

Supporting Local Government Through Integrated Assessment

**An evaluation of Community and Public Health's contribution
to the Integrated Assessment of the Waimakariri Residential
Red Zone Recovery Plan**



**An evaluation prepared for the Policy Team
by the Information Team
Community and Public Health, CDHB
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Contents

1	Executive Summary	1
2	Background	5
2.1	Wider context	5
2.2	Waimakariri Residential Red Zone Plan (“The Plan”)	6
2.3	The Integrated Assessment	6
2.4	Previous evaluations	7
3	Methodology	9
3.1	Scope	9
3.2	Evaluation questions	9
3.3	Data sources	9
3.4	Analysis	9
4	Results	10
4.1	Why did the WDC decide to perform an impact assessment?	10
4.2	Why did the WDC decide to use the chosen integrated assessment methodology?	11
4.3	Why did the WDC ask C&PH for assistance to use the integrated assessment?	12
4.4	What challenges did the WDC encounter in carrying out the integrated assessment?	12
4.5	How were tasks and responsibilities allocated between WDC and C&PH staff?	15
4.6	What would you do differently next time?	16
4.7	Will the WDC continue to use integrated assessment methodology for future consultations?	17
4.8	How did the integrated assessment influence the drafting of the Plan?	18
4.9	How much weight do the Plan drafters give to the integrated assessment recommendations and criteria ratings?	19
4.10	Did the integrated assessment provide the Plan drafters with novel information, in addition to the information generated through other means of consultation?	20
4.11	Did the integrated assessment provide the Plan drafters with a mandate to include specific ideas in the Plan, in addition to the mandate provided by other means of consultation?	21
5	Summary and recommendations	22

1 Executive Summary

Background

The Canterbury earthquakes of 2010 and 2011 caused substantial land damage in the Waimakariri communities of Kairaki, Pines Beach, and Kaiapoi. The severity of some land damage resulted in the Canterbury Earthquake Recovery Authority (CERA) creating the “residential red zones”, areas of residential land that were deemed uneconomic to repair. The government offered to buy residential red zoned land and insured buildings for their 2007 rateable values, leaving the crown in possession of large areas of bare land in Kairaki, Pines Beach, and Kaiapoi.

In September 2015, the Minister for Earthquake Recovery directed the Waimakariri District Council (WDC) to produce a statutory plan to guide the recovery of the Waimakariri residential red zones. The direction required the WDC to carry out an impact assessment as part of the planning process. To fulfil this requirement, the WDC requested support from Community and Public Health (C&PH), a division of the Canterbury District Health Board, to perform an integrated assessment.

Integrated assessment methodology consists of a series of workshops where participants generate criteria to assess a plan or policy, rate the plan or policy according to those criteria, and generate ideas and recommendations for how the plan or policy could be improved to better meet the criteria. The integrated assessment for the Waimakariri Residential Red Zone Plan (“The Plan”) consisted of a criteria setting workshop held in November 2015 and assessment workshops held in January and July 2016. Invitees were selected to create a group of participants each with knowledge of the area or issues around the Waimakariri Red Zone, and with a broad range of professional and personal experience.

Previous evaluations of integrated assessments have demonstrated that the assessments help improve a plan or policy’s effect on the determinants of health. However, little evaluation attention has been given to why a planning authority might choose to perform an integrated assessment, nor to how the Plan drafters respond to the integrated assessment.

Methodology

The scope of this evaluation was limited to evaluating the way C&PH promoted and supported the integrated assessment. This evaluation does not evaluate the work of WDC, Ngāi Tahu, or any other organisation, although the experiences of WDC staff using the integrated assessment process are considered insofar as they provide insight into the work of C&PH. In the last two weeks prior to the draft Waimakariri Residential Red Zone Plan being submitted to the Minister, the evaluator performed six semi-structured interviews with integrated assessment team members from WDC and C&PH. Interviews were recorded and the evaluator made notes during the interviews. The evaluator performed a content analysis on the interview notes. The results of the content analysis were supplemented by a review of the documents generated by the integrated assessment.

Discussion

The WDC decided to carry out an integrated assessment due to one team member's previous experience of the methodology. On the other hand, other WDC staff were initially unsure of the value of integrated assessment. These findings affirm the use of a "learning by doing" approach to promoting integrated assessment. However, the findings also suggest that the value of integrated assessment is not initially apparent to planning professionals, which may impede the acceptance of integrated assessment in an organisation.

Recommendation: Consider seconding staff from other organisations to work on integrated assessments, to promote integrated assessment through "learning by doing".

Recommendation: Consider ways to better demonstrate the value of integrated assessment to planning staff, rather than just explaining the process.

Recommendation: Consider ways to better demonstrate the purpose of each workshop, rather than just how it will be run.

The lack of an integrated assessment project plan contributed to C&PH staff taking a more active role in the integrated assessment than they had originally intended. The creation of a project plan may have led to a clearer allocation of tasks, including consultation with tāngata whenua. It was especially important to have a formal plan in this instance as WDC had little previous experience with integrated assessment.

Recommendation: Always develop a formal project plan at the beginning of an integrated assessment project. The project plan should assign tasks to individuals, and should take account of planned leave.

Recommendation: Local iwi or hapū should always be consulted early in the planning of any integrated assessment.

Recommendation: Always assign at least one person with prior experience of integrated assessment to the tasks of developing draft criteria and creating an invitee list.

Urgency to begin and previous experience of integrated assessment led to there being little consideration of other assessment methodologies. However, the Minister's direction may have been able to be fulfilled using a less labour intensive process.

Recommendation: Consider different assessment methodologies during the scoping of an assessment project.

The time commitment required from workshop participants contributed to difficulties recruiting and retaining participants for this assessment. Furthermore, the tight timeframes meant participants had little time to review supporting material prior to the workshops.

Recommendation: Consider ways to reduce the time commitment of workshop participants.

Recommendation: When providing supporting material to workshop invitees, consider supplying only the best value-for-time material.

It was valuable to have senior personnel with experience of integrated assessment present at the workshops. The presence of these personnel allowed the successful and rapid resolution of a misunderstanding during the first workshop.

Recommendation: Always include at least one senior representative from each organisation in the integrated assessment team.

Many of the challenges encountered in this integrated assessment may have been mitigated through the use of an integrated assessment rapid deployment kit to speed the completion of early tasks, and run sheet to ensure no tasks were missed.

