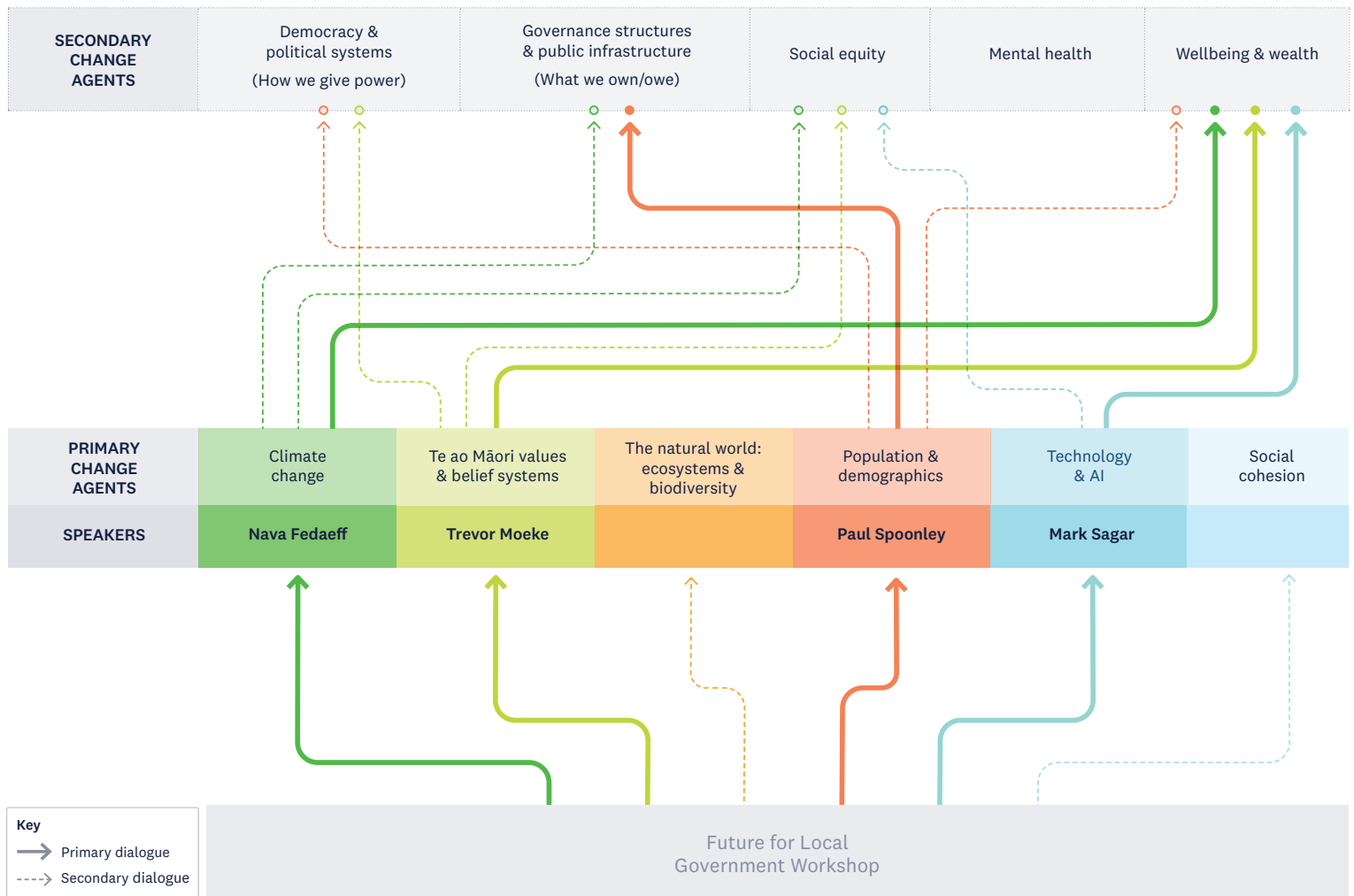


# Future for Local Government Workshop

Held 27 October 2021

Hosted by Roger Dennis and the McGuinness Institute



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# 1.0 Introduction

This paper is the result of the Future for Local Government Workshop held on 27 October 2021 with the Panel for *Te Arotake i te Anamata mō Ngā Kaunihera – Review into the Future for Local Government*. The Review into the Future for Local Government was established by the Minister of Local Government on 23 April 2021 to ‘consider, report and make recommendations on this matter to the Minister’. Te Tari Taiwhenua Department of Internal Affairs states:

The overall purpose of the Review is, as a result of the cumulative changes being progressed as part of the Government’s reform agenda, to identify how our system of local democracy and governance needs to evolve over the next 30 years, to improve the wellbeing of New Zealand communities and the environment, and actively embody the Treaty partnership.

The Minister is seeking recommendations from the Review that look to achieve:

- a resilient and sustainable local government system that is fit for purpose and has the flexibility and incentives to adapt to the future needs of local communities;
- public trust/confidence in local authorities and the local regulatory system that leads to strong leadership;
- effective partnerships between mana whenua, and central and local government in order to better provide for the social, environmental, cultural, and economic wellbeing of communities; and
- a local government system that actively embodies the Treaty partnership, through the role and representation of iwi/Māori in local government, and seeks to uphold the Treaty of Waitangi (Te Tiriti o Waitangi) and its principles through its functions and processes.

The scope of this matter comprises what local government does, how it does it, and how it pays for it.

The scope should include, but not be limited to, a future looking view of the following:

- roles, functions and partnerships;
- representation and governance; and
- funding and financing.<sup>1</sup>

The aim of this workshop was to contribute to the review, in particular how Aotearoa New Zealand’s ‘system of local democracy and governance needs to evolve over the next 30 years, to improve the wellbeing of Aotearoa New Zealand communities and the environment, and actively embody the Treaty partnership’.<sup>2</sup>

The workshop explored macro scale drivers of change, the use of foresight, and some of the biggest issues facing the world and Aotearoa New Zealand (presented by expert guest speakers). Participants identified possible global drivers of change and undertook a ‘fast and furious’ scenario exercise, creating narrative scenarios to explore possible futures for Aotearoa New Zealand.

The list of guest speakers can be found in Appendix 1: List of speakers and attendees.

The workshop aims and outcomes can be found in Appendix 2: Scenarios exercise sheet.

## 1.1 Purpose of this report

The purpose of this report is to explore and examine the key themes, implications and conclusions that arose from the workshop and the scenario exercise.

It aims to help further participants’ knowledge of how scenarios can be used to understand the implications of future trends on local governance and communities, and support further engagement with scenarios informed by foresight. This paper is structured as follows:

- Part one – introduction
- Part two – issue identification
- Part three – scenario exercise
- Part four – observations and next steps.

# 2.0 Issue identification

During the workshop participants identified and discussed the big issues facing the world and Aotearoa New Zealand (global drivers of change). See Figure 1 below. Institute staff have mapped and synthesised this discussion. The aim is to highlight key themes and to show the relationships and tensions between the issues. This enables participants to reflect on the issues discussed (and not discussed) across the four different breakout rooms. This map can be found overleaf (Figure 2).

**Figure 1: Global drivers of change<sup>3</sup>**

Adapted from McGuinness Institute’s Report 6 – Four Possible Futures for New Zealand in 2058.

