UNIVERSITY OF AUCKLAND
Waipapa Taumata Rau
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KOI TŪ:
THE CENTRE FOR
INFORMED FUTURES

Citizens' assembly on the next source of water for Tāmaki Makaurau Auckland

A case study of deliberative democracy in Aotearoa

Dr Tatjana Buklijas, Dr Anne Bardsley, Kristiann Allen, Campbell Guy, Dr Jenny Wigley and Lee Ryan

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**KOI TŪ:
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INFORMED FUTURES**

Koi Tū: The Centre for Informed Futures is a research centre and an independent, non-partisan think tank at Waipapa Taumata Rau, University of Auckland with associate members across New Zealand and the world.

We address critical long-term national and global challenges arising from rapid and far-reaching social, economic, technological, and environmental change.

Our name, Koi Tū, was gifted by Ngāti Whātua Ōrākei. It means 'the sharp end of the spear'. Like our namesake, Koi Tū aims to get to the heart of long-term issues challenging our future.

Complex Conversations is Koi Tū's deliberative democracy research programme. It is designed to assist informed public decision-making on complex issues in Aotearoa New Zealand, and to help citizens find solutions they can agree on. Our research aims to make public engagement more inclusive, informed and constructive.

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EXECUTIVE SUMMARY

Citizens' assemblies, citizens' juries and mini-publics are designed to create fair and representative conditions for everyday people to come together and propose solutions to complex political and policy problems. As a result, they are increasingly being commissioned by local and national governments globally.

These processes promise to overcome the short-term nature of policy goal-setting within electoral cycles, which is crucial given the uncertain ability of modern democratic systems to respond to long-term challenges such as climate change.

They are examples of deliberative democracy, which can take various forms, but share some key elements, such as: 1) sortition, or selecting citizens through a two-stage process that ensures the participants are truly representative; 2) an empowered remit – meaning the convening organisation commits in advance to seriously considering or even fully implementing citizens' recommendations; and 3) support for deliberating citizens in the form of time, access to expert knowledge, funding, childcare and anything else they might need to provide equitable participation.

Considered deliberation is the keystone of decision-making in te ao Māori. However, while deliberative democracy processes are popular internationally, they have been rarely used in Aotearoa New Zealand. One aim of this research project was to explore how to make deliberative democracy consistent with Te Tiriti o Waitangi and the rights of mana whenua while also recognising the increasingly multicultural nature of Tāmaki Makaurau Auckland. The other aim was to answer the question "What should be the next source of water for Auckland, post-2040?"

This project was designed and executed in a collaboration between Koi Tū: The Centre for Informed Futures and Watercare. Assembly members were recruited through a two-stage sortition process in which 8000 electronic invitations were sent through the Watercare database and 4000 postal invitations sent using the NZ Post database. Out of the 320 responses, 40 Aucklanders were selected as a sample that reflected the city's adult population in the 2018 Census, with regard to age, gender, education, ethnicity and home ownership. Over four days between 6 August and 24 September 2022, and three short online meetings, these residents came together, learnt from experts across various disciplines and institutions, deliberated and made recommendations.

Tikanga and mātauranga were part of learning and deliberations. A key moment was a conversation on Day 3 between the assembly, Watercare's Tumuaki Rautaki ā-Iwi me ngā Hononga – Chief, Māori Strategy and Relationships and the chair of Auckland Council's Mana Whenua Kaitiaki Forum, after which the assembly felt secure in suggesting recycled (direct) water as the next source of water for Auckland.

The final set of assembly recommendations about the future source(s) of water for Auckland was delivered to the Watercare leadership on the last day. At the time this report was completed, February 2023, Watercare was examining regulatory requirements and technical feasibility for the use of direct recycled water in Auckland.

This experience indicates that deliberative democracy has great potential for advancing public participation and good decision-making in Aotearoa New Zealand. However, it requires significant expertise in its design and facilitation. This report should be regarded as an example rather than a recipe. The lessons learnt could be of use to others trialling deliberative democracy processes in Aotearoa New Zealand. We see the outcome of this assembly as encouraging for the progress of deliberative democracy. We hope to encourage and support more of these processes in the near future.

ACKNOWLEDGEMENTS

The citizens' assembly would not have happened without Aucklanders who accepted invitations that landed in their virtual and physical mailboxes. We remain grateful for the curiosity, generosity, energy and goodwill they brought to the process. The assembly described in this document was co-developed by teams from Koi Tū: The Centre for Informed Futures, Waipapa Taumata Rau/The University of Auckland, and Watercare. It was facilitated by Lee Ryan with the assistance of Louisa Wood. We benefited from the expert skills of the Auckland Council Geospatial Team and especially Nick Webber during the civic lottery phase. An enthusiastic team of students was indispensable in delivery of the process. The team at Fale Pasifika, one of the most beautiful spaces at the University of Auckland, solved many practical problems during the assembly.

Watercare's willingness to trial a new form of public involvement in decision-making and their commitment to the implementing the recommendations was crucial for the success of the process. Early on Raquel Goldsmith (previously of Watercare) recognised the potential benefits of deliberative democracy for Watercare. Without her, the Koi Tū-Watercare collaboration would not have happened. We are indebted to her foresight.

We acknowledge the support and endorsement of the process by the Watercare executive team and board. This empowered the assembly to produce shared recommendations on behalf of Aucklanders. We had to draw on many technical experts within Watercare to ensure we built the citizens' knowledge on the water industry so they could navigate this process.

We thank the independent experts who shared their knowledge during the citizens' assembly: Tame te Rangi (Mana Whenua Kaitiaki Forum), Peter Dennis (Hunter Water), Tim Manukau (University of Waikato/Waikato River Authority), Dan Hikuroa (UoA), Colin Whittaker (UoA), Abel Immaraj (Aurecon, Brisbane), Iain Rabbitts (Lutra), Robert Keesson (Aurecon, Sydney), Chris Povey (Stantec, Melbourne), Jon Reed (Beca), Darren Romain (Aurecon, Sydney), Andrew Chin (Auckland Council), Toby Shepherd (Auckland Council), Greer Lees (Auckland Council) and Lara Taylor (Manaaki Whenua).

During the design of the assembly, we received invaluable advice from the newDemocracy Foundation, Sydney – namely, Iain Walker, Lyn Carson and Kyle Redman. Similarly, experienced deliberative facilitators across the Tasman, Chad Foulkes (Liminal by Design) and Nicole Hunter (Mosaic Lab), guided us with the practical aspects of facilitation. Nicolas Pirsoul was a much-valued team member before his departure to help build deliberative democracy in Victoria, Australia.

We are grateful to all our colleagues with expertise in deliberative, participatory, indigenous governance and related fields, whose input and advice at different stages of the project helped shape it: Jacquie Bay, Te Ahukaramu Charles Royal, Karen Fisher, Matheson Russell, Simon Wright, John Pennington, Matire Harwood, the late Manuka Henare, Wendy Russell, Simon Niemeyer, Dominic O'Sullivan, Max Rashbrooke, Eddie Tuiavii, Jennifer Lees-Marshment and many others. Discussions with the Future for Local Government Review Panel and secretariat were extremely useful for understanding the possible uptake and standing of deliberative democracy in local government in New Zealand.

The assembly benefited from the dedicated work of a group of postgraduate students from across the University of Auckland. Jillian Hildreth designed the materials, set up and managed the website and solved many technical problems. Finlay Harvey, the assembly's research assistant, was the main contact for the assembly members. Imogene Woodmass, Julia Vajda De Albuquerque, Ruth Crawshaw-Mclean, Sara Mustafa and Ramlah Amir helped organise, facilitate and support the assembly. Koi Tū summer student Saffron Calman-O'Donnell analysed the survey data for this report.

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GLOSSARY OF MĀORI TERMS

awa	river
kaiarahi	guide, leader
kaitiaki	custodian, guardian
kōrero	talk, to speak, story
iwi	tribe
mahi	work
manaakitanga	respect, generosity and care for others
mana whenua	territorial rights, authority over land
mātauranga	knowledge, wisdom
rangatiratanga	chieftainship, authority
rohe	region
Tāmaki Makaurau	Auckland
te ao Māori	the Māori world
Te Tiriti o Waitangi	The Treaty of Waitangi
tikanga	correct procedure, custom
whanaungatanga	relationship, kinship, sense of family connection
wai	water
waiata	song

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INTRODUCTION: DELIBERATIVE DEMOCRACY IN AOTEAROA NEW ZEALAND

Around the world, deliberative processes such as citizens' assemblies, citizens' juries and mini-publics are increasingly being commissioned by local and national governments.[1] Their purpose is to create fair and representative conditions for everyday people to come together and propose solutions to complex political and policy problems: those that require trade-offs, have a long-term nature that extends beyond electoral cycles, and may be seen by politicians as too hard to tackle.

Deliberative processes have been shown to successfully bridge the gap between public opinion and public judgment – the gap being the difference in someone's views when they haven't had much time to consider the issue, compared with when they are fully informed and have had time. These assemblies have been trialled in jurisdictions around the world, and in some, such as Victoria (Australia), are starting to replace 'traditional' consultations. But Aotearoa New Zealand has not ventured beyond a few attempts and small-scale trials.[2]

In 2019, the team at Koi Tū: The Centre of Informed Futures were awarded an MBIE Endeavour Smart Ideas Grant to develop and test 'an Aotearoa New Zealand adapted deliberative democratic model'. Our interest in the field of deliberative democracy originated from our research in the area of science studies as well as past work with the Office of the Prime Minister's Chief Science Advisor that involved providing evidence-informed answers to complex and often contentious policy issues. Such issues often provoked heated public discussion, yet there was no forum in which to have such discourse in a respectful and informed way. As we studied public involvement in decision-making through existing participatory processes – from public consultations, town halls and stakeholder engagement sessions to boards of inquiry and royal commissions – we noted an apparent inequity and lack of transparency regarding the weight of public input in final decisions. Empowered democratic engagement seemed especially important in a time when online disinformation and polarisation, increasing inequality and climate change appeared to threaten democracy as we know it.

Research guided us towards deliberative democracy. In theory, deliberative democracy is about a return to the origins of democracy: providing space for a reasoned, informed debate among everyday citizens on matters of public concern. But as the theory has been put into practice, new elements have been added that made this process work. These include:

- Selection of participants through a two-stage civic lottery process to ensure the group is truly representative of the population from which it is selected (see more under 'Sortition').
- Empowered remit: a commitment by the convening organisation to seriously consider and, where possible, fully implement the citizens' recommendations.
- Support of deliberation in the form of time, access to experts, facilitators, childcare, transport, and whatever else the deliberating group requires.

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1 OECD (2020), *Innovative Citizen Participation and New Democratic Institutions: Catching the Deliberative Wave*, OECD Publishing, Paris, https://doi.org/10.1787/339306da-en.

2 E.g., the Wellington Council citizen's jury convened to decide on the sale of city-owned shares in the local electricity company. Its recommendations were not implemented. See Cheyne C and Comrie M. 2002. Involving citizens in local government. In J Drage (ed.) *Empowering communities*. Wellington: Victoria University Press. There were also deliberative processes organised by the Toi te Taiao: the Bioethics Council and a citizens' jury organised at the University of Otago in 2018.

Despite the substantial body of knowledge in theoretical and empirical deliberative democracy that has been built up internationally, we could not simply apply a deliberative democratic process trialled overseas to Aotearoa New Zealand. We had to understand how to adapt it to our unique political and cultural context, which means honouring Te Tiriti o Waitangi/the Treaty of Waitangi and the rights of mana whenua holders while simultaneously managing the needs of a highly diverse multicultural population and understanding our political institutions and processes. We will discuss some of our thinking in the section on 'Localising deliberative democracy'. However, it is important to stress that we do not claim to have definitive answers and that we see our process as a start – or, rather, reboot and update, as seen in footnote 2 – of this field of democracy research and practice in Aotearoa.

The project began in early 2020 with a conference on 'Knowledge and democracy' and a series of interviews and focus groups with engagement professionals and local politicians. The purpose of this research phase was to understand the landscape of public engagements and consultations around complex issues as they are conducted at the moment. We initially intended to test our model using a complex fictional (but realistic) issue such as the use of genetically edited plants or AI algorithms in the public sector, but the opportunity to collaborate with Watercare took us in a different direction. In 2021, we conducted four short workshops, each in different parts of Auckland, which allowed us to trial the recruitment method, the question, participant interest and expert engagement. The success of these four workshops encouraged us to design and conduct a full citizens' assembly in 2022.

