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Committee Catchment Management
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Total Catchment Management – Implementation Framework

1. Purpose

To present to the Committee draft principles and a draft implementation framework as a step towards Greater Wellington adopting total catchment management (TCM) to improve management of the Region's natural resources.

The report also recommends a proposed work programme, leading into the development of the 2009-19 LTCCP.

2. Significance of the decision

The matters for decision in this report do not trigger the significance policy of the Council or otherwise trigger section 76(3)(b) of the Local Government Act 2002.

3. Background

In 2006 Council decided to explore the concept of total catchment management as a way to improve Council's management of natural resources. Any change to a TCM approach needs to consider policy development, work programme priorities, community input and service delivery. The Catchment Management Division was given the task of developing the TCM concept following its formation in February 2006.

Research of the TCM concept has been completed, and considerable work and discussion has gone into how this Council can best adopt the concept into the way it does its business. In March 2007 a background paper (Report 07.137) on TCM was presented to the Rural Services & Wairarapa Committee.

Institutions, such as Greater Wellington, charged with the management of natural resources are increasingly coming under pressure to improve their management approach. TCM is a holistic approach to sustainable resource management, based on catchments, instead of a piecemeal approach that artificially separates land

management from air and water management (see **Attachment 1**). The fundamentals of TCM include:

- Individual catchments being the appropriate unit for consideration of all those matters that impact on the land, water and air.
- Ecosystems are recognised and there is a focus to understand the role of the ecosystems as habitat for flora and fauna.
- The community leads and assists in the formulation of policy.

The key changes from Council's current approach includes:

- Much of Council's policy development is completed on a region wide basis. In many cases it is appropriate for policy development e.g. natural water standards, to be refined on a catchment by catchment basis as has been recommended in the draft Regional Policy Statement.
- Council's areas of responsibility tend to be grouped on the basis of activity, and therefore the activities within any individual catchment may not be co-ordinated or "integrated" to get the best overall results.
- When Council works with the community it tends to work with the community on the basis of activity e.g. Flood Protection, Transport, rather than a total outcome for the community living in that catchment.

There are obvious opportunities to work better with our communities and deliver better outcomes for the management of natural resources.

Traditionally the TCM concept has been used as a tool to manage a natural resource "crisis" e.g. scarce water resources in the Murray-Darling basin in Australia. The challenge for GW is to use the TCM concept without first needing a crisis.

4. Discussion

What is TCM?

It is a process through which people can develop a vision, agree on shared values and behaviours, make informed decisions and act together to manage the natural resources of their catchment by considering the effect of the use of land, water and other environmental resources on all people within the catchment.

TCM has the potential to ensure sustainable development occurs, create a vibrant environment for people and wildlife, and integrate the management of land and water, by being strategic and:

- Involving and listening to the community.
- Implementing an integrated long term approach to catchment management.

- Working closely with our partners such as TLA's, Transit, DOC, Universities and providing increasing opportunity for stakeholder involvement
- Aiming to achieve environmental, cultural, social and economic benefits concurrently
- Directing limited resources to where they will bring about the greatest benefit.

Currently the community often has to react to proposals rather than being involved from the start. The RPS and Regional plans give general objectives rather than specific objectives integrated across a catchment e.g. improving the water quality in a specific catchment may require both the regional and district council to unite in an agreed programme to achieve the goal. Partnerships with iwi or bodies such as Fonterra have yet to mature.

How can we implement TCM at Greater Wellington?

Attachment 2 is a diagram which outlines a draft implementation framework for implementing TCM in Greater Wellington.

Endorsement of the TCM concept will require a cultural shift throughout Council. This will require both the council and staff to adopt and implement a set of **principles** to direct their work. A possible set of principles is presented in **Attachment 2**. Section 5 also lists these principles in expanded form.

The implementation framework proposes a **management group**. The management group will have the role of introducing the concept, breaking down the current silo 'modus operandi' and implementing TCM throughout Council. The management group will need to consist of managers from across all Council Divisions, and is proposed to be modelled on the current approach to Biodiversity.

Biodiversity has been managed across Divisions within Council for the last four-five years. The biodiversity programme is managed by a Biodiversity Co-ordinating Group (BCG) comprising a number of third tier managers from the Environment, Catchment Management and the Water Supply, Parks & Forests Divisions plus two divisional managers (Catchment Management, Corporate and Strategy) supported by a biodiversity coordinator. Third tier managers have been given the responsibility for a specific area such as wetlands or river ecosystems. Action plans and work programmes have been developed by cross divisional teams and implemented. Progress on the achievement of the action plans is monitored and reported to the Regional Sustainability Committee and the Executive Management team. In general this approach has worked well.

It is proposed to use a similar approach for TCM, i.e have a co-ordinating group supported by a co-ordinator. It may be that in future the BCG will morph into the TCM group with biodiversity becoming a subset of the TCM approach? There will need to be some more discussion on this once the work programme for introducing TCM concept is clear.

Finally the TCM concept needs to be **triallyed** to test the agreed principles. The TCM coordinating group (TCMCG) will recommend a catchment with some issues to resolve and select a project team to conduct the pilot project.