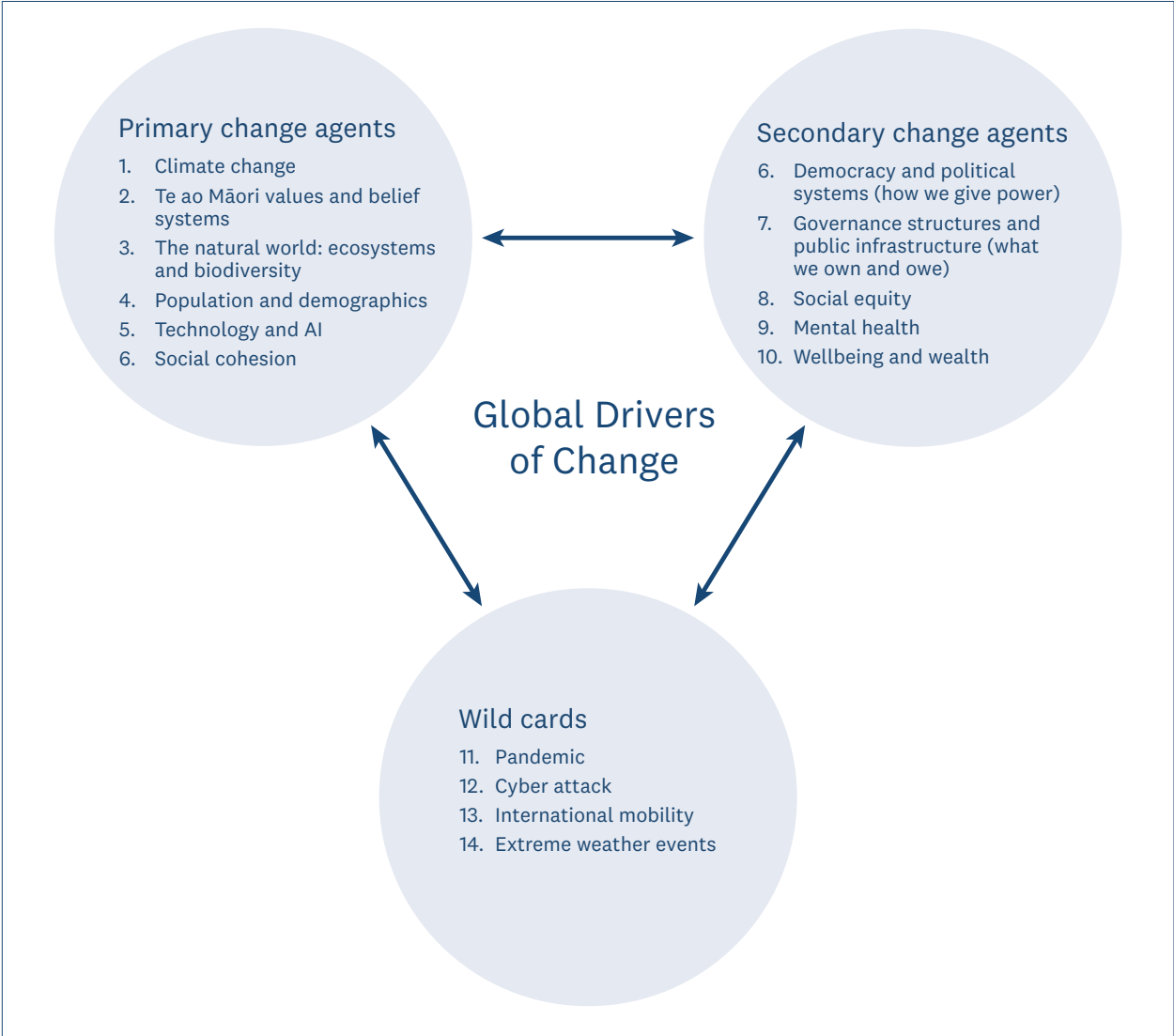
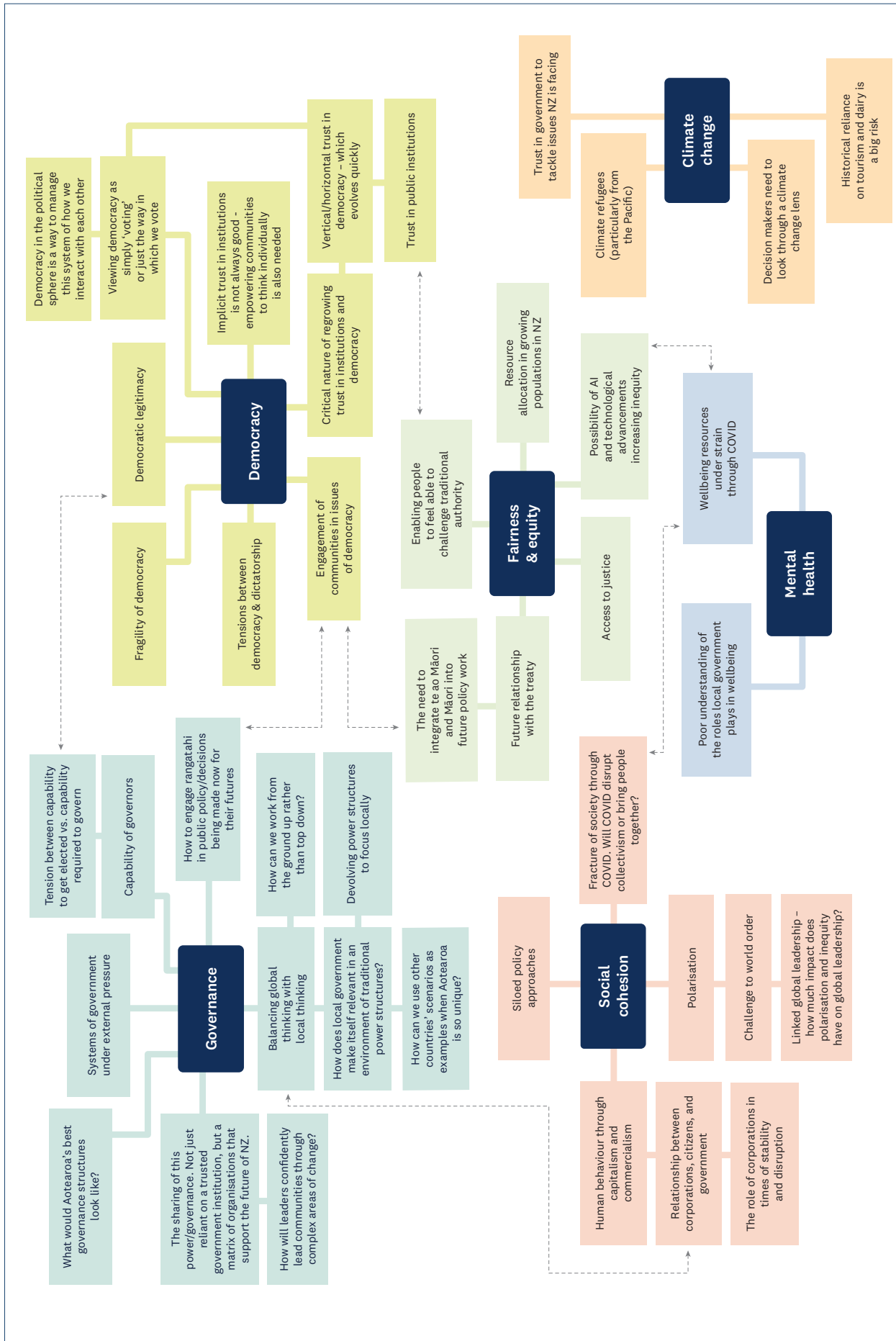


Figure 2: Mapping the issues using sticky notes



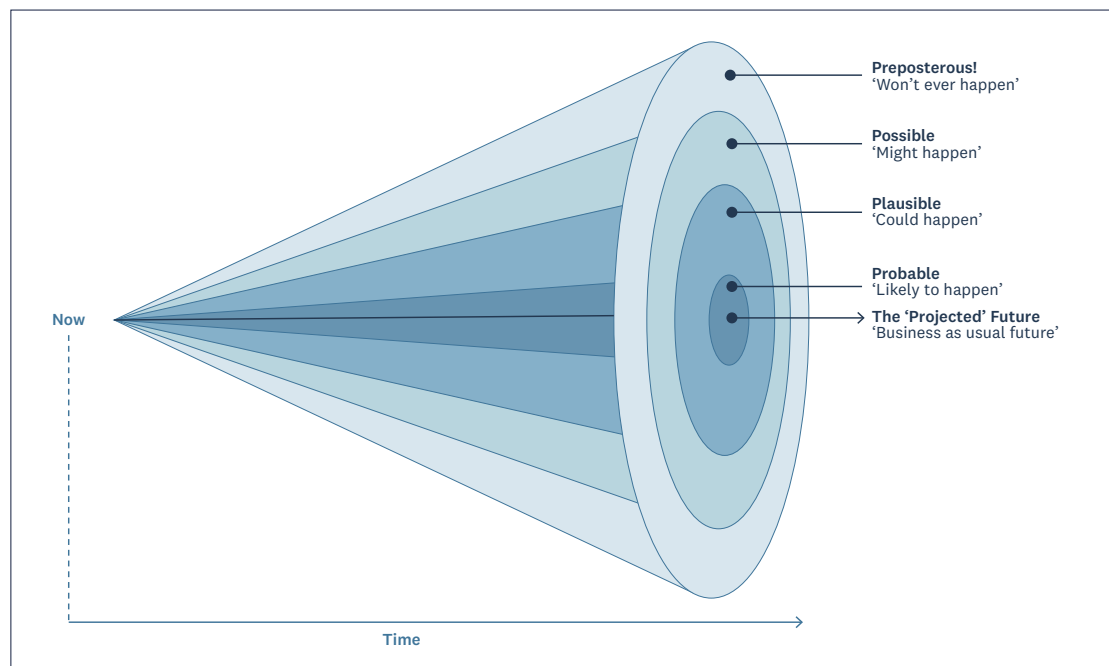
## 3.0 Scenario exercise

This section provides a short recap on the ‘what and why’ of scenarios, and discusses the 13 fast and furious scenarios developed by participants during the workshop. It enables examination of participants’ scenarios, including the different ways in which each of the four groups approached the exercise and conceptualised the global drivers of change.

### 3.1 Setting the context

Scenarios are a foresight process used to identify and assess possible outcomes of future events under conditions of uncertainty.<sup>4</sup> They do not set out to make predictions, but rather describe and enable an understanding of possible futures – both positive and problematic. By standing on a few possible mountains, Aotearoa New Zealand’s future landscape can be explored.

**Figure 3: Cone of plausibility**



The strength of scenario analysis is in its ability to:

- identify and rank future issues and opportunities;
- stimulate ideas and explore relatively unknown areas;<sup>5</sup>
- connect and unify different disciplines and sectors and ensure the same language is being spoken;<sup>6</sup>
- identify and interrogate assumptions about the future which underlie decisions; and
- articulate the different pathways that might exist tomorrow, and find appropriate movements down each of those possible paths.<sup>7</sup>



## 3.2 Method

The steps taken to create scenarios during the workshop are set out below. These can be followed to further develop and refine the existing scenarios, try different axis pairings to generate new scenario narratives, or identify completely new global drivers and create new scenarios.

### Step one: define the purpose of the scenarios

A clear definition of purpose allows participants to select and revisit topics as they progress through the scenario exercise process. It also ensures the scenarios generate decision-useful ideas and avenues of inquiry for participants.

In this workshop, the purpose of the scenarios was to gain an understanding of the implications possible futures have for local governance and communities, and support continued engagement informed by foresight.

### Step two: issue identification

Once the purpose of the scenarios is clear, participants mind-map and create a list of possible global drivers of change and wild cards. In this workshop, participants were divided into small groups to mind-map global drivers, using a virtual online whiteboard.

### Step three: impact vs likelihood

After identifying global drivers, participants consider the impact these drivers would have if they occurred, and the likelihood of the drivers occurring. This creates the 'impact vs likelihood' axis.

Global drivers in the upper right of the axis are those which participants considered to be highly likely to occur (or which are already occurring) and to have a significant impact if/when they occur. Global drivers in the bottom left of the axis were those which participants considered to be unlikely to occur, and to have limited impact if they did occur.

