Wellington and the Chair of GWRC to resource, fund and support the change necessary to implement prioritised actions for the harbour and catchments. This commitment would be demonstrated through a signed Memorandum of Understanding (MOU) by each organisation.

**Build a business case** to evaluate options and request funding to develop a prioritised and costed set of options on how to improve the health of the harbour. The business case should articulate the problem and case for change, underpinned by scientific evidence. It should also develop a set of costed, prioritised, and evidence-based options which would make the biggest impact on the health of the harbour

**Form a programme team** that will focus on the operational leadership and delivery of prioritised actions to improve the health of the harbour and catchment. This programme team should logically be based at PCC, but be comprised of appropriate resources from WCC, GWRC and other partner agencies where appropriate.

**Agree a Governance Group** to guide the implementation of prioritised actions to improve the health of the harbour and catchment. The Governance Group should be equipped with appropriate monitoring, tracking and measurement of the implementation of actions to evaluate progress and support continuous improvement of the programme.

**Articulate prioritised actions** in the Long Term Plans and Regional Plans of PCC, WCC and GWRC to demonstrate commitment and alignment of funding and capability

**Develop a communications strategy** to inform and update key partners (including the community) on progress regarding the health of the harbour and catchment.

# 1

## Background and Approach

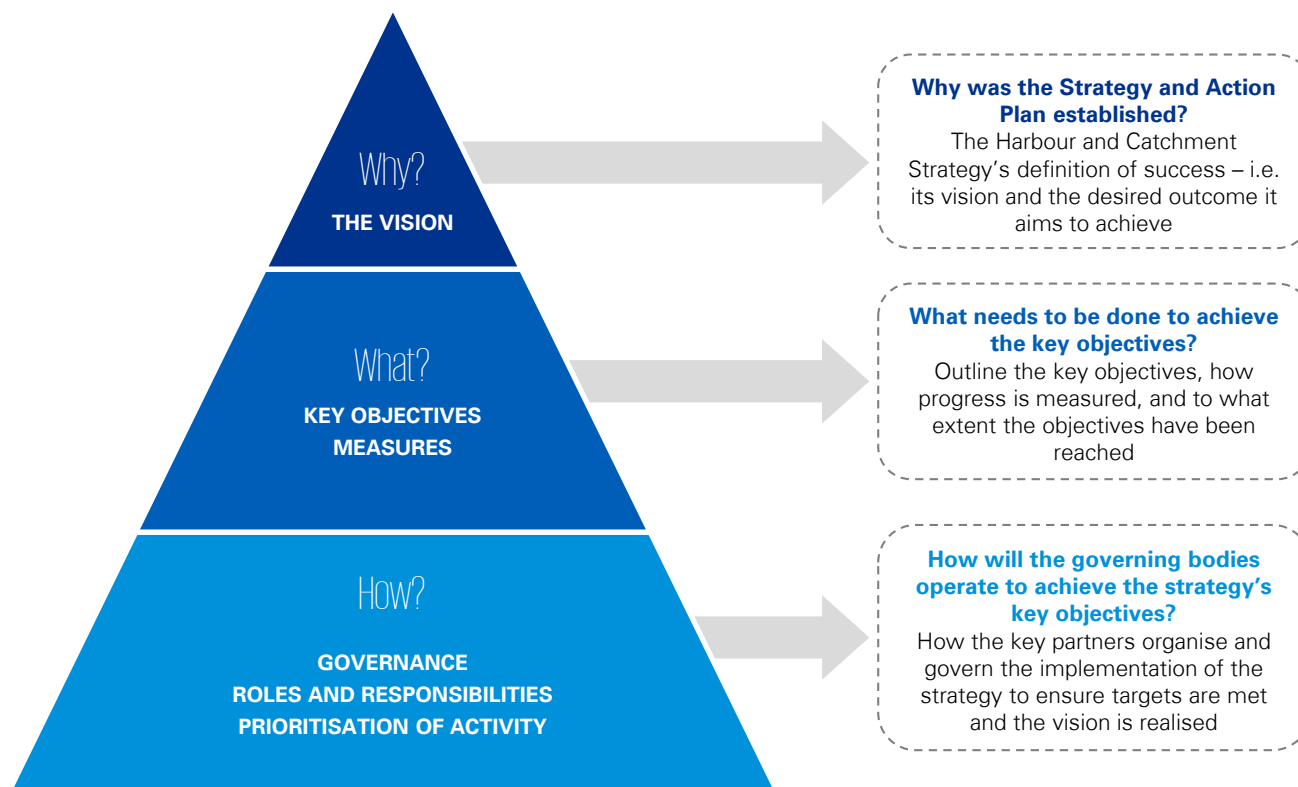
# Background and Approach

## Approach and Methodology

### Methodology

The methodology shown to the right was used to guide the independent review of the Te Awarua-o-Porirua Harbour and Catchment Strategy. This report begins by identifying the strategy's **vision and key objectives** (see page 11) – these are the defined measures of success. The Harbour and Catchment Strategy's key objectives are defined in the Strategy and Action Plan (2015). The vision and key objectives have been analysed to ensure the recommendations for improvement align with the core purpose of the Harbour and Catchment Strategy.

KPMG defined the current state (see step 1 to the right), gathered input from various partners (see step 2 to the right) and determined the main **strengths** and **opportunities for improvement** of the strategy's implementation, and the key **priorities** of the community (see step 3). This will ensure that the recommendations KPMG outlined will focus on delivering a fit-for-purpose strategy to the key stakeholder groups (step 4).



### Approach

KPMG undertook the following four step approach to review of the Te Awarua-o-Porirua Harbour and Catchment Strategy:

## 1

### Current state assessment

A current state assessment of background documentation to determine the current state of the harbour strategy and supporting implementation structures. Key data sources include background documentation provided (refer to *Appendix A*).

## 2

### Stakeholder engagement

KPMG interviewed a number of different stakeholder groups (see *Appendix B*) to gather information on their involvement with the strategy, the challenges they are facing, and their perspectives on what the future should look like.

## 3

### Identification of recommendations and a proposed timeline

Based on the key challenges highlighted by the current state review and stakeholder meetings, KPMG identified a set of recommendations and a timeline to ensure efficient and effective programme delivery.

## 4

### Validate findings

KPMG validated findings with the Te Awarua-o-Porirua Harbour and Catchment Strategy project sponsor and outlined the key recommendations and next steps.