This report is a summary of the assembly and our reflections on where deliberative democracy might go in Aotearoa New Zealand. We welcome comments and suggestions: these can be directed to ccl-study@auckland.ac.nz.

LOCALISING DELIBERATIVE DEMOCRACY

Institutional context

Public decision-making in Aotearoa New Zealand is characterised by its longstanding commitment to public participation and consultation in a variety of forms. The Local Government Act (LGA; 1974) first introduced a consultative framework when legislative reforms were made in 1989. This, together with the Resource Management Act (1991), provided a means for citizens to express their views on development issues that would affect them.[3] On legislative matters, there is also a pathway for citizens to submit comments to select committees during the study or bill-reading processes of parliament.[4] However, the short deadlines and limited public face of these processes mean that only the savviest and most engaged subject matter experts tend to respond. The Citizens' Initiated Referenda Act (1993) provides a means of direct democracy because it is a way for individuals or groups of citizens to initiate public decision-making, but for this to happen, other important statutory provisions must also be met, namely those of Te Tiriti o Waitangi/the Treaty of Waitangi.

Te Tiriti/ The Treaty is Aotearoa's New Zealand's founding document, signed in 1840. It lays out the terms of the relationship between Māori and the Crown and protects Māori customary rights. However, giving effect to it through domestic law has been fraught because of differing opinions on the integrity of translation as well as the lack of legal precedent in favour of the document.

The Waitangi Tribunal was established in 1975 as a standing commission of enquiry to hear claims by Māori but has faced the complexities of conveying collective rights claims within an inherently colonial and individualist system. Examples such as the highly contentious Foreshore and Seabed debate of the early 2000s illustrate the need to find better ways to foreground Te Tiriti-led decision-making processes.

This nation is also increasingly multicultural, fast growing and urban. Cities and towns are taking on more complex issues of social and infrastructural development in response to the needs of their populations. These needs are compounded by climate change in the form of more severe weather events and droughts, and the heightened risks these bring.

Since 2017, the Government has embarked on a program of institutional reforms that are in keeping with contemporary views and practices of citizen engagement and participation, and with the principle of Open Government.[5] Their purpose has been to provide a meaningful and future-focused response to the converging currents of demographic changes, climate realities, and giving effect to Māori rangatiratanga (self-determination) under Te Tiriti.

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3 The reforms of local government in 1989, 1998 and 2002, as well as the Resource Management Act of 1991, were part of a broader evolution in governance in New Zealand from the late 1980s through the 1990s with a shift to a model based on neo-liberal economics and New Public Management (NPM) practices. Local and regional authorities gained more control of decision-making on the basis of publicly consulted annual plans (in the case of the LGA) and through a resource consenting mechanism and the Environment Court (in the case of the RMA). These public consultation and hearing processes were in keeping with NPM trends in Western governments globally, which were moving away from centralised decision-making and accountabilities. See https://oag.parliament.nz/1998/public-consultation/part1.htm, and also Cheyne C. 2015. Changing urban governance in New Zealand: Public participation and democratic legitimacy in local authority planning and decision-making 1989-2014. Urban Policy and Research 33(4): 416-432.

4 See e.g. https://www.parliament.nz/en/visit-and-learn/how-parliament-works/parliamentary-practice-in-new-zealand/chapter-20-select-committees/#_ftn32

5 New Zealand joined the international movement called the Open Government Partnership (OGP) in 2013. The OGP is described as "an international agreement by governments to create greater transparency, increase civic participation and use new technologies to make their governments more open, effective, and accountable" (see https://ogp.org.nz/)

Four major initiatives got underway. In 2018, the Government established Te Arawhiti, The Office of Māori Crown Relations, to strengthen the public partnership with Māori and to center Te Tiriti as an enabling document. In 2020, the revamped Public Service Act also prioritised Māori-state relations, while a name change from 'state services' back to 'public services' signalled the incoming government's intention to refocus on the public rather than the state. The Act's changes included better mechanisms for cross-sectoral policy-making and budget allocations, as well as a commitment to openness and transparency. In 2021, the government announced the replacement of the Resource Management Act (1991) with a new Built and Natural Environments Act and a climate adaptation response. In 2022, the Local Government review exercise launched its draft report on the Future of Local Government.

These reforms are intended to affirm and bring into focus the significance of Māori partnership in all judicial and public decision-making in Aotearoa New Zealand, especially as demographic and climate pressures heighten. Operationalising this intent is a more complex matter. A more joined-up, consultative and transparent public service is learning how Te Tiriti-centred decisions must uphold local mana whenua rights at the time when our most pressing policy challenges are becoming increasingly localised. The result is often an increased pressure on mana whenua holders to fit the existing practices, procedures and pace of government rather than vice versa. Deliberative democracy can offer a way to collectively forge a new path.

Deliberative democracy for Aotearoa

While deliberative democratic techniques have elsewhere been used as a tool of inclusion to address increasingly complex and urgent policy issues, such efforts in Aotearoa New Zealand need to meet Te Tiriti obligations, and, moreover, to be Te Tiriti-led.

For these reasons, the citizens' assembly began with discussion between the Auckland Council Mana Whenua Kaitiaki Forum, Watercare and the Koi Tū team; the former comprising representatives of iwi across the Tāmaki Makaurau region. Initially, the Forum was understandably sceptical about the 'random' selection of only 40 participants who would decide on issues that are fundamentally between a democratically elected government and mana whenua (depending on the rohe in question). While the assembly itself included four Māori participants, they were selected as individuals to create a demographically representative sample and were not considered a proxy for 'Māori views' or seen as representatives for their iwi or hapū. Instead, specific measures were taken to follow a Te-Tiriti-informed approach:

- Early on, Watercare approached the Mana Whenua Kaitiaki Forum to gauge its views on the new type of public involvement. The forum was concerned about what they saw as the risk of following the advice of an unknown group, but was ultimately supportive. They agreed with the underlying goal of finding a solution to water supply that does not rely on taking from other regions.
- Watercare took the advice of the Independent Māori Statutory Board, which led to the offer to the Mana Whenua Kaitiaki Forum to review the assembly's draft.
- The assembly learnt about and were able to appreciate te ao Māori understandings of water and the tikanga surrounding it, in both general and specific (mana whenua) terms.
- Tikanga was incorporated into assembly procedures. This included the welcome of and by mana whenua, specific food and restorative practices, the offer of time and space for Māori participants to meet separately and access kaiarahi for private kōrero on request, practices of manaakitanga such as provision for dependents to be looked after during meeting days.

- The assembly's draft recommendations and justifications were passed to the Chair of the Mana Whenua Kaitiaki Forum so they could provide an opinion. The assembly was then given time to respond and consider their concerns before making the final recommendations.
- The Chair of the Mana Whenua Kaitiaki Forum received the final recommendations at the same time as Watercare. Mana whenua feedback was incorporated into the response from Watercare.

The provision of information to the assembly about te ao Māori and tikanga of water was carefully timed and sequenced. Māori concepts of relationship-building and whanaungatanga were prioritised so that assembly members could become comfortable with each other and general concepts, and then, as they came to understand the significance of place-based observances, they could proactively seek to learn more about specific views and practices of mana whenua.

This information-sharing included the Chair of the Mana Whenua Kaitiaki Forum engaging in a Q&A with the assembly on Day 3. He has since spoken about how important it was to him and the forum to witness the participants' obvious interest and concern for 'getting it right' for mana whenua.

In summary, a Te Tiriti-informed approach was instilled in the process via early engagement with mana whenua; appropriate use of tikanga; opportunities to learn about one another, share kai and stories; early and open engagement with mana whenua; and the timely request for their opinion on the draft and final recommendations. This aspect of the process is fundamental to the making deliberative democracy processes suitable for Aotearoa New Zealand, and it should be continually refined and expanded with guidance from mana whenua.

THE BIG QUESTION: THE NEXT SOURCE OF WATER FOR AUCKLAND

Context

In 2022, Watercare was granted a 20-year consent to draw 150 million litres a day (MLD) from te awa Waikato (the Waikato River), in addition to the existing consent of 150 MLD. This request was made on the back of the 2020 drought, one of the most severe in Auckland's history. The consent came with feedback from Waikato Iwi and the Hamilton City Council that the Waikato should not be the ongoing supplier for Auckland's water needs and that an alternative source should be found.

Mindful of population growth and climate change impacts on demand and supply, Watercare was committed to finding a future source of water for Auckland. To pull together all the options it recruited expert engineers, who compiled a list of 160 potential water sources for Auckland. However, given the magnitude of the question of 'what should be the next source(s) of water', Watercare wanted to engage with residents.[6]

These considerations were set in the context of nationwide water reform which cast uncertainty on water governance arrangements and called for higher quality local engagement.

The needs

To consider such a complex and important issue for the city, Watercare was looking for a deeper form of citizen engagement and was guided by the following needs:

- Water is precious to all people, and Watercare needs to ensure that the public will trust and drink water from its new source.
- With a capital works programme of $18b over the next decade, Watercare wants to establish a framework for deep engagement with citizens and communities on complex long-term investment decisions that customers will ultimately have to pay for.
- Water literacy is low, but the stakes are high. A level of engagement that was in some way representative was required, but it needed to go beyond the 'common sense', top-of-the-head response (e.g., 'just build another dam').
- To make good decisions, citizens need time and information to understand the trade-offs (e.g., cost vs resilience vs environmental considerations) and context. However, established forms of participatory engagement do not allow for the learning, deep deliberation and consensus building that the question requires.

The timing of the question regarding Auckland's next source of water and the requirements of the project suited a collaboration with Koi Tū, who needed such a challenge to develop and test a deliberative democracy process in Aotearoa.

Developing the question and supporting material

In 2021, Koi Tū and Watercare ran pilot workshops to: 1) test the question; 2) understand the gaps in Aucklanders' water literacy; 3) test the recruitment process (see Sortition); and 4) discuss water source possibilities, from the shortlisted options from the engineers' 160 proposals.[7] The preferred option needed to satisfy the following criteria:

6 The process and content of this engagement had to comply with Auckland Council's 2022–2050 Auckland Water Strategy, which requires that the Council works with residents to achieve better water outcomes for the city. The Strategy contains targets for the city water supply, including non-dam sources, recycled water and rainwater tanks.

7 For more detail on the BOI options please see the full BECA report: https://www.epa.govt.nz/assets/FileAPI/proposal/NSP000046/Applicants-proposal-documents-Application-documents/9_Desalination-Scheme-Concept-Report.pdf

- **Population growth:** Big enough to supply our growing population. The city is predicted to need a new source after 2040.[8]
- **Climate change:** The impact of climate change on both supply and demand means the water source must cope with unevenly distributed rainfall, which increases the risk of both drought and flooding, and with increased peak demand during dry and hot weather.
- **An alternative to the Waikato:** Watercare had committed to identifying alternative sources of water to support Auckland's growth.
- **Security:** Over half of Auckland's water comes from outside the Auckland region. The surrounding regions (north of Taupō) also face water scarcity and population growth, which is likely to increase over the decades to come.

These workshops, along with information collected through Watercare's research and through engagement with mana whenua and stakeholders (local government, environmental organisations, community groups) during April–June 2022, were used to develop a booklet for assembly members to use.

In the assembly, six options were presented:

- Option 1: Reducing how much water we use
- Option 2: Rain tanks
- Option 3: Direct purified water for drinking
- Option 4: Recycled water (not for drinking)
- Option 5: Indirect purified recycled water for drinking
- Option 6: Desalination

These options were presented as standalone options or 'bundles', with the participants needing to grapple with the yields, costs, environmental issues and social acceptability as trade-offs in the complex conversations that they needed to have with each other. The booklet contained information that was useful to answering the question and was mostly missing from public knowledge.

The booklet's information filled in gaps in water literacy that were identified in the 2021 workshops:

- Where Auckland's water comes from
- How much water is used per person, how is it used, and by whom
- What happens to wastewater
- The impacts of climate change on both supply and demand of water
- How water is treated and conveyed to homes, organisations and businesses
- Water governance: how the water system in New Zealand is managed, and by whom.

To ensure everyone had the best chance of having meaningful discussions about water sources, this information was conveyed through text, images, charts and diagrams. The booklet was reviewed firstly for cultural, technical and historical accuracy and then repeatedly tested, simplified and reorganised until it was comprehensible to an audience with no prior knowledge of the water system. Examples of images from the booklet are shown in **Figures 1, 2 and 3**.

