



## AUDIT PROPOSAL: HAURAKI GULF MARINE SPATIAL PLAN: SEA CHANGE – TAI TIMU TAI PARI

### Recommendation

We recommend that the Leadership Team approve the proposed audit on the Hauraki Gulf Marine Spatial Plan: Sea Change – Tai Timu Tai Pari.

### Why we should do the audit

We see value in a performance audit that considers how effective the process was to develop and implement the first attempt at a marine spatial plan in New Zealand. It will provide assurance to Parliament about collaboration. Collaboration is advocated internationally as an (if not the) essential component to sustainable management of the coastal marine.

Our work will build on our co-governance report<sup>1</sup> and may provide timely and wide-ranging lessons on how to plan collaborative projects with stakeholders that have diverse and competing interests at both a specific marine level, and a more general level

The audit will also enable us to learn about how to effectively incorporate tangata whenua values into the process.

In our conversations with staff at the Ministry of Primary Industries and Department of Conservation, they commented on the value they think the audit would provide from a public sector management perspective. In particular, assisting other public sector entities to understand the strengths and weaknesses of a collaborative approach undertaken in order to develop a marine spatial plan, and how that approach could be applied generally.

Auditing the process to develop a marine spatial plan aligns with what we want to examine under the Water management theme. In particular, the themes of balancing competing interests and priorities, how organisations work together, and working with Iwi/Māori.

### What we should audit

The audit will examine how effectively the *Sea Change – Tai Timu Tai Pari* process contributed to balancing competing interests in the Hauraki Gulf. As such, the audit question is: How effectively did the *Sea Change – Tai Timu Tai Pari* process contribute to balancing competing interests in the Hauraki Gulf?

Both central and local government must balance competing interests and priorities when setting strategies and policies, and developing regulations. Striking this balance is particularly challenging when roles and responsibilities are spread between entities, and each entity has its

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<sup>1</sup> Office of the Auditor-General (2016), Principles for effectively co-governing natural resources, Wellington

own statutory mandate. *Sea Change – Tai Timu Tai Pari* provides a vehicle for the Office to audit how well public sector entities collaborated with each other, and others, to strike such a balance in the Hauraki Gulf.

The public sector entities involved in the development of the plan were the Ministry for Primary Industries and the Department of Conservation, along with Auckland Council and Waikato Regional Council. The Hauraki Gulf Forum and the various mana whenua in the region were the other partners.

The audit will focus on the process to engage parties and develop the plan. We will not be auditing the final product or action on the plan to date.

### **Lines of inquiry and criteria**

We want to answer the audit question using the following lines of inquiry:

- Did the partners have a clear understanding of the process to be used for developing a marine spatial plan, including the role of each partner?
- Did the partners effectively implement the process for producing a marine spatial plan?
- What did the process for creating the marine spatial plan achieve?

See appendix 1 for the lines of inquiry, criteria and expectations.

### **Audit timing**

We estimate that this audit will be a medium to large audit of 1,500 plus hours. The planning stage will commence in December. The likely reporting date is November 2018. The publication date will be confirmed through audit planning.

## Context to the audit

### Background

Under the proposed water theme for 2017/18, we were originally tasked with scoping a topic on aquaculture. The Ministry for Primary Industries (MPI) has the main responsibility for developing and enabling a strategy for aquaculture development.<sup>2</sup> However, planning and consenting processes are administered primarily at a regional level.

MPI officials discussed with us the challenges for regional and unitary councils. In some cases, local authorities do not have the resourcing to investigate planning options to better provide for aquaculture.

It is also challenging that the marine environment changes. The required science is complicated and expensive; it is also constantly improving. The Resource Management Act 1991 (RMA Act) requires an overall balancing approach, which is particularly complex in the coastal marine area where there are not isolated effects from activities. The interconnectedness of the environment presents legal, scientific and planning challenges. This makes it difficult to consider aquaculture in isolation from other activities. A big issue for central and local government is how to manage competing interests in the marine environment.