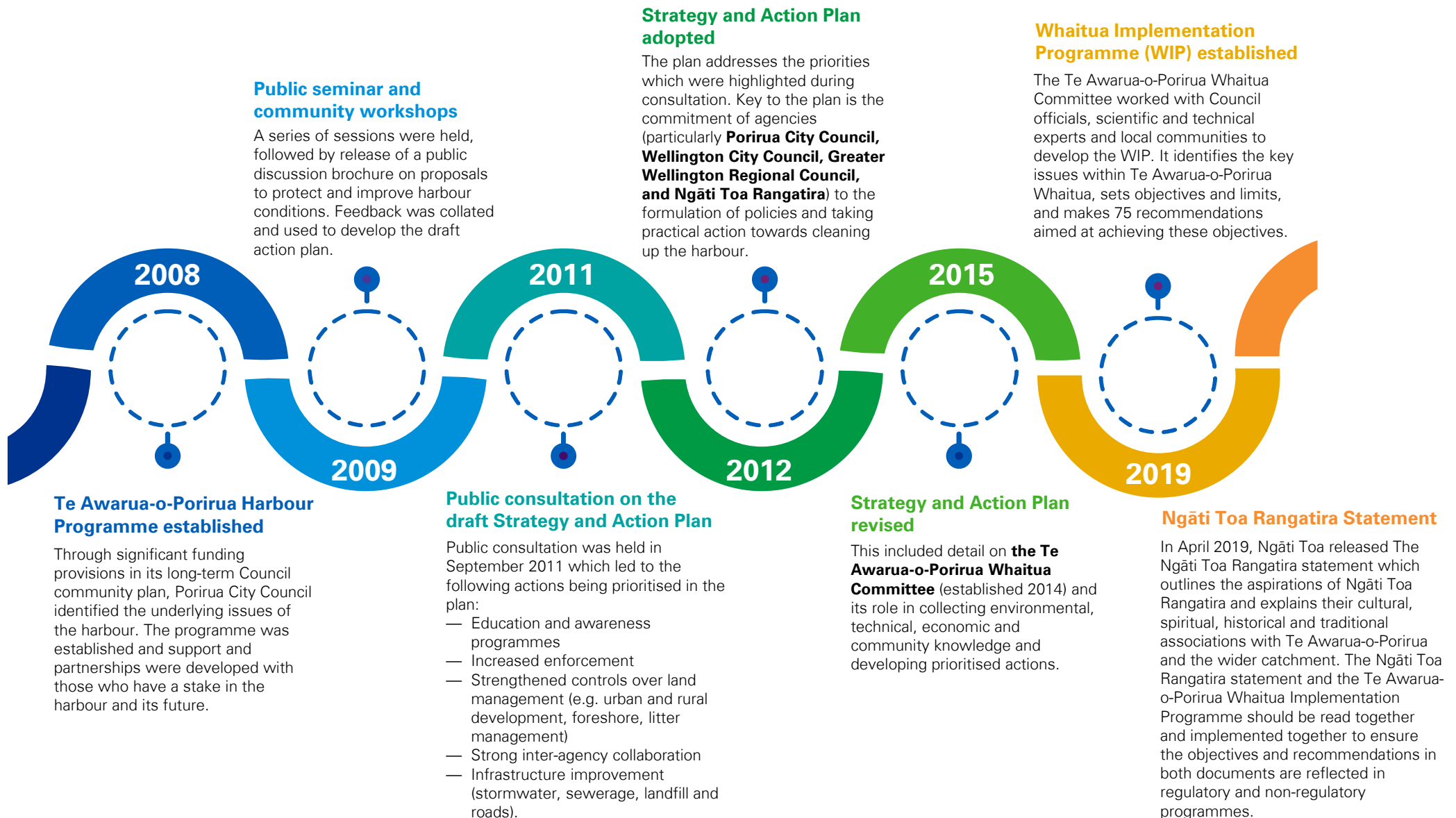


# 2

## Current State Assessment

# Current State Assessment

## Key Milestones in the development of the Harbour and Catchment Strategy






# Current State Assessment

## Vision, Objectives and Guiding Principles of the Harbour and Catchment Strategy

Why?

The vision of the Te Awarua-o-Porirua Harbour and Catchment Strategy and Action Plan is: **“A healthy catchment, waterways and harbour, enjoyed and valued by the community”**

What?

Key objectives of the strategy	What success looks like	By when?	Key enablers
 <b>Reduce sedimentation rates</b>	<ul style="list-style-type: none"> <li>— Sedimentation rates no more than 1mm per year average over the whole harbour</li> </ul>	2031	<ul style="list-style-type: none"> <li>— Improve land management and land use practices</li> <li>— Catchment protection and re-vegetation</li> <li>— Localised management of marine sand banks and improved harbour flushing</li> </ul>
 <b>Reduce pollutant inputs</b>	<ul style="list-style-type: none"> <li>— Suitability for Recreation (SFR) beach grading of “Good”</li> <li>— No increase in nitrogen levels</li> <li>— ANZECC Sediment Quality grading of “Low”</li> </ul>	2021	<ul style="list-style-type: none"> <li>— Reduce faecal inputs</li> <li>— Cap nitrogen inputs</li> <li>— Reduce toxicant inputs</li> <li>— Additional litter management</li> </ul>
 <b>Restore ecological health</b>	<ul style="list-style-type: none"> <li>— Saltmarsh and seagrass cover extended</li> <li>— Riparian plant cover increased</li> <li>— Health of invertebrate community maintained</li> </ul>	2031	<ul style="list-style-type: none"> <li>— Estuary re-vegetation (seagrass and saltmarsh)</li> <li>— Streambank (riparian) re-vegetation and habitat enhancement</li> </ul>

The **Porirua Harbour Interagency Advisory Group** (Porirua City Council, Greater Wellington Regional Council, Wellington City Council, and Ngāti Toa Rangatira) have agreed that their actions and involvement will be guided by the following **management principles**:

How?

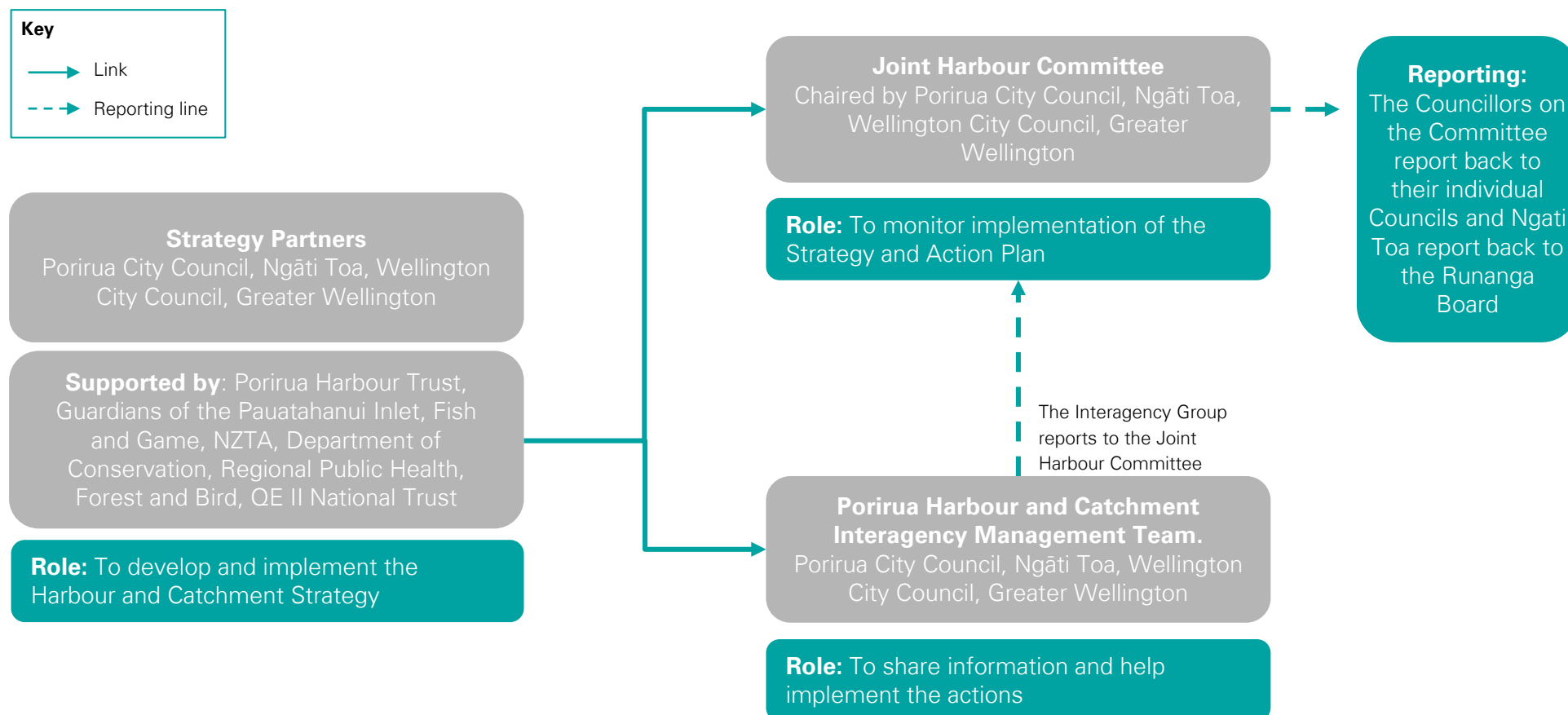
Management principles	Key enablers
<b>Integrated management of harbour and catchment resources</b>	<ul style="list-style-type: none"> <li>— Coordinate decision-making and ensure consistency</li> <li>— Develop targeted solutions</li> </ul>
<b>Priority given to restoring, conserving and enhancing the catchment, waterways and estuary values</b>	<ul style="list-style-type: none"> <li>— Key focus for management and resource decisions is: “will this protect or enhance the natural resources of the harbour and catchment?”</li> </ul>
<b>Environmental sustainability</b>	<ul style="list-style-type: none"> <li>— Promote environmentally-wise infrastructure and land management</li> </ul>
<b>Evidence-based decision-making and management</b>	<ul style="list-style-type: none"> <li>— Decisions based on credible and quantifiable information and data</li> <li>— Targeted research to fill knowledge gaps</li> </ul>
<b>Effective community, business and agency involvement and stewardship</b>	<ul style="list-style-type: none"> <li>— Promote community involvement in decision-making processes</li> <li>— Maintain active partnerships between agencies</li> </ul>
<b>Recognise the special relationship of tangata whenua Ngāti Toa Rangatira with the harbour</b>	<ul style="list-style-type: none"> <li>— Involve in key decision-making</li> <li>— Recognise traditional values</li> </ul>

# Current State Assessment

## Governance Structure for the Harbour and Catchment Strategy

### Partners involved in governing the Harbour and Catchment

The partners and their respective roles involved in the development, creation and implementation of the harbour and catchment strategy have been identified in the diagram below.