8 See Watercare Asset Management Plan 2021–2041, p. 53.

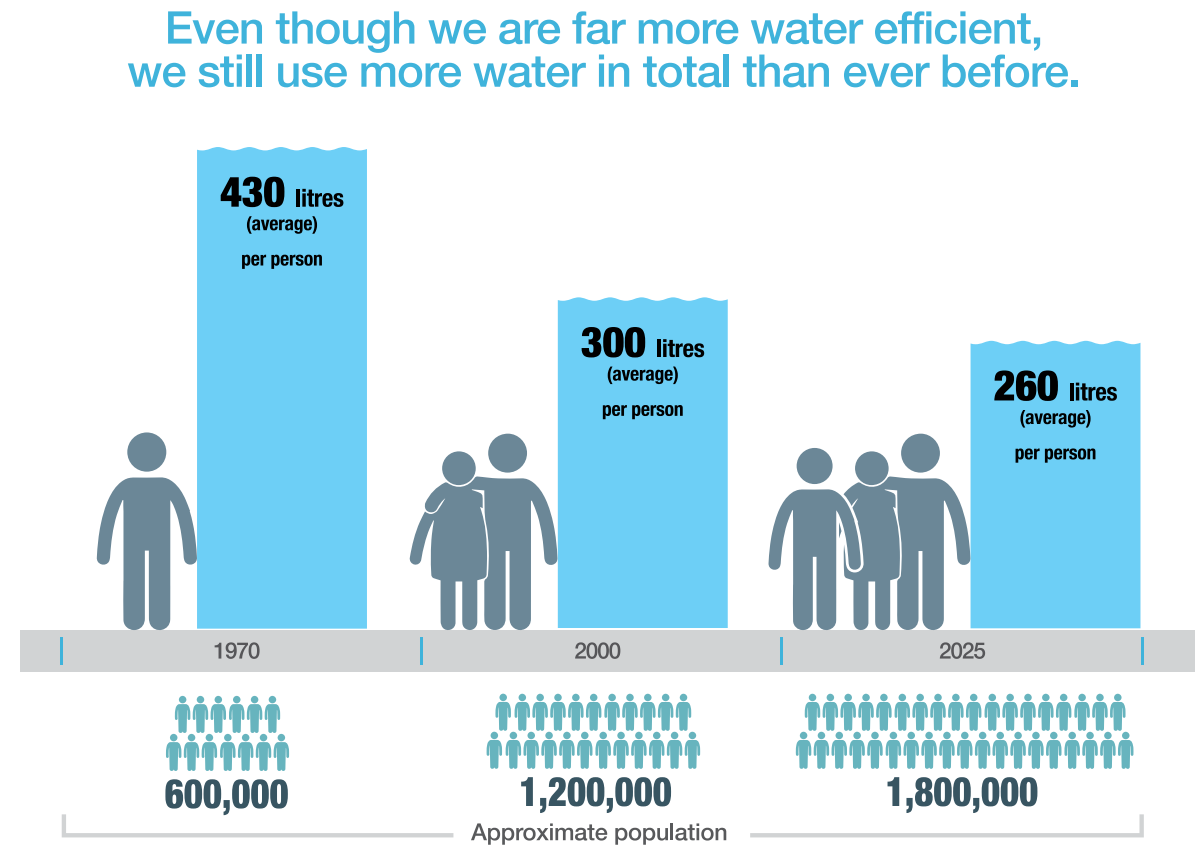


Figure 1: Image from the booklet – illustration of increasing water use efficiency since 1970.

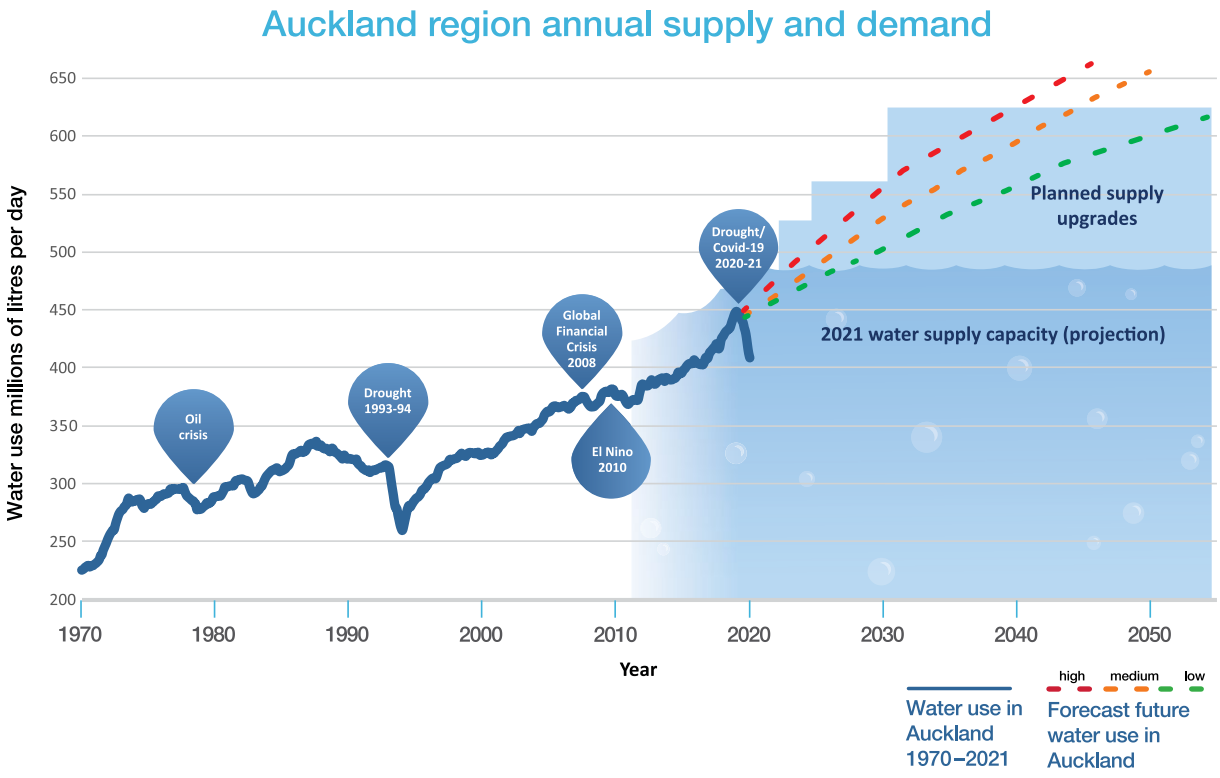


Figure 2: Image from the booklet – projections indicating the need for a new water source in the 2040s.

When considering which source or sources would be the best option for Auckland, participants were encouraged to consider the following criteria:

- Can this source meet peak demand? (Is it operationally feasible during the hottest days of summer?)
- Is the source resilient to droughts? Can it adapt to the predicted impacts of climate change?
- Is the source environmentally responsible? (Does it mitigate our impact on the local environment and the climate?)
- Is the source socially acceptable? (Will Aucklanders trust drinking water from this source?)
- Is it affordable? (Can Auckland bill payers on the lowest incomes afford this source of water?)

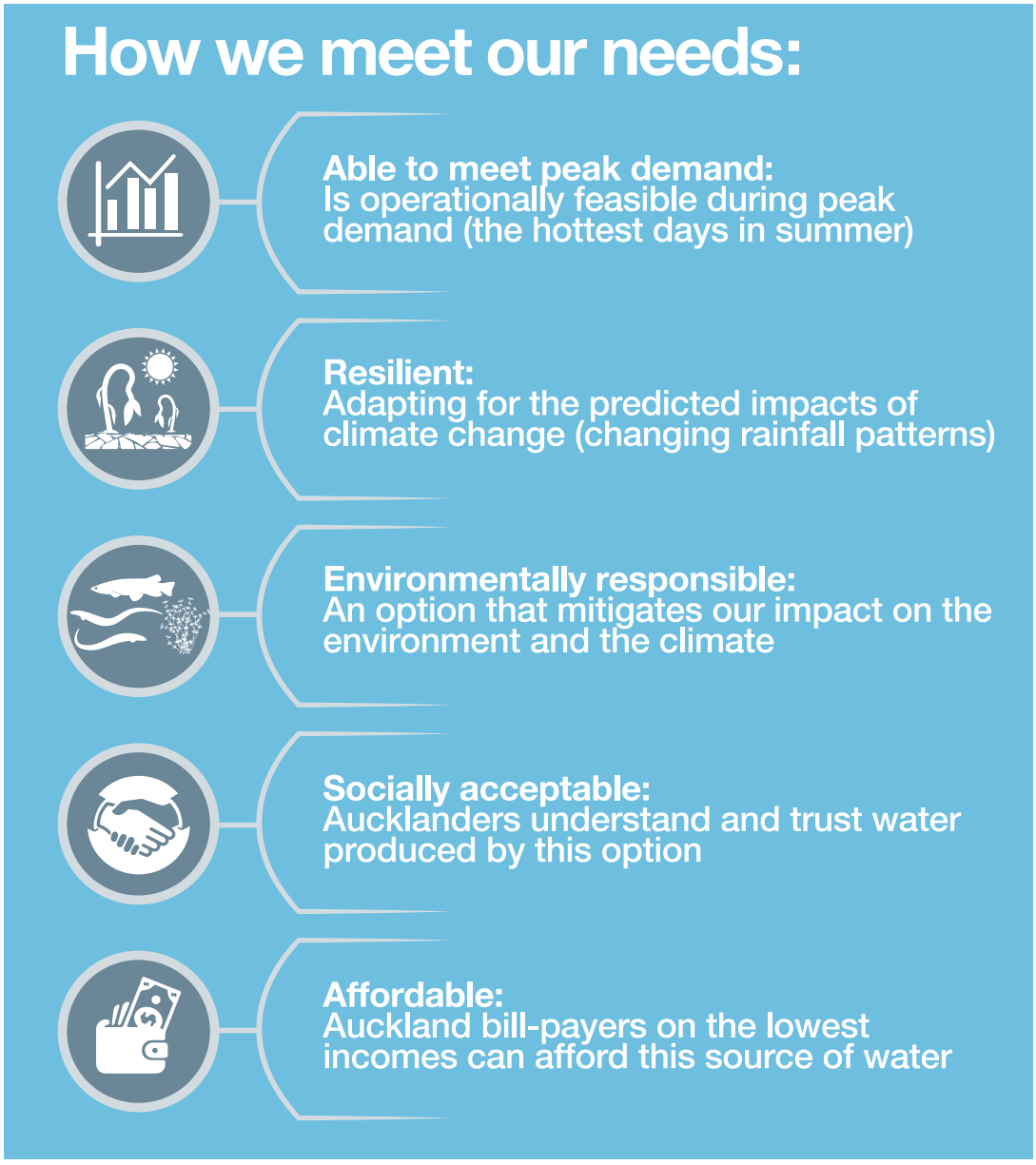


Figure 3: Image from the booklet – criteria that were used to consider and weigh the options.

SORTITION



Above: Participants were selected using a process called sortition to achieve a representative sample of Auckland: age, gender, education, ethnicity and home ownership. Photo: Watercare.

Deliberative processes derive their legitimacy through their involvement of everyday people. The mechanism of random selection called sortition (also known as a civic lottery) allows the process to include people who would usually opt out of traditional engagement processes such as formal submissions, public hearings and advocacy groups. Drawing from random selection methods used internationally and on advice of the newDemocracy Foundation, we used a two-stage civic lottery method to select Aucklanders for this assembly.

The civic lottery process does not claim that the final group (known as a mini-public) is a perfect statistical representation of the community, nor that each selected participant is responsible for advocating for their specific sub-group. For example, Māori participants were not expected to represent all Māori or their iwi. Instead, the selection process is guided by the questions: 'Will the participants agree that their group reflects the larger community? Will the wider community agree that the selection process has delivered a fair reflection of their community?'.

Recruitment

STAGE ONE

To generate a sufficient pool of individuals from which to randomly select a representative sample, 12,000 invitations were extended to Aucklanders living within Auckland's Metropolitan Water Network. From these invitations, 320 Aucklanders expressed an interest in attending the assembly. The response rate of around 2.7% is in line with comparable processes held in Australia, but notably, while the response rate to Watercare email invitations was just 2%, for postal invitations it was nearly double (3.8%).