Recommendation: Consider creating an integrated assessment run sheet

Recommendation: Consider creating an integrated assessment rapid deployment kit.

In common with previous integrated assessment evaluations, staff suggested it may have been beneficial to improve feedback to workshop participants, and to re-examine the models of health used to classify the workshop criteria.

Recommendation: Consider how to deliver feedback to workshop participants, including how their input influenced the Plan, in a brief and easily accessible format.

Recommendation: Consider using only a single model of health to classify the workshop criteria.

All staff interviewed for this evaluation felt that the integrated assessment was successful. Despite no large-scale changes to the plan, WDC staff made some changes solely in response to the integrated assessment. WDC staff also appreciated the simple checklist format of the integrated assessment feedback, especially for reporting to overseers. Integrated assessment feedback was given special weight because of the range, calibre, and lack of vested interests of participants, and because the use of criteria ensured a broad “peer review” of the Plan. WDC staff all said they would consider using integrated assessment again.

Conclusions

Integrated assessment is a useful tool in the design of local government plans and policies, especially as it promotes consideration of broad issues, including determinants of health. Compared to previous integrated assessments, C&PH has made improvements to the way the methodology is promoted to planning staff. Nevertheless, this factor and the time commitment required of participants, remain the major obstacles to greater uptake of integrated assessment by local government.

2 Background

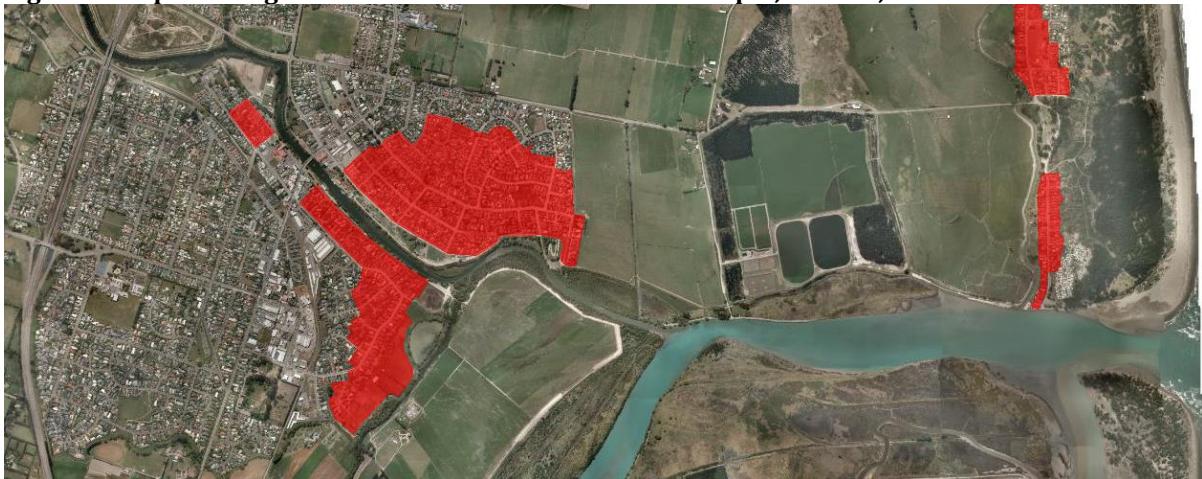
2.1 Wider context

Canterbury experienced a series of damaging earthquakes between September 2010 and December 2011. The initial magnitude 7.1 shock, on 4 September 2010, caused extensive liquefaction with associated building and land damage in Kairaki, Pines Beach, Kaiapoi, and Christchurch. Further liquefaction damage followed during major aftershocks, especially the 22 February 2011 Christchurch earthquake. In response to this aftershock, the New Zealand Government established the Canterbury Earthquake Recovery Authority (CERA) to manage the recovery.

The severity of land damage from the earthquakes resulted in some residential land being deemed uneconomic to repair. These areas were designated the “residential red zones”¹. Residents in the red zones faced regulatory impediments to repairing their homes, a lack of municipal services, and severe reductions in property values. The government offered to buy insured residential properties in the residential red zones for their pre-quake rateable values and uninsured properties for the value of the land only². Throughout Canterbury, more than 7000 residential property owners had accepted the crown offer by August 2015. On the other hand, 135 property owners had not accepted the offer and many of them continued to live in houses in the red zones, despite the demolition and removal of surrounding residences³.

In Waimakariri District, the residential red zone process has left the crown in possession of large areas of mostly bare land within Kaiapoi, Kairaki, and Pines Beach (Figure 1). This land was maintained as bare land by CERA until 1 December 2015, and is now maintained by Land Information New Zealand⁴. A planning process, the Waimakariri Residential Red Zone Plan, is underway to determine future use of the land.

Figure 1. Map showing extent of residential red zone in Kaiapoi, Kairaki, and Pines Beach.



¹ Canterbury Earthquake Recovery Authority. "Residential Red Zone Offer Recovery Plan." Retrieved 16 December, 2015, from <http://cera.govt.nz/sites/default/files/common/residential-red-zone-offer-recovery-plan-2015-07-30.pdf>.

² Ibid.

³ Gates, C. (2015). *Living in a wasteland - Christchurch's red-zone stayers*. The Press. Christchurch, Fairfax Media.

⁴ Land Information New Zealand (2015). "Christchurch residential red zone." Retrieved 21 December, 2015, from <http://www.linz.govt.nz/crown-property/types-crown-property/christchurch-residential-red-zone>.

2.2 Waimakariri Residential Red Zone Plan (“The Plan”)

The planning process for residential red zone recovery is led by the Waimakariri District Council (WDC), with collaborative support from CERA, Environment Canterbury (ECAN) and Te Rūnanga o Ngāi Tahu (TRoNT).

Consultation for the Plan began with “Canvas: your thinking for the red zones”. Canvas was an initial public engagement process run by CERA in September 2014. Canvas invited people to share their vision for the residential red zone land in Waimakariri district. More than 2,200 ideas were suggested and a report on the findings was released on 26 December 2014. CERA also commissioned a technical report on the land use capabilities of the red zone land, while the WDC identified the red zone infrastructure and roading required to support existing properties outside the red zones.

In September 2015, the Minister for Earthquake Recovery used his special powers under the Canterbury Earthquake Recovery Act to direct the WDC to produce a statutory plan to guide the recovery of the Waimakariri residential red zones. The Minister’s direction required the WDC to:

- carry out an impact assessment
- produce a discussion document
- produce a preliminary draft recovery plan for public comment, and
- produce a draft recovery plan for the Minister

The Draft Waimakariri Residential Red Zone Recovery Plan⁵ was presented to the Minister on 1 August 2016.