As a result of our initial scoping, we concluded that we would examine how public sector entities were trying to balance competing water issues in the Hauraki Gulf Marine Park, an area of national significance. In the Annual Plan 2017/18, we said that we intended to focus on how the entities and other stakeholders were attempting to balance environmental, recreational, social, cultural, and economic objectives by adopting a marine spatial plan process. The process was called *Sea Change – Tai Timu Tai Pari*.

### Marine spatial planning

Marine spatial planning is a proven methodology used around the world. It takes a collaborative “strategic planning approach” to sustainably managing the coastal marine. The approach focuses on the marine area as an integrated system that acknowledges the competing interests and pressures on an eco-system from various activities and environmental effects. An integrated eco-system approach does not consider one activity (and its environmental effects) in isolation. These are researched, considered and attempted to be balanced to get a more sustainable long term planning outcome, which includes spatially identifying the location of important values and resources and areas appropriate for different human activities.

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<sup>2</sup> [http://www.mpi.govt.nz/growing-and-harvesting/aquaculture/;](http://www.mpi.govt.nz/growing-and-harvesting/aquaculture/)

An eco-system approach is held to be fundamental to “conserve and sustainably use the oceans, seas and marine resources” for sustainable development as sought by the Sustainable Development Goal 14.<sup>3</sup>

## Hauraki Gulf

The Hauraki Gulf is a 1.2 million hectare coastal marine space that stretches from Mangawhai to Waihi, covering the entire east coast of the Auckland and Waikato regions. It generates more than \$2.7 billion annually in economic activity<sup>4</sup> and supports New Zealand’s biggest group of recreational fishers and boaties. It has a particularly rich diversity of seabirds, marine mammals, fisheries and marine habitats. There are numerous sanctuaries, marine reserves and islands.<sup>5</sup> It is recognised as an area of national significance.<sup>6</sup>

The Hauraki Gulf is managed under the Hauraki Gulf Marine Park Act 2000 (Hauraki Gulf Act), which distinguishes the governance and decision making in the Hauraki Gulf from any other coastal marine area in New Zealand. While the planning and consenting provisions under the RMA Act apply, any decisions made must take into account sections 7 and 8 of the Hauraki Gulf Act. In addition to other factors, these sections recognise:

- the national significance of the Hauraki Gulf; and
- the interrelationship between it, its islands, and catchments and the ability of the interrelationship to sustain the life-supporting capacity of the environment of the Hauraki Gulf and its islands.

The Hauraki Gulf Act established the Hauraki Gulf Forum as a statutory body with functions to support sections 7 and 8 of the Act. In summary, its functions are to:

- promote and advocate the integrated and, where appropriate, sustainable management of the Hauraki Gulf, its islands, and catchments;
- facilitate engagement, co-operation and co-ordination; and
- recognise the special relationship of tangata whenua with the Gulf.

The forum consists of representatives from the Minister of Conservation, Minister of Fisheries, Minister of Māori Affairs, Auckland Council, Waikato Regional Council, four district councils, and tangata whenua from the Hauraki Gulf and the islands.

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<sup>3</sup> [“What is Sea Change – Tai Timu Tai Pari” factsheet](#); [FAO Fisheries and Aquaculture Technical paper 604](#) (“FAO paper 604”), p 5-6; [Sustainable Development Goal 14](#); [Spatial planning for the Gulf: An international review of marine spatial planning initiatives and application to the Hauraki Gulf](#), 2011

<sup>4</sup> Including aquaculture, fisheries, tourism, shipping and ferry transport.

<sup>5</sup> [Environmental Foundation, Environment Guide](#), Case study: Sea Change.

<sup>6</sup> Hauraki Gulf Marine Park Act 2000, section 7.

### ***Sea Change – Tai Timu Tai Pari***

There is likely to be interest in marine spatial planning and *Sea Change – Tai Timu Tai Pari* specifically, throughout New Zealand as a possible model for other coastal marine areas.

*Sea Change – Tai Timu Tai Pari* addressed socially and technically complex issues with many stakeholders, including multiple central and local government agencies. It appears to have been driven from the ground up, at the community level. It also appears to have been a significantly resourced project with a set structure.

A Project Steering Group representing mana whenua, the Hauraki Gulf Forum, Auckland Council, Waikato Regional Council, Ministry for Primary Industries and Department of Conservation led the project.