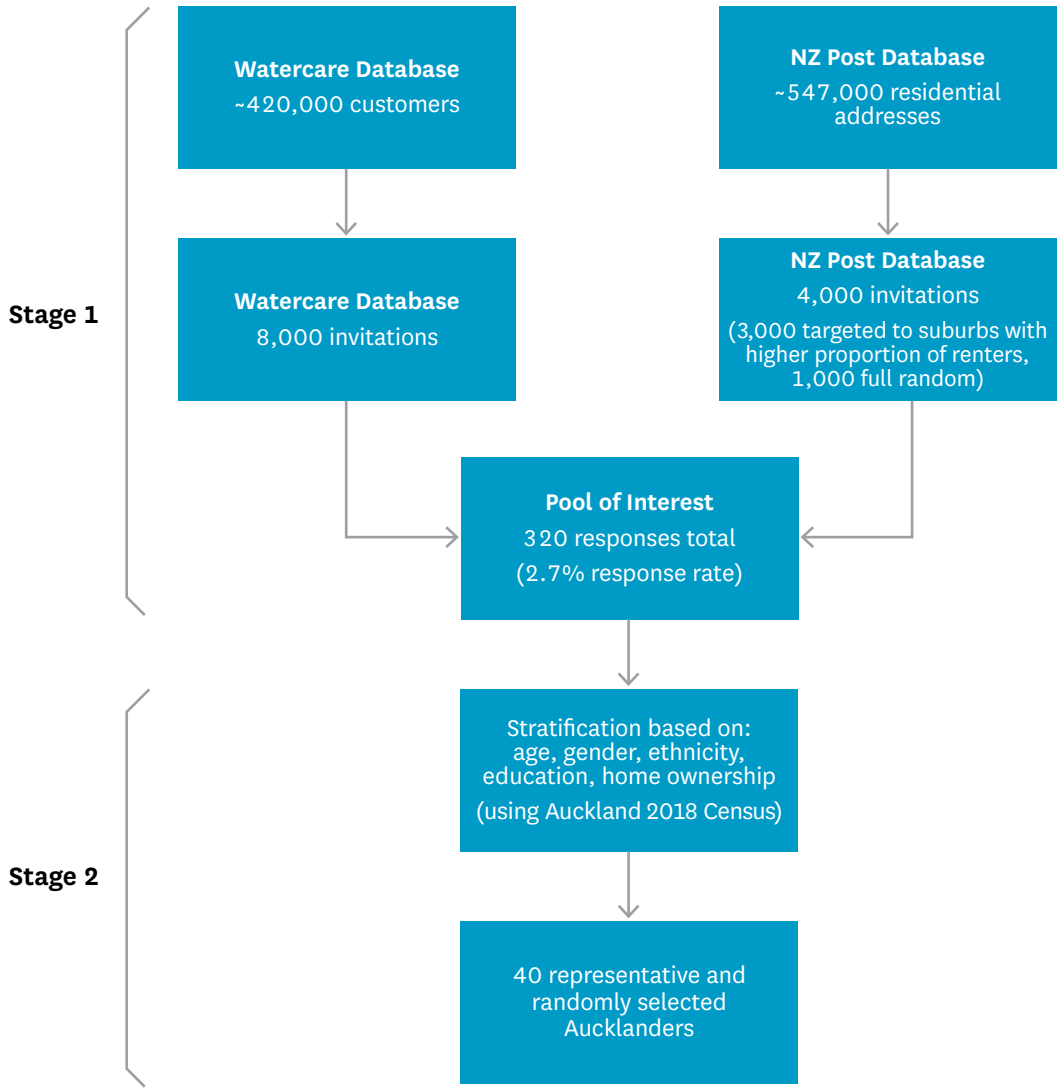


Figure 4: Two-stage civic lottery (sortition) process.

STAGE TWO

From the 320 people who responded to invitations, a Stratified Random Selection Tool (provided by the newDemocracy Foundation) was used to randomly select 40 demographically representative Aucklanders (**Figure 4**).

Databases used

Two databases were used to select participants for Stage 1. These were:

1. Watercare's residential customer database (obtained from Watercare)
2. NZ Post's database of residential addresses in Watercare's area of service (provided by Auckland Council)

While Watercare's database is sufficiently large to obtain a demographic sample (containing approximately 420,000 customers), it over-represented homeowners and underrepresented Aucklanders who rent or live in apartment buildings. To avoid over-selecting homeowners, the NZ Post database of residential addresses was used to capture renters and apartment-dwellers. This was done



Above: Assembly participants discuss recommendations.

by weighing 75% of NZ Post invitations (~3000 invitations) towards statistical areas (SA1s) within Auckland that contained a higher-than-average number of renters.

Sending invitations through mail also helped to capture a wider variety of participants, such as people who may not have internet access, people who may not wish to have their email address publicly available, and people who are younger and less likely to be homeowners who pay their own water bills.

Stratification

Five standard stratification categories were used to achieve a descriptively representative sample of Auckland: age, gender, education, ethnicity and home ownership. All Aucklanders (including permanent residents) of voting age were eligible to take part in the assembly.

The categories of age, gender, education and ethnicity are the most-used categories in deliberative processes internationally and provide a broadly representative cross-section of the city population.

The category of homeownership was added to this assembly to ensure renters, who make up a sizable part of Auckland's population, are included in deliberations. We considered that homeowners tend to have direct contact with Watercare as a utility provider, while renters often pay their water bills indirectly as part of their rent.

Table 1 below shows the make-up of the assembly in comparison to Auckland's voting age population. Our intention was to have a group of 36, so to allow for a 10% rate of no-shows and drop-outs (in line with international experience), we invited a group of 40 participants that demographically closely resembled Auckland's population. Three did not come, and because two of them identified as Pacific Peoples with high school education, the final 37 differed slightly, in terms ofdemographic makeup, from the target. We considered the difference insufficient to invalidate the process.

Table 1: Stratification: Auckland Census 2018, target sample, and the assembly composition

Criteria	Categories	Target (%)	Target (out of 40)	Assembly (40 selected)	Assembly (final 37)
Education	No qualifications	12%	6	3	3
	High school qualification	38%	15	15	13
	Post-secondary qualification/ diploma (trade certification, etc.)	17%	7	8	8
	Tertiary (including postgraduate qualification)	33%	12	14	13
Homeownership	I own the house in which I live	60%	24	23	22
	I rent the house in which I live	40%	16	17	15
Gender	Female	50%	20	20	19
	Male	50%	20	20	18
Ethnicity	Asian (including Indian, Chinese, Korean, Japanese, and all other Asian)	26%	10	10	9
	European (including NZ European, Pākehā, other European)	45%	19	19	19
	Māori	10%	4	4	4
	Middle Eastern/Latin American/African	2%	1	1	1
	Other	2%	1	1	1
	Pacific Peoples (including Samoan, Tongan, Fijian, Cook Islander, and other Pacific Peoples)	14%	5	5	3
Age (18+)	18–24	13%	5	6	5
	25–34	20%	8	8	7
	35–44	18%	7	7	7
	45–54	18%	7	7	7
	55–64	15%	6	6	6
	65–74	10%	4	3	3
	75–84	8%	3	3	2

All demographic data is shown as a proportion of Aucklanders who are of voting age (18 years and older), and therefore may differ from publicly available census data.

Assembly members' expectations and motivations

At the beginning of the assembly, participants were asked to complete a 'pre-process' survey containing questions about their previous experience with public consultation, their motivations for participating in this assembly and their expectations of it. All participants but one submitted their responses.

PRIOR EXPERIENCE

When asked whether they had participated in a public consultation, engagement or process in the past, 14 participants responded with 'Yes', and 22 with 'No'.

Participants who responded with 'No' explained their reasons for not having participated previously. From these reasons, three barriers to participation were identified: a lack of opportunity, a lack of time/resources, an indifference or passivity towards seeking out opportunities. The latter was possibly

caused by a general disinterest in either the political or consultative spaces, or the content of those consultations, or other reasons. In contrast, one participant stated that they "would have loved to be a part of it though",[9] if they had been given the opportunity previously. While our survey was anonymous, this response is reflected in many studies that have shown the inequitable nature of public consultations in which older, wealthier, more educated citizens are far more likely to take part.

Many participant responses suggested that the personal nature of the invitation was key to them accepting the opportunity to participate. Postal invitations had a higher response rate than email invitations, perhaps because participants perceived postal invitations as more personal.

Participants who responded with 'Yes' also provided examples of the engagements they had participated in, alongside the method of recruitment, their attitudes towards the experience, and the level of transparency within the process. In terms of attitudes, there were different aspects of the experiences that participants found positive and negative. The positive aspects included being able to give their opinion, being part of a change, responding online due to the convenience, hearing the future plans, and being in a less formal environment. The negative aspects included instances of heated discussion, and slow processes. In terms of transparency, there was a divergence between those who had been informed about the outcome of the process and those who had not. Those who had not been informed were unclear how much weight the citizens' input had in the outcome, and there were instances where community input had been ignored.

MOTIVATIONS

Participants were then asked what had prompted them to accept the invitation to the Citizens' Assembly on the Future of Auckland's Water. Five possible answers were provided, and participants selected all that applied. The motivations identified were:

1. The topic of water (selected by 26 participants)
2. The topic of Auckland's future (selected by 32 participants)
3. The idea of a 'citizens' assembly' (selected by 28 participants)
4. Compensation (selected by 18 participants)
5. Something else – what? (selected by 14 participants).
    a. Interest, in either the process or in gaining knowledge.
    b. 'Having a voice,'[10] in terms of inputting their ideas, enacting change, or the impact they could have for future generations.
    c. The ability to be involved in the discussion.

People's answers were not ranked in order of importance to them, so any hierarchy of motivations is speculative. But the most common motivation for participants was Auckland's future, and some were motivated by impacting future generations. In contrast, some participants were motivated by being involved with the process and having a voice rather than being drawn to the particular topic. Others had genuine curiosity in the citizen's assembly process and/or a desire to feel valued by policy-makers whose decisions will impact them.

The topic of water was the third motivator from the list of options and was selected by half of the participants. The fact that it was not the most commonly chosen motivator suggests the topic was a contributing motivation but not the key one. Future deliberative processes on other topics could therefore be expected replicate the interest and uptake by citizens that was shown in this assembly.

9 Participant quote.

10 Participant quote.

Compensation was selected as a motivator by half of the participants, but this does not necessarily mean that it was a less valuable motivator for those who chose it. One problem with other community engagements is a lack of representation. Citizens who are less involved, due to a range of factors, may require more incentive to participate in these types of processes. One of our participants said he was originally interested in taking part in the process due to the financial incentive, but within the first day he had forgotten about the money as he was so intrigued by Auckland's water issues.[11]

EXPECTATIONS

Finally, participants were asked what they expected from the citizens' assembly. Six possible answers were provided, with participants selecting all that applied. These were:

1. To contribute to an important decision that concerns the future of the city (selected by 32 participants)
2. To learn about a new process of public engagement (selected by 32 participants)
3. To learn about the issues around water, infrastructure and the city (selected by 0 participants)
4. To earn some money in an interesting way (selected by 13 participants)
5. To meet new people and spend time in an interesting and productive way (selected by 23 participants)
6. Something else – what? (selected by 7 participants)
    a. Gain something from this experience, such as knowledge and connections by engaging with others.
    b. To have influence by contributing their ideas.

The participants' expectations somewhat reflected their motivations. The top two expectations and motivations referred to the future of the city and the process itself. Interestingly, none of the participants expected to learn about water and the associated issues, despite the topic of water being selected as a motivation by 26 participants. This apparent paradox could be explained by participants feeling confident in their knowledge of water, infrastructure and the city, more so than in their knowledge of this type of public engagement. This confidence might not reflect their actual knowledge on these issues (see the section The Big Question) but instead stem from the fact that water is part of everyday life and therefore seems more familiar than public engagement.

Overall, the participants expected their contributions to have an influence over the decision to be made, indicating that the purpose of the assembly was conveyed effectively. It also means that the outcome of the assembly has to meet these expectations. Therefore, to support the success of deliberative processes, the recommendations from the assembly must be reflected in future decision-making.

The expectations of gaining connections, meeting new people, and spending time in an interesting and productive way show that participants wanted to engage in the process and with other participants. This aspect of engaging with other citizens is unique to deliberative processes as it allows for a collective recommendation, as opposed to traditional citizen engagements where individuals voice their opinions separately. This expectation, alongside earning money in an interesting way, also shows that participants perceived the process positively and expected it to be enjoyable and productive. Maintaining this positive image of deliberative processes will be important in promoting it to other citizens.