# Current State Assessment

## Importance of the Key Objectives of the Harbour and Catchment Strategy

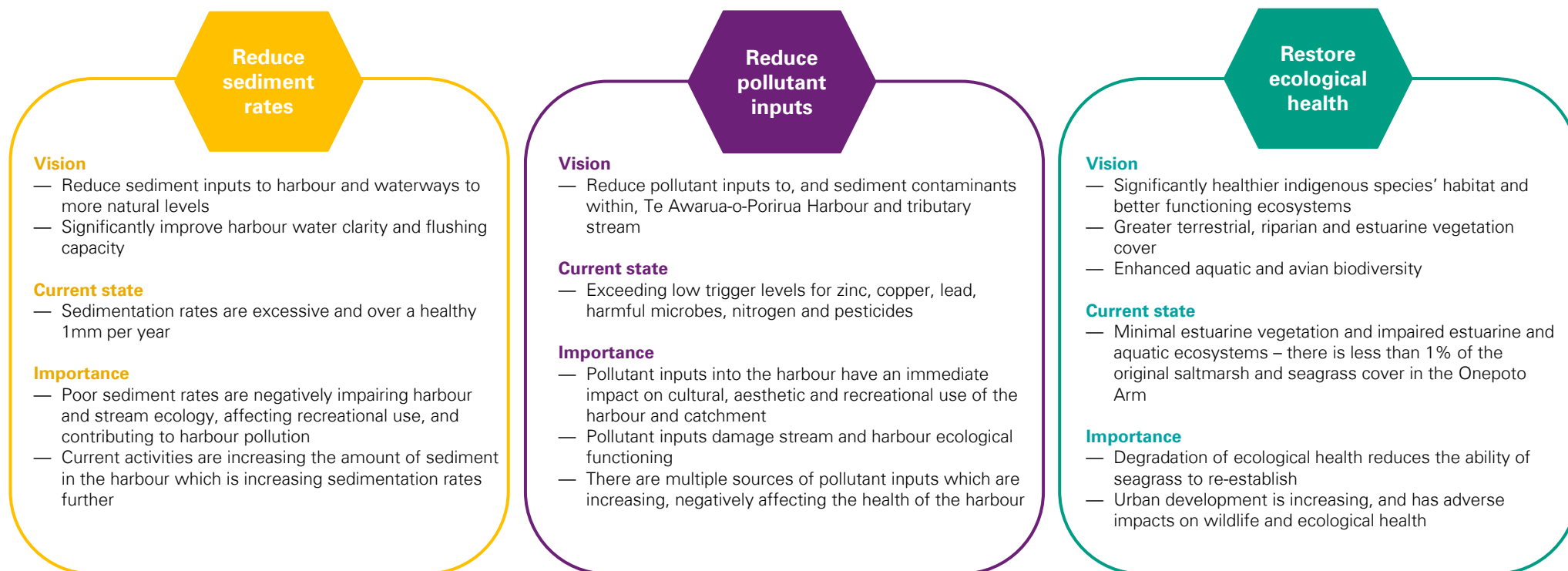
**There is limited information on whether the objectives are on track to being achieved and which activities are complete, incomplete, or ongoing. There is also limited evidence as to what extent completed activities have been successful in driving the strategy towards completion of the key objectives.**

### How the objectives of the Harbour and Catchment Strategy are presented

To track progress towards achieving the strategic objectives of the Harbour and Catchment Strategy, a series of activities are selected and updated each year under three groups; **current and ongoing activities; immediate term (next 3 years); and medium-term (4 – 10 years)**. To align with Management Principles, the activities are grouped into four streams; **Regulation, Projects, Education and Research**.

The vision statements for each of the strategic objectives aim to motivate the right actions, and encourage people to take proactive action towards achieving the overall vision of **“a healthy catchment, waterways and harbour enjoyed and valued by the community”**.

### The importance of the key objectives



# Current State Assessment

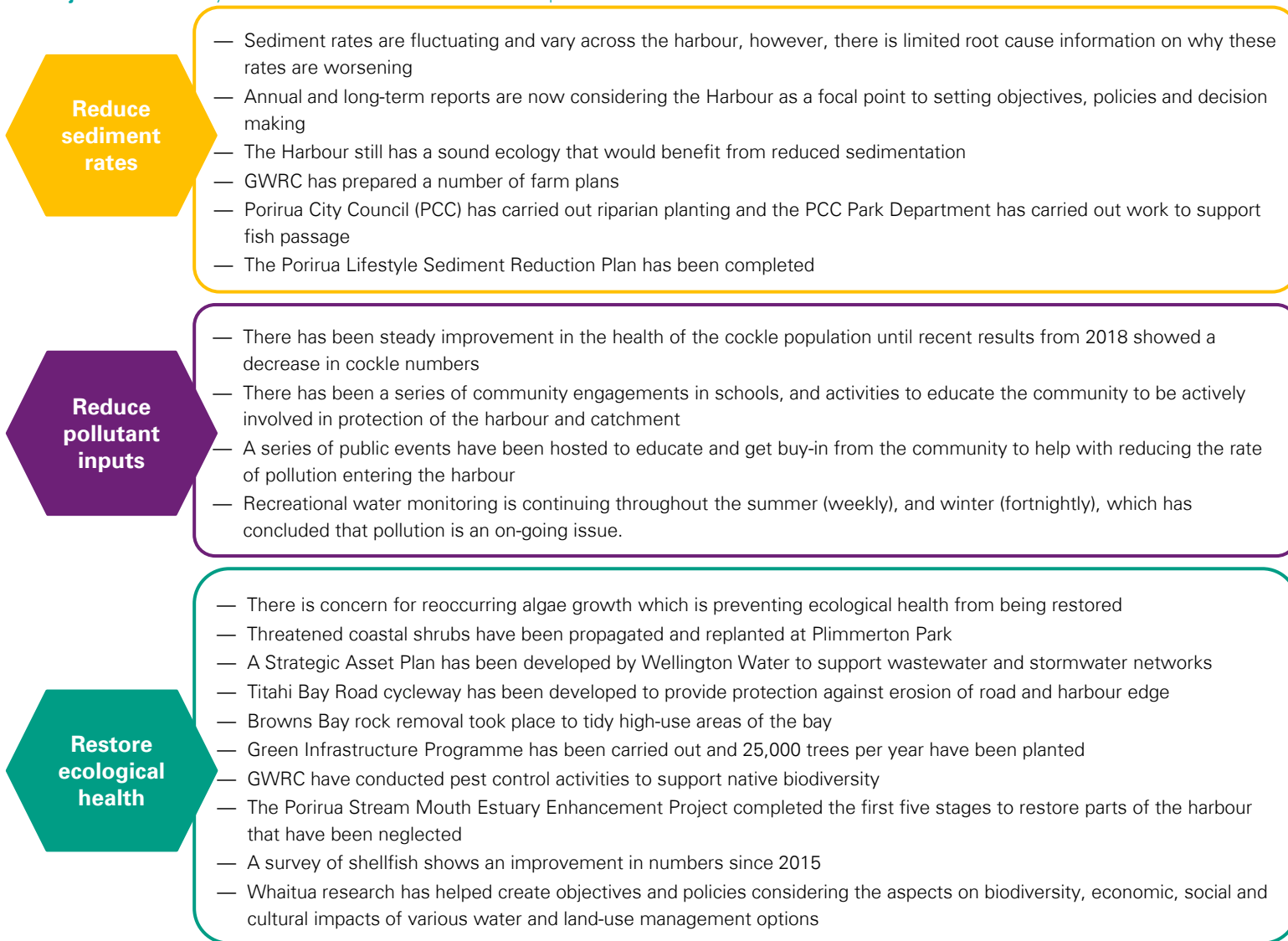
## Current activities will not fully deliver on the objectives to improve the Health of the Harbour and catchment