2.3 The Integrated Assessment

The Minister’s direction stated that the Plan must include *“an impact assessment, including an analysis of recommendations using an appropriate impact assessment methodology and explanation of how that informed the preparation of the draft Recovery Plan”*⁶. To fulfil this requirement, the WDC requested support from Community and Public Health (C&PH), a division of the Canterbury District Health Board, to perform an integrated assessment. An integrated assessment team was assembled consisting of staff from WDC, C&PH, and CERA.

Integrated assessment methodology consists of a series of workshops where participants generate criteria to assess the Plan, rate the Plan according to those criteria, and generate ideas and recommendations for how the Plan could be improved to better meet the criteria.

⁵ Waimakariri District Council (2016). “Draft Waimakariri Residential Red Zone Recovery Plan.” Retrieved 7 November, 2016, from http://www.redzoneplan.nz/__data/assets/pdf_file/0010/22240/draft-waimakariri-residential-red-zone-recovery-plan.pdf.

⁶ Brownlee, Hon. G. (2015). “Direction to Develop a Draft Waimakariri Residential Red Zone Recovery Plan.” Retrieved 31 August, 2015, from http://www.redzoneplan.nz/__data/assets/pdf_file/0015/8403/Direction-to-develop-a-draft-Waimakariri-residential-red-zone-recovery-plan.pdf.

A criteria setting workshop was held on 3 November 2015. The integrated assessment team collaborated with Te Rūnanga o Ngāi Tahu to develop a set of draft criteria prior to the workshop. Invitees were selected to create a group of participants each with knowledge of the area or issues around the Waimakariri Red Zone, and with a broad range of professional and personal experience. At the workshop, participants were divided into one of four wellbeing streams (Social, Cultural, Economic, and Environmental), and were asked to examine the draft criteria relevant to their stream. Participants discussed and modified the criteria to ensure that they best reflected how the Plan could impact wellbeing. Once the criteria were settled, participants determined bottom- and top-line ratings. The bottom-line rating represented what the Plan must achieve to be considered adequate, while the top-line rating represented an aspirational goal for what the Plan could achieve. The criteria and bottom- and top-line ratings were then provided to the Plan drafters to inform the development of the preliminary draft plan.

An assessment workshop to consider the preliminary draft plan was held on 21 January 2016. Participants were separated into the four wellbeing streams and asked to rate an early preliminary draft plan according to the criteria relevant to their stream. Participants also provided ideas and recommendations for how the preliminary draft Plan could be improved to better meet the criteria. Ratings and recommendations were provided to the Plan drafters.

A third workshop to consider the publically notified preliminary draft plan against the criteria was held in July 2016, with further recommendations forwarded to the Plan drafters. The integrated assessment team also assessed the draft plan against the recommendations from the workshops in a desktop exercise prior to the final draft being sent to the Minister.

2.4 Previous evaluations

Previous evaluations of integrated assessments⁷ have produced consistent findings demonstrating that workshop participants support the use of the integrated assessment process, and that most integrated assessment recommendations are adopted in the final version of the Plan being assessed. As the workshop process has now been evaluated three times with similar results, this evaluation does not include further in-depth analysis of workshop participants' experience.

On the other hand, the integrated assessment process that occurs before and after the workshops has received less attention in evaluations. Before the workshop, there has been little examination of why the council or other planning authority might choose to perform an impact assessment, why they might use the integrated assessment methodology, and why they might ask C&PH for assistance. These decisions are required before an integrated assessment can even begin, so a better understanding of how they are made could help increase the use of integrated assessment and improve the effect on health of local government policy in Canterbury.

⁷ Green, J. (2013). Evaluation of the Health Impact Assessment of the Canterbury Regional Land Transport Strategy. Christchurch, Community and Public Health.

Green, J. (2013). Evaluation of the Health Impact Assessment of the Christchurch Transport Strategic Plan. Christchurch, Community and Public Health.

Green, J. and M. Walsh (2014). Integrated Assessment in Recovery. An evaluation of the Integrated Assessment of the Land Use Recovery Plan. Christchurch, Community and Public Health.

Community and Public Health Information Team (2015). Evaluation of Wellbeing Impact Assessment of the Port Lyttelton Recovery Plan Project. Christchurch, Community and Public Health.

After the workshop, there is evidence that plan drafters consider the integrated assessment criteria and recommendations and that changes are made that are consistent with the recommendations⁸. However, there is little information about how much weight plan drafters give to the integrated assessment compared to other sources of information. It is possible that plan drafters may make similar changes, based on other consultation, rather than in response to recommendations from the integrated assessment. There is also little information about barriers and enablers to acting on the integrated assessment recommendations.

⁸ Green, J. (2013). Evaluation of the Health Impact Assessment of the Canterbury Regional Land Transport Strategy. Christchurch, Community and Public Health.

Green, J. (2013). Evaluation of the Health Impact Assessment of the Christchurch Transport Strategic Plan. Christchurch, Community and Public Health.

Green, J. and M. Walsh (2014). Integrated Assessment in Recovery. An evaluation of the Integrated Assessment of the Land Use Recovery Plan. Christchurch, Community and Public Health.

3 Methodology

3.1 Scope

The scope of this evaluation was limited to evaluating the way C&PH promoted and supported the integrated assessment. This evaluation does not evaluate the work of WDC, Ngāi Tahu, or any other organisation although the experiences of WDC staff using the integrated assessment process are considered insofar as they provide insight into the work of C&PH.

3.2 Evaluation questions

- Why did the WDC decide to perform an impact assessment?
- Why did the WDC decide to use the chosen integrated assessment methodology?
- Why did the WDC ask C&PH for assistance to use the integrated assessment?
- How were tasks and responsibilities allocated between WDC and C &PH staff?
- What challenges did the WDC encounter in carrying out the integrated assessment?
- Will the WDC continue to use integrated assessment methodology for future consultations?
- How did the integrated assessment influence the drafting of the Plan?
- How much weight do the Plan drafters give to the integrated assessment recommendations and criteria ratings? Why?
- Did the integrated assessment provide the Plan drafters with novel information, in addition to the information generated through other means of consultation?
- Did the integrated assessment provide the Plan drafters with a mandate to include specific ideas in the Plan, in addition to the mandate provided by other means of consultation?