11 https://www.stuff.co.nz/environment/300697030/direct-recycled-water-recommended-as-aucklands-next-water-source

Hosting the assembly

This process took place in Fale Pasifika spaces of The University of Auckland. Values of care and generosity were built into the process through design and delivery stages: by offering and providing childcare (in situ or by providing compensation for childcare organised by participants), transport as required, assistants for visually or otherwise impaired participants, comfortable space with internet access for online sessions, and food that suited a variety of dietary and cultural needs. From the start of the recruitment, through the process, a dedicated team member looked after the assembly members' needs, building a relationship in which they felt comfortable asking for assistance or complaining if something was missing, by phone, email or in person during the assembly. In recognition of their participation, participants were offered $800 in the form of gift cards distributed on the last day of the assembly.

THE PROCESS

The citizens' assembly process took place over a period of seven weeks. It started with an introductory session on the evening of Tuesday 2 August, which served as a meet-and-greet and provided logistical instructions ahead of the assembly.

Day 1, 6 August 2022

The intent of the first session was to introduce the problem that Watercare wanted to solve, to answer questions, and to create an environment that encouraged open discussion and trust. The assembly was introduced to the concept of 'the new public square'– new democratic processes developing in the context of Te Tiriti o Waitangi – by Māori scholar Dr Te Ahukaramu Charles Royal.



Above: Māori scholar Dr Te Ahukaramu Charles Royal discusses new democratic processes developing in the context of Te Tiriti o Waitangi. Photo: Watercare.

Watercare's Chief Customer Officer Amanda Singleton and Chief Executive Jon Lamonte presented the remit and proffered a commitment to honour the assembly outcomes. Lamonte laid out participants' unique opportunity to contribute to an important decision for Auckland's future.

Assembly members recognised from the start that some of those present weren't people who would usually participate in consultations, and that they were building relationships with people they wouldn't usually encounter or spend time with. On the morning of the first day, they were taken through activities designed to build connections with each other, with the topic, and with wai or water. This involved a physical line-up where people were paired up and shared their stories and connections to a water source. This activity was matched by the activity on the last day of the assembly when they lined up according to their agreement on a particular draft recommendation. That way people could literally see where they stood as a group.

Assembly members were given a brief introduction that included listening to different perspectives, recognising their own biases and understanding trade-offs. They were then asked to discuss and agree on ground rules for the deliberation going forward. The assembly agreed on six principles as shown in **Box 1**.

Box 1. Principles of deliberation agreed by the assembly

- Treat each other equally, respectfully and fairly
- Value contributions from every group member. All ideas should be shared and considered.
- Everyone should contribute and take turns to speak. We should listen to each other and not speak over each other.
- Contributions and ideas should be justified with reasons.
- Challenges are encouraged but we must disagree with the point, not the person.
- We will use our time wisely, staying on task to fulfil our commitments.

Immersion into the question of water began with a presentation on the history of Aucklanders' water supply and an interactive 'Ask Me Anything' session with experts from policy-making, water infrastructure engineering, purification/safety and delivery, tikanga and mātauranga Māori.

Six possible options for addressing Auckland's future water supply were presented to the assembly (see section The Big Question). Posters displayed in the room expanded on the information provided in the booklet. A seventh poster board prompted suggestions of 'any other option' that might be put forward by the assembly.

Assembly members were divided into groups that rotated around the room, viewing the posters and asking questions of experts, some of whom were participating via Zoom.

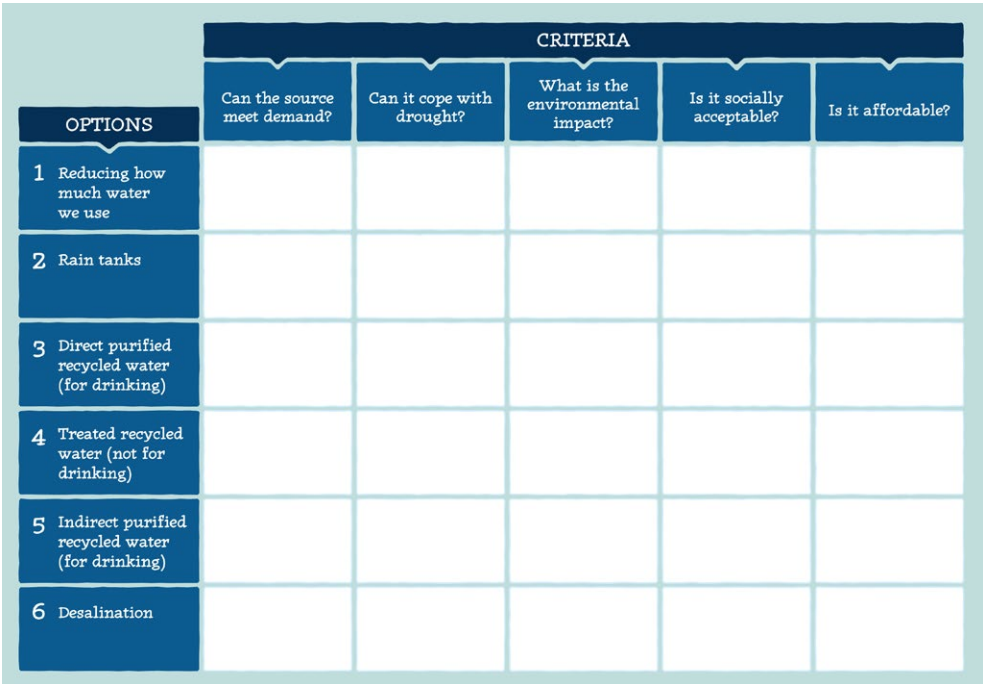
In the afternoon, assembly members catalogued their questions, talked to each other and to experts in the room, and then voted on their top questions pertaining to each option. The vote results indicated the type of information they needed and the experts they wished to hear from in the next sessions.

Day 2, 20 August

The second session on Saturday 20 August focused on understanding the different perspectives of people in the room and began to introduce the process of preparing final recommendations. The assembly heard from two speakers on the topic of water: one from the lens of te ao Māori, and one representing water planners and strategists at Auckland Council. There was significant interest in what the options meant for mana whenua. To address this further, Watercare invited a Mana Whenua Kaitiaki Forum representative to converse with the assembly on Day 3.

After these presentations, the assembly again considered the options, including the criteria (**Figure 3**, section The Big Question) against which an option (or options) might be selected (**Figure 5**). This consideration was based on information provided in the booklet and the various experts. Further information gaps were identified.

The assembly members then formed small groups to run through activities that guided them to delve further into options and the criteria. Assembly members then gathered to discuss among themselves what they considered to be the highest priority criteria. Their criteria selections, particularly around environmental impacts and costs were reflected in initial statements regarding options to be recommended in the report.



OPTIONS	CRITERIA				
	Can the source meet demand?	Can it cope with drought?	What is the environmental impact?	Is it socially acceptable?	Is it affordable?
1 Reducing how much water we use					
2 Rain tanks					
3 Direct purified recycled water (for drinking)					
4 Treated recycled water (not for drinking)					
5 Indirect purified recycled water (for drinking)					
6 Desalination					

Figure 5: Example worksheet for assessing options against criteria

In the afternoon the assembly considered whether the different options discussed thus far were suitable as 'standalone' strategies or in combination with other approaches. Experts were available to discuss option combinations. The assembly deliberated in small groups and then together.

At the end of the day, the assembly members were asked to consider which key issues should be addressed in the report. As a steppingstone to developing recommendations, they first attempted to describe their learnings to friends at a barbeque, using simple statements that might represent key points supporting their potential recommendations.

Online information session, 30 August 2022

There was a three-week gap between the second and third in-person assembly meetings (Days 2 and 3). During this time a second online Zoom session was held that provided international and NZ experts to answer key questions that had arisen. The session proceeded in interview format, with assembly members asking questions throughout. The session was recorded and posted on the assembly website.

Day 3, 10 September 2022

The third session began with a conversation with Richard Waiwai, Watercare's Tumuaki Rautaki ā-Iwi me ngā Hononga – Chief, Māori Strategy and Relationships, and Tame Te Rangi of the Mana Whenua Kaitiaki Forum. This allowed the participants to consider Māori views on water and discuss concerns about desalination and recycled water.

The assembly was concerned with understanding how tikanga would apply to options, traditional vs emerging views of wastewater, and anything that should be excluded according to tikanga. Participants had time to reflect on the mana whenua discussion as well as what they had learned from the online Q&A session with experts, drawing their own mind-maps and discussing these amongst themselves.

Having discussed and identified key themes through deliberation activities and voting, the assembly then worked on an initial set of eight recommendations in small groups, reviewing other's work through

three iterations. Participants then came together to revise and finalise the first draft as a group, which was sent to Watercare and the Mana Whenua Kaitiaki Forum.

Between Day 3 and Day 4, assembly members commented on the draft recommendations document online, accessed through Google Docs.

A third Zoom session was facilitated by the project team on Tuesday 20 September. It was a catch-up for the few participants who had missed one of the in-person sessions, or for anyone who had outstanding questions or concerns. Any questions the project team could not answer were passed to experts for the final session.

Day 4, 24 September 2022

The final session started by reviewing the feedback from Watercare and Mana Whenua Kaitiaki Forum on the draft recommendations. The group was reminded of the remit – to identify the next source of water for Auckland – and that their recommendations should centre around this.

They discussed how to clarify their points and concluded that several of their draft recommendations did not directly answer the remit's question. Rather, the assembly wanted to note these as important considerations that related to how the recommended water source option should be socialised and implemented.

The group held further discussion that involved 'fact check' questions to Watercare engineers in the room. It moved through a series of votes on the five-point 'love it to loathe it' scale (see **Figure 6**).

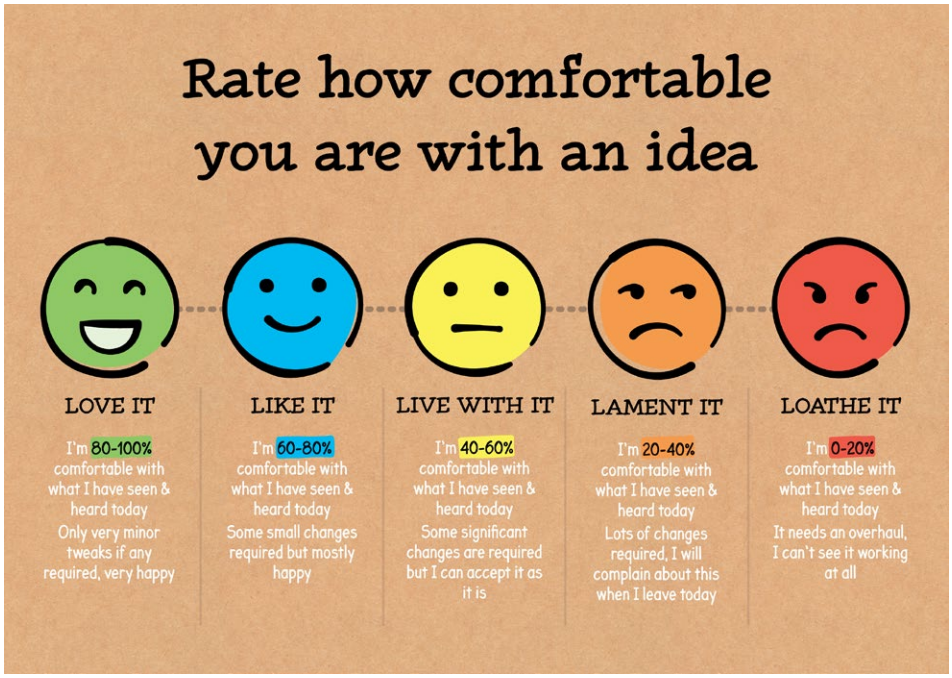


Figure 6: "Love-it-to-loathe-it" scale

This modification of Likert scale, developed by Nicole Hunter From Mosaic Lab, is useful for testing levels of agreement. Also known as the 5L scale, it offers five responses to a proposition: Love it, Like it, Live with it, Lament it and Loathe it. This scale can be used in association with other tools for identifying information about participants and their preferences.

This led to the assembly making a consensus decision to recommend direct recycled water as the next source of water, with education about recycled water starting immediately. The scale considers that consensus is reached when at least 80% of the participants vote that they can at least 'live with' a particular recommendation. In addition to this main recommendation, the assembly also recommended further research should be done into desalination and providing consumers with education and resources to reduce water usage. A minority report recommended a small group of the assembly members to sit on Watercare's steering committee (see Appendix).

The assembly members once again broke into groups to write up the recommendations. They then completed a final group activity to evaluate and agree on the wording to ensure all participants were satisfied.