### Step four: select global drivers of change

Global drivers of change are then selected to become the building blocks (matrix axis) around which scenarios are constructed. When selecting global drivers for the axis, participants should ideally choose those drivers which are 'highest impact and the greatest likelihood'; this creates a tension between axes, enabling four contrasting, authentic narratives about the future.

The global drivers selected in the workshop were: climate change vs democracy; te ao Māori vs equity; technology vs social cohesion; and connection to land vs wellbeing, creating four scenario matrixes.

### Step five: create the scenario narrative

Using the scenario matrixes, participants develop the essence of each scenario, creating a narrative of up to 200 words each. This is a collaborative, creative process – the emphasis is not on perfection but on 'fast and furious' idea generation; scenarios can later be refined and strengthened. Workshop participants used the online whiteboard to develop the essence of each scenario.

To assist this process it is often helpful to develop a narrative from the perspective of someone living in this future, e.g. a teacher, of a teacher, a parent, a policy maker etc.

### Step six: examine the implications of each scenario

Participants can then use the narrative scenarios to explore and examine their implications for local governance, communities, and Aotearoa New Zealand.

## 3.3 Insights from four speakers

In addition to the participants, we were fortunate to have four speakers share their insights on the day. See overleaf.



Source: niwa.co.nz/people

# Nava Fedaeff

## Forecaster/Science Communicator, NIWA

Nava is a Forecaster/Science Communicator at the National Institute of Water and Atmospheric Research (NIWA). She was previously a Climate Scientist at NIWA for five years. Nava has a Bachelor of Science with honours from the School of Environment at Auckland University. [Source](#)

### 1. What are you seeing today that might impact Aotearoa New Zealand in the next 30 years?

NIWA's climate change projections show that New Zealand will experience extreme weather events that will cause a wide range of diverse impacts for regions, industries and communities.

Our climate is changing. If we look at NIWA's seven-station temperature series, we can see that, on average, our temperature has risen over 1°C over the last 100 years. This rise has accelerated over the last decade. NIWA's team of modellers work with the global science community to produce projections of possible future climate scenarios. Our future climate depends on expectations of greenhouse gas concentrations in our atmosphere. The scenarios diverge after the year 2050, as they depend on the global community's effort to reduce emissions in the next few decades. In every scenario, it is certain that warmer temperatures than today are more likely.

Higher temperatures will have a number of impacts for New Zealand: pest species' populations will increase and become harder to eradicate, as these species are supported by warmer temperatures. Heat stress will become more common for both humans and animals. A frost-free future will have impacts for many industries, particularly the horticulture industry. Ice reserves such as New Zealand's glaciers are melting. This has implications for river flow and water availability for farmers and nearby towns, and for tourism. There is also an opportunity to adapt and take advantage of the changing climate, for example, to grow certain crops in climates that were once too cold.

Rainfall varies based on which scenarios and models are looked at. However, it is predicted that although total rainfall may not differ significantly, in general, there will be more dry days, along with more extreme rainfall events. This means that there will be an increased chance of both drought and floods. Less frequent rainfall will cause a higher risk of water shortages and wildfires. Scenarios also show that tropical cyclones might not become more frequent, however those that do form may be more severe. Flooding will cause damage to infrastructure and drainage, which will require construction companies to re-evaluate building structures and guidelines in order to prevent major damage.

Ongoing sea level rise is a threat in every scenario, but the magnitude varies depending on whether emissions are reduced enough in the next few decades. Coastal hazards can cause a trifecta of impacts: flooding, coastal erosion, and even permanent inundation.

### 2. What implications will this have for local government?

Climate change impacts ... they affect industries differently, and the decisions and the actual impacts are going to vary, depending on if you are making decisions at a national government scale, local government scale, business scale, iwi, hapū, and at an individual scale. It's about putting that lens on when making decisions, and thinking, what can we do at this level? This means that local governments will act differently depending on where they are. Whether that is by preparing to adapt to higher temperatures and water shortages, or adapting to coastal hazards. Regardless of area, climate change

impacts will be complex and often overlooked. They will also be extremely costly. For example, two thirds of New Zealanders live within 5km of the coast. Communities across New Zealand will be affected by coastal hazards, and billions worth of infrastructure could be at risk.

*Climate change impacts ... they affect industries differently, and the decisions and the actual impacts are going to vary, depending on if you are making decisions at a national government scale, local government scale, business scale, iwi, hapū, and at an individual scale. It's about putting that lens on when making decisions, and thinking, what can we do at this level?*

### 3. How should local government consider these implications in preparation for the future?

NIWA has worked with most councils to produce tailored information around climate change projections and impacts. Risk management is necessary – some councils have begun to do this. In the case of sea level rise, councils have been using LiDAR data to map areas that are at risk from coastal hazards. The biggest challenge now is how to translate these future impacts into action(s). Local government needs to prepare for the climate change impacts that will affect their regions, so communities can become resilient and adaptable in the face of these impacts. resilient and adaptable in the face of these impacts.



# Trevor Moeke

## Poutiaki – Director Te Ao Māori Strategy and Performance, New Zealand Treasury

Trevor Moeke, of Ngāti Porou, Ngāti Awa, Ngāti Kahungunu descent, was born and raised on the East Coast of the North Island. He is Poutiaki - Director Te Ao Māori Strategy and Performance at the New Zealand Treasury. He also serves iwi as the Chair and Company Director of Ngati Kahungunu Assets Holding Company Group. [Source](#)

### 1. What are you seeing today that might impact Aotearoa New Zealand in the next 30 years?

Te Tiriti o Waitangi and democracy in Aotearoa has evolved over time. When I was growing up, we were happily aware that there was a mistrust of the Pākehā education system, and in the Government. Important developments such as electricity, asphalt roads and the polio vaccine came late to our areas. So we learned early that to make dust is better than to eat dust – in other words, it was sometimes necessary to stamp feet so that the system did not forget Māori communities altogether.

Fortunately, Te Tiriti partnerships have come a long way since then, although there is still a long way to go. We are nearing the 200th anniversary of Te Tiriti o Waitangi, in the year 2040. Billions of dollars have been awarded in treaty settlements; national parks and rivers have been granted legal personhood. These legal precedents now ask us as a democracy, how we might treat that as a legal entity. The State Sector Act 1988, now the amended Public Service Act 2020, requires public sector Chief Executives to draw attention to the Treaty of Waitangi in the performance agreements that they have to deliver. So there is a focus towards Te Tiriti o Waitangi that is now happening in terms of reality, rather than promise.

### 2. What implications will this have for local government?

Te Tiriti partnerships will play an important role in the future of local government. An important question to ask is: in what ways could te ao Māori (the Māori sphere and its worldviews) help us think about the principles of local governance into a 30 year-plus space?

Te ao Māori perspectives will guide governance to steward a culture that is anchored in the natural world. It is about how people are, how they feel, their spirit (wairua) and their environment (taiao). When we can look at governance in this way, we can then look at the core needs over the next 100 years.

*In what ways could te ao Māori help us think about the principles of local governance into a 30 year-plus space?*

An important te ao Māori principle that will play a key role in local government and democracy in the future is Whanaungatanga. When breaking down this word, it has multiple meanings: whānau, translating to both family and the act of giving birth. The word whenua means placenta in te reo, and is equally the word for land. The word hapū means both pregnant and clan. These words demonstrate

the importance of the land, family and the new generation in te ao Māori, and illustrates how they are interconnected. Whanaunga means relations, relatives and kin. When put all together, Whanaungatanga is about relationships, kinship and a sense of family connection. All civilisations strive to care about family and relatives. Therefore, this value should be embodied in local government.

### 3. How should local government consider these implications in preparation for the future?

Integrating te ao Māori into governance will empower Māori communities to have a voice in decision-making. Representatives and perspectives from our communities will help to improve public trust and confidence in local authorities. It will help foster a strong relationship between local government and iwi, to provide for the social, environmental, cultural, and economic wellbeing of communities.

Incorporation of te ao Māori into governance will bring benefits to all. Our communities will begin to embrace different world views as a result; and not cling exclusively to western systems out of fear and lack of knowledge. Our environment will be protected, and land that requires our protection will be granted legal personhood through collaboration of the Westminster legal system and te ao Māori principles.



Source: pg2021.org

# Mark Sagar

## Director of Auckland Bioengineering Institute's Laboratory for Animate Technologies, UoA

Dr Mark Sagar is the Co-Founder and CEO of Soul Machines. He is also director of the Laboratory for Animate Technologies at the Auckland Bioengineering Institute. Mark holds a PhD in Mechanical Engineering from the University of Auckland, and was a post-doctoral fellow at Massachusetts Institute of Technology. He has been awarded with two Scientific and Engineering Oscars for his work in computer-generated faces. In 2019, he was elected as a Fellow of the Royal Society for his world-leading research. [Source](#)

### 1. What are you seeing today that might impact Aotearoa New Zealand in the next 30 years?

Technology will continue to advance. We are beginning to see the role digital humans will play in the future. At Soul Machines we have created digital humans that have the ability to feel, learn and react in real time. They are like us: they have personality and character; and can engage in conversations. They can be designed to speak different languages; and can be customised to represent all ethnicities. This enables the technology to engage with a wide range of demographics. We have found that people are more inclined to interact with technology in a face to face way, that feels natural.

*We are building machines like us, to create with us.*

Our technology is designed to assist people in a range of different industries. At a commercial level it can be used to have roles such as an automotive assistant, banker, teacher, police officer, and a doctor, etc. This technology is designed to do all the things that you do not have time for, or do not want to do. At the core, we are building machines like us, to create with us. Our technology has been used to assist the World Health Organization (WHO), which is using it

to help people quit smoking tobacco during the pandemic. The digital human, Florence, is able to provide information on the serious health impacts of smoking, particularly for COVID-19 patients; debunk myths around COVID-19; and give techniques to quit smoking. Thus, virtual assistance technology can be used to inform, educate and influence people's behaviour. In the next 30 years, this technology may become more prominent in public places in New Zealand.