3.3 Data sources

The evaluation drew on information from key informant interviews and routine documents created by the integrated assessment process. Six semi-structured interviews were performed with the following informants: two WDC plan drafters, one WDC manager, and three C&PH policy team members. All interviews were performed during the two weeks prior to the draft plan being submitted to the Minister. The interviews were recorded and the evaluator made notes during each interview. The routine documents examined were the criteria, ratings, and recommendations generated at the workshops, and the Plan drafters' responses to the recommendations.

3.4 Analysis

The evaluator listened to the entire recording of each interview to check the original notes and record time stamps for important information. These notes were then supplemented by further review of specific parts of the recording as required. The evaluator then performed a content analysis of the notes. The evaluation questions were used as an a priori set of themes to guide the analysis. The results of the content analysis were supplemented by the document review.

4 Results

4.1 Why did the WDC decide to perform an impact assessment?

WDC staff all said that they had decided to perform an impact assessment only because it was required by the Minister's direction. Furthermore, the Canterbury Earthquake Recovery Act 2011⁹ required all recovery plans prepared under the act to "use impact assessment methodologies and tools in order to help integrate activities, connect components of recovery, and implement the goals of the recovery strategy." However, WDC staff said that, had it not been for the Minister's direction, they would have interpreted the Act to indicate they should carry out expert assessments of narrow issues, similar to those used for Resource Management Act decisions. WDC staff members were reassured by the positive reports of one of their team who had experience with integrated assessment and championed the process. However, they felt that they would have been unlikely to have performed an integrated assessment on his recommendation alone.

*"We wouldn't have done one otherwise [without the Minister's direction] because we had not encountered them before, and we didn't understand the benefits" –
WDC team member*

The importance of the requirements of the Minister's direction raises the question of how the integrated assessment came to be part of the Minister's direction. WDC staff reported that one of their team members had been seconded from the Canterbury Earthquake Recovery Authority and the Department of Prime Minister and Cabinet to work on the recovery plan. He had also been involved in drafting the Minister's direction, and included the requirement for an impact assessment because he had found integrated assessment useful when working on an earlier recovery plan¹⁰. This account highlights the importance of previous experience of integrated assessment to champion the process and drive the decision to carry out an integrated assessment for a given plan. In light of the importance of a champion with experience with integrated assessment, it may be useful to promote integrated assessment by seconding people from third-party organisations to work on an integrated assessment project. A secondment could have the dual benefit of exposing influential people to integrated assessment methodology, and gaining specialist knowledge of the topic area under assessment.

WDC staff members who had not been involved in previous integrated assessments were initially uncertain of their value, especially in light of the extra work required. Some felt that the integrated assessment was imposed on them from above and would have little benefit.

"Cause to be honest, to us at the time, it was like 'What is this thing we have to do? What do you mean we have to do it? As well as everything else? What's the benefit of this?'" – WDC staff member

WDC staff members reported that they remained sceptical of integrated assessment until they had attended an assessment workshop (i.e. the second or third workshop). All WDC staff members interviewed for this evaluation said that, although they had been told what the steps of the integrated assessment would be, they received little information about how these steps could result

⁹ <http://legislation.govt.nz/act/public/2011/0012/latest/DLM3653522.html>

¹⁰ Canterbury Earthquake Recovery Authority (2013). "Land Use Recovery Plan; Te Mahere Whakahaumanu Tāone." from <http://ceraarchive.dpmc.govt.nz/sites/default/files/Documents/land-use-recovery-plan.pdf>.

in a better plan. Similarly, they were initially unsure why it was necessary to perform a criteria setting workshop as well as the assessment workshops, and what each specific workshop was intended to achieve. They felt that, without information about or experience of the way integrated assessment could improve a plan, few people would choose to do one. On the other hand, C&PH staff members felt that WDC staff had greater early buy-in to the process than staff of partner organisations in previous integrated assessments. Specifically, they said that this was the first integrated assessment that was sufficiently prioritised by the partner organisation to enable planning staff to be present at every workshop.

This feedback suggests that, although initial explanations of the benefits may have been more effective than in previous integrated assessments, improvements are still required to allow partner organisation staff to fully engage with the integrated assessment at an early stage. As such, C&PH should consider further developing their strategy to present the benefits of integrated assessment for the organisation developing the plan or policy, and the specific benefits of each stage of the process. One WDC staff member suggested that it would always be hard to see the benefits if you had not actually participated in an integrated assessment. However, other WDC staff said they would have benefited from a short document which focussed primarily on the outputs of each workshop, and how these could improve the Plan, rather than explaining the way each workshop was run.

C&PH was invited to participate in the integrated assessment by the WDC. C&PH accepted the invitation in order to promote integrated assessment practice and to build an organisational relationship with the WDC. When the decision was made to participate, C&PH staff envisaged taking a primarily advisory role. However, in the end C&PH staff were required to play an active role in the integrated assessment, especially in the preparation for and facilitation of the workshops. In hindsight, C&PH staff reflected that, despite the greater than expected workload, they participated only in those roles that required previous experience with integrated assessment methodology.

“It was Waimak’s project, their plan, so it was appropriate for them to lead and us to support” – C&PH staff member.

“We ended up doing a lot more work on criteria than we wanted, but we do have expertise in that space.” – C&PH staff member.

This observation suggests that the initial expectations of acting in an advisory role were unrealistic. Instead, to ensure a good quality integrated assessment from a relatively inexperienced lead organisation, C&PH may always have to take an active role in the planning and facilitation of workshops.

4.2 Why did the WDC decide to use the chosen integrated assessment methodology?

WDC staff said that they wanted to use integrated assessment methodology because they wanted to be sure they would meet the requirements of the Minister’s direction. Integrated assessment had previously been used to meet the requirements of the Minister’s direction to prepare the Lyttelton Port Recovery Plan. Furthermore, one member of the WDC team had been involved with previous integrated assessments facilitated by C&PH, but none of the WDC team had any experience with any other broad-scope impact assessment methodologies.

During evaluation interviews, it was apparent that C&PH staff perceived that little thought was given to what impact assessment methodology to use. The timeframe specified in the Minister’s direction gave a strong sense of urgency to begin working on the project, so little time was allowed to consider alternative methodologies. WDC had approached C&PH under the assumption that integrated assessment methodology would be used, and the C&PH staff working on the impact assessment project were also familiar with this tool, making it an easy choice. In addition, a third-party consultant with expertise in integrated assessment also offered to support the WDC to carry out the assessment. As such, integrated assessment methodology seems to have been chosen by default.