The group selected two assembly members as spokespeople who handed the report to the Watercare leadership team in a ceremony. Full recommendations and the Watercare Board's response are included in the Appendix.

An outline of the assembly sessions content can be found in the Appendix.

FACILITATING DELIBERATIVE DEMOCRACY



Above: Facilitator Lee Ryan actively managed the energy in the room and helped build group cohesion. Photo: Watercare.

Facilitating this assembly involved enabling participants to learn, ask questions, deliberate, make decisions as a group, and finally agree on and write recommendations on Tamaki Makaurau's next source of water. They were asked to make a difficult long-term decision without easy options to fall back on. Similar to improvisation, facilitating this process involved encouraging people to step forward with their perspectives or ideas and to let go of these when necessary. The team held the remit, kept the group focussed on a particular activity, and maintained momentum throughout.

Front of house facilitation

Front of house facilitation activities are those that people can see in the room. The facilitation team took on tasks including:

- Setting the intent of each day
- Guiding assembly members through an activity
- Listening to suggestions, questions and concerns
- Drawing together and summarising what was said
- Processing live data so everyone in the room on the day could see what was emerging as potential options
- Balancing the needs of the people with the process
- Liaising with the host organisation at key points
- Providing care and generosity, and aiming to raise the mana of all assembly members.

Facilitators actively managed the energy in the room and the members' suggestions, and adjusted activities to maintain momentum and stay within time limits. It was very useful to have an experienced facilitator who observed and noticed how the assembly members were or were not responding, and when they were stuck. In the final sessions, facilitation included knowing when to step into the process to clarify or reframe, inviting members to make trade-offs and decisions, providing feedback, and letting go as the group worked towards its own decision of what to recommend.

Back of house facilitation

Back of house facilitation involved preparing for each of the assembly days: identifying and following up the actions required as a result of the previous day; collating information generated onto cards or worksheets; getting answers to outstanding questions; identifying, recruiting, and briefing speakers with diverse relevant expertise; ensuring that a mana whenua voice was woven into the day; designing each day's outline in advance; crafting compelling content and activities for the next day; reviewing each of these activities with people experienced in facilitation and citizen assemblies; meeting with the team to review the outline and doing a further iteration; preparing materials including the visual design; organising the technology and stands needed in the room; preparing and briefing a run sheet for everyone supporting during the day.

Space and movement

The space was intentionally designed using different setups for different assembly days. This included placement of chairs and materials; positioning of the projector, speaker(s), observers, food and the team managing materials and registration; and ensuring people could move freely. The space was welcoming and had natural light and views of the natural world.

Tables were not provided on Days 1 and 2 in order to allow people to mix more freely, and people were moved around to facilitate connection. Plenty of space was provided so the assembly could have its own conversations, and they were trusted to do so. Meal breaks were long to facilitate conversation between people (30 minutes for morning and afternoon tea and 45 minutes for lunch).

Communication and knowledge

The information was designed to balance multiple elements: the obligations and commitments around wai/water, cultural perspectives, and explaining the different technical options using everyday language with visuals. A big question was how much direct education to include on the first day. There was a large amount of technical information to absorb about the potential options for new water sources. Both the booklet and the initial presentation included a history of water for Tamaki Makaurau, our obligations to mana whenua including Te Tiriti, and the commitment to Waikato iwi.

There was a balance to strike between telling people 'the facts' and fostering curiosity. By the middle of the assembly, people had absorbed sufficient technical information and understood some of the key differences between the options. Participants asked genuinely curious questions about the perspective of mana whenua. We started the third assembly day by listening to the perspective of the Mana Whenua Kaitiaki Forum. The assembly members had learned enough about the implications of their choices to ask nuanced questions of the forum. This was a helpful start to the deliberation phase.

The Zoom technology platform, which was used for a short introductory session and the 'ask the expert' mid-assembly evening session, worked particularly well for talking through complex information and to answer questions people posed in the chat. The assembly began with a booklet as the primary source of information, but over the course of the assembly a website was built that became increasingly important for sharing videos, additional information, and answers to questions asked by assembly members.

The assembly could ask questions of Watercare. A 'Fact Check wall in the room meant assembly members could place questions at any time, and a Watercare team member would find the right person from the observing team to write an answer. The assembly could see the questions and answers. On the last day, a throwable microphone (known as a catchbox) was used to send questions to the observing Watercare team, who provided answers.

Deliberation over time

All days were important, but the opening day was vital. The first in-person day welcomed people into the space and provided a cultural and organisational framing of the mahi that the assembly was to undertake. The welcome was followed by an address by the leadership of Watercare, which gave assembly members a chance to see the decision-makers and hear their commitment to implement the assembly's recommendations.

Learning continued during different formats and group sizes. People were encouraged to ask questions of experts, of each other, and of the evidence in front of them; to ask how good this information is, what else they needed to know, and who they needed to hear from. Learning was followed by small group deliberation, where assembly members discussed the options, developed their thinking together, and considered trade-offs and potential impacts.

By the final phase, people were deciding on what they wanted to recommend. Facilitating 30+ people to write a single set of recommendations together was an unavoidably complex and messy process.

The design of the activities for each assembly day had to allow sufficient time and space for members to do what was asked of them. More intense cognitive processes such as new content and group decision-making were scheduled in the mornings. We sequenced the activities to provide variation in the activity type and group size. It was important during the learning phase that participants did not feel they were just being told information.

As the assembly began to deliberate and then decide, the activity design focussed on enabling members to build on and use the information and knowledge they had gained. As a group, they created themes and then prioritised key emerging areas. On the second to last day they experienced reaching a consensus on an item of minor importance, which meant they now knew how to let go and move on.

The assembly went through three successive rounds of drafting and refining recommendations in small groups, using Google docs, with different members in each round. They also reviewed other groups' drafts of different recommendations. Furthermore, assembly members had the opportunity to review all the recommendations and provide individual feedback. Initially the assembly used a flexible template to draft their recommendations, which allowed them to express their ideas freely and omit irrelevant information. To better align the template with the requirements of the recommendations, we made adjustments after the third day of the assembly.

After the handover of the recommendations, the assembly concluded with the Watercare representative and one of the facilitation team leading everyone in a waiata.

Relationships

The project team prioritised building common ground between assembly members. This initially revolved around the shared nature of the task, and building trust and connections with people in the room. The team found it remarkable and heartening to facilitate a diverse cross-section of Aucklanders and see them genuinely wrestle with the remit, agree and disagree, compare the implications of different options, ask increasingly smarter questions, and come to final conclusions. There was a feeling that the diversity in the room was necessary to reaching the final set of recommendations.

LESSONS FROM THIS ASSEMBLY FOR THE FUTURE OF DELIBERATIVE DEMOCRACY IN AOTEAROA NEW ZEALAND



Above: Participants described the assembly as a great experience. Photo: Watercare.

Was this assembly successful? Overall, we – Watercare as the convenor, and the Koi Tū team that designed and facilitated the process – were satisfied with the result: a diverse set of Aucklanders engaged deeply with the question, worked hard and produced an actionable set of recommendations.

Our post-assembly survey was completed by 36 out of 37 members. They described it as well run, professional and educational. They thought that the facilitator was good and that they received answers to their questions. They thought it was a great experience, and they emphasised the quality of the team and the catering. When asked whether the process fulfilled their expectations, many could not answer as they had not known what to expect; others said it surpassed their expectations. All thought it should be used again and that it would be successful, with the majority agreeing with using it in this format and some proposing modifications.

In the remainder of this section, we answer the questions: What would we change if we were to organise another assembly? What can other practitioners and researchers in Aotearoa New Zealand who wish to try a deliberative democratic process learn from this case study? This section draws on our own observations and participants' questions, comments and survey responses.

Te Tiriti o Waitangi and mana whenua rights

A deliberative democratic process well adapted to Aotearoa New Zealand should be Te Tiriti-led, from the setting of the question through the process and response to recommendations. In our case, the question was posed by the Board of Inquiry on Watercare Water Take, which in turn was informed by the relationship of the Waikato iwi with Te Awa Waikato. In preparing for and conducting the assembly, we sought advice from the Mana Whenua Kaitiaki Forum because it supports the relationship between Watercare as a council-owned organisation and the iwi of Auckland. Such relationships and supporting structures are indispensable, especially in a place of such complex history, and we advise building them well ahead of any deliberative process.

We introduced elements of te ao Māori from the onset of the process, but it wasn't until Day 2 that assembly members felt sufficiently confident and knowledgeable to engage in open discussion with mana whenua representatives. We are not suggesting that a conversation with mana whenua representatives on Day 2 is the recipe for success; rather, that convenors of the mini-public must be attentive to the level of knowledge and understanding, and needs, of their mini-public, and schedule this conversation at a moment appropriate for that group.

Representativeness of the group

In spite of the numerous practical problems – limited time for sending invitations and receiving expressions of interest, late delivery of postal inquiries, and rising Covid-19 cases – the sortition process was successful overall, as we managed to construct a population sample that was descriptively representative of the Auckland population in all observed categories except one: education. As **Table 1** showed, our sample had higher educational attainment than the Auckland population overall. We hypothesise that the format of the invitations – a letter and email with detailed instructions – was not accessible for prospective members with no qualifications and lower literacy or English language skills. Designing the invitation in a format that will be accessible and engaging for participants across educational levels, but also ethnic or age groups, is an interesting challenge for future deliberative processes.

Assembly members themselves generally considered that the process included all the major population groups and relevant views. Eight assembly members thought that (unspecified) groups were not adequately represented, with some saying that the sample was too small and so groups had to be omitted.[12]

Internationally, deliberative processes have been conducted with groups of different sizes, from small groups of 12–15 to 1000-participant G1000 processes in Belgium.[13] All of them can work well, but the cost and the facilitatory effort are considerably greater in very large groups, which is why such processes are generally conducted only at national or state levels. Further, deliberative democracy processes make no claims for statistical representation; rather, they try to achieve a descriptive match to the population, which has been shown to be consistently achievable with groups of 35–43 participants. This is why we aimed to recruit 40 participants, and we believe that the sample was adequate for our process.[14]

Information and experts

Most participants thought that the information provided was sufficient, either initially or once it was clarified, to enable the group to make the requested recommendations. Three participants thought that the information was sufficient in quantity but biased in that it was supplied by Watercare. A further three thought that the information was insufficient. Opinions were mixed on the usefulness of the information provided by experts. Some wrote that the experts clarified ambiguities, answered questions, and provided further information where needed, although others commented that the answers were too vague and simplified.

Although New Zealand university academics (from engineering, Māori studies and environmental science) were involved, overseas experts with practical experience in these methods were needed to

12 Specifically, one member wrote "There must be groups missing, but a valid effort to reduce this risk," while another member stated: "The sample is too small, can't reflect 1 million Auckland population's opinions."

13 OECD report.

14 However, if statistical significance is required, a calculation on reaching statistical significance with certain confidence level and confidence interval assumptions that are different from opinion polls has been published here: Carson L. 2017. Sample size for mini-publics. Research and development note. newDemocracy foundation.

provide the information that participants requested. However, on the last day of the process, we relied on Watercare's network to fact-check technical information in the Auckland context.

Our advice to all future assemblies is to start thinking of their broad network of experts early and widely, and to also consider other sources of information that could be brought into the assembly, for instance, videos and reports that can be shown or read in the assembly or posted on a website for between-session viewing. A diversity of formats and complexity levels might also address the criticism of vague or overly simplified information.

Fairness and quality of the process: assembly members' view

In the survey, participants were asked to reflect on the fairness of the process. The majority of participants agreed that the issue was discussed from a variety of viewpoints, that all members justified and explained their opinions, and that they were comfortable sharing their views. The majority of participants also agreed that the recommendations considered all the different views and judgements of assembly members, and that all members had the opportunity to speak and be heard. There were a few members who disagreed that everyone was equally heard. Monitoring group discussions for equal participation is important and would be best achieved having two skilled facilitators, rather than just one.

The second set of statements asked participants to reflect on the quality of the process. The majority of participants agreed that their understanding of the issue became clearer through the process, and that they gained more insight into the perspectives, concerns and views of others. The majority also agreed that they gained more knowledge, arguments and perspectives to support their own view, although one participant disagreed with this statement. Most participants also agreed that they changed their view of the issue during the process, with two participants disagreeing with this statement. Overall, these responses show that the participants gained knowledge on the issue which helped them form and change their views. Comparing these responses to the pre-process survey confirms the hypothesis that participants initially overestimated their knowledge about water, infrastructure and the city.