### 2. What implications will this have for local government?

As mentioned, digital humans are created to assist people. For local governments, there is potential to use this technology to inform citizens, and give directions to tourists within airports and cities. We have also been looking into using this application in the mental health area. It may be useful in terms of loneliness. So there is room to use this technology in a number of ways.

Technology is shifting to 3D environments. No longer will we interact with two-dimensional technology such as webpages. Or virtual assistance using only voice, such as Siri. Creative cooperation with intelligent machines will define the next era of history. Companies will begin to use digital representation, as it is now possible to have personalised relationships with customers using virtual human technology.

*Creative cooperation with intelligent machines will define the next era of history.*

Challenges with this technology going forward will be Artificial General Intelligence, meaning how to get virtual humans to do the things that humans do? Implications surrounding external memory of the AI will be a concern for the security/privacy of our data. Companies already have access to our personal data, so how can we make our data private on devices?

Ethics will of course be critical in delivering successful AI technology. Interaction needs to be positive and be for human empowerment. The goal is not to replace people's jobs with technology, but rather augment jobs.

### 3. How should local government consider these implications in preparation for the future?

Local government should take advantage of this advancement in technology, and utilise it in the public space. Human cooperation is the most powerful force in history. We have seen this with the development of modern medicine and landing on the moon. So using virtual human technology to assist people will create endless opportunities.



Source: Jane Dasher, massey.ac.nz

# Professor Paul Spoonley

## College of Humanities and Social Sciences, Massey University

Distinguished Professor Emeritus Paul Spoonley retired from Massey University in 2021 after serving as Pro Vice-Chancellor. He is currently Chair of the Social Science Marsden Fund Panel, a Board Member of Auckland Museum and is an advisor to the New Zealand Police. He was a Principal Investigator on the Ministry of Business, Innovation and Employment funded programme, Capturing the Diversity Dividend of Aotearoa New Zealand. He is a Fellow of the Royal Society of New Zealand.

### 1. What are you seeing today that might impact Aotearoa New Zealand in the next 30 years?

Aotearoa New Zealand is seeing a significant demographic transformation that will have many implications for the future. We have already seen a shift in the composition and location of communities in the last decade, and this will continue to occur. Urbanisation will increase, with concentration in the top of the North Island. This means cities will continue to grow and house more New Zealanders; whilst regional population will decline.

Fertility will continue declining, as birth rates have decreased globally. This will cause the school population to decline nationally; and a smaller cohort will enter the workforce. Labour shortages will become a big problem due to this, specifically in regional areas. Ageing communities will then follow, with the population over 65 doubling.

Immigration rates will continue to increase. In the 2019–2020 year, immigration was at an all-time high in New Zealand. Although COVID-19 has paused immigration in the last year, immigration rates will increase quite rapidly thereafter. These high rates of immigration will contribute to New Zealand's rising population. By 2030, the national population is predicted to reach six million.

Areas that will be harder to predict is the pandemic's role in affecting demographic change, and for how long?

In terms of international mobility, COVID-19 will restrict us for the next 2–5 years.

### 2. What implications will this have for local government?

The implications of demographic transformation will differ regionally. Territorial authorities will need to prepare for this shift. Rural areas in particular are going to be impacted by population stagnation. As a result, both school populations and the workforce will suffer.

### 3. How should local government consider these implications in preparation for the future?

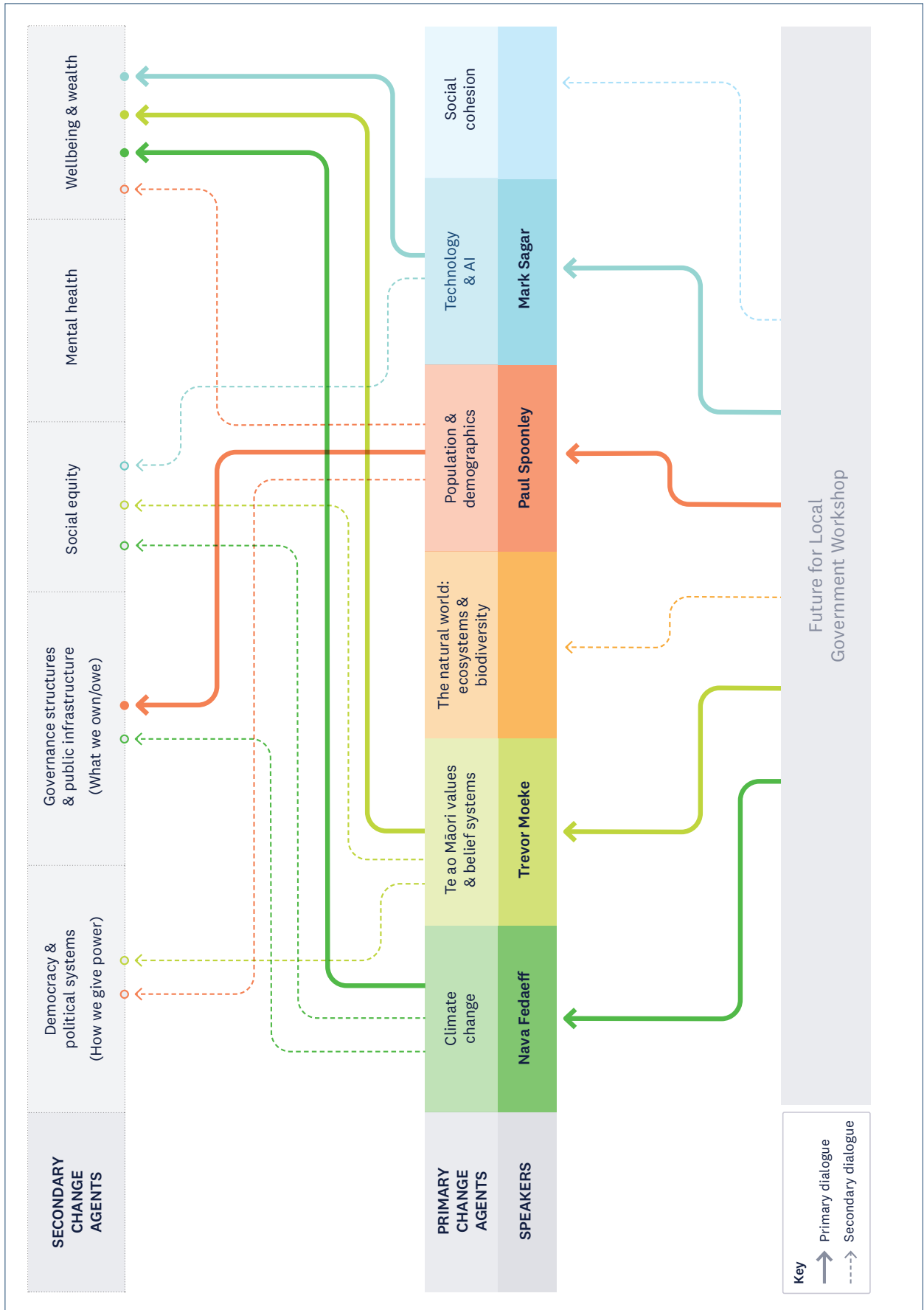
As we begin to think about the shape of our communities, what strikes me is a lot of the institutions, values and processes that we have got really do not fit the new New Zealand that is beginning to emerge. The Long Term Plans for NZ Territorial Authorities currently in place are in general unrealistic. Some have contracted specialist agencies to develop population models (but very much in the minority). Many regional authorities wrongly assume population will increase, and do not include any detailed future population

projections. Few discuss fertility and its projected decrease. Many assume ongoing migration (internal or international). Most acknowledge the ageing of the local population.

*As we begin to think about the shape of our communities, what strikes me is a lot of the institutions, values and processes that we have got really do not fit the new New Zealand that is beginning to emerge.*

In my experience, it is very difficult to get local authorities and others thinking about the long-term regional population trajectory. I fear that communities will not be resilient against the implications of demographic change, due to our policy innovation system not being up to the task. These long-term plans need to be reassessed and correspond with the projections. Policy will need to strategise how to manage and respond to these challenges.

Figure 4: Mapping the speaker dialogue



## 3.4 The 13 workshop scenarios

Using the 2 x 2 matrix technique participants undertook ‘fast and furious’ scenario development. The global drivers of change (primary and secondary drivers and wild cards) in tension were: 1) climate change and democracy; 2) te ao Māori and equity; 3) social cohesion and technology; and 4) connection to land and wellbeing. Participants developed 13 narratives, bringing these scenarios to life.

Institute staff have further refined and developed the narrative scenarios: adding bulk to the ‘fast and furious’ scenario skeleton. This has been done where, for example, time restrictions meant that a scenario was not able to be fully developed, to provide description where matrixes used notes/bullet point type narratives, and where further detail helps to bring the scenario to life.

To do this, Institute staff developed the trajectory of the existing scenario, drawing on discussion and material from the workshop speakers and breakout room discussion, as well as understandings of scenario development as a foresight tool. Institute staff have also included a question at the conclusion of each scenario: ‘the burning question for New Zealanders in this future is...?’ to encourage reflection and further engagement with the scenarios.

The method used to create the workshop scenarios can be found in Appendix 2: Scenarios exercise sheet.

The workshop scenarios and the narratives developed by Institute staff can be found in Tables 1–8 below. The global drivers of change identified during the workshop can be found in Figure 1.

### 3.4.1 Climate change and democracy

In this matrix the global drivers in tension were climate change (high and low levels of climate change action – adaption and mitigation action) and democracy (high and low levels of democracy).