“Probably would have done the same thing but, better to have it discussed first. It was useful but very time consuming. ... But the particular tool was just chosen because they [C&PH and WDC project team members] knew it. Others weren’t considered.” – C&PH staff member

C&PH staff reflected that it was possible that the requirements of the Minister’s direction might have been fulfilled by using a less labour-intensive process than a full-scale integrated assessment. Even if a full integrated assessment were still used, the scoping process may have served to better define the roles and responsibilities of each partner in the assessment.

4.3 Why did the WDC ask C&PH for assistance to use the integrated assessment?

WDC decided to ask for external assistance because they felt it was important to involve people who had experience carrying out impact assessments. One WDC team member had worked with C&PH on previous integrated assessments, so had established contacts within the organisation. The existing contacts were considered especially important given the tight timeframe for the completion of the Plan.

4.4 What challenges did the WDC encounter in carrying out the integrated assessment?

A major challenge for the integrated assessment team was recruiting and retaining workshop participants. Everyone interviewed for this evaluation mentioned recruiting participants as a challenge, with WDC staff especially spending a lot of interview time discussing workshop attendance. Although there was good attendance at the first workshop, attendance dropped away with each workshop (Table 1). All interviewees agreed that the very low attendance at the third workshop was likely to have limited the quality of information that could be generated at the workshop. Nevertheless, WDC staff reported that the feedback from the third workshop still provided valuable insight for the drafting of the Plan. Furthermore, WDC staff felt that the lack of attendance at the third workshop was an indication that participants felt satisfied that their concerns had already been addressed in earlier drafts of the Plan.

In addition to the absolute numbers attending the workshops, interviewees from both organisations were concerned about the composition of those participants. More than two thirds of participants

at each workshop were from government organisations already involved in the red zone plan in some way, so there were few participants from private organisations or the community. C&PH staff were concerned that this lack of community representation may have limited ability of the integrated assessment to account for the impact of the Plan on all members of the community. Similarly, some WDC staff were concerned that there were few participants with professional expertise in the topics covered by the Plan, which may have resulted in innovative solutions being missed.

All interviewees agreed that a large obstacle to recruiting participants was participant time commitment. Furthermore, giving so much time is a greater commitment for those who would not be paid to attend, such as community members, private consultants, and business owners. This time burden creates a bias against these participants, and may explain why the workshops had low numbers of community participants (Table 1). To reduce the time commitment, C&PH staff suggested that the third public workshop may have been unnecessary, and that the same utility could have been achieved had the integrated assessment team simply reviewed each criterion themselves. One WDC staff member suggested that people with professional expertise (e.g. consultants, business owners) may be more likely to attend targeted, condensed sessions focussed on their area of expertise (e.g. a two-hour evening assessment workshop for a single workstream, using criteria set at a previous workshop).

Table 1. Attendance at the integrated assessment workshops

(Source: Preliminary Draft Waimakariri Residential Red Zone Recovery Plan Integrated Assessment Interim Report – 7 March 2016)

Workshop	Community*	Government†	Facilitators	Total
One (criteria setting)	13	19	8	40
Two (assessment)	9	15	6	30
Three (assessment)	4	7	5	16

*Community participants are those listed as community members, Community Board representatives, Ngāi Tūāhuriri or Ngāi Tahu representatives, university employees, and contractors not otherwise working on the Red Zone Plan project.

†Government participants are those listed as listed as Waimakariri District councillors, staff from WDC, CERA, CDHB, and ECAN, and contractors working for WDC on the Red Zone Plan project.

Because the majority of the participant recruitment activities occur at the beginning of an integrated assessment project, WDC staff had not yet understood how the integrated assessment would help them to create a better plan. They said that this lack of understanding made it very difficult for them to explain to potential participants why they would want to devote three half days to attending the workshops. This observation suggests that a further benefit of a strategy to convey the benefits of integrated assessment for planners could be a greater commitment to participant recruitment by partner organisations.

The large amount of work involved in an integrated assessment was mentioned as a challenge by all interviewees. However, the WDC staff felt that, although the integrated assessment was “a big commitment at a busy time”, the workload of the integrated assessment itself was well managed

and was within their expectations. In contrast, C&PH staff felt that their workload was greater than originally anticipated. As discussed in section 4.1, C&PH staff had originally envisaged taking a primarily advisory role, but took on extra tasks as it became evident that it was unrealistic to expect these tasks to be completed by people without previous experience of integrated assessment.

The importance of C&PH's contribution was acknowledged by WDC staff, who commented that they would have been unable to carry out the integrated assessment had it not been for the work taken on by C&PH staff. In particular, they felt that previous integrated assessment experience was required to choose which version of the Plan to present at each workshop, to develop the draft criteria, and to develop the draft list of workshop invitees. Furthermore, the criteria development had to occur while WDC staff were engaged in other critical tasks early in the planning process, so would have been delayed had it not been for the work of C&PH staff.

Staff from both organisations also mentioned the tight timeframe of the red zone plan project as a challenge for the integrated assessment. Specifically, they felt that there was barely enough time to give sufficient notice of each workshop for invitees to fit them into their diaries, let alone read supporting material. The tight timeframe was further exacerbated by pre-planned leave for staff in both organisations occurring at key times for the integrated assessment project, which made the scheduling of workshops difficult. These concerns meant the timeframe was seen as a risk to the quality of the integrated assessment:

"[The second assessment workshop has] never been done properly yet because the plan is not out in time for participants to review, and plans are always huge so difficult to review anyway. ... Also need participants to read the document before each workshop, so it needs a lot of commitment for useful outputs." – C&PH staff member

"I don't think that [the tight timeline] affected the output, because the workshops did go well on the day, but it was stressful for people involved." – C&PH staff member

On the other hand, in light of the concerns about participant workload discussed earlier in this section, it may be unrealistic to expect participants to devote much time to preparation for the workshops, regardless of when supporting material is delivered.

C&PH staff interviewed for this evaluation also mentioned being challenged by the lack of a clear project plan and allocation of responsibilities for the integrated assessment. This challenge was most clearly highlighted by confusion between C&PH and WDC over who was consulting with local hapū (Ngāi Tūāhuriri). C&PH staff also felt that the lack of a clear project plan contributed to their taking on a greater share of the workload than they had originally anticipated. This challenge is discussed further in the following section (4.5).