Time

Four full days was a tight fit for a complex question such as this. Five full days (and two or three online sessions) would have allowed more time for learning and deliberation prior to writing recommendations. Skilled facilitation helped complete the process within the designated time, but an additional day would have provided a useful buffer for unanticipated events or to cater for a group that is unusually curious or diverse in views.

Participants generally thought that the length of the process allowed them to answer the question well, with eight participants responding that it was too short, and three stating it was too long. Those who thought it was too short suggested that more time was needed for deliberation and learning. They were then asked how they would use additional time. Seven possible answers were provided, with participants selecting all that applied. Most participants would have wanted to hear from more experts and stakeholders (25 participants) and/or to more extensively deliberate and consider arguments in the group (22 participants). Half of the participants would have wanted more time to develop recommendations (18 participants), with fewer than half wanting more time to agree on the final wording of the recommendations (14 participants). A few participants would have wanted to have more time for social interaction (8 participants) and/or to have more or longer breaks (2 participants). In addition, 5 participants selected 'other' and wanted to know the recommendations from the experts; learn more about the recommended process; or have clarification on the implementation process.

Facilitation

Facilitators experienced in deliberative democracy are scarce in Aotearoa. Our process benefited from the experience of our facilitator and good connections to an international network that could provide in-time advice. But an expansion of this type of decision-making will be limited by the skillsets available in this country. Inexperienced facilitators, especially if not given enough time, may cause the process to fail.

Empowered remit

A key element of the deliberative process is an 'empowered remit' or the commitment of the convenor – the organisation that asks the question – to implement the recommendations to the greatest extent possible. In our view, a deliberative process that lacks firm commitment by the convenor cannot be successful and is better not conducted at all.

Watercare's full commitment to the process was evident from the beginning of the project and through the design and delivery phase. This commitment was made visible to the assembly members by the participation of the CEO on Day 1, and CEO and board chairperson on Day 4, as well as many other Watercare employees and collaborators. When asked, in the survey, how they understood what would happen with the recommendations they submitted to the Watercare board, assembly members had similar responses which could be attributed to the transparency of the process. Most thought that the recommendations would be considered by the Watercare board. Some of these participants thought that the recommendations would be strongly considered, and most likely implemented, while other participants thought that it would have some influence or be used as a guideline. A few participants were unclear on any impacts of the recommendations.

Key observations

Te Tiriti o Waitangi and mana whenua rights

Relationships and supporting structures are indispensable and we advise building them well ahead of any deliberative process.

Convenors must be attentive to the level of knowledge and understanding, and needs, of their mini-public, and schedule conversations with mana whenua at a moment appropriate for that group.

Representativeness of the group

Designing the invitation in a format that will be accessible and engaging for participants across educational levels, but also ethnic or age groups, is an important challenge for future deliberative processes.

Information and experts

We advise building a broad network of experts early and widely, and considering other sources of information that could be brought into the assembly, for instance, videos and reports that can be shown or read in the assembly or posted on a website for between-session viewing. A diversity of formats and complexity levels might also address the criticism of vague or overly simplified information.

Design and facilitation

The process requires expertise in its design and facilitation to ensure equal opportunity for participation by all members.

Empowered remit

A deliberative process that lacks firm commitment by the convenor cannot be successful and is better not conducted at all.

Future for deliberative democracy in Aotearoa New Zealand

Our experience indicates that deliberative democracy has great potential for advancing public participation and good decision-making in Aotearoa New Zealand. At a time when the climate crisis is forcing communities to make difficult decisions, and against the background of declining trust and participation in local government, deliberative democracy could provide a way to reinvigorate democracy for the challenging times ahead.[15] This report should be regarded as an example and first step, rather than a recipe. The lessons learnt could be of use to others trialling such processes in the unique cultural and social context of Aotearoa New Zealand. We hope to encourage and support more of these processes in the near future.

15 DIA. 2022. He mata whāriki, he matawhānui. Review into the Future for Local Government. Draft Report.

APPENDIX 1: INVITATION LETTER

UNIVERSITY OF AUCKLAND Waipapa Taumata Rau NEW ZEALAND | KOI TŪ: THE CENTRE FOR INFORMED FUTURES

Watercare

Kia ora,

Do you want to play your part in making a significant decision for Auckland? Then here is your chance. Watercare and the University of Auckland invite you to register your interest to be involved in a **citizens' assembly** on the future of water in Auckland.

We are looking for all kinds of people aged 18 and over to help make recommendations about a future water source for our city. This is open to permanent residents as well as people who hold NZ citizenship, as long as you live in Auckland. The selected participants will be offered **$800 as a token of appreciation** for volunteering their time.[1]

What do you need to do?
You are now holding one of only 12,000 invitations sent to Auckland residents. If you would like to be a part of the assembly, please scan the QR code below and fill out the form to register your interest **by 14 July**. From those who express interest, we will find a representative group of 40 people to form our assembly, reflecting the diversity of experiences, perspectives, and backgrounds of Auckland.

What does it involve?
We need your time. The group will spend four Saturdays (**6 August, 20 August, 10 September, 24 September**) from 9.30 am to 5 pm (and two one-hour online sessions) in an accessible location in central Auckland. Don't worry if you don't know much about water, we will provide all the information you need. You will hear from diverse experts and community groups, and together with other selected citizens, you'll prepare recommendations that will be handed directly to the Watercare executives on the final day.

What is in it for you?
This is a rare opportunity to be a part of a significant new approach to shaping your city's water future. As a token of appreciation, you will be offered $800 for volunteering your time. Childcare and transport support may be offered, and food and refreshments will be provided at the four sessions.

If you want to know more:
Please visit the website complexconversations.nz, email ccl-study@auckland.ac.nz or call us on 027 271 9907 to find out more.

When you are ready to register your interest:
Please scan the QR code and complete the short form.
Alternatively, you can call 027 271 9907 or email ccl-study@auckland.ac.nz

Ngā mihi,

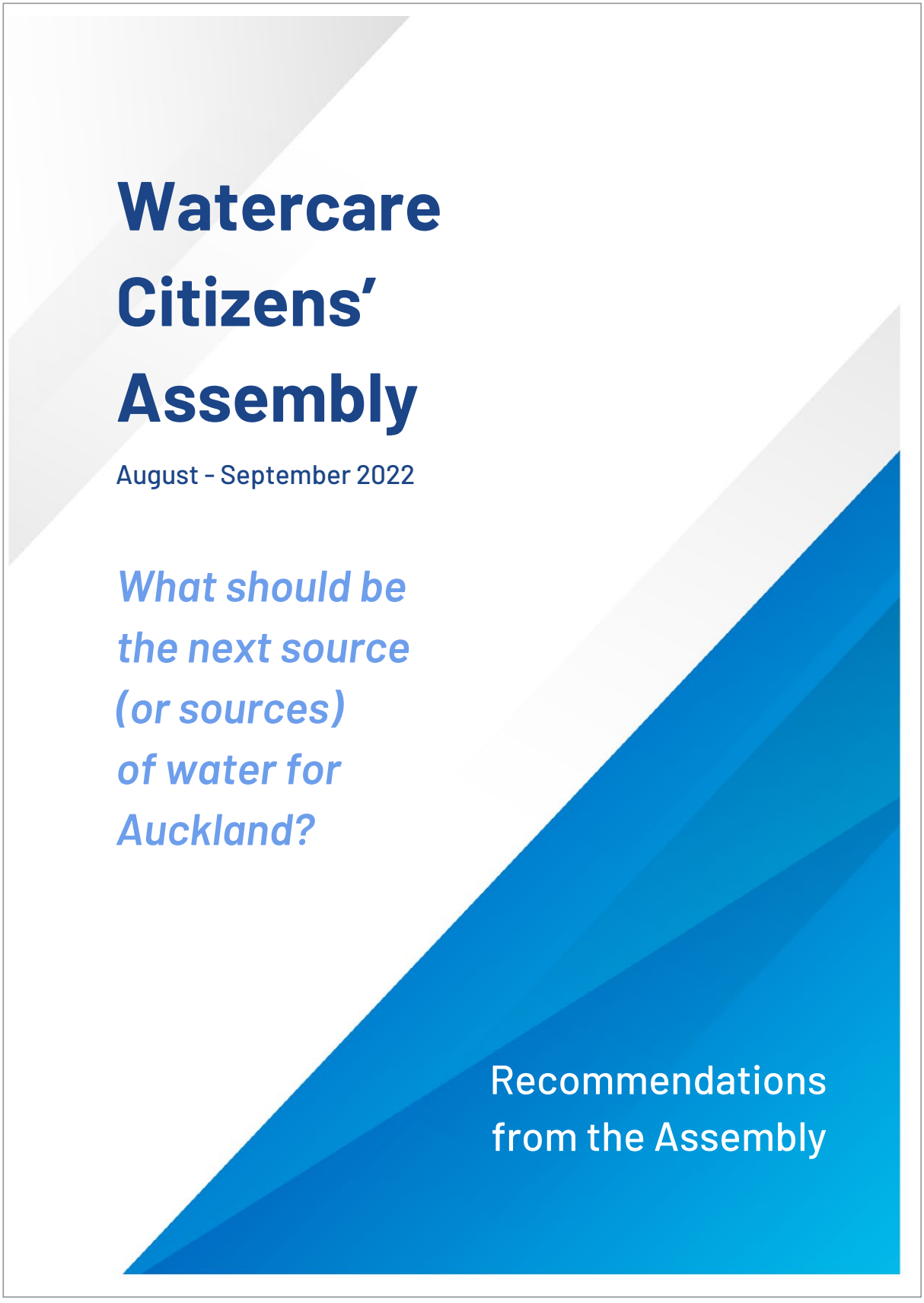
Watercare Services Ltd and the University of Auckland

[1] The citizens' assembly is jointly funded by Watercare and an MBIE Smart Ideas grant to the University of Auckland (Ref. PROP-61332-ENDSI-UOA). This has been approved by the University of Auckland Human Participants Ethics Committee on 1 July 2022. (Ref. UAHPEC24357)

APPENDIX 2: CITIZENS' ASSEMBLY SESSIONS' CONTENT

Sessions (date)	Date	Purpose	Session content
Zoom 1	2 Aug	Introduction	Welcome Introduction to the team Breakout sessions for participants to meet each other Instructions on the venue and taking questions
Day 1	6 Aug	Immersion	Welcome · Introductions · Icebreaker– how far have you travelled to be here?
			Understanding the task at hand · Explaining the remit · Background – history of supplying water to Auckland · Projections of future needs
			What does it mean to deliberate? · Considering different perspectives and tradeoffs · Ground rules and principles – agreed by assembly
			'Ask me anything' session with experts
			Introduction to options · Experts in room and online to provide overview and answer questions
			Making informed decisions – identifying information needs and speakers. · Assembly discusses/votes on top questions and issues
Day 2	20 Aug	Discovery	Conversation with speakers invited by the assembly.
			Group discussion – imagining the future under different options
			Exploring where participants stand on options
			Identifying key issues
			Finding common ground on options
			Combining options to see the difference between bundling or standalone options
			Make the participants think of their knowledge regarding the final report
			Using simple language to make participants focus on the most important sections to be written in
Zoom 2	30 Aug	Information	Experts
			Discussion on the difference between direct and indirect recycled water
			The pros and cons of installing a desalination plant from a technical perspective
			Specific discussion on treating water and how Watercare ensures/would ensure that the water is drinkable
			Questions and answer session with the experts and Watercare engineers
Day 3	10 Sep	Writing	Conversation and questions with Mana Whenua Kaitiaki Forum.
			Reflection on Mana Whenua discussion and the online expert session
			Working in small groups to write recommendations
			Reviewing other groups' recommendations
			Revisions to recommendations
			First draft submitted to Watercare and Mana Whenua Kaitiaki Forum – seeking feedback: · Interpretation – what they understand recommendations to mean. · Implications – what it would mean to implement recommendations.
Zoom 3	20 Sep	Catch-up	Providing a venue for participants who missed previous sessions to catch up.
			Answered and compiled questions related to report
Day 4	24 Sep	Delivery	Reviewing feedback – do the recommendations need to be clearer?
			Voting on changes
			Rewriting and agreeing on changes
			Finalising report
			Presenting the assembly report to Watercare leadership
			Closing

APPENDIX 3: CITIZENS' RECOMMENDATIONS



Introduction:

A citizens' assembly is a form of public involvement in decision making where a representative sample of the public is invited to deliberate and make recommendations on a specific question. The organisation that posed the question then commits to taking on board the recommendations in future decision making.