**Table 1: Climate change and democracy**

	High level of democracy	Low level of democracy
High level of climate change action (high adaption and mitigation action)	Scenario 1: He waka eke noa <sup>8</sup> Climate change action ✓ Democracy ✓	Scenario 2: We know what is best Climate change action ✓ Democracy ×
Low level of climate change action (low adaption and mitigation action)	Scenario 3: Lots of talk and no action Climate change action × Democracy ✓	Scenario 4: BAU and no action Climate change action × Democracy ×

**Table 2: The essence of climate change and democracy**

	High level of democracy	Low level of democracy
High level of climate change action (high adaption and mitigation action)	<p>Scenario 1: He waka eke noa</p> <p>People living cohesively together, sustainably, and in harmony with the natural environment are no longer ideals, but the daily reality for New Zealanders. Democracy has been innovated and reshaped to centre a ground-up approach; people feel heard and actively contribute to climate change problem-solving. The public have a high level of trust in decision-makers (their skills, values and ability to create change), and people feel they are able to challenge decisions and ask questions. At the local level, individuals and communities are engaged and informed about adaption and mitigation needs and measures. There is widespread understanding (in the public and among decision-makers) that the steps Aotearoa New Zealand is taking will set the path for our climate future. Long-term thinking prevails, and is reflected in institutions, e.g. local and national climate institutions include youth representatives at the decision-making table. Aotearoa New Zealand is seen as a leader on climate action. Global climate institutions are set up here, and international visitors come to learn from our climate governance systems.</p> <p>The burning question for New Zealanders in this future is: how can we maintain this prosperity?</p>	<p>Scenario 2: We know what is best</p> <p>Addressing climate change and keeping the environment safe is prioritised over enabling democracy. The public feels shut out from decision-making, but they also see benefits as the country's greenhouse gas emissions stabilise and then decrease. Decision-makers look through a climate change lens, and Aotearoa New Zealand's natural environment flourishes. However, society does not. Protests become the norm as tensions escalate over the lack of democracy. A 'police state' feel prevails. Aotearoa New Zealand's government resembles a benevolent dictatorship – decision-making is completely centralised and leaders are posited as the only experts. 'Ordinary' individuals and communities do not get a say – they feel that they cannot critique the government, and become disaffected and disengaged. People are forced to choose between political freedoms and climate action. Tensions also rise in Aotearoa New Zealand's international relationships over the lack of democratic accountability.</p> <p>The burning question for New Zealanders in this future is: how do we balance environmental protection with supporting and enabling democracy?</p>
Low level of climate change action (low adaption and mitigation action)	<p>Scenario 3: Lots of talk and no action</p> <p>Aotearoa New Zealand has not taken material steps to address the climate crisis. The public are regularly consulted by government on ideas to address climate change, e.g. in the agriculture, transport, and resource management sectors, and many people contribute to the public climate change discussion. However no change actually results. The climate is continually relegated to the back burner by decision-makers in favour of more politically popular issues. Short-term thinking prevails. Public tension increases over the lack of action. People feel ignored by leaders, and trust in government at all levels declines rapidly.</p> <p>The burning question for New Zealanders in this future is: what stopped decision-makers from acting sooner? How do we turn discussion into action?</p>	<p>Scenario 4: BAU and no action</p> <p>Decision-makers have treated climate change as a BAU/ non-priority concern. As a result of the lack of climate action, greenhouse gas emissions have continued to increase, rising sea levels begin to displace people from coastal areas, and drought impacts resource availability. At the same time, there are no channels for the public to have a say and they feel shut out by decision-makers. The public increasingly blames government for its short-term thinking, for not listening to calls for change, and for not taking action to address the climate crisis. Autocratic leaders promising action become increasingly popular, the public are unable to challenge or critique government, and society becomes increasingly polarised. The country starts to see climate-related displacement within and from Aotearoa New Zealand.</p> <p>The burning question for New Zealanders in this future is: how much longer do we have on this current trajectory?</p>



### 3.4.2 Te ao Māori and equity

In this matrix the global drivers in tension were te ao Māori and equity. This group focused on exploring one narrative scenario (high integration of te ao Māori and high social equity).

Note: the original drivers of te ao Māori and governance were amended by the group to become te ao Māori and equity. This demonstrates the way in which global drivers can be adjusted and refined in the scenario exercise to help explore different futures.

**Table 3: Te ao Māori and equity**

	High level of equity
High integration of te ao Māori (an intrinsic te ao Māori perspective)	Scenario 5: Puna (wealth spring) Equity ✓ Te ao Māori ✓

**Table 4: The essence of te ao Māori and equity**

	High level of equity
High integration of te ao Māori (an intrinsic te ao Māori perspective)	<p>Scenario 5: Puna (wealth spring)</p> <p>Our leaders and decision-makers are values based; not only speaking about values, but living and acting the values that underpin governance systems. Leaders understand and are able to articulate te ao Māori. They enable belief systems from te ao Māori to be applied in local government. Local government has high calibre relationships with a range of knowledge holders, iwi and community groups; relationships are valued and honoured. A holistic and cross-disciplinary approach is taken to solving societal problems (as opposed to different disciplines and sectors trying to tackle problems in silos). Decision-making centres the perspective of mokopuna (grandchildren) – thinking about what legacy decisions will create for mokopuna. The Westminster legal system and indigenous knowledge work together, as was seen with the protection of Whanganui River with legal personhood. Te ao Māori is not seen as ‘other’, but as capable of bringing benefits to all. The ability and desire to understand different world views increases as a result; western systems and world views are no longer exclusively clung to out of fear and lack of knowledge.</p> <p>The burning question for New Zealanders in this future is: what can we do to continue to support this understanding and growth?</p>

### 3.4.3 Technology and social cohesion

In this matrix the global drivers in tension were technology (high and low levels of technology use) and social cohesion (high and low levels of social cohesion – belonging, connection and identity).

**Table 5: Technology and social cohesion**

	High level of social cohesion (belonging, connection and identity)	Low level of social cohesion (belonging, connection and identity)
High level of technology use (technology as a tool)	Scenario 6: Creative cooperation Technology ✓ Social cohesion ✓	Scenario 7: Technology outpaces ethics and values Technology ✓ Social cohesion ×
Low level of technology use (movement away from technology)	Scenario 8: Empathy revolution Technology × Social cohesion ✓	Scenario 9: Social unrest Technology × Social cohesion ×

**Table 6: The essence of technology and social cohesion**

	<b>High level of social cohesion (belonging, connection and identity)</b>	<b>Low level of social cohesion (belonging, connection and identity)</b>
<b>High level of technology use (technology as a tool)</b>	<p><b>Scenario 6: Creative cooperation</b></p> <p>The creation of pathways for understanding and cooperation between people has been the driving motive behind Aotearoa New Zealand’s high technology use and uptake in this future. Technology is a tool for empathy. Connection and cooperation become the (virtual) reality. Te ao Māori belief systems are understood and uplifted. Intolerance and ‘fear of the other’ is a thing of the past. ‘Day in the life of’ programmes are run in schools and work places to develop empathy for the perspectives and experiences of others. Like-minded people are able to join together, fostering creativity and innovation. For example, artificial intelligence is used to minimise and then eradicate social access challenges (access to health care, education, justice services). Cities and regions within Aotearoa New Zealand are connected and cooperate to help each other solve local and national challenges. Technology also enables people to live in greater harmony with the natural environment.</p> <p>The burning question for New Zealanders in this future is: how do we continue to foster understanding, creativity and innovation?</p>	<p><b>Scenario 7: Technology outpaces ethics and values</b></p> <p>Artificial intelligence in administrative, medical, and automotive technology is the norm. Day-to-day living requires access to and proficiency with technology; ‘social credits’ are a key form of currency. Inequality escalates, and those who do not have access to technology feel shut out from society and unable to participate. Algorithms, targeted news, social media and advertising feed selected perspectives and views to certain groups of the population, antagonising and polarising society. There is a large amount of power in the hands of the small homogeneous group of (unelected) people who develop technology. As a result they have a strong influence on the decisions and opinions of others. Whilst material standards of living are high for those that have technology, the loss of face to face connection is isolating and impacts mental health. People do not feel in control of their lives and their data. Human ethics and law have not been able to keep pace with development. The lack of ethical controls causes deep unease and division among portions of society.</p> <p>The burning question for New Zealanders in this future is: how do we regain control of technology? Is it possible?</p>
<b>Low level of technology use (movement away from technology)</b>	<p><b>Scenario 8: Empathy revolution</b></p> <p>Aotearoa New Zealand makes an intentional and coordinated move away from technology use. Face-to-face connection and doing tasks in person are favoured and prioritised. People are able to spend more time with family and loved ones. Understanding and listening is emphasised over speed and output, increasing levels of empathy. Society is required to work and navigate challenges together; cross-cultural and community understanding increases as a result. Aotearoa New Zealand has developed a strong national identity, and people feel valued in, and connected to, society. However, technological innovation has slowed and stopped. Internationally, Aotearoa New Zealand is viewed as an increasingly isolated country.</p> <p>The burning question for New Zealanders in this future is: is this way of living sustainable in an increasingly connected and technology reliant world?</p>	<p><b>Scenario 9: Social unrest</b></p> <p>Aotearoa New Zealand’s trajectory of technology use and uptake is broken by an unexpected cyber-attack. There is a sharp turn away from technology. People are unable to connect with one another through technology they had previously relied on (air travel, social media, video calling, online gaming, etc). People feel isolated and struggle with adapting to new ways of connecting and engaging with one another. The feeling of isolation drives distrust, fear and polarisation. Society is fractured, and Aotearoa New Zealand’s national identity is eroded. The threat of social unrest is real; government struggles to engage with the public and foster trust in leaders.</p> <p>The question for New Zealanders in this future is: can we gain control over Aotearoa New Zealand’s increasing disconnection?</p>

### 3.4.4 Connection to the land and wellbeing

In this matrix the global drivers in tension were connection to the land (high and low levels of connection to the land, centring/not centring te ao Māori) and wellbeing (high and low levels of wellbeing). This produced four scenarios. This group developed a narrative from the perspective of four people living in each future. Using these narratives, Institute staff developed the essence of each scenario (see Table 8).