It was observed that Ngāi Tūāhuriri representatives at the first workshop were surprised at not having been consulted on the methodology that would be used to assess issues of special importance to Ngāi Tūāhuriri. Discussions at the workshop led to a robust process for Ngāi Tahu and Ngāi Tūāhuriri to have input into the integrated assessment and the wider red zone plan. Although the eventual process for Ngāi Tahu and Ngāi Tūāhuriri input was seen as a success, the initial lack of

consultation created unnecessary confusion. This highlights that it is important that consultation with local iwi or hapū always takes place early in the planning of any integrated assessment. Furthermore, it was only through the presence at the workshop of staff experienced in integrated assessment and with pre-existing relationships with Ngāi Tahu that a better engagement process could be agreed upon so quickly. This further demonstrates the importance of involving senior staff who understand the methodologies and maintain good relationships with tāngata whenua.

In common with previous integrated assessments¹¹, participants at the criteria setting workshop expressed a desire to rank the criteria in order of priority. However, the already busy schedule at workshops means it is unlikely to be practical to explicitly prioritise criteria. Furthermore, the criteria are already effectively prioritised when workshop participants agree upon essential (bottom line) and desirable (top line) targets for the plan according to each criterion. Although this prioritisation aspect was touched upon during the first workshop for this assessment, it may be helpful to specifically explain how the setting of targets could lead to a better outcome than ranking criteria in a priority list.

4.5 How were tasks and responsibilities allocated between WDC and C&PH staff?

Staff members from both organisations indicated that there was no formal project plan or allocation of tasks for the integrated assessment.

“[The project plan was] only a vague conversation and list of jobs, but no detailed or formal plan.” – C&PH staff member.

“I don’t think there was agreement about specifically which organisation would do what. Just understood or figured out along the way. It was a bit of a rush to get started so we just all launched into it.” – C&P staff member.

WDC staff felt that the lack of a formal project plan did not substantially affect the running of the integrated assessment. However, C&PH staff felt that the lack of a project plan may have contributed to their taking on a greater share of the workload than they had originally anticipated, and to problems such as low participant retention. Furthermore, it was not initially clear which partner was leading the relationship with Ngāi Tūāhuriri, which led to some early confusion. Future project planning should outline consultation with iwi early in the process and allocate leadership of consultation.

“In future a plan is super important because we ended up looking like we were in charge of things we weren’t in charge of ... So we need to ensure that is managed better in the future.” – C&PH staff member.

Beyond a simple desire to have a project plan, C&PH staff suggested that the project plan must allocate responsibilities to specific individuals, not just organisations, and must take account of planned leave. Clear allocation of responsibility could have helped the managing deadlines for each

¹¹ Community and Public Health Information Team (2015). Evaluation of Wellbeing Impact Assessment of the Port Lyttelton Recovery Plan Project. Christchurch, Community and Public Health.

task, ensured that work was not duplicated, and ensured the most recent versions of documents were used.

“The list of invitees was started, was circulated by email, people added names. But it was really hard to keep track of what was the most up to date invite list. No-one was in charge of it. If one person had been responsible for the document it would have been easier to keep track.” – C&PH staff member.

Reflecting on how the opportunity to create a formal project plan was missed, C&PH staff said that the short timeframe for the red zone plan project led to an urgency to begin work on workshop invitations and criteria development, rather than devoting time to generating a formal project plan. However, during the interviews for this evaluation, staff reflected that it may have been worthwhile to have devoted more time to planning at an early stage, despite the very tight timeframe.

In response to the challenges discussed in the preceding paragraphs, C&PH staff suggested that they may have benefited from using a checklist or run sheet detailing all the activities that contribute to a successful integrated assessment. One staff member also suggested that all the documents and templates likely to be helpful for starting an integrated assessment should be located in one place, as an integrated assessment rapid deployment kit. Suggestions of material in a rapid deployment kit were the run sheet for an integrated assessment, introductory material for staff of partner organisations, and examples of criteria from previous integrated assessments. Such a kit is likely to be especially helpful when integrated assessments are performed under time pressure.

4.6 What would you do differently next time?

On the whole, WDC staff said that there was little they would change if they were to do another integrated assessment on a similar project. The main change mentioned by WDC staff was that they would be more aware of the need to consult with Ngāi Tūāhuriri about the methodology for the integrated assessment, as discussed in section 4.4.

Another change mentioned by one planner was that more feedback could be sent to workshop participants following the last workshop. In this integrated assessment, participants were invited to follow the red zone plan project on Facebook, and the final report was posted on the project’s web page, but there was no active follow-up with workshop participants. The planner felt that participants would appreciate an email or letter which explained how their contribution had made a difference to the Plan, and that such follow-up would make them more likely to attend workshops for future integrated assessments. The need for more feedback to workshop participants has been mentioned in previous evaluations of integrated assessments¹². Although some progress has been made (e.g. the Plan drafters provide written responses to each criterion), this information is still not making its way back to workshop participants.

In contrast to WDC staff, C&PH staff suggested a number of potential changes for the next integrated assessment. Many changes have already been discussed in previous sections, such as

¹² Green, J. and M. Walsh (2014). Integrated Assessment in Recovery. An evaluation of the Integrated Assessment of the Land Use Recovery Plan. Christchurch, Community and Public Health.

fully scoping the project (section 4.2), negotiating a formal plan before beginning (section 4.5), and putting more resources into encouraging invitees to attend the workshops (section 4.4).

Another change suggested by one C&PH staff member was to re-examine the models of health used to categorise the criteria. As in previous integrated assessments, the criteria used in this assessment were organised according to the “four wellbeings”, but were also categorised according to Te Pae Mahutonga. However, as in previous integrated assessments, the workshop participants found the use of two models confusing, often concentrating on the Te Pae Mahutonga model to such an extent that the criterion itself was ignored. The C&PH staff member reflected that it was probably not the specific choice of model which caused confusion, but the layering of one model on top of another. These observations, in conjunction with the findings of the evaluation of the integrated assessment of the Land Use Recovery Plan¹³, suggest that the integrated assessment criteria should be organised by only a single model. The most appropriate model to use will depend on the context of the individual integrated assessment. It would be helpful to include the selection of a model of health in the scoping process of any new integrated assessment.