12,000 invites were randomly sent out to people across the Auckland Metropolitan Network. 40 people representative of Auckland's demographics were selected. These ranged from different educational backgrounds, ages, genders, living situations and ethnicities.

Out of the 40 people selected, 37 people attended and were tasked with finding the next future water source for Auckland. This task is important because we need to ensure that beyond 2040 our water supply is sustainable, resilient, reliable and adapts to climate change. We know that Waikato awa is not a source we can rely on forever. We also need to factor in the population and economic growth of Auckland.

In the sessions, six options were presented concerning Auckland's future water source. These six options had been narrowed down prior to the assembly, however, alternative ideas were encouraged to be submitted if applicable.

During each session options were explored further with additional queries and information being provided by experts. There were also discussions surrounding the involvement and opinions of mana whenua.

In the final sessions, panels were held to discuss tikanga and mana whenua principles surrounding water. This included narrowing down the recommendations and figuring out what we found important as a group and what needed further discussion. The first draft of our collective final recommendations were presented to Watercare,

these recommendations were finalised during the last session. We understand from mana whenua that everyone needs equal and fair access to water and that it is also a human right to have access to clean and fresh water. We also understand that it is the belief of some Māori that we must find something else for our future water source as what we currently have is not sustainable. We are in agreement with mana whenua and have taken on-board their perspective when deciding on the final recommendations to make to Watercare.

The common topics that often came up throughout these discussions were that cost and environmental impacts must be considered, and this is shown throughout each recommendation we have made. Education is also a key factor to ensure the recommendations are successful. After much collaborative deliberation, the following recommendations are what we believe would be the best options for Auckland's next future water source.

A. Recycled Water

Recommendation
We recommend the implementation of direct recycled water as the next source of water for Auckland. Engaging the Auckland public in education on the safety and quality of the water is necessary to facilitate acceptance.
Rationale
● Cost effective in relation to other options ● Environmentally friendly because it assists with reducing wastewater ● Provides another source of water to secure Auckland's water supply *"Water is the essence of life"*
Implementation
● It is imperative that education is implemented immediately to allow citizens to be informed and engaged. The quality, cost and environmental impacts need to be addressed. ○ This can be done through PSAs, primary school trips, and integrated into the curriculum. ○ Open ended but targeted. ○ Cost of education must be considered. Must be cost effective and not result in this method being more expensive than indirect. ○ Use multi media and social media to engage the public ● Feedback from relevant groups (cultural, religious, communities) must be considered from the start. ● Monitoring for public health safety ● Phrasing is incredibly important. Singapore has renamed their recycled water "New Water" and put a lot of focus on independence from Malaysia's water sources. Using similar tactics in Auckland may increase public support.

B. Desalination

Recommendation
We recommend Watercare continue research & investigation studies to understand the feasibility of desalination for the future as we believe it may be a required supplementary source if it is projected that we will not be able to meet our water needs with recycled water only.
Rationale
● We need to be prepared ● A plan needs to be put in place so if Auckland experiences long term drought the system can be implemented in a timely manner. ● We won't have built strong international relationships from whom we can learn best practice ● It seems to be the only drought resilient solution
Implementation
● Continuation of overseas engagement with countries that have desalination plants, and make this public information (Building & operating processes/costs, successful and unsuccessful facilities) ● A need to ensure the water from the desalination plant matches the current mains water quality in terms of health benefits (e.g. minerals). ● Investigate cost sharing & sharing resources with neighbouring regions. ● Possibility of co-location with other water servicing plants (e.g. Recycled water treatment plant & Desalination plant on the same site. Build Recycled water plant & have systems in place to upgrade to include desalination plant.) ● How it would integrate into the existing current water network system ● Utilising brine and alternative use of the waste created from desalination ● Implementing in a 'timely manner': taking climate conditions/trends

into consideration, technology advancements and cost
- Watercare should provide information on desalination research on their website so that the public can be informed.

C. Water Efficiency

Recommendation
To provide education and resources to consumers in reducing water usage.
Rationale
● Consumers will make informed choices around water consumption. ● We believe rain tanks can play a positive part in reducing water usage and support educating consumers around rain water tanks, but the decision and implementation of them should be at the discretion of homeowners (minimal resources to promote rain tanks). ● Majority of resources should be for water reduction methods. ● This is important because it will allow finite water sources to service more households.
Implementation
● Transparency of costs to the public. ● Making sure information and resources are accessible and understandable for consumption by the general public. ● Passively advertise water reduction options (i.e Facts in bills, Digital advertisement, TV advertisement, Radio advertisement, School education, Information on rain tanks, etc.)

Minority report on the public involvement in decision-making

Recommendation
We recommend that 2-3 people from the Assembly sit on Watercare's steering committee, for future water sources
Rationale
• This assembly has gone through a learning process and has a lot of knowledge. Leaving it at this assembly would be a waste of time, knowledge and resources. • It provides the input of a well-informed public, in particular when it comes to education and engagement of the public around the future water sources. • Having some representation of the group would keep the momentum going.
Implementation

APPENDIX 4: THE WATERCARE BOARD RESPONSE

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1 November 2022

Citizens' Assembly
c/- Elizabeth Drayton and Caitlyn Jagger

Kia ora

Response to the 2022 Watercare Citizens' Assembly's recommendations

Thank you for investing the time and effort to understand and provide reasoned and thoughtful proposed solutions to one of the most important questions our city faces: *what should be Auckland's next source (or sources) of water*?

I hope you enjoyed being part of our inaugural Citizens' Assembly. I certainly was impressed by your reflections on the final day, ranging from a deep appreciation for the opportunity to influence such an important future decision, to acknowledging the value of your learning about the world of water, to being grateful for new friendships formed through this process.

Having had the opportunity to study your recommendations, our responses to each of your recommendations is as follows:

Recommendation 1: Recycled water

What the Assembly said:	What we will do:
We recommend the implementation of direct recycled water as the next source of water for Auckland. Engaging the Auckland public in education on the safety and quality of the water is necessary to facilitate acceptance. What we understand: The assembly wants Watercare to plan for direct recycled water as the next source of water for the Auckland metropolitan network after 2040. We note that this recommendation had unanimous support from the assembly. This source was chosen because it is more cost-effective and environmentally friendly than the other options, as well as providing	**We accept this recommendation.** Our commitment is to stand up a detailed programme – from strategic planning to building – to work out the details that will support the realisation of direct recycled water as a source of drinking water for people on the Auckland metropolitan network. We note that there are no sources of resilient water that will be cheaper to develop than our current sources. Any new source will cost more than we currently pay. The direct recycled water programme will cover three key programmes of work, which will be publicly visible in Watercare's servicing strategies and asset management plans. This programme will be published by 2024. Operational commitments: 1. We will complete the Watercare reuse advanced water treatment pilot - for both non-potable and potable reuse. 2. The pilot activities will collect data and help us understand: a. water quality, b. plant requirements (breakdown and maintenance), c. operational costs, d. emerging contaminants of concern,

security of supply to the city. The importance of equal and fair access to water as a human right as articulated by mana whenua was taken on board when deciding on this final recommendation. The assembly wants education on this water source to begin immediately. The assembly would not have recommended direct recycling if it weren't for the understanding that there is enough time to get people on board. The assembly have also noted that the naming of the new water source is important too.	e. lab testing ability, f. cost of testing, g. management of by-products, h. disposal of by-products, and i. the environmental effects of disposal. 3. If the water does not meet quality requirements (health or environmental standards) or is prohibitively costly, we will re-evaluate direct recycled water as a source. <u>Regulatory commitments</u>: 1. We will work with the following organisations to develop recycled water as a drinking water source: a. Taumata Arowai, for drinking water quality standards and recognition of reuse as a drinking water source. b. The Ministry of Health, to ensure health impacts are known, understood, and not negative. c. The Ministry for the Environment, for the discharge of residuals, and d. Auckland Council to support resource consents under the Resource Management Act (or relevant acts within the new legislation). <u>Community engagement commitments</u>: 1. We will invest in a number of pilot project to gradually introduce the concept to the people of Auckland. 2. We will develop an education plan and policy to support understanding and acceptance of recycled water. 3. We will monitor progress towards community acceptance using best practice methods. 4. We will partner with mana whenua for development of the reuse programme to support the citizens' assembly recommendations ensuring that we embed tikanga in the process.

Recommendation 2: Desalination

<u>What the Assembly said:</u>	<u>What we will do:</u>
We recommend Watercare continue research & investigation studies to understand the feasibility of desalination for the future as we believe it may be a required supplementary source if it is projected that we will not be able to meet our water needs with recycled water only.	**We accept this recommendation.** We will continue to monitor all water source technologies. We will ensure we stay abreast of innovation in desalination methodologies that may reduce environmental impacts and reassess accordingly. <u>Research and Investigation:</u> 1. We will continuously review international best practice on desalination.

What we understand: The assembly is concerned that droughts are going to be a more frequent part of our future and wants to ensure that desalination remains an option. The assembly does not want to invest a lot of resources into this option.	2. We will monitor the environmental and health impacts of desalination in other parts of the world and include desalination research in our management plans, where appropriate. Community engagement: We will provide ongoing updates about our research and learnings regarding desalination on our website and in any pilot desalination plant that is developed.

Recommendation 3: water efficiency and education

What the Assembly said: *The recommendation is that Watercare 'provide education and resources to consumers in reducing water usage.' The assembly also notes that 'rain tanks can play a positive part in reducing water usage' and there was support for education 'around rain water tanks, but the decision and implementation of them should be at the discretion of homeowners (minimal resources to promote rain tanks).* What we understand: Assembly members recognise that water is a taonga and want Aucklanders to use less water so the finite resource will go further. Assembly members believe the reason people don't save more water is because there is an information gap in how to reduce water use. Assembly members want Watercare to do more to educate Aucklanders on how to use less water. The assembly wants to support the installation of rain tanks through education but not through mandates or financial incentives.	What we will do: **We accept this recommendation**. Water literacy and water efficiency will always be a key area of focus for Watercare but we understand that the assembly has have asked us to invest more in this space. We will put more resources into education and engagement activities with the intention of driving down water use. Education and resources: ongoing We will invest in the following initiatives: 3. Ongoing water wise campaigns to educate customers on ways to be water efficient 4. Introducing an app to promote better oversight of residential water use, including water efficiency tips 5. Investigating a similar style of process as the citizens' assembly for a younger audience eg. youth summit as a way to promote water literacy and water efficiency for rangatahi 6. Investigating how to bring water education into the school curriculum, and should the right model or opportunity be developed we commit to co-funding this with an appropriate partner organisation. Reducing water usage: 2022-2025 1. We are committed to targets to reduce usage in accordance with our water efficiency plan to 2025 and Auckland Water Strategy to 2050: a. Reducing loss from leakage b. Improving data oversight from source to tap, including a significant investment in smart meters for commercial and residential customers c. Reducing pressure in our network

	d. Improving residential, community and commercial water efficiency: ▪ We will continue to work with commercial customers to enhance water efficiency in different industries so that we support economic growth while reducing water use. ▪ We will continue to support rain tank adoption and work with the Auckland Council to reduce barriers to rain tank installation, including promoting rain tanks for gardeners and potentially commercial customers

Minority Report on the public involvement in decision-making

What the Assembly said: *We recommend that 2-3 people from the Assembly sit on Watercare's steering committee for future water sources* What we understand: The members gained a lot of knowledge during the assembly. The authors of the minority report see an opportunity to support the realisation of the recommendations by continuing to be involved in the development of a future water source; that they might be a part of the education and engagement of Aucklanders. There is also some concern that without representation of this group, momentum may stall.	What we will do: **We accept this recommendation.** Our suggestion is that a nominated sub-set of representatives of the citizens' assembly be invited to public board sessions where water resource updates are discussed. This topic is on the agenda twice a year.

Tēnā koe mōu i whai wāhanga ai ki te wānanga i ētahi taunakitanga uaua, nui hoki mō tō hapori te take.

Again, we thank you for making complex and important recommendations on behalf of your community.

Ngā mihi nui,



Margaret Devlin
Board Chair
Watercare Services Limited

UNIVERSITY OF AUCKLAND
Waipapa Taumata Rau
NEW ZEALAND

**KOI TŪ:
THE CENTRE FOR
INFORMED FUTURES**

HELP CREATE AN INFORMED FUTURE

We engage with people and organisations focused on the long-term development of New Zealand, and on core issues where trustworthy and robust analysis can make a real difference.

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