The diagram to the right displays some of the key activities which have been undertaken to improve the health of the harbour. KPMG's observation is that these activities are positive, however, these actions alone will not deliver on the required objectives. Further observations on other activities to improve the health of the harbour and catchment include:

- Activities to improve the health of the harbour include survey results, updated policies, community engagement plans, project plans, and research to show progress towards the three key objectives.
- The Whaitua Implementation Programme from April 2019 describes the current state of the Te Awarua-o-Porirua Harbour and Catchment. It sets out 75 recommendations that should be undertaken to achieve a healthy harbour (see Appendix C for details).
- The Whaitua Implementation Plan focuses on eight areas for improvement; discharge limits and targets, stream form and function, Whaitua-wide responses, urban development, wastewater discharges, earthworks and forestry, rural topics, and water abstraction. These areas are closely linked to the three key objectives of the Harbour and Catchment Strategy from 2015. (Ownership of each of these areas is summarised in Appendix C)

### Objectives

#### Key activities from the 2017-2018 Annual Report



# 3

## The Case for Change

# The Case for Change

## Urgent action is needed to slow down the rate of deterioration of the Harbour and Catchment

### The actions that will make the biggest difference to the health of the harbour need to be funded, resourced and prioritised

Since the key objectives were set in the Strategy and Action Plan (2015), there has been further deterioration in the condition of the harbour and surrounding catchment. Proposed future actions are similar to those of the past, which failed to deliver improvement. Some of the key issues around the implementation of the strategy include:

- Lack of clarity around roles and responsibilities paired with an inconsistent and confusing governance structure.
- Funding issues due to uncertainty around which actions to prioritise to drive the biggest improvement in outcomes.
- Operational activities fail to provide governance with the right data and measurements to make informed decisions.
- Lack of prioritisation of action in order to generate the right outcomes.
- No consistent reporting lines or accountability for operational activities to be undertaken.
- A disconnect between the current governance groups which are not making decisions based on values that are important to the community.
- Limited engagement with the community around what their role is to establish the vision and live the values that support the future of the Te Awarua-o-Porirua Harbour and Catchment.

### Actions to improve the health of the harbour have been identified, but the current structure and processes will not achieve the desired outcomes.

There is a clear sense of desire to improve the environmental state of the Porirua Harbour and Catchment for partners and the local community. However, the current activities and strategic objectives are not aligned to provide the desired outcomes.

#### There is not appropriate funding allocated towards the actions to improve the harbour and catchment.

The funding requirements to slow the deterioration of the harbour are higher than the current allocation of budget across the Joint Harbour Committee to achieve these. This is paired with a lack of prioritisation across the activities that will make the biggest difference to the harbour that are both able to be influenced and will have a positive impact on the harbour and catchment. Therefore, funding has not been allocated in a way that allows for the most positive change to be realised.

#### There is a lack of ownership across activities which results in limited action being taken.

There is no single document that outlines key activities to be undertaken, who is responsible for those activities and timelines for them to be completed. This has led to multiple documents being produced across the agencies, with differing actions and ownership but no accountability to fulfilling these requirements. This has allowed for implementation timescales to be delayed and created confusion around what needs to be done in what order to start improving the health of the harbour. Teams should be allocated ownership to initiatives and held accountable to the requirements of these initiatives.

#### The current lines of reporting are unclear leading to ineffective decision making.

There is a disconnect between the governance groups which has resulted in uncertainty around who is responsible for ensuring that actions are being prioritised and completed. The Joint Harbour Committee has no formalised system of reporting to Porirua City Council, Greater Wellington Regional Council or Wellington City Council which has led to decision making that is inconsistent with the values of the community. Efficiency is lost across the governance groups towards achieving the desired outcomes, if the same structure persists further degradation of the harbour can be expected.

#### There is limited clear financial accountability.

The lack of accountability within the Joint Harbour Committee, paired with funding constraints has led to no clear financial accountability. This funding structure has been ineffective as the Joint Harbour Committee does not have budgetary authority to another entity, nor would it be efficient for the Committee to make budgetary decisions on behalf of these Councils. Although each organisation could contribute to the budget, extra work would be required to ensure this would be successful.

#### There has been limited action getting projects into the Long Term Plans of councils.

The harbour and catchment has presented itself as a long term problem that requires monitoring and action to ensure it is restored. There is a lack of drive to action to ensure the projects that support the health of the harbour are embedded into the Long Term Plans of the Councils so that sufficient budget can be set aside to deliver on the prioritised actions. A business case will need to be used to inform the Long Term Plans of Councils.



## The Case for Change

# Continuing with current actions, at the current rate of progress, will not adequately improve the health of the harbour

### **The vision for a healthy catchment, waterways and harbour, enjoyed and valued by the community is of great importance to the Porirua City Council, partners and the community.**

The goal of the Joint Harbour Committee is to implement actions that will result in positive long-term changes to the health of the harbour, which are highlighted in the Annual Report 2017-2018. These outcomes are not being realised due to a lack of resourcing, investment focus and prioritisation of the actions. Some Improvements to the health of the harbour were evidenced in 2012, however, there has been on-going deterioration in the condition of the harbour and catchment since then.

The Annual Report 2017-2018 concludes by highlighting necessary actions to be implemented if the catchment is to be restored. However, the proposed actions need to be reassessed and prioritised to ensure that they will drive the biggest improvement in the health of the harbour. The table to the right outlines some of the proposed actions from the Annual Report 2017-2018.

#### **Policy and work actions from Te Awarua-o-Porirua Harbour and Catchment Strategy and Action Plan Annual Report 2017-2018:**

- The current expenditure needs to be re-prioritised to increase funding towards the actions that will drive the greatest improvement in the health of the harbour, to better focus targeted improvement towards achieving the strategic objectives.
- The Porirua District Plan Review has incorporated the protection and health of the harbour at the centre of policy and land use objectives.
- The Te Awarua-o-Porirua Whaitua Committee is setting statutory water quality limits matching the Te Awarua-o-Porirua Harbour Strategy limits. The limits have been set to produce long-term improvements to harbour and stream health.
- Wellington Water is currently reviewing priorities for stormwater and wastewater upgrades that will result in more targeted stream and harbour outcomes. They are also looking at revisiting the Wastewater Treatment Plan at Rukutane to determine what needs to be improved to support these upgrades.
- There is a growing number of environmental education programmes in schools around the health of the harbour and catchment.
- The use of social media is increasing to educate people, and a five-year communication plan for education on the harbour is being developed.
- Focus on reactivating the harbour's edge continues to increase the understanding and value of the harbour within the community.

The actions that have been proposed in the most recent Annual Report 2017-2018 are similar to those outlined in previous years. If the same approach is taken it will likely result in continued degradation of the harbour and catchment. There is a requirement to reassess the aspects brought to attention in the case for change section of this report if adequate improvement is to be made to the harbour and catchment.

## The Case for Change

Ngāti Toa are the holders of the vision and should have a key “Kaitiaki” leadership role as the guardians of the harbour. Operational and capability support will be required from PCC, WCC, GWRC

### Ngāti Toa Vision

The vision for mauri (life forces) of Te Awarua-o-Porirua is that the waters are restored and healthy so that those who live in the region, including Ngāti Toa and manuhiri (visitors), can enjoy, live and play in their environment. This is a clear vision that idealises the future strategy to prioritise actions that will improve the health of the harbour and catchment, uphold the vision and honour requests of all those who treasure it.

A key success factor that has been expressed is valuing and restoring the harbour and surrounding catchment, which can be measured by wellness and the ability of culture to thrive. This pairs with the desire to restore and reduce further degradation and aligns with the desired outcomes of all those involved in the care of the harbour.

There is clarity around the importance that the harbour holds, therefore, change is required if the vision is to be achieved. Ensuring the right actions are selected will ensure the harbour is returned to a state of physical and cultural sustainability.

### Ngāti Toa’s aspirations for the harbour – guided by the Ngāti Toa Rangatira Statement (see Appendix A)

There is a need for re-assessment and alignment of the strategy to develop a shared voice, consistent with National Policy settings to enable the achievement of the vision to restore the harbour and catchment.

A statement made by Ngāti Toa states that they wish for their people to be able to harvest food, swim and enjoy the waters of Te Awarua-o-Porirua and to restore life such as the fish, birds, insects and plants from the ancient ecosystem. This requires immediate change if these aspirations are to be realised.