**Table 7: Connection to the land and wellbeing**

	High levels of wellbeing	Low levels of wellbeing
High levels of connection to land, centring te ao Māori	<p>Scenario 10: People and the land flourish</p> <p>Connection to land ✓ Wellbeing ✓</p>	<p>Scenario 11: A place, but no prosperity</p> <p>Connection to land ✓ Wellbeing ×</p>
Low levels of connection to the land, te ao Māori is not centred	<p>Scenario 12: Virtual family and friends</p> <p>Connection to land × Wellbeing ✓</p>	<p>Scenario 13: Isolation from people and place</p> <p>Connection to land × Wellbeing ×</p>

**Table 8: The essence of connection to the land and wellbeing**

	High levels of wellbeing	Low levels of wellbeing
High levels of connection to land	<p>Scenario 10: People and the land flourish</p> <p>Te ao Māori understandings of connection with land have been centred in decision-making. People respect the relationship between humanity and the natural world; the two are in balance and thrive. Family and community connection is centred in the daily lives of New Zealanders. People are able to maintain and sustain a work-life-family-environment balance in their daily lives. Before local and national governance decisions are made, decision-makers ask: 'how will this affect the environment?', 'how will this affect future generations?'. Health, education levels, and senses of fulfilment are at an all-time high. Emigration rates are low as people want to remain in the country where they feel connected to people and place. Aotearoa New Zealand leads by example on the relationship between land and people on the international stage; supporting and uplifting indigenous world views.</p> <p>The burning question for New Zealanders in this future is: how do we continue to support the relationship between people and place?</p>	<p>Scenario 11: A place, but no prosperity</p> <p>Te ao Māori understandings of connection and relationship with the land have not been centred; society has conceptualised connection to land as 'ownership'. Land and home owners feel secure in their connection to (ownership of) land. However, most have used all their life savings to buy a home or land. The cost of living is high, which sees generations of families living and working together, scraping to get by. Serious health issues go untreated as many do not have the financial resources for medical treatment. Mental health also suffers; the focus on financial measurements of wellbeing has meant that more holistic measures and understandings of wellbeing have been ignored. 'Place' feels like a drain rather than a source of wellbeing.</p> <p>The burning question for New Zealanders in this future is: how do we embed a more holistic conception of wellbeing in society and governance?</p>
Low levels of connection to the land	<p>Scenario 12: Virtual family and friends</p> <p>Material acquisition and prosperity is prioritised. Technology is used in the place of medicine and wellbeing, connecting to machines to allow the body to function. People move to cities for high wages and material standards of living. App-controlled drones deliver food and online orders to front doors. Interactions with family and friends is carried out online, with many people relying on virtual SIMs, family and friends. The knowledge and understanding that comes from connection to land has not been prioritised. People maintain different online and offline personalities, preventing 'IRL' engagement and connection. Decision-making is short term and individualistic: 'how can I achieve the most benefit for myself right now?'. There is no thought to how actions will affect the environment and future generations.</p> <p>The burning question for New Zealanders in this future is: what are we leaving for future generations?</p>	<p>Scenario 13: Isolation from people and place</p> <p>Decision-makers have prioritised Western values and short term thinking; te ao Māori values have not been centred. Humans and the natural world are out of alignment. The lack of connection to land has been devastating for identity, unity and wellbeing (spiritual, mental and physical). New Zealanders are focused on living day-to-day. They feel they lack agency and voice. Central and local government provide services such as housing, however there is limited trust in government and people are afraid to speak out due to fear of access to services being cut. People do not see government as supporting wellbeing.</p> <p>The burning question for New Zealanders in this future is: how did we get here? Can we turn this around?</p>

Note: In this table the 'connection to land' driver has been amended. The original axis was high/low connection to the land, centring/not centring te ao Māori. This driver highlighted a potential internal inconsistency when exploring futures where, for example, there was a high connection to the land centring te ao Māori, but low levels of wellbeing; consider the whakataukī 'te toto o te tangata he kai, te oranga o te tangata, he whenua, he oneone' - 'while food provides the blood in our veins, our health is drawn from the land and soil'.<sup>9</sup> The driver has been amended to: high/low connection to land. Centring/not centring te ao Māori has been incorporated into the scenario narratives themselves.

## 3.5 How can we learn from the scenarios?

Given that all 13 futures are possible, it is clear that there are some scenarios that are less preferable for Aotearoa New Zealand. On the other hand, some of the scenarios envisaged futures producing high levels of wellbeing, social equity and sustainability, and incorporation of te ao Māori.

A review of the 13 scenarios generates a series of questions – examination of which can assist with navigating and analysing possible futures.

## 3.6 Questions for participants

### **‘Auditing’ scenario generation – gaining insight:**

1. What assumptions underlie these futures?
2. What world views and beliefs underlie those assumptions?
3. How do these world views and beliefs inform how concepts such as wellbeing and the impact and likelihood of global drivers are understood?
4. Who is at the decision-making table now? Who will be in these futures?
5. What values should remain, be adapted, become centred or be removed altogether?

### **Local governance – looking forwards:**

In each of these futures:

1. What does local government do (and not do)?
2. How is Te Tiriti o Waitangi the Treaty of Waitangi included and supported?
3. Where does public trust in local governance come from?
4. How do decision-makers engage with and support long-term thinking?
5. How does local government deliver what it does?
6. How prepared are our systems to deal with uncertainty (the wild cards)?
7. What does the relationship between local and central government look like?
8. What does democracy look like? Has it changed (or not changed)? Who was involved in the change?

## 3.7 Further scenario development

The workshop scenarios can be further developed or refined by participants. For example, participants may wish to add more detail, or redirect the trajectory of the scenarios. Additionally, as participants are informed by their backgrounds and experiences, different group composition may produce different scenario narratives (consider the ‘gaining insight’ questions above).

Returning to the above questions enables auditing and testing of scenarios – paying particular attention to the questions which are most challenging to answer or spark the most discomfort.

Participants may also wish to develop a timeline between present day Aotearoa New Zealand and the Aotearoa New Zealand in the future scenario, examining the steps we would take to get to that future (whether desirable or not). This can highlight how the tensions inherent in the scenarios might play out, and the possible dynamics and interactions between global drivers over time.<sup>10</sup>

## 4.0 Observations and next steps

Successful foresight work generates challenging and difficult conversations. A good process will identify a list of strategic questions and translate these conversations into action.

With this work, there are a number of questions that stem from the key issues that were identified. However, narrowing down the right list of questions takes time, and in this stage of the process there is a useful maxim to keep in mind: ‘It is better to have an approximate answer to the right question, rather than the exact answer to the wrong question.’

Furthermore, once the right questions have been identified, the answers need to be plausibility checked with a wider population. The quantity and of quality of this engagement is going to be critically important. Real attention needs to be put into ensuring there is quality engagement in order to test and build existing ideas and identify new ideas.

It is recommended that the Panel give careful thought to a consulting process that reaches a wide cross-section of society, and focuses on connecting with the next generation that will inherit the work of this review.

### 4.1 Discussion

This section captures the key observations from the scenario exercise and workshop discussion for future-focused public dialogue.

#### Difficult conversations

Alongside the development of desirable futures, the scenario exercise required workshop participants to contemplate undesirable futures. This process prompted a series of challenging conversations by examining the ‘flip side’ of global drivers including climate change action, social cohesion and equity.

In some cases the challenge lay in the size of the issue: the Panel are navigating big issues, the impacts of which will directly affect, and are directly affecting, generations of New Zealanders. At other times, the issues were closely related to identity at community and local level, as well as in relation to (and sometimes in tension with) Aotearoa New Zealand’s identity globally.

The challenges the groups encountered were explored during the workshop to varying extents. In part, this was a result of time constraints. The focus of the exercise was on ‘fast and furious’ scenario generation, emphasising idea generation rather than reflection and inspection. However the exercise also highlighted a hesitancy at times to traverse too far down the path of a contentious line of discussion.

In respect of the Puna scenario (see 3.4.2 Te ao Māori and equity, p. 17), participants adapted a workaround to challenges encountered in their scenario development. For this matrix, the global drivers in tension were an integration of te ao Māori and equity. At one end, these drivers produced a scenario of high equity and high integration of te ao Māori. At the other end, the drivers produced a scenario of low equity and low integration of te ao Māori. The group focused on exploring and articulating a ‘high equity/high te ao Māori’ scenario. This approach was adopted in response to time constraints and the level of complexity and knowledge required to even attempt to explore this.

#### Key take-aways:

##### 1. The challenge and opportunity of difficult conversations

The challenge of difficult conversations often lies in a reluctance to discuss topics which might offend, polarise, or prompt fear or conflict. It lies in starting a discussion from potentially two very different, or entrenched, viewpoints. It lies in the distance or lack of understanding between differing values and world views. The opportunity of these conversations, however, is in creating understanding where it did not exist before, enabling engagement and the feeling of being heard – whether between people, or between people/communities and government – and in the opportunity for transformation.

Reflection on what conversations were particularly challenging, and why they were challenging, can help

to build insight critical to realising the opportunities in difficult conversations. Workshop participants represented a microcosm of Aotearoa New Zealand; the challenges encountered during workshop are likely not specific to participants alone. The insights gained by the Panel from this exercise can be carried forward throughout the engagement stages of the review and applied more widely.

## **2. Need for care with difficult conversations**

The exercise highlighted that difficult conversations require time, thoughtfulness in the language used, care in approach, and the ability to listen. Welcoming people into the room and acknowledging them can help to build openness and trust between conversation participants. Actively looking beyond positions to find shared values and shared assumptions, and remaining flexible in approach, can help ensure conversation is constructive. Relevant underlying questions include: whose values and world views are centred in the approach to this conversation? Is there space for differing values and world views? Is the underlying kaupapa clear?