4.7 Will the WDC continue to use integrated assessment methodology for future consultations?

All WDC staff interviewed for this evaluation indicated they would consider performing an integrated assessment on future plans and policies, with some suggesting that it could be useful in most major planning projects.

“I would imagine most projects could fit it in if built in from outset.” – WDC staff member.

WDC staff mentioned a number of factors which would affect the suitability of a project for integrated assessment (Table 2). Although these factors are already considered by C&PH when scoping a new integrated assessment, explicit discussion of each of them with potential partner organisations may help these organisations to better understand the opportunities presented by the integrated assessment.

¹³ Green, J. and M. Walsh (2014). Integrated Assessment in Recovery. An evaluation of the Integrated Assessment of the Land Use Recovery Plan. Christchurch, Community and Public Health.

Table 2. Factors which WDC staff said would affect the suitability of a planning project for integrated assessment.

Factor	Detail
Timeframe	Project timeframe is sufficiently long to allow multiple workshops to be held during the drafting phase.
Public interest	The project must be sufficiently high-profile to motivate people to give their time to attend workshops.
Workload	The planning team must have sufficient resources to be able to perform the integrated assessment, in addition to other forms of consultation.
Opportunity for change	The project brief is broad enough that the planning team has scope to make meaningful changes to the Plan in response to the integrated assessment.
Technicality of plan	The plan must be sufficiently non-technical that it may be understood by people with a broad range of experiences.

4.8 How did the integrated assessment influence the drafting of the Plan?

On the whole, WDC staff felt that the integrated assessment had a minor but important impact on the Plan. Although the WDC staff said the impact was small, they still believed the integrated assessment was influential. That is, they believed they would have arrived at a similar position had they not performed an integrated assessment, but they also acknowledged that the integrated assessment was a useful check on their work. Furthermore, there were some changes made solely in response to the integrated assessment. Aspects of the Plan that WDC staff felt were heavily influenced by the integrated assessment are listed in Table 3.

“Sometimes we thought ‘why didn’t we think of that?’” – WDC staff member.

WDC planners appreciated the “checklist” format of the recommendations, criteria and ratings, primarily because it allowed them to address each issue one-by-one, with the additional details relevant to each criterion already gathered in the discussion notes. The format also helped WDC staff report back to the District Council, Community Boards, and the WDC executive, because they were able to provide a clear list of recommendations and show how each one had been addressed. The consistency of the format after each workshop also made it easier to gauge progress compared to the variable feedback obtained from submissions and community meetings.

“[The] table of criteria with ratings was helpful because you could scan down and see where work was needed ... Could then go to individual criteria to get an explanation from [the] workshop notes.” – WDC staff member.

Table 3. Waimakariri Residential Red Zone Recovery Plan issues that were heavily influenced by the integrated assessment.

Issue	Explanation
Impact of the earthquakes on mental wellbeing	Project team had realised this was an important piece of context, but didn't realise how important it was to specifically address it in the Plan, and didn't know how to address it appropriately.
Ongoing community consultation	It was always intended that there would be community consultation on the implementation of many aspects of the Plan, but this intention was made more explicit in response to the integrated assessment.
Water quality	Although the changes to land use required by the Plan were likely to improve water quality, the early draft plan did not specifically address water quality because the red zone does not include any waterways or extend to groundwater. The integrated assessment highlighted the impact of land use on water quality, so water quality was included in the Plan.
Natural hazards	Although the whole plan was designed to mitigate the risk from natural hazards, the early draft plan did not clearly state how the measures taken addressed the risk, or the rationale for proposed mitigation measures. These details were included in response to the integrated assessment. WDC planners felt it was unlikely they would have received any other feedback on explaining the natural hazard mitigation as it does not impact on any stakeholder's interests
Monitoring	The integrated assessment highlighted that the monitoring section of the early draft plan was weak, resulting in a complete re-write of this section. WDC planners felt it was unlikely they would have received any other feedback on monitoring as it does not impact on any stakeholder's interests.

4.9 How much weight do the Plan drafters give to the integrated assessment recommendations and criteria ratings?

WDC staff acknowledged that the integrated assessment was only one of many forms of consultation used to gather feedback on the draft plan, and consultation was only one of many ways to gather information. However WDC staff members mentioned several factors which encouraged them to give special weight to the feedback from the integrated assessment.

“Was one of many feedback rounds but ... it had weight because it had gone through the three workshops and so ... it was kind of community feedback, but it was kind of expert feedback, but it was also a kind of overarching assessment as well” – WDC staff member.

WDC staff felt the calibre and range of workshop participants added weight to the integrated assessment's findings. Participants were selected and invited based on their experience and skills in areas relevant to the Plan. This resulted in a group of participants with the skills to rapidly understand the Plan, and with a diverse range of backgrounds which enabled them to suggest creative solutions to planning problems. Furthermore, many of the participants had no vested interests in the Plan, so were able to provide unbiased feedback in the interests of the whole community. Similarly, WDC staff said that they thought the use of criteria encouraged all workshop participants to consider a broad range of issues and the impacts on the whole community. The integrated assessment workshops were contrasted with traditional consultation via submissions and community meetings, which WDC staff said primarily attracted participants arguing to protect their own interests, with many issues receiving little feedback because they did not impact people with the skills and time to submit.

“Real mix of people at workshops, business, fire, police, red zone owners, Community Board members, experts, council staff, Iwi, Ngāi Tūāhuriri, local developers” – WDC staff member.

WDC planners also appreciated that disagreements between interests were resolved by moderated discussion in the criteria setting and rating workshops. This was seen as being easier to interpret and having greater validity than receiving a variety of conflicting submissions and requiring planners to determine the best solution for all parties

4.10 Did the integrated assessment provide the Plan drafters with novel information, in addition to the information generated through other means of consultation?

WDC staff members mentioned a variety of ways that the integrated assessment provided information that would not be gathered through other means of consultation. In particular, planning staff appreciated the “peer-review” of the pre-release drafts of the Plan. Not only did the integrated assessment provide new ideas to improve the Plan, it also provided a means to correct any potentially controversial aspects of the Plan before it was made public.

“[The integrated assessment was] like a very well rounded peer review of work the team was doing primarily in isolation. Was a nice feeling knowing we were on task before going out to public” – WDC staff member.

“[There was] no major opposition in submissions, just refinement, as most people had already had some input. People who submitted mentioned that they had been to the integrated assessment workshop” – WDC staff member.