**Weaving of values** Many of the activities completed include surveys which rely on input measures to give a statement of fact as opposed to delivering an outcome that adds value to all those who treasure the harbour and catchment.

**Historical significance** Current activities are not motivating active change on areas that hold historical significance to those who value and treasure the land.

**Funding constraints** Activities that have been completed are ‘quick wins’ but will not drive the most impactful results.

**Roles and responsibilities** Many of the activities are measures-based but fail to give insight towards who is responsible for their oversight and completion.

**Aspirational change** The four streams from The Strategy and Action Plan (2015); Regulation, Projects, Education, and Research are not paired with activities that are currently driving the best outcomes in relation to the three key objectives.

**Alignment of prioritisation** The targets, which were set in 2015 have not been actively reassessed as to whether they are adding the most value to achieving the vision and desired state for the future of the harbour and catchment.

# 4

## Strengths and Opportunities for Improvement

# Strengths

## The harbour strategy has a number of strengths which can be built upon

**Throughout the stakeholder engagement sessions, a number of activities undertaken to improve the harbour were identified as vital to carry through to the recommendations and next steps for the strategy. These areas of strength have added significant benefit to the strategy over the past decade and are seen as crucial areas to leverage for the future.**

The health of the harbour is a key priority for the Porirua community and users. It is important to acknowledge that the strengths identified build a strong foundation for beneficial change and action. These should be taken into consideration and their principles can be applied to the implementation of the key recommendations. This will ensure that the future of the Harbour and Catchment Strategy is successful and utilises the capability of the community who drive it forward.

### Problem definition

Across the key stakeholder groups there is consistency when defining what the key problem is for the Porirua Harbour and Catchment. There is clarity of vision and a desire to prioritise and seek improvement in the health of the harbour. However, the problem has almost been over-defined to the detriment of meaningful action for improvement.

### Science and knowledge

Greater Wellington Regional Council has a good foundational knowledge base that measures key objectives outlined in the Strategy and Action Plan (2015). The current state of the three key objectives is clear across the stakeholder groups which has enabled clarity of the problem definition

### Raising awareness

Awareness of the need to improve the Porirua Harbour and Catchment has been heightened by efforts to engage with key community and stakeholder groups. This has included education programmes with local schools and community members such as cockle counting and beach clean ups. In turn, this has created traction for political prioritisation of the key issues surrounding the health of the harbour. The harbour is a priority for the recently elected Mayor of Porirua, Anita Baker, who outlined as a key election pledge that she would *“work hard to promote action on improving the harbour health and on encouraging sustainable growth.”*

### Uniformity of view

There is a strong consensus of passion and drive towards improvement. However, the inertia and lack of progress thus far, in accordance with the current strategy, is a risk that poses loss of desire to push for change.

### Appetite for prioritisation of activities which will make the biggest difference

The importance of the harbour and catchment to the community has been increasing, elevating its status to enable future action towards achieving the key objectives. The stakeholder engagement sessions highlighted the importance of prioritisation in the future being an enabler for achieving the vision of the strategy. A desire to understand which activities will make the biggest impact on the health of the harbour, and therefore, what funding is required will be a key driver when funding and activities are prioritised going forward.

### Collaboration

The four key agencies (GWRC, PCC, WCC, and Ngāti Toa) have been increasingly working together to drive improvement in the health of the harbour and catchment. This will be an essential part of reaching the short, medium and long-term goals for the harbour. There is room to build on current collaboration and the willingness of all parties to work together will be a key success factor in the health of the harbour in coming years.

### Regulatory change

The ability to use regulatory change as an impetus for further environmental focus on the harbour and surrounding catchment presents an opportunity to drive further institutional change in the participating entities. For example, fining parties responsible for excess sediment entering the harbour may motivate the community to be more prudent.

# Opportunities for Improvement

Presenting a business case to central government will seek funding to support implementation of the actions which will drive the biggest change

**Given the need for a higher level of prioritisation and political buy-in required to generate appropriate funding from central government for the future of the strategy, a business case should be developed which highlights the following areas of focus:**

- **Case for change**
- **Strategic alignment of actions to deliver outcomes**
- **Prioritisation of actions to drive improvement**
- **Collaboration between key partners who will own the implementation of the actions**
- **Governance to drive operational delivery of the strategy**
- **Capability requirements**
- **Data and measurement to track success**
- **Funding requirements**

The opportunities for improvement listed above need to generate a sense of priority and engagement from all groups who have a vested interest in having a healthy harbour. A business case should seek funding for the implementation of the priority actions which will improve the health of the harbour and catchment, not only for those in Porirua, but also the Wellington Councillors and broader community.

Enabler	Opportunities for improvement
<b>Strategic alignment</b>	<ul style="list-style-type: none"> <li>— There is an opportunity for alignment of strategic priorities across Councils and key partners which should ensure the harbour is a priority for all.</li> <li>— There is an opportunity to create a new strategy that weaves together the Whaitua Implementation Programme, Ngati Toa Statement with the current Harbour and Catchment Strategy.</li> <li>— An updated version of the Strategy should ensure that activities are prioritised and clearly aligned to the three key objectives (sediment, pollution, and ecology).</li> </ul>
<b>Prioritisation of actions</b>	<ul style="list-style-type: none"> <li>— There is an opportunity to ensure prioritisation of actions which will guide focus towards those actions that will make the biggest impact on the health of the harbour.</li> <li>— Funding should be allocated to the actions of the highest priority. Funding requirements for subsequent actions can be developed, and included in the business case so that central government has a view of the funding that will be required to complete all necessary improvements.</li> <li>— For each action / activity, a measureable target, assigned owner, and a timeframe to achieve it should be set.</li> <li>— There is an opportunity for governing bodies to minimise and/or prevent any future actions that may cause further degradation to the harbour.</li> </ul>
<b>Collaboration</b>	<ul style="list-style-type: none"> <li>— An agreed reconfiguration of the way governance, Councils, community groups, Trusts and other partners work together will help encourage a more concerted effort towards improving the health of the harbour.</li> <li>— There is an opportunity to change the current ways of working at the governance level to a more collaborative approach whereby all parties are working towards the same vision guided by the same set of values.</li> <li>— There is opportunity to engage more collaboratively and frequently with Ngāti Toa and community groups. This will further acknowledge their role in the harbour’s health as protectors of the land.</li> <li>— Collaboration is not only required from those directly involved, but also those who have an indirect involvement with the harbour, e.g. farmers, the community and government agencies that control urban development regulations. This must be highlighted in the business case for central government.</li> </ul>

# Opportunities for Improvement

There must be prioritisation of actions towards what will have the biggest positive impact on the current and future health of the harbour

Enabler	Opportunities for improvement
<b>Governance</b>	<ul style="list-style-type: none"> <li>— There is an opportunity for governance to have a stronger mandate to drive action. This could be achieved by an individual or party independent of the key partners with authority to hold the key partners to account.</li> <li>— There is an opportunity for governance to better drive accountability of actions to ensure the strategy meets its objectives.</li> <li>— There is a need for an agency to be a guardian of the strategy so as to empower action within the community e.g. Ngāti Toa.</li> <li>— There is an opportunity for the governance group to re-define roles and responsibilities which are agreed by all.</li> <li>— Governance should ensure that the actions of the highest priority are being delivered within a pre-determined timeframe.</li> </ul>
<b>Capability</b>	<ul style="list-style-type: none"> <li>— There is an opportunity to increase the labour and funding resource dedicated to improving the health of the harbour within Councils.</li> <li>— Councils should consider implementing technical resource with strong understanding of the key objectives (sediment, pollution, and ecology) to guide the prioritisation of actions from a scientific viewpoint.</li> <li>— It is important that owners assigned to each action are fully capable and equipped to deliver the action within the set timeframe.</li> </ul>
<b>Data and measurement</b>	<ul style="list-style-type: none"> <li>— There is an opportunity to better align data collected to the key objectives of the strategy so that it is clear what progress has been made.</li> <li>— There is an opportunity for data to be tracked over time to ensure that trends can be observed and corrective actions put in place where appropriate.</li> <li>— Better alignment of data collection to key objectives will allow the governance group to make informed decisions on how best to allocate resources to meet these objectives.</li> <li>— There is an opportunity for Councils to monitor and regulate pollutant and sediment inputs in the most vital areas based on data that is being collected. This will help to drive awareness and encourage the whole community to feel responsible for improving the health of the harbour.</li> </ul>
<b>Funding</b>	<ul style="list-style-type: none"> <li>— A business case to go to central government is key to sourcing further funding towards the implementation of prioritised actions.</li> <li>— A breakdown of all costs associated with funding all actions will be required to show how much funding is needed, and how it will be allocated.</li> <li>— Obtaining appropriate funding will enable the focus to move from preventative 'quick win' actions towards addressing the larger, more impactful actions which address the root causes of degradation to the harbour's health.</li> <li>— Funding will drive people towards taking action as the targets will seem more achievable.</li> </ul>

# Opportunities for Improvement

## Prioritisation of actions that will have the biggest impact

The table below is an illustrative working diagram that displays alignment between the vision, strategic objectives, root causes (which apply to all objectives), solutions, how to prioritise them, key measures, and who owns each solution. The five solutions that were identified were prioritised in the stakeholder sessions but would require further development of actions to achieve these in the short, medium and long-term. The ownership section is important when ensuring roles and responsibilities are clear and accountabilities are managed.