## **3. Awareness of pandemic impact**

A possible impact of the pandemic has been an increased hesitancy in our approach to difficult conversations, for fear of increasing positionality and polarisation, or sense of isolation and disconnection. This potential impact makes the need for care and skill with challenging topics and difficult conversations all the more important.

## **Dystopia vs utopia**

A tension raised at the workshop, and again in subsequent discussion with Panel members, is the tension between exploring utopian futures and dystopian futures. Do we focus on utopian futures – where we want to be? Or dystopian futures – where we do not want to be? Which do we prepare for? Which do we spend time and funding on? Which do we apply capabilities to?

The benefit of scenarios and foresight analysis is that it can be used to stress test system design. Dystopian futures can test how institutions, systems and processes operate under pressure – which failed? Where did they fail? How did they fail? What values underpinned these dystopian futures – are they different to the values in place in the present day?

Utopian futures can be used 1) to formulate a view, however detailed participants wish to make it, of a favourable future, and 2) to work back from that future to the mid-term and present day – what values need to shift for this future to occur? Does the current shape of our institutions and systems fit in this future? Do institutions or systems need to change, and how do they need to change? What does behaviour (of individuals, communities, governance) look like in this future (and how do they interact)?

Scenario development, with its ability to select different global drivers and different combinations of global drivers, allows participants to generate multiple future scenarios. Participants with different world views or values bring variation to the narrative futures developed. Actively seeking out and engaging with those different views and voices is critical. Narrative development enables ongoing practice discussing challenging topics about our future, and helps to encourage engagement with ‘big’ issues and topics in an accessible way.

## **The right engagement tools for the task**

The next stages of the Panel’s review focus on public engagement and consultation. This provides an opportunity for further consideration of the available tools.

Increasingly innovative technology platforms have been used to engage with the public, provide information, and encourage participation in democracy. An example of this is On the Fence, a website which supports young New Zealanders to become voters, and to initiate conversations about politics with friends and family.

The pandemic continues to require adaptability in how we work and communicate with others. Ensuring that engagement pathways and platforms are adaptable and able to be reached by all New Zealanders will be critical to participation, as well as diversity and creativity of idea generation and contribution. Giving consideration to the ease or difficulty workshop participants had with challenging conversations over Zoom and with an online

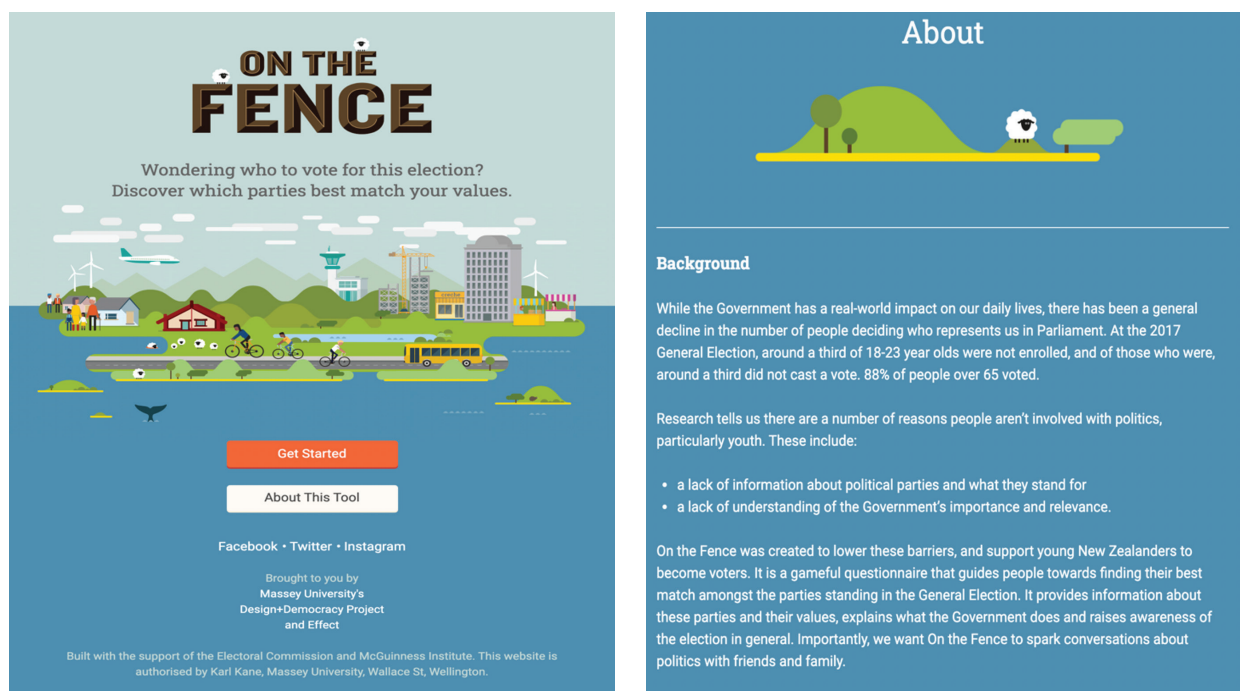


whiteboard app, rather than face to face, can help to clarify what types of tools will aid the engagement and consultation stages of the review.

Consideration could also be given to the development of a dashboard for local governance – what would indicate that local governance was working successfully in 30 years’ time? The dashboard could be developed by the Panel, or through public input and engagement, or jointly between the Panel and the public.

The ability to engage at a local level across Aotearoa New Zealand is a key strength of a local government perspective. Engaging New Zealanders in what an ideal or ‘utopian’ type future looks like, and working back – together – in stages from that future, presents an exciting option for New Zealanders to be involved in how local democracy and governance could develop over the next 30 years.

Figure 5: On the Fence<sup>11</sup>



## Conclusion

- 1. Exploring Aotearoa New Zealand’s local governance future involves ‘big’ topics and generates difficult conversations.**  
These conversations require care and skill to encourage engagement and connection, and avoid isolation and polarisation.
- 2. Scenario exercises provide an accessible tool to generate ideas about the future(s) we want and do not want.**  
Scenarios enable us to think creatively, without constraint of path dependence or any one specific world view.
- 3. Scenarios provide flexibility when exploring futures.**  
The ability exists to explore both utopian and dystopian futures, or focus instead on utopian futures where necessary to ensure conversation is constructive.
- 4. Possible futures can stress test system design.**

Futures developed in scenario exercises can be used to work backwards to our present day. They can stress test how institutions and systems operate under any given pressure. This also helps to highlight whether we have access to good and relative data. Are there any gaps in the data? Are we able to connect the evidence we have with the decisions we need to make?

**5. Diverse perspectives and world views are critical and need to be actively sought.**

Engagement at the community level enables connection and the ability to hear local perspectives, diverse ideas and different world views. Rethinking engagement platforms and pathways could help to reach these diverse perspectives.

## 4.2 Strategic questions

As noted above, a good foresight process will generate a list of strategic questions. Some of these questions may have obvious answers, while others may require extensive analysis. With this in mind, the facilitators have identified a number of questions that arose out of this workshop for the Panel (and others) to consider.

1. Governance: Is the current form of democracy fit for local government? For many people, the current form of democracy is accepted as the only way that governance functions. However, there are other forms of democracy that create the same outcome while mitigating some of the current risks. Already some countries are adopting representative democracy.

Example: Paris will become the world's first major city with a standing citizens' assembly. This was decided by the city council of the Seine metropolis on 14 October 2021. The citizens' assembly will consist of 100 residents of the city, randomly selected to be a reflection of the Parisian population according to gender, age, place of residence and education. The aim of the citizens' assembly is to 'get Parisians to really participate in political decision-making in the capital', according to City Hall. The new body, which will meet once a month, started work in November 2021.<sup>12</sup>

2. Governance: What time horizons should local authorities use to understand and manage emerging risks and opportunities? Some communities look to time horizons of three, ten, 50 and 300 years into the future.

Example: Indigenous people often adopt an intergenerational planning horizon. The traditional law of many North American nations is that each generation is responsible to ensure the survival of the seventh generation to come – a concept known as seventh-generation sustainability. Decision-makers are urged to consider 'the faces that are yet beneath the surface of the ground—the unborn of the future nation'. In some traditions they are also expected to look back seven generations, to remind themselves how the decisions of their predecessors have affected them.<sup>13</sup>

3. Governance: How might authorities balance central decision-making versus local decision-making?

Example: South Taranaki mayor Phil Nixon described Government plans to force through the three waters reforms virtually unchanged as 'a worrying attack on property rights and community voice'.<sup>14</sup>

4. Governance: What is the opportunity for decentralised and community-led decision-making in an environment where volatility and uncertainty is increasing? What lessons can be learned from localised responses during the Christchurch earthquakes and the early stages of the pandemic?

Example: After the Christchurch quakes, government officials were very innovative in their responses to the crisis. Among other things, some agencies co-located in pop-up stores in shopping malls when they needed public-facing facilities and their previous offices were uninhabitable. These officials did not ask for permission from leaders but acted quickly and created good outcomes for the public.

5. Economics: How will local government be funded if rates are no longer material? Some parts of the country are seeing increasingly smaller populations due to significant changes in land use.

Example: What would happen if most of Aotearoa New Zealand's regional land was developed into a global sink (an area of forest that is large enough to absorb large amounts of carbon dioxide), rather than used for dairy production?<sup>15</sup> What would the impacts be on local economies if the number of employers dropped due to a change to non-intensive land use?

6. Social media: What is the best way to govern a heavily networked society where harmful views and actions can be so easily distributed, and often amplified beyond previously established boundaries/norms?