The potential ultimate TCM project for Greater Wellington is that associated with Lake Wairarapa. Councillors are aware that the ground work is being laid currently to develop partnerships to produce a 100 year vision for Lake Wairarapa. Lake Wairarapa is large, has a complex ecosystem, and a very large catchment area. A Lake Wairarapa TCM project would be a challenge to manage and implement, but is likely to be a cornerstone for implementing the vision for the lake.

5. Guiding Principles for Total Catchment Management

The following draft principles are proposed to achieve a total catchment management approach;

- **Community led** process which encourages active and early involvement of a broad group of stakeholders from within the studied catchment.
- **Focus at a catchment level** noting that in large catchments some planning may be required at a sub-catchment level. Large catchments can be determined by size, diversity of communities and/or complexity of issues.
- Set out a **clear and transparent** process of **analysis and decision-making**.
- **Integrate** and streamline **plans** and processes e.g. WRS, RPS, District Plans, Regional Plans, Floodplain and DOC management plans
- **Work in partnership** with other regulators.
- Take an **ecosystem approach** (see **Attachment 3**) to resolving the issues.
- **Only use regulation when it is necessary** and in a way which is proportionate to the risk being addressed.
- Develop objectives to **deliver sustainable development** which consider environmental, cultural, social and economic priorities and prioritise action over successive planning cycles.
- Take a **balanced approach** across different sectors of society and sectors of industry.
- Strive to be **even handed** and transparent in the **management of uncertainty**.
- **Review** methodologies and **refine** analyses as more information becomes available.

6. Suggested Work Programme

The following steps are proposed to implement the TCM concept:

1. Circulate the draft TCM principles and implementation framework to all Council Divisions prior to consideration by the Executive Management Team for “signing off” for final review. Take the TCM principles into account during the 2009-19 LTCCP process.
2. Create a TCM Co-ordinating Group with specific terms of reference by the end of September 2008. The first task of this group will be to undertake a final review of the TCM principles and framework ready for formal adoption by Council. Some external peer review may be appropriate.
3. Provide training for Councillor’s and Catchment Committee appointed members on the TCM principles and some basic ecosystems concepts during this years LTCCP process. On agreement to proceed it is proposed to hold a workshop/training session.
4. At the operational level it is proposed to initiate the change to TCM by developing a training programme. The TCM Co-ordinating Group will play a significant role in determining the training programme.

It is suggested that a basic training module on ecosystems and ecosystem services be offered to all field staff. This could be followed up by other modules over time including, iwi values, biodiversity, biosecurity, land and river management.

At the same time information will be provided on the types of programmes currently being initiated by council.

Data relevant to resource management is not always accessible so it is proposed to offer a programme on potential data sources and how to access them e.g. GIS layers.

A training programme is to be in place by February 2009.

5. Selection of a pilot project to test the concept. This would test the principles of TCM, require ongoing consultation with the community, the development of partnerships e.g. university and local TA’s, and the review and refinement of the implementation framework.

Potential pilot catchments include the Waikanae, Pauatahanui and the Mangatarere. Possible issues and opportunities for these catchments are presented in **Attachment 4**.

Both the Kapiti Coast District Council and Porirua City Council (PCC) have been positive about such a project in their areas. No contact has been made with Carterton District Council.

An important aspect of the pilot will be the development of a partnership with a university to undertake complementary analysis of the issues e.g. economic analysis.

The pilot project would occur over a three year period commencing in July 2009. The programme of work would roughly be as follows:

- In the first 4-6 months advertise, promote, establish local steering committee
- By 12 months main pressure points and impacts identified, plus a summary of significant issues
- After 24-30 months difference scenarios studied, draft TCM plan prepared
- At 36 months final TCM report produced ready for implementation.

The above work programme has yet to be assessed for budget implications. However, apart from a contribution to staff training, initial consideration is that the first year of the project could be funded from within existing resources. In years two and three there may be a requirement for some additional funds.

7. Communication

This report has been prepared for internal policy development purposes. No external communication is proposed at this stage, but extensive internal communication of the concept is proposed to refine the TCM concept for future adoption by Council.

8. Recommendation

That the Committee:

1. ***Receives the report***
2. ***Notes the contents of the report.***
3. ***Endorses the draft Total Catchment Management principles and implementation framework set out in Attachments 1, 2 & 3 for further consultation within Council.***
4. ***Endorses the implementation work programme as outlined in Section 6 of this report, and requests that the Divisional Manager, Catchment Management keep the Committee regularly updated with progress.***
5. ***Notes that the concept of a TCM trial will be developed and brought back to the Committee by September 2008 for further consideration and recommendation to Council as part of the upcoming 2009-19 LTCCP.***

6. *Notes that the TCM principles and implementation will be brought back to the Committee for further consideration and recommendation for adoption by Council no later than February 2009.*

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Attachment 1 - Thinkpiece
Attachment 2 - Table
Attachment 3 - Ecosystems
Attachment 4 – Pilot Projects