Vision	Objectives	Root causes	Potential solutions	Indicative prioritisation (\$)	Measures of success	Ownership	
<b>A healthy catchment, waterways and harbour, enjoyed and valued by the community</b>	<b>Reduce sediment rates</b>	Urban development	<b>Community awareness, connection and ownership</b>	<ul style="list-style-type: none"> <li>— Awareness of the community, earthworks and developers</li> <li>— Connect people to the issue</li> <li>— Awareness of the causes and solutions to reducing sediment associated with urban living</li> <li>— View bio-diversity through a community engagement lens</li> </ul>	1	TBC	<b>PCC lead, GWRC &amp; WCC support</b>
		Forestry harvest period					
		Transmission Gully					
		Sediment/stream bank erosion from farming					
	<b>Reduce pollutant inputs</b>	Open earthworks	<b>Environmental controls on urban development</b>	<ul style="list-style-type: none"> <li>— Development location restrictions</li> <li>— Regulatory controls</li> <li>— Enforceable compliance in all areas</li> <li>— Caps on areas that can be used during certain periods</li> <li>— Effective compliance of rules</li> </ul>	2	TBC	<b>GWRC lead with support from WCC</b>
		Recreational activity					
		Old development practices still being used to build					
		Farming practices					
	<b>Restore ecological health</b>	Pasture run off and erosion	<b>Investment in wastewater infrastructure and managing trade waste</b>	<ul style="list-style-type: none"> <li>— Invest in new infrastructure</li> <li>— Change how investment is viewed to value the outcomes</li> <li>— Increase trade waste awareness</li> <li>— Fix old pipes and cross connections</li> </ul>	3	TBC	<b>PCC lead &amp; WCC support</b>
		Lack of awareness of human actions on the harbour					
		Extent of environmental control around degradation					
		Urban wastewater/stormwater overflow and trade waste					
		Lack of awareness of connectedness to the harbour					
	Treatment plant overflows to the harbour	<b>Strategic prioritisation, planning and resourcing constraints</b>	<ul style="list-style-type: none"> <li>— Effective district planning</li> <li>— Raise awareness of internal staff members to engage in the strategy</li> <li>— Good monitoring system in place and measure outputs and outcomes from prioritisation</li> </ul>	4	TBC	<b>PCC lead, GWRC &amp; WCC support</b>	
	Urban development/urban living						
Forestry harvest period							
<b>Re-planing and re-prioritisation of land</b>	Transmission Gully	<ul style="list-style-type: none"> <li>— Protect key aspects of the environment on the private land</li> <li>— Subsidise native planting of forest</li> <li>— Protect further bio-diversity and manage land well</li> </ul>	5	TBC	<b>PCC lead with support from GWRC</b>		
	Sediment/erosion from farming						
	No protection of bio-diversity on private land						
		Historic land reclamation (SH1, main trunk line, loss of wetlands, saltmarsh and seagrass)					
		Actions of harbour users					

# 5

## Recommendations and Timeline



# Recommendations and Timeline

## How can we work together to deliver the goal of a healthy harbour and catchment?

### Governance group

**Porirua Harbour Implementation Governance**, Ngāti Toa, PCC Senior Leadership, WCC senior leadership, GWRC senior leadership

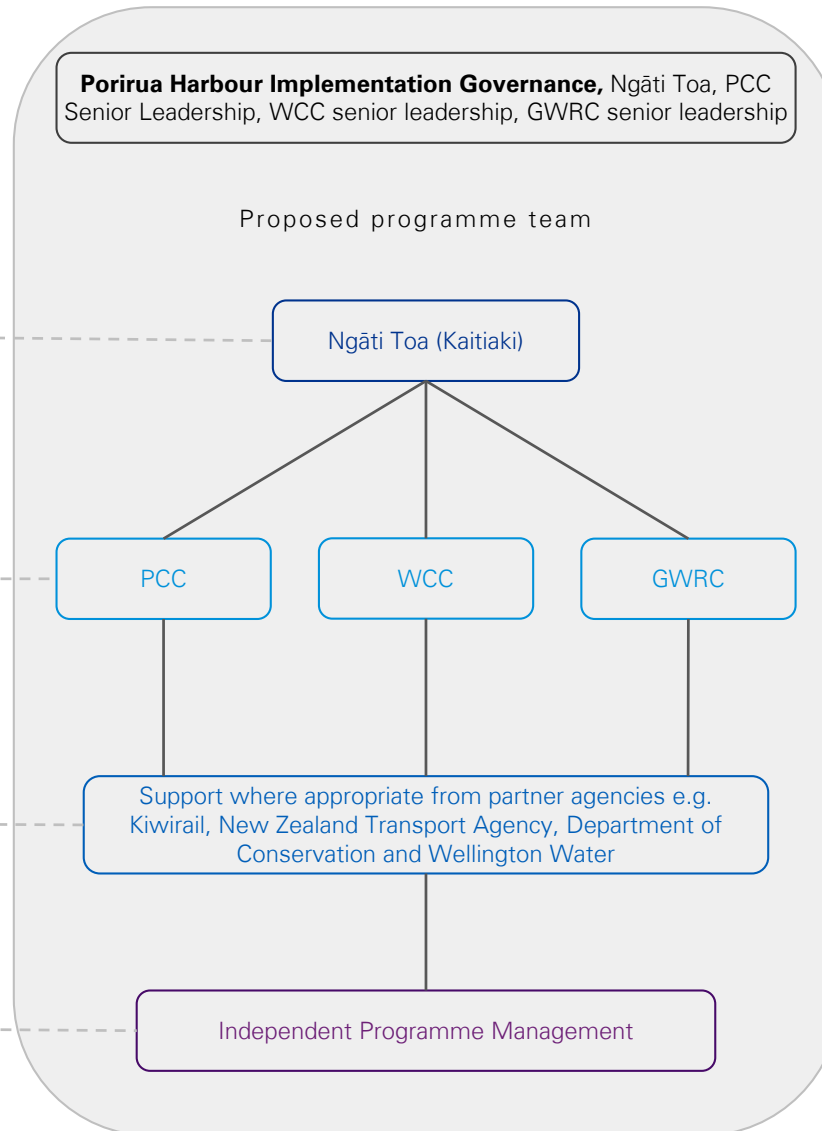
### Roles:

Overall guardianship of the harbour and catchment/ holders of the vision

Direct responsibility for specific actions aligned to their operations, capabilities and goals

Specific actions should be delegated to partner agencies where appropriate

External, independent, objective support to ensure robust programme management



### Next steps

**Source commitment** from the Chair of GWRC, Chief Executives of PCC, WCC and the Mayors of Porirua and Wellington to resource, fund and support the change necessary to implement prioritised actions for the harbour and catchments. This commitment would be demonstrated through a signed Memorandum of Understanding (MOU) by each organisation.

**Build a business case** to evaluate options and request funding to develop a prioritised and costed set of options on how to improve the health of the harbour. The business case should articulate the problem and case for change, underpinned by scientific evidence. It should also develop a set of costed, prioritised, and evidence-based options which would make the biggest impact on the health of the harbour

**Form a programme team** that will focus on the operational leadership and delivery of prioritised actions to improve the health of the harbour and catchment. This programme team should logically be based at PCC, but be comprised of appropriate resources from WCC, GWRC and other partner agencies where appropriate.

**Agree a Governance Group** to guide the implementation of prioritised actions to improve the health of the harbour and catchment. The Governance Group should be equipped with appropriate monitoring, tracking and measurement of the implementation of actions to evaluate progress and support continuous improvement of the programme.