Example: The recent protests at Parliament against COVID-19 restrictions were fuelled by approximately 12 social media accounts.<sup>16</sup>

7. Climate change: How do we deal with the 'urgency' of a climate emergency?

Example: The Australian Climate Council Climate report Uninsurable Nation: Australia's Most Climate-Vulnerable Places (March 2022) noted that by 2030, one in 25 homes would be uninsurable.<sup>17</sup> What is the equivalent impact in New Zealand, and how would local government deal with this scenario?

8. Inequality/poverty: How might policies decided by central government create disparity between inequality and poverty in local communities? What is the response at a local level?

Example: What is the impact of lower birth rates on local communities (e.g. the area between Jackson Bay and Hokitika on the West Coast of the South Island, which is already very sparsely populated)?

### Thank you

Roger Dennis and Wendy McGuinness wish to thank the Panel and the participants very much for an enjoyable and challenging workshop.

# Appendix 1: List of speakers and attendees

Learn more about the speakers and their insights in 3.3 Insights from four speakers, p. 9.

## Speakers

- Nava Fedaeff
- Trevor Moeke
- Mark Sagar
- Paul Spoonley

## Attendees

- Brendan Boyle
- Antoine Coffin
- Eric Crampton
- Susan Freeman-Greene
- Peter Gluckman
- Elisapeta Heta
- Michael Howell
- Penny Hulse
- Anahera Nin
- Jim Palmer
- Emma Saunders
- Gael Surgenor
- Cathy Swanson
- Karen Thomas
- Rachel Turner
- Amber Wall

## DIA secretariat

- Lis Cowey
- Maggie Ford
- Anna Hughes
- Bryan Patchett
- Sarah Polaschek

## Facilitators

- Roger Dennis
- Wendy McGuinness

## McGuinness Institute staff

- Reuben Brady
- Eilish Cartysquires
- Dana King
- Sophie Wells

# Appendix 2: Scenarios exercise sheet

Figure 6: Exercise sheet: How to create scenarios quickly and effectively

Version 2: 8 Feb 2022 2pm

## EXERCISE SHEET: How to create scenarios quickly and effectively

Prepared for the Future for Local Government Review Workshop 27 October 2021

Note: There are many ways to create scenarios. Below is an overview of the matrix method (also called the 2x2 matrix technique). It can be completed in a relatively short time frame with few resources. Obviously, the more data and knowledge you can bring to the process the better, or, alternatively, you can add more detail to the scenario later. The 'fast and furious' scenarios – those that can be completed quickly and enable you to move to other scenarios – can lead to better knowledge about the future. The goal is not to create good scenarios; the goal is to increase your knowledge about the future and, ideally, be able to communicate that knowledge succinctly and with a higher level of confidence than you had before you undertook the scenario process.

### 1. Define the purpose of the scenarios. This helps you to select, make decisions about and revisit topics as you progress through the process below.

The aim of the workshop is to create four outcomes:

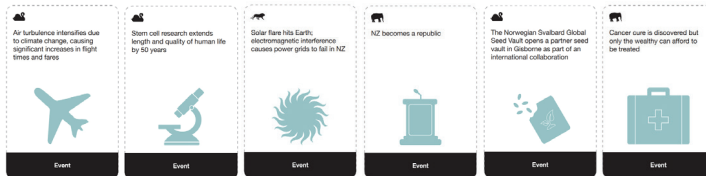
1. Future issues and opportunities which are identified and ranked
2. Four scenarios that describe possible futures for Aotearoa
3. Narratives to bring the scenarios to life (to support further engagement informed by foresight)
4. An understanding of the implications for local governance and their communities

### 2. Write up a list of primary and secondary global drivers of change, and a list of wild cards e.g. impact (high magnitude) versus likelihood (probability)

Select two global drivers and perhaps a wild card (or two); see sample below.

Note: These should relate to the purpose in 1 above, and ideally represent the 'highest impact' and the 'greatest likelihood' that you are trying to study, e.g. democracy (what is working/not working) versus climate change (adaption high/adaption low).

Sample cards from the ForesightNZ playing cards (see [here](#)).



### 3. Create a tension so that you can develop four different contrasting stories about the future.

Note: These are neither projections or intended to be comprehensive. Rather, they are extreme possibilities so that you can create authentic futures and explore the landscape (by standing on a few possible mountains).

### 4. Write up the essence of each of the scenarios in the matrix, creating a narrative of up to 200 words for each.

### 5. Examine the implications of each scenario for New Zealand.

E.g. in terms of community wellbeing, economy etc.

### 6. Examine the implications for local government.

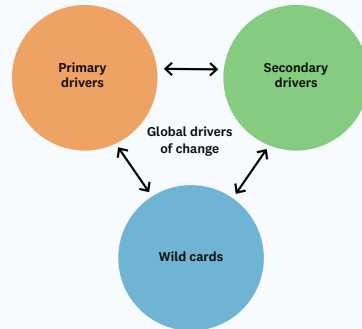
### 7. Examine the implications for each of the five priority questions:

Priority questions – excerpt from the interim report *Ārewa ake te Kaupapa: Raising the platform* (see [here](#)):

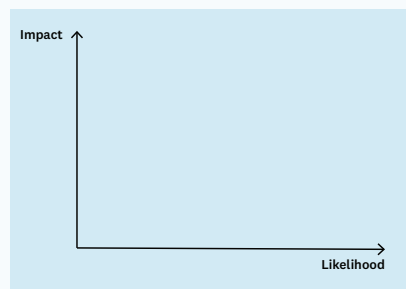
1. How can the system of local governance be reshaped so it can adapt to future challenges and enable communities to thrive?
2. What are the future functions, roles and essential features of New Zealand's system of local government?
3. How might a system of local governance embody authentic partnership under Te Tiriti o Waitangi, creating conditions for shared prosperity and wellbeing?
4. What needs to change so local government and its leaders can best reflect and respond to the communities they serve?
5. What should change in local governance funding and financing to ensure viability and sustainability, fairness and equity, and maximum wellbeing?

## Examples

### 1. Issue identification



### 2. Impact versus likelihood



### 3. Four scenarios

Excerpt from McGuinness Institute's *Project 2058 Report 6: Four Possible Futures for New Zealand in 2058* (p. 4).

Table 2 The Essence of the Four Scenarios

	The world does manage its strengths, weaknesses, opportunities and threats	The world does not manage its strengths, weaknesses, opportunities and threats
New Zealand does manage its strengths, weaknesses, opportunities and threats	<p><b>Scenario 1: Power to the People</b> Concepts such as global unity and balance are no longer myths. Tolerance is a thing of the past, as diverse cultures coexist peacefully, all partaking in one global community. Sustainability, once a determined lifestyle choice, is now the norm. The climate change and peak oil crises are under control as the world embraces innovative, sustainable technologies and systems. The New Zealand public is educated, diverse and informed, choosing to stay in New Zealand where infrastructure is of an excellent standard and the lifestyle is unmatched. The burning question for New Zealanders in 2058 is: How do we maintain peace and prosperity?</p>	<p><b>Scenario 2: An Island Paradise – but Back to the Jungle</b> Everyone wants a piece of what we have got, and despite our desirable lifestyle there is increasing tension with the outside world that requires constant management. To stand up to this pressure, New Zealand has cultivated a resilient national identity and robust infrastructure, and has been among the first countries to make some tough decisions. There is particular pressure on our resources and immigration policy, and as we fend off those countries once considered to be superpowers, we look for allies in countries that are similarly positioned. The burning question for New Zealanders in 2058 is: How do we protect what we have?</p>
New Zealand does not manage its strengths, weaknesses, opportunities and threats	<p><b>Scenario 3: Missed the Global Bus</b> Our isolation is more pronounced than ever, as we lag behind politically, economically and in the management of our resources and environment. To make up for these shortfalls, our government grasps at unsuccessful 'quick fixes', fueling rather than rectifying the nation's downward spiral. Corruption, diminished cultural identity, an increase in crime and local terrorism have forced many educated New Zealanders elsewhere. The burning question for New Zealanders in 2058 are: What happened? What can we do?</p>	<p><b>Scenario 4: All Over Rover</b> It is the end of the world as we know it. As each country embarks on a policy that is characterised by short-term goals designed to meet the self-interest of a few, the only international interaction is conflict-based and is fuelled by fear, an arms race and nuclear proliferation. As climate change, resource shortages, biodiversity depletion, population growth and inequality escalate, these global problems spiral out of control. The burning question for New Zealanders in 2058 is: Do we have another 50 years?</p>

## Definitions

**Global drivers of change:** Forces that shape the future.

**Impact:** The possible outcomes of an event that occurs in the future. Impact is also frequently referred to as magnitude or consequences.

**Likelihood:** The probability that an event will occur in the future (often related to a specific time frame).

**Scenario:** A possible future state, often described in narrative form. Scenarios are developed to inform decision-makers.

They are not intended to be projections.

**Primary driver:** First-level event that creates change.

**Secondary driver:** Event that occurs in response to a primary driver and then becomes a force in its own right.

**Wild cards:** These are low-probability, high-magnitude events that bring about change (e.g. pandemics, natural disasters, terrorist attacks).

A collaboration between:



# Glossary

Global drivers of change	Forces that shape the future.
Impact	The possible outcomes of an event that occurs in the future. Impact is also frequently referred to as magnitude or consequences.
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Scenarios	A possible future state, often described in narrative form. Scenarios are developed to inform decision-makers. They are not intended to be projections.
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Wild cards	These are low-probability, high-magnitude events that bring about change (e.g. pandemics, natural disasters, terrorist attacks).

# Abbreviations

BAU	Business as usual
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# Endnotes

- 1 See Te Tari Taiwhenua – Department of Internal Affairs (DIA). (2021). *The Future for Local Government*. Retrieved 11 November 2021 from <https://www.dia.govt.nz/Future-for