A Stakeholder Working Group of 15 members was set up to represent a diverse range of interests including mana whenua, environmental and conservation, commercial and recreational fishing, aquaculture, land use, farming and infrastructure, and to draft the plan.

A six member project board representing the partner organisations was also set up to provide resources and practical support to the project (see appendix 2).

## Appendix 1

Line of inquiry	Criteria	Expectations
Did the partners <sup>7</sup> have a clear understanding of the process to be used for developing a marine spatial plan, including the role of each partner?	Were the partners clear about the process and outcomes they wanted to achieve, and the length of time it would take?	<p>The partners had a clear purpose.</p> <p>The partners had a clear understanding about the marine spatial planning process.</p> <p>The partners had a realistic understanding of the timeframe.</p>
	Was the governance model appropriate for developing and implementing a marine spatial plan?	<p>The governance model was clearly defined.</p> <p>People were clear about the respective roles of the project steering group, stakeholder working group and the project board.</p> <p>There was a clear and transparent process for selecting people for the project steering group, stakeholder working group and the project board.</p>
	Did the process receive the financial and administrative support needed?	The partners provided the financial and administrative support needed to carry out the process.
Did the partners effectively implement the process for producing a marine spatial plan?	Did the partners engage effectively with the various sectors, community, iwi and other stakeholders?	<p>There was a range of ways that people could provide their opinions and experiences to inform the development of the plan.</p> <p>People's opinions and experiences, including mana whenua, were fully considered and incorporated into the process, where appropriate.</p> <p>Best available information was taken into account.</p>
	Did people carry out their respective roles and responsibilities effectively?	<p>The project steering group, stakeholder working group and the project board carried out their assigned roles and responsibilities effectively.</p> <p>The partner agencies were fully involved throughout the process</p> <p>There was regular and transparent reporting on the progress of the project by the stakeholder working group.</p> <p>The progress of the project was effectively monitored by the project steering group.</p>
What did the process for creating the marine spatial plan achieve?	What lessons are there for other entities in balancing competing interests and working together?	

<sup>7</sup> Partners refer to the key members of the process – Auckland Council, Waikato Regional Council, Department of Conservation, Ministry for Primary Industries, Hauraki Gulf Forum and mana whenua.

## Appendix 2

Members of the Project Steering Group:	Stakeholder Working Group:	Project Board:
Liane Ngamane: mana whenua	Paul Beverly: Independent Chair (from mid 2015)	Jim Quinn: Auckland Council (Chair)
Paul Majurey (co-chair): mana whenua	Jake Bartrom: Coromandel, youth and recreation	Tracey May: Waikato Regional Council (Deputy Chair)
Penny Webster (co-chair): ex-Auckland Council	Matt Ball: Auckland, Ports of Auckland	Paul Majurey: Mana Whenua
Pirihira Kaio: mana whenua	Laurie Beamish: Ngāi Tai ki Tamaki, manawhenua	Sean Cooper: Department of Conservation
Shane Ashby: mana whenua	Conall Buchanan: Paeroa, farming	Steve Halley: Ministry for Primary Industries
Terrence Hohneck: mana whenua	Joe Davies: Ngāti Hei, manawhenua	Tim Higham: Hauraki Gulf Forum
Jodi-ann Warbrick: mana whenua	Katrina Goddard: Waipu, environmental	
Nicholas Manukau: mana whenua	Alison Henry: Whitianga, community	
Karen Wilson: mana whenua	Scott Macindoe: Great Barrier Island, recreational fishing	
Mayor John Tregidga: Hauraki Gulf Forum	David Kellian: Warkworth (commercial fisher)	
Cr Mike Lee: Auckland Council	Callum McCallum: Papakura, aquaculture	
Cr Tipa Mahuta: Waikato Regional Council	Raewyn Peart: Point Chevalier (EDS)	
Luke Southorn: Ministry for Primary Industries	Dirk Sieling: Whitianga, farming and recreational fishing	
Hilary Aikman: Department of Conservation	Tame Te Rangi: Ngāti Whatua, manawhenua	
	Lucy Tukua: Ngāti Paoa, manawhenua	