



Creating Futures Deliberation Workshop March 2008

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Information

Information about the 'Choosing Regional Futures' project (Foundation of Research, Science & Technology Project ENVW0601) is available on the Internet, including an electronic copy of this report (in July '08): <http://www.choosingfutures.co.nz/index.asp?pageID=2145837126>.

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1. Introduction

To ensure sustainable development of the Waikato Region requires a realisation of the impacts of market and non- market influences across social, economic, environment and cultural outcomes. The Long Term Community Council Plans (LTCCP's) are a means through which the community can identify what they value (the well beings) and how they can measure (indicator) the performance of that value as various influences impact on them. The Choosing Regional Futures programme recognises the complexity of exploring various pathways towards the region's future and is researching ways of ensuring this exploration is informed, available and easily accessible to the community and allows for collective learning. Deliberation assists us to face up to the dilemmas of action and to weigh up the insights from different knowledge sources. We are using tools and processes to enable deliberation around the impacts of decisions, which will impact on the range of sustainability outcomes. These tools and processes involve the identification and use of indicators of performance of the values that are important to the community and the programme is developing a spatial decision support system that will inform these indicators.

2. Workshop

The workshop that was held on the 11th of March 2008 had as its purpose:

To introduce people working in policy to the tools and processes that would enable them to:

- Build a "deliberation forum" for evaluating policy
- Be exposed to new insights and the need for further detailed information on the indicators as the deliberation exercise deepens
- Simplify complex behaviours
- Undertake an integrated sustainability analysis

The researchers were looking for feedback into how the tools and processes worked and of what value this approach may be to policy.

Steps of an integrated Sustainability analysis

Step 1. Identify our common problem

Step 2. Organise the problem in terms of:

- the issues, the decisions, policies, and strategies for addressing the issue;
- the stakeholders who are impacted by the issue or by the impact of the means of addressing it (i.e. who wins, who loses, who is impacted, who cares?) and
- identify those values that the stakeholders hold and the associated indicators that the policy impact will be evaluated against.

Step 3. Identify and use tools (e.g., maps, models of processes and systems) that will assist in:

- populating the indicators
- representing the status quo,
- evaluating the impact of policy etc. and
- the identification of **target** performance criteria for those values chosen by the stakeholders.

Step 4. **Build and conduct a “Deliberation Forum”** through the use of information and stakeholders from steps 1-3 and capturing their discussions and positions and how these evolve through the collective learning that occurs. The “deliberation forum” is an iterative process that offers opportunities to go deeper and gain more detailed information and allows the choice of different indicators. It can be expected as collective learning continues that new policies for addressing the issue will be identified and new issues, stakeholders and values declared. It is anticipated over time that there will be more than one forum.

Step 5. Actions pertaining to: preparation, discussions/validation and communication of results and recommendations.

Step 6. Return to step 1.

3. Workshop Process

In the interest of time the researchers undertook steps 1-3 prior to the workshop i.e. they chose the problem, the stakeholders, the strategies and the values.

4. The Common Problem

The four plausible futures scenarios that were developed for the Waikato Region (www.choosingfutures.co.nz/index.asp?pageID=2145837126) were used to identify the “common problem”. Water quality was identified as a key resource for the region in all of the scenarios and the status quo reflected a trend in its deterioration. Deteriorating water quality of the Waikato river was therefore chosen as the common problem.

5. The Strategies

For the purposes of demonstrating the process and exploring issues and indicator selection together we considered two pre chosen strategies:

Strategy 1: Cap nutrient levels leaving farms at the year 2000 level

Strategy 2: Replace the dams on the river in order to increase river flow.

6. The Stakeholders

We chose categories of stakeholder that would be impacted both by the condition of the water quality and or the impact of the strategies. The following categories were used:

Stakeholder category 1: Farmers

Stakeholder category 2: Utility companies (e.g. energy, water)

Stakeholder category 3: Recreational River Users

7. The Values

Table 1 outlines the values accumulated from international literature and regional and district LTCCP's. The values highlighted in yellow were those that were pre-chosen for comment by the stakeholder categories in relation to how the value performance might change on implementation of the strategies.