**Articulate prioritised actions** in the Long Term Plans and Statutory Plans of PCC, WCC and GWRC to demonstrate commitment and alignment of funding and capability

**Develop a communications strategy** to inform and update key partners (including the community) on progress regarding the health of the harbour and catchment.

# Recommendations and Timeline

## Potential options for a collaborative Governance structure

### Independent Programme Management team

KPMG recommends that an independent programme management team should provide external, independent, objective support to ensure robust programme management. Depending on the next steps for the programme, the independent team would:

- Write a business case
- Ensure compliance with the Treasury Better Business Case guidelines
- Manage the production of the business case
- Work closely with the respective partner agencies to ensure the business case is fit for purpose.

When implementing actions for the business case, we envisaged the overall programme of work to require external independent and objective management to:

- Hold partners to account while maintaining and ensuring progress is made with development of the business case

Below is a table summarising key points for 5 different potential governance structures. These structures seek to address the challenges identified in the Case for Change on page 20.

Structure	Description	Benefits	Disadvantages
Joint Harbour Committee Structure (current structure).	Monitor the delivery of the new Strategy.	<ul style="list-style-type: none"> <li>— Have a role in ensuring information is shared among organisations.</li> <li>— Ensures that statutory requirements are met that align with the health of the harbour and catchment.</li> </ul>	<ul style="list-style-type: none"> <li>— Under the current conditions the committee has no financial authority to ensure things happen.</li> <li>— There may be limited accountabilities in directing resources and organisations to meet specific requirements.</li> <li>— There is no clear Kaitiaki – holder of the vision.</li> <li>— There is a risk that current programme management and budget limitations will remain the same.</li> </ul>
Ngāti Toa as the Kaitiaki with a Memorandum Of Understanding (MOU) with each Council and central government agency.	A Local bill prepared that sets out Ngāti Toa as the key Kaitiaki (holder of the vision). Ngāti Toa oversee the development and implementation of a new Harbour and Catchment Strategy and develop a suitable MOU agreed by each Council and government agency.	<ul style="list-style-type: none"> <li>— Ngāti Toa as Kaitiaki gives prominence to the strategy.</li> <li>— Developing a local bill will ensure key issues are set out and a governance process established.</li> <li>— Central government will have a role in programme management.</li> <li>— A wider range of funding options may be available.</li> </ul>	<ul style="list-style-type: none"> <li>— An MOU does not ensure prioritisation of the strategy.</li> <li>— An MOU does not cover statutory obligations – therefore, limiting the scope of work required to improve the harbour and catchment.</li> </ul>

- Manage all timelines, potential risks and change requests plus other activities related to the development of the business case
- Provide status updates to governance groups to ensure timelines are met and communication is kept up to date
- Run governance sessions to ensure consistency and collaboration is achieved
- Track the project budget to ensure efficiency and transparency
- Undertake benefits management and communicate this information
- Provide the governance group who oversee the programme with an effective, timely report on progress, costs, risks and benefits.

Lastly, there is the potential to have a role, possibly a Chair, on the governance of the programme to ensure that an independent perspective is provided on progress, costs, risks and benefits.

# Recommendations and Timeline

## Potential options for a collaborative Governance structure

Continued

Structure	Description	Benefits	Disadvantages
Established Programme Board with members from each Council, Runanga, and potential for independent members and Chair. There will also be an independent organisation to support programme delivery.	<p>The Programme Board members will report back to each executive leadership team. The board will also have an agreed budget, an independent Chair and members.</p> <p>An independent organisation will be appointed to provide external, independent and objective support to ensure robust programme management and provide advice on programme delivery.</p>	<ul style="list-style-type: none"> <li>— Clear roles and responsibilities.</li> <li>— Budgets are evidence based, and able to cost and prioritise activities.</li> <li>— A programme team will provide essential leadership over the programme of work.</li> <li>— Key Kaitiaki – holder of the vision and representation of the community.</li> <li>— Independence to provide external, objective information and inform programme delivery.</li> <li>— Wider support from other organisations</li> <li>— Greater support and communication from a wide variety of organisations.</li> <li>— Clear accountability to an independent support network that can provide essential knowledge within problem areas.</li> </ul>	<ul style="list-style-type: none"> <li>— Some organisations may be uncomfortable with reporting and accountability requirements.</li> <li>— Budgeting limitations will still be present.</li> </ul>
A partnership between Ngāti Toa and Porirua City Council	The partnership will be mutual and created to lead the programme of work.	<ul style="list-style-type: none"> <li>— The partnership between Ngāti Toa and Council will be strengthened.</li> <li>— Removing some limitations within the Joint Harbour Committee and allowing immediate actions to be taken to restore the harbour.</li> <li>— Working relationships can be established to ensure that statutory obligations to manage the harbour and catchment are met.</li> <li>— Combined funding options may be available.</li> <li>— Greater Wellington can implement the whaitua programme.</li> </ul>	<ul style="list-style-type: none"> <li>— Ngāti Toa may have limited resources to deliver all the requirements and may need additional support.</li> <li>— Funding base may be insufficient for large projects.</li> <li>— Wellington City Council and Greater Wellington input into activities to improve the harbour may be reduced.</li> </ul>
Establish a Council-Controlled Organisation (CCO).	The CCO will be established to implement a Harbour and Catchments Strategy.	<ul style="list-style-type: none"> <li>— Focused programme delivery.</li> <li>— Council can give COO delivery responsibility and retain governance to ensure accountability, monitoring and reporting requirements are met.</li> <li>— Empowers the local community.</li> <li>— Greater access to funding sources.</li> </ul>	<ul style="list-style-type: none"> <li>— Limits functions for the COO due to statutory obligations.</li> <li>— Additional ongoing costs – the costs incurred by PCC monitoring COO performance.</li> <li>— Reduced ability to manage risks.</li> </ul>

KPMG's preferred option

## Recommendations and Timeline

# How can we work together to deliver the goal of a healthy harbour and catchment?

We recommend that PCC, GWRC, WCC, Ngāti Toa, and other key parties (such as Wellington Water, DOC, NZTA, KiwiRail, and others) work collaboratively to write a business case which outlines the following:

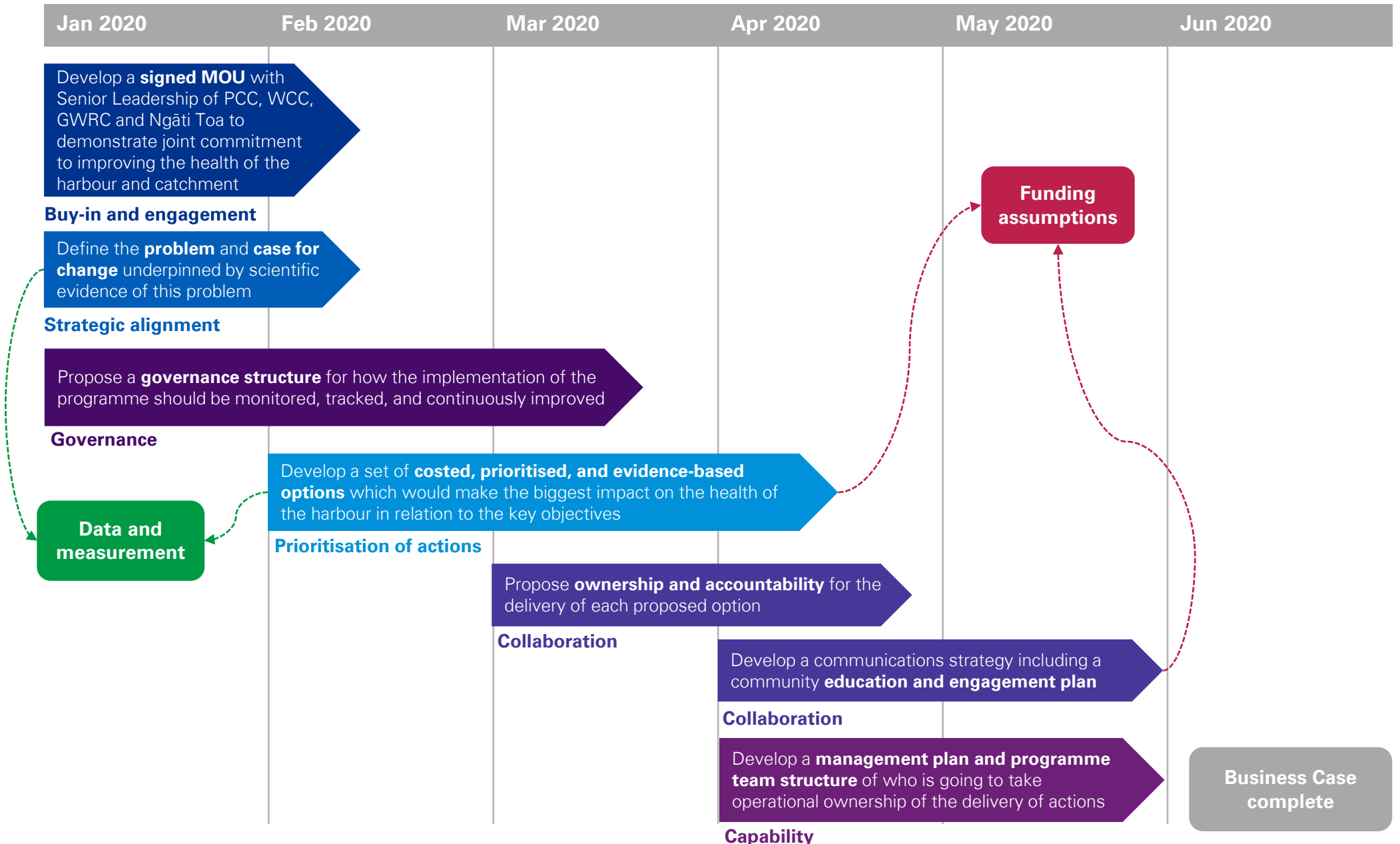
Focus area	Recommendation(s)
Buy-in and engagement	— Develop a signed MOU with PCC, WCC, GWRC and Ngāti Toa to demonstrate joint commitment to improve the health of the harbour and catchment
Strategic alignment	— The <b>problem</b> and <b>case for change</b> underpinned by scientific evidence of this problem
Governance	— A proposed <b>governance structure</b> for how the implementation of the programme should be monitored, tracked, and continuously improved
Prioritisation of actions	— A set of <b>costed, prioritised, and evidence-based options</b> which would make the biggest impact on the health of the harbour in relation to the key objectives ( <i>see page 11</i> ). These should be articulated in the Long Term Plans and Regional Plans of Councils to demonstrate their commitment
Collaboration	— A communications strategy including a community <b>education</b> and <b>engagement plan</b> so the community can be a part of the solution — Proposed <b>ownership</b> and <b>accountability</b> for the delivery of each proposed option
Capability	— A <b>management plan and programme team structure</b> of who is going to take operational ownership of the delivery of actions across key parties

Data and measurement

Funding assumptions

# Recommendations and Timeline

## When should the recommendations be actioned?



# 6

## Appendices

# Appendix A

## Documents reviewed

### Documents Reviewed

- |    |   |
|----|---|
| 1  | Te Awarua-o-Porirua Harbour and Catchment Strategy and Action Plan 2012         |
| 2  | Te Awarua-o-Porirua Harbour and Catchment Strategy and Action Plan 2015         |
| 3  | Te Awarua-o-Porirua Harbour and Catchment Annual Report 2016-2017               |
| 4  | Te Awarua-o-Porirua Harbour and Catchment Annual Report 2017-2018               |
| 5  | Porirua Growth Strategy 2048  |
| 6  | PCC Long-Term Plan 2018-2038  |
| 7  | Ngāti Toa Rangatira Statement: Whaitua Implementation Programme                 |
| 8  | Whaitua Implementation Programme 2019   |
| 9  | GWRC Quarterly Reports (PHCPG)  |
| 10 | Interim State of the Environment Report Card for the Harbour and Catchment 2019 |
| 11 | Porirua Harbour and Catchment Joint Committee Terms of Reference                |

# Appendix B

## Stakeholders consulted as part of this review

Name	Organisation	Role
Naomi Solomon	Ngāti Toa	Resource Management and Communications Manager
Sharli Jo	Ngāti Toa	Iwi Representative on the JHC
Steve Perdia	PCC	City growth and Partnerships
Nigel Clarke	PCC	Senior Advisor Harbour and Catchment
Jenny Brash	GW	Councillor
Barbara Donaldson	GW former Councillor	Whaitua Committee, JHC
Lindsay Gow	Chair, Guardians of Pauatahanui Inlet	Chair
Dr John McKoy	Guardians of Pauatahanui Inlet	Guardians of Pauatahanui Inlet
Wendy Barry	PCC	Senior Advisor Partnerships for Children and Young People
Olivia Dovey	PCC	Manager Parks
Robyn Steel	PCC	Manager City Partnerships
Nicola Etheridge	PCC	GM Policy, and Regulatory Services
Torrey McDonnell	PCC	Principal Planner, District Planning
Richard Hopkins	PCC	Team Leader Monitoring and Enforcement
Peter Gilbert	WCC	Previous Councillor
Wendy Walker	PCC	CE

Name	Organisation	Role
Tim Porteous	GWRC	Biodiversity Manager
Ali Caddy	GWRC	Team Leader Strategy + Advice Biodiversity
Alastair Smail	GWRC	Programme Lead Urban Water Management
Megan Oliver	GWRC	Team Leader Marine + Freshwater Environmental Science
Jo Fagan	GWRC	Senior Biodiversity Advisor
Myfanwy Emery	WCC	Open spaces and parks Manager
Nicci Wodd	GWRC	Former WCC
Anita Baker	PCC	Mayor
Mark Neeson	PHT	Chair
Phil Teal	PHT	Trustee
Neil Cornwell	Mana Marina	Magner
Tony	Cruising Club	Manager
Claire Bibby	Glenside Association Progressive	President
Barry Blackett	Glenside Association Progressive	Secretary Glenside Restoration Group
Matt Trlin	Former PCC	
Keith Calder		



## Appendix C

# The Whaitua 75 recommendations themed with highlighted owners

The stakeholder groups are as follows: Greater Wellington Regional Council (GWRC), Wellington City Council (WCC), Porirua City Council (PCC), Ngāti Toa and Wellington Water (WW)

Theme	GWRC	WCC	PCC	Ngāti Toa	WW
Te Awarua-o-Porirua objectives (1 – 3)	Owner	-	Works collaboratively	Works collaboratively	Works collaboratively
Discharge limits and targets for achieving the freshwater and coastal water objectives (4 – 10)	Owner				
Stream form and function (11-16)	Co-owner and works collaboratively	Works collaboratively	Co-owner and works collaboratively	Works collaboratively	
Whaitua-wide responses catchment and community groups (17- 23)	Works collaboratively and owner	Works collaboratively	Works collaboratively	Works collaboratively	Works collaboratively
Urban Development (24-39)	Works collaboratively and Owner	Works collaboratively	Works collaboratively		Works collaboratively
Wastewater discharges (40-48)	Works collaboratively and owner	Works collaboratively	Works collaboratively and owner		Owner
Earthworks and forestry (49 - 57)	Works collaboratively and owner	Works collaboratively and owner			
Rural topics (58 – 67)	Owner and works collaboratively		Works collaboratively		
Water abstraction / management (68 – 75)	Owner				

Below shows which recommendation each stakeholder group has involved/ ownership in.

GWRC	PCC	WCC	Ngāti Toa	WW
Recommendation 1, 2, 3, 4, 5, 6, 7, 8, 9, 10, 11, 12, 13, 14, 15, 16, 17, 18, 19, 20, 21, 22, 23, 24, 25, 26, 27, 28, 29, 30, 31, 32, 34, 36, 37, 38, 39, 40, 41, 43, 47, 49, 51, 52, 53, 54, 55, 56, 57, 58, 59, 60, 61, 62, 63, 64, 65, 67, 68, 69, 70, 71, 72, 73, 74, and 75.	Recommendation 11, 12, 13, 15, 17, 18, 19, 20, 23, 24, 25, 26, 28, 29, 30, 32, 35, 36, 39, 43, 44, 45, 46, 47, 48, 50, 52, 53, 65, 66, and 67.	Recommendation 12, 13, 15, 18, 19, 20, 23, 24, 25, 26, 28, 29, 30, 32, 35, 36, 39, 43, 44, 45, 46, 47, 48, 50, 52 and 53.	Recommendation, 3, 11 and 17.	Recommendation, 3, 15, 18, 20, 23, 24, 25, 26, 29, 32, 35, 36, 42, 45, 46 and 47.

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