The WDC planners appreciated being able to attend the workshops and talk directly with the participants. This allowed them to get a better idea of the desired outcomes and potential ways the Plan could achieve those outcomes. Similarly, the use of multiple workshops examining different versions of the Plan was appreciated because it provided a check to see how well changes to the Plan had addressed the recommendations. This was preferred to submissions, where planners try to address a comment but often have no way to know whether their changes satisfy the submitter.

As discussed in section 4.9, the integrated assessment also generated novel information by gathering information from people who would not normally submit, especially people without vested interests in the Plan outcome. Similarly, the use of criteria prompted participants to provide feedback on issues that would not normally attract submissions.

4.11 Did the integrated assessment provide the Plan drafters with a mandate to include specific ideas in the Plan, in addition to the mandate provided by other means of consultation?

WDC staff said that they already had a broad mandate to include innovative ideas in the red zone plan, so they did not think the integrated assessment gave them any additional mandate in this project. On the other hand, WDC planners did use the integrated assessment as justification for some parts of the Plan. Furthermore, one planner related how they faced delay getting Community Board approval of the draft plan because Community Board meeting dates did not match the deadline for delivery to the Minister. However, the Community Board was willing to approve the draft plan based on the evidence they had seen in the integrated assessment workshops.

“I don’t think it allowed us to include things that we couldn’t have justified otherwise. In this plan the team and council were very willing to include ideas to get the best plan possible, regardless of integrated assessment” – WDC staff member.

“I have made changes justified on the basis of the integrated assessment and no-one has challenged it. The validity has been accepted, so I guess it does give a mandate” – WDC staff member.

5 Summary and recommendations

The decision by the WDC to carry out an integrated assessment was primarily due to one team member's previous experience of integrated assessment, and its subsequent inclusion in the Minister's direction. Other WDC staff were sceptical of the value of integrated assessment until they had attended an assessment workshop, which initially hampered their ability to contribute. These findings demonstrate that prior experience of integrated assessment was important for the decision to proceed, and affirms the "learning by doing" approach to promoting use of integrated assessment. However, the findings also suggest that, despite improvements compared to previous integrated assessments, the value of an integrated assessment, and the need to perform separate criteria setting and assessment workshops, were not initially apparent to WDC staff.

Recommendation: Consider seconding staff from other organisations to work on integrated assessments, to promote integrated assessment through "learning by doing".

Recommendation: Consider ways to better demonstrate the value of integrated assessment to planning staff, rather than just explaining the process.

Recommendation: Consider ways to better demonstrate the purpose of each workshop, rather than just how it will be run.

The lack of a formal project plan contributed to initial confusion about responsibility for consultation with local iwi and hapū, and to C&PH staff taking a more active role in the assessment than they had originally envisioned. A formal project plan would have ensured consultation with tāngata whenua occurred early in the project. Furthermore, the assigning of responsibilities to specific individuals may have earlier identified the need for experience of integrated assessment for some key tasks such as draft criteria development and invitee selection.

Recommendation: Always develop a formal project plan at the beginning of an integrated assessment project. The plan should assign tasks to individuals, and should take account of planned leave.

Recommendation: Local iwi or hapū should always be consulted early in the planning of any integrated assessment.

Recommendation: Always assign at least one person with prior experience of integrated assessment to the tasks of developing draft criteria and creating an invitee list.

Because of the urgency to begin the assessment, and because integrated assessment had been used to meet the Minister's direction on a previous recovery plan, little thought was given as to whether

it was the best methodology to use. However, it is possible that the Minister's direction may have been able to be fulfilled using a less labour intensive process.

Recommendation: Consider different assessment methodologies during the scoping of an assessment project.

A major challenge for the integrated assessment was recruiting and retaining workshop participants. This was primarily due to the time commitment required to participate, but may have been compounded by WDC's relative inexperience with integrated assessment, and the lack of a formal project plan. Participants' time commitment and the tight timeframe also made it difficult to supply supporting material to invitees in good time for them to review before each workshop.

Recommendation: Consider ways to reduce the time commitment of workshop participants.

Recommendation: When providing supporting material to workshop invitees, consider supplying only the best value-for-time material.

The rapid resolution of a misunderstanding at the first workshop highlighted the value of having senior personnel with experience in inter-organisation relationships overseeing the assessment and being present at the workshops.

Recommendation: Always include at least one senior representative from each organisation in the integrated assessment team.

C&PH staff suggested that the challenges encountered in this integrated assessment could be mitigated in future projects by creating an integrated assessment run sheet to ensure best practice is followed, and creating an integrated assessment rapid deployment kit to reduce time pressure at the beginning of a project.

Recommendation: Consider creating an integrated assessment run sheet

Recommendation: Consider creating an integrated assessment rapid deployment kit.

A variety of other changes were suggested by WDC and C&PH staff interviewed for this evaluation. In common with previous evaluations of integrated assessments, there were suggestions to improve feedback to workshop participants, and to re-examine the models of health used to classify the workshop criteria.

Recommendation: Consider how to deliver feedback to workshop participants, including how their input influenced the Plan, in a brief and easily accessible format.

Recommendation: Consider using only a single model of health to classify the workshop criteria.

Overall, the integrated assessment was seen as a success by all interviewees. Although WDC staff felt the integrated assessment did not substantially alter the Plan, some changes were made solely in response to the integrated assessment, and WDC staff believed it was a useful check on their work. Furthermore, WDC staff appreciated having feedback in a simple checklist format that allowed them to easily demonstrate how they had addressed each item, especially when reporting back to WDC councillors and executive. WDC staff all said that they would consider using integrated assessment for future projects.

WDC felt that they had confidence acting on the integrated assessment output. In particular, they appreciated the calibre and range of participants, the lack of vested interests of participants, the use of criteria to encourage a broad perspective, the ability to reconcile conflicting ideas in person at the workshops, the “peer-review” of a pre-public draft, and the ability to check their responses at subsequent workshops.

Conclusions

This evaluation reinforces previous evaluation findings that integrated assessment is a useful tool in the design of local government plans and policies. In particular, integrated assessment helps to increase the scope of consultation and ensure determinants of health are considered. Compared to previous integrated assessments involving C&PH, improvements have been made in gaining early engagement from local government planning staff. Nevertheless, this factor was still identified as one of the major challenges for this integrated assessment, alongside the time commitment required of workshop participants.