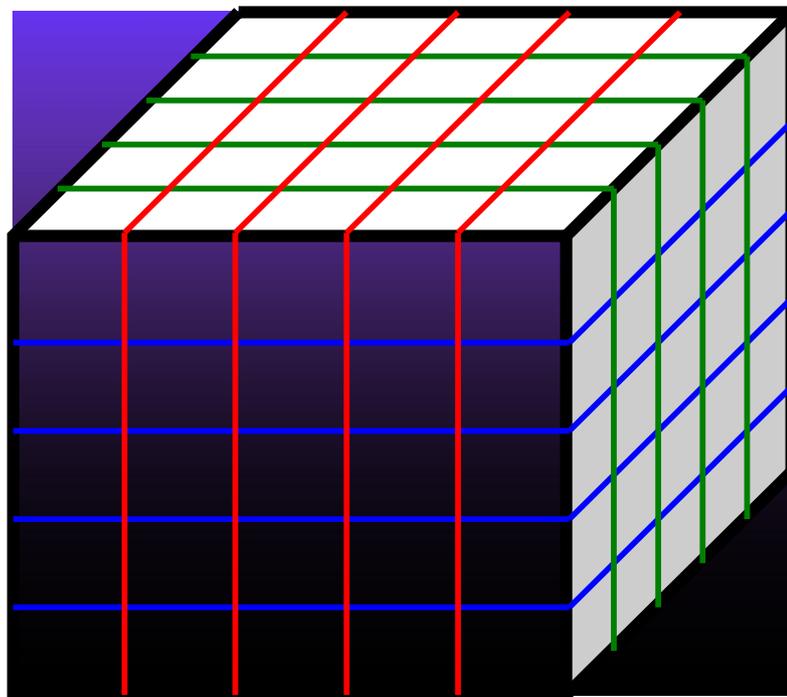
Table 1 Community sustainability outcomes and values

Community Sustainability Outcomes	Environment	Economy	Quality of Life	Culture and Identity	Participation and Equity
Values	Air	Productivity	Safety and security	Identity	Equity
	Land and soil	Prosperity	Health	Culture	Civic participation
	Water	Employment	Paid work		Treaty of Waitangi
	Landscape	Infrastructure	Recreation & leisure		Political/social trust
	Biodiversity	Tourism	Knowledge and skills		Human rights
	Biosecurity		Social connectedness		International treaties
	Kaitiakitanga /stewardship		Housing		

8. Results

Each individual was allocated to one of the stakeholder categories. There were about six in each group. Each group was allocated two tasks: Task 1: Each stakeholder group had to identify what impact the two strategies would have on the performance criteria (value) and allocate a colour judgement: red =bad or worse; yellow =moderate or no big deal; green =good or better; blue =does not matter. The stakeholders had to note the reason for making the colour judgement. The results for Task 1 are noted in tables 2-4. The colour of the typing reflects the colour judgement of the reason i.e. red =bad or worse; yellow =moderate or no big deal; green =good or better; blue =does not matter

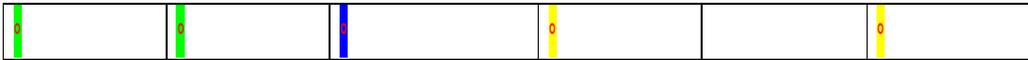
This information is organised in the form of a three dimensional matrix, the Deliberation Matrix. An on line version can be viewed at <http://kerdst.C3ed.uvsq.fr>



Stakeholder Group: Recreational River Users Task 1

Table 2

Land & Soil	Water	Productivity	Prosperity	Health	Recreation and Leisure
<p>Won't affect aesthetics – grass will still be green</p> <p>Won't affect urban users – paved walkways.</p> 	<p>Water quality and visibility /clarity will improve.</p> <p>Perception of safety ↑ Less health risk from accidental immersion.</p> <p>Improve fishing.</p> <p>Improve ecological balance – fewer unwanted species</p> 	<p>Increased river tourism opportunities. Reduced costs e.g. showering off contaminants.</p> <p>Increased vibrancy → increased business opportunities related to water activity, dining, etc.</p> 	<p>No impact</p> 	<p>All good: - safer for user → - ↓ weed → ↓ brooms →</p> <p>Elevates spiritual well being →</p> <p>Increased exercise opportunities for all.</p> 	<p>All good</p> <p>Potential for overuse.</p> <p>Conflict between different useage.</p> 
<p>Reveal submerged land features Rapids would improve →</p> <p>Potential threat to riverside recreation facilities</p>	<p>Natural sediment flow returned</p>	<p>No impact</p> <p>Inability to host National/International events (change)in next task)</p>	<p>Impact on disposable income from higher energy costs</p>	<p>? Loss of water purifying effect of sunlight on bacteria in lakes.</p> <p>Reduced amplification effect on Algae</p> 	<p>Ability to travel entire length of river.</p> <p>Inability to host National / international events.</p>



Stakeholder Group: Utility companies – Power – Sewage & water. Task 1

Table 3

Value/Strategy	Land & Soil	Water	Productivity	Prosperity	Health	Recreation and Leisure
NCAP	Improved GW - Land value - Land use change	Improved WQ Water Quantity Neutral for power production	Econ. Prod. Down for utility discharge	Less treatment required Increased cost for treatment waste water	Less disease	Increased use
Dams	Erosion – destabilisation Location of wind farms Flood risk Low flow Location of other base load	WQ decline → sediment Increased nutrient loads	Production decline	Increased cost for treatment and storage	Greater health risk. Risk of drowning up	No rowing Kayaking capital Rafting adventure Tourism No flow control

Stakeholder Group: Farmers Task 1

Table 4

Value/Strategy	Land & Soil	Water	Productivity	Prosperity	Health	Recreation and Leisure
NCAP	<ul style="list-style-type: none"> * Need nitrogen use for economic benefit * Maintain's long term use of land/soil * N level won't affect soil quality * stops land conversion * less stock maintain soil Q 	<ul style="list-style-type: none"> * Improves WQ * Grass uses by fertiliser – doesn't get into water (or if it did – flushed out to sea) * improved image marketing in foreign markets. 	<ul style="list-style-type: none"> * Limits productivity. Not good! * Increased costs alternative nitrification. * Farming costs increase each year – can't increase production to counter. * loss of flexibility to respond to price signals. 	<ul style="list-style-type: none"> * Limits amount of money I can earn. * Might force other innovative money earners (few) * Value of farmland decreased. * Decrease in employment & GDP. * Less money in community. * Reduced service in adjacent towns. 	<ul style="list-style-type: none"> * Improved WQ (E.g. Nitrate poison) * Algae blooms reduced. * Cause mental health issues. - stress - suicide. * Decrease in bacteria. 	<ul style="list-style-type: none"> * Lots of time to fish with no cows to milk. * less recreation - can't afford it. * clean river water for swimming 
Dams	<ul style="list-style-type: none"> * Increased run off. * increased erosion + P * more land (but toxic sediments) 	<ul style="list-style-type: none"> * Increased flow, carrying nutrients away. * Increased faecal indicator bacteria. 	<ul style="list-style-type: none"> * Reduced cost for regulations (flushing away) * Less reliable power supply. 	<ul style="list-style-type: none"> * Opportunity for wind farms. * Same or more money. 	<ul style="list-style-type: none"> No significant changes expected 	<ul style="list-style-type: none"> Less water skiing. More white water rafting. 

The idea is to start with information and tasks that are very accessible to the stakeholder and then progressively offer opportunities for the stakeholder interactions to become “deeper”, for the types of knowledge and interpretation challenges to become more complex and to allow for collective insights and outcomes to emerge. Task 2 therefore took the stakeholders deeper into the process. The stakeholders had to identify, 5 indicators for each value from a list (table 5) that was provided to them, they were also allowed to select from the ‘indicators’ or reasons that had given for their decisions in Task 1.

Table 5: The Indicators

Community Outcome: Sustainable Environment

Land and soil

Regional ⁶	Land use	(currently under development by EW)
	Protection of natural heritage and landscapes	(currently under development by EW)
	Rural subdivision	Hectares of land in land use classes i-IV
	Stocking densities	Stock units per hectare
	Landscape ⁵	Landscape aesthetics

Water

Regional ⁵	River water quality for ecological health	Dissolved oxygen ⁵
		pH ⁵
		Biochemical Oxygen Demand ¹⁶ (BOD)
		Turbidity ⁵ , suspended solids (SS) ²⁰ and clarity ¹⁶
		Ammonia ⁵
		Temperature ⁵
		Nitrogen ⁵
		Phosphorus ⁵
		Periphyton abundance ¹⁹
		Ecological indicators (e.g., Macroinvertebrate Community Index (MCI), observed/expected fauna) ¹⁶
	River water quality for recreation	Water clarity at baseflow ¹²
		Escherichia coli (E. coli) sample (faecal bacteria)
		Periphyton abundance ¹⁹
	Lakes water quality for ecological health	Lake trophic state ⁵ (amount of production/plant biomass): Trophic Lake Index (TLI), LakeSPI, Chlorophyll a, Lake bottom water deoxygenation ¹⁶
	Lakes water quality for contact recreation	Faecal bacteria (E. coli)
		Water clarity ⁵ /Secchi disk ¹⁶
Surface water quantity availability during periods of high demand and use ^{5,16}	Indicator under development by EW ⁵	
	Proportion of baseflow that is allocated for abstraction. ¹⁶	
Ground water quantity, availability and use ^{5,16,17}	Percentage of available groundwater allocated for use	

Community Outcome: Sustainable Economy

Productivity

Regional	Productivity (whole economy)	Labour productivity ¹ – GDP per hour worked
		Multi factor productivity ²
	Agriculture sector productivity	Labour productivity ³
		Total factor productivity ⁴
		Dairy sector total factor productivity ⁵
	Environmental efficiency	Nitrogen discharge per Kg milk solid production ⁶
	Economic Efficiency	Technical Efficiency * Allocative Efficiency ⁷

Prosperity

	Wealth	Real Wealth per person ²
	Income inequality	Gini coefficient or Atkins inequality measure ⁴
		Disposable household income, ratio of 80 th percentile to 20 th percentile ⁵
		Proportion of total dependent children living in families with incomes below 60% of the median ⁵
	Individual income level ¹⁰	Average individual income (all persons)
	Household income level ¹⁰	Median individual income (all persons)
		Average household income
Median household income		

Community Outcome: Quality of life

Health

Regional ⁴	Life expectancy at birth	Total number of years a person could expect to live, based on the mortality rates of the population at each age in a given year or period.
	Social deprivation index	Percent of the population in a given area who live in each deprivation index decile
	Avoidable mortality and hospitalisation rates	Percent of the population in a given area whose deaths are potentially preventable through population based interventions or responsive to preventable and curative interventions at an individual level
		Percent of population in a given area whose hospitalisations result from diseases and conditions sensitive to interventions delivered through primary healthcare (and are, therefore, potentially avoidable)
	Overall quality of life	Residents' perception of overall quality of life in a given area or region
	Barriers to accessing General Practitioners (GPs)	Percent of people in a given area who felt unable to go to a doctor in the previous 12 months, although they wanted to

Recreation and leisure

Regional ³	Participation in sport and active leisure	The proportion of young people aged 5-17 years and adults aged 18 and over engaging in at least 2.5 hours of sport and/or leisure-time physical activity in the preceding 7 days
	Opportunities for participation in leisure and recreational activities ^{4,5}	Satisfaction with leisure and recreational opportunities

Tables 6-8 contain the information generated by the stakeholder categories. The colour of the typing reflects the colour judgement of the reason i.e. red =bad or worse; yellow =moderate or no big deal; green =good or better; blue =does not matter

Stakeholder Group: Recreational River Users Task 2

Table 6

Land & Soil	Water	Productivity	Prosperity	Health	Recreation and Leisure
Landscape Land use change Rural Subdivision	WQ – ecological health - recreation - contact recreation - visibility /clarity Fish stocks Eel Stocks	River Use/Patronage Tourism ventures based on river Number of National / International events. Fish / Eel Stocks	Price of Milk	Quality of Life (Perceptions) Hospitalisations	Number of river users ← Participation in sport ← Opportunities for participation leisure & recreational. Socio-economics of River Users.
Flooding of land. (riverside recreation land) Landscape aesthetics. Protection of natural heritage and landscapes. Bed degradation.		Number of evtns. Fish/Eel Stocks	Household income level. Wealth	Quality of Live (Perceptions) Number of drownings Hospitalisations	Number of River Users ← Participation in Sport Opportunities for participation leisure & recreational Number of drownings ← Socio-economics of river users.

Stakeholder Group: Utility Companies. Task 2

Table 7

Value/Strategy	Land & Soil	Water	Productivity	Prosperity	Health	Recreation and Leisure
NCAP	<ul style="list-style-type: none"> Amount of nutrients that you can put on land Stock rates Land use change Ground water quality - land values - Number of trees - Population density - Sig. Nat. Features - Heritage sites - Erosion rates - waahi Tapu - Landscape colour - Landscape assessment - Infrastructure/ Accessibility - Transmission - ADSL 	<ul style="list-style-type: none"> - ECOL Health Nutrients - Faecal bacteria - etc (see box on table) - Surface H²O quality - Water flow fluctuations - Ground water quantity - Water usage trends 	<ul style="list-style-type: none"> - Return on investment (in utility sector) - Labour market – skill level - Unit output - Operational costs - technical efficiency - economic efficiency - Market liquidity - Revenue index - Usage trends 	<ul style="list-style-type: none"> - ROI - Accumulated profits - Share prices - Number of people who can't / don't pay utility bills. - Real prices of utility Services. - Household Inc - Proportion on prepay. - Number of complaints. - Ongoing Investment - Per capita availability. - Higher quality river water. 	<ul style="list-style-type: none"> - Hospitalisation rates. - Mortality - Deaths by - Disease rates - Consumption of berages (incl. bottled H²O) 	<ul style="list-style-type: none"> Days unswimmable - Number of dead fish - Number of fishing permits - Number of recreational releases Lakeside property ownership Personal recreation days Travel costs to recreation sites. Events on river – spectators attending. New recreation business.

Dams						
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Stakeholder Group: Farmers Task 2						
Table 8						
Value/Strategy	Land & Soil	Water	Productivity	Prosperity	Health	Recreation and Leisure
NCAP	Stocking Density ↓ Rural Subdivision ↑ more options. Soil quality ⇔ Soil erosion ⇔ Kg DM ↓	Ground H ² O quantity and availability ⇔ Nutrient levels on H ² O (Does the cap work in ground & surface H ² O) ↓ River H ² O qual for recreation. No more blooms. ↑ (Does the cap work) Less hypox in streams. Lakes H ² O quality (bloom) less H/pox in lakes. Not expecting a dramatic	Agric. Sector productivity ↓ On farm productivity ↓ Whole economy productivity. ↓ Environmental efficiency per unit product produced e.g. kg N / kg MS Less N inputs for same amount of MS ↑	Wealth ↓ Individual income level ↓ Regional GDP ↓ Rural vibrancy. ↓ ?? - pop - number of services. Disposable income ↓	Social deprivation ↓ Overall quality of life ↓ Barriers to accessing GP's ↑ Life expectancy at birth ↓ Avoidable mortality ↑ Stress etc.	Engagement with community ↓ Health and rural clubs ↓ Farmer markets ↓

		change in SQ, but we want proof of what happens. °				
Dams	<p>Flood occurrence – important measure ↑</p> <p>Reclaimed land ↑</p> <p>Rural subdivision ⇔</p> <p>Stocking density ⇔</p> <p>Soil erosion ↑</p>	<p>H²O quantity more of an issue with dams (can't control stocks of H²O)</p> <p>Surface water quantity ↓</p> <p>Ground water quantity ↓</p> <p>Surface water quality (blooms disappear) ↑</p>	<p>Flooding of low lying agric. Land (better than above) ↑</p> <p>Relocatability of energy ↓</p> <p>Agric. Sector prod. ⇔</p> <p>On farm productivity ⇔</p> <p>Whole economy productivity. ⇔</p>	<p>Cost of energy ↑</p> <p>Wealth ⇔</p> <p>Individual income ⇔</p> <p>Regional GDP ⇔</p> <p>Disposable income (energy costs) ↓</p>	<p>Social deprivation ⇔</p> <p>Overall Q?? ⇔</p> <p>Barriers to accessing GPs ⇔</p> <p>Life expectancy at birth ⇔</p> <p>Avoidable mortality. ↑ (flooding hazards)</p>	<p>Fishing more available. ↑</p>

9. Key Observations

9.1 Task1

Interconnectedness of the values

“Started on first value object and started working progressively through value objects. After a while when working on a particular value object some interconnections with other value objects became apparent and multiple value objects were worked on at once”.

Lack of knowledge and or understanding to proceed

“Several times participants stated or noted that they did not have enough knowledge or understanding of some issues to make a well reasoned judgment”.

Difficulty in staying in role

“A few times participants noted a certain amount of difficulty staying “in role””

Changing in individual views as other individual's positions were revealed

“After discussion individuals took on board the comments and reasoning of the other participants and individual positions often changed”.

Consensus arrived at after discussion

“Individuals took turns to state their intuitive perceptions/beliefs about the consequences of the strategy for each value object. Discussion usually followed and a consensus was reached”.

9.2 Task 2

Generation of new ideas

“New ideas came to the fore which had not been thought about in the first deliberation. Sometimes this was because of the indicator set, but sometimes it was because a second iteration of the process led participants to explore the issues at a deeper level seeing greater interconnectivity between various value objects”.

Growing interconnectedness of values

“led participants to explore the issues at a deeper level seeing greater interconnectivity between various value objects”.

Difficulty in reaching consensus

“More difficult to come to consensus judgments the second time”

Judgements changed from one task to another

Several overall judgments were changed in the second deliberation from the set of judgments made in the first deliberation.

Confusion

"Confusion over the purpose of indicators and their scale – eg local, regional etc. and 'what is an indicator' and 'what is a measure'".

Need to allocate weightings

Overall sense of 'balance' or weighting and how that is achieved did not come through.

9.3 What Worked?

9.3.1 Mixed stakeholder categories

- Adopting a stakeholder perspective was useful to draw out more extreme views
- Interaction and the small group approach encouraged sharing of relevant knowledge and expertise and cross fertilised conversation/discussion. The stakeholder roles and the given scenarios. Broad brainstorm approach as a first step (e.g. in determining appropriate indicators) and then prioritising these as a second step. Feedback discussion as a whole group at the end.
- Structured stepping through process, increasing level of detail, addressing scenarios from different points of view, debate around outcomes.
- Consideration of other viewpoints was useful, different perspectives were brought into play by group discussion.
- Breaking into groups, being given a stakeholder group to represent rather than having to think from everyone's perspective.
- The gathering of all ideas from a variety of skills and expertise.
- Bringing together of different perspectives, debate on issues/strategies and consequences.
-

9.4 Raised awareness and understanding and generated good discussion

- Good way to have discussion about positives, negatives of options to explore issues.

- Second task more detailed consideration of initial thoughts identified in task 1. Allowed greater awareness and re examination of those thoughts.
- Stimulated discussion and depth of discussion. This was evidenced in decisions around the 'dot' allocation being relitigated and changed several times; Coming from a value direction helped to clarify perspectives quicker.
- Helps to frame an issue
- Would be interesting to compare the difference between what a real farmer or recreationalist would say compared to beaurocratics acting the role.

9.5 What did not work?

- Conducting the valuation by 'value' was awkward. It might be better to brainstorm and then sort the evaluation points under the 'value' headings.
- Subjective in nature with the success dependant on the make up of the group.
- Need to acknowledge that the process is iterative and not solutions focused.
- Overall sense of 'balance' or weighting and how that is achieved did not come through.
- Found indicator task more difficult and confusing, needed to brainstorm with post-it notes in groups and then rank.
- At times issues not being acknowledged e.g. that's not a good indicator rather than listing.
- Could have had more context and boundaries around strategies; more time would have been helpful to work through the process especially the second part.
- Not a good way of recording the depth of feeling of respondents or numbers of people that would be affected by the options. Would be interesting to compare the difference between what a real farmer or recreationalist would say compared to beaurocratics acting the role.
- Difficulty to fully ascertain/consider effects of the dams strategy
- Trying to determine appropriate indicators this put the exercise into the technical realm. For recreational users for example the indicator measures did not seem

appropriate e.g. too technical. While it helped to understand differing perspectives it did not assist actual decision making and choice between the two options.

- The indicator list did not have enough explanation, no relevance and the difference between indicator and parameter were unclear.

9.6 Insights

- This matrix approach promotes understanding of other stakeholder's positions (how they would be affected) and, I expect will lead to constructing a solution that addresses all concerns
- Good alternative thinking
- Other groups do not always decide as you would expect
- The weighting of issues for acceptability/ unacceptability etc. stimulated debate.
- Experience in process makes it easier to undertake a set value; understanding the breadth and depth of consequences is complex and difficult.
- Indicators are sterile and can only tell part of the story. It is easy to be blinkered when assuming a role, can understand how different people can see issues so differently.
- Drill down exercise a powerful tool.
- Dominance of economic considerations
- Value in the deliberation process rather than the result
- Learning process
- Link to quantitative SDSS important to inform deliberation

9.7 How might it assist my work?

- It provides a structured approach for gathering views in consultation and plan of analysing.
- A useful process for determining indicators. Intend to apply to a piece of work where developing indicators for improving well being/whanu ora. Useful as a policy analyst's tool, systematic. Useful in decision making and how different factors can impact on a policy and occur as a result.
- Provides an alternative process of development of assessment tools for scenario development.
- Continued reflection on and ideas for how to bring economic/social/labour/environmental/cultural issues and actions together.
- Getting stakeholders to give their point of view in a structured way and in a way that doesn't ask them for solutions up front (helps understand why rather than just what).
- A good method for being able to assess what could be developed for district plan section 32 analysis (RMA) e.g. identifying options.
- How do you take the results and 'frame up' for use in our organisation? Clear instructions and steps for each step and a facilitator for each group.
- Can see how the model will make evaluating policy options more comprehensive and efficient.
- Way in which to hold and facilitate workshops; Greater indicative awareness of positive and negative and so impacts to different sectors of the community

All of the participants were keen to stay engaged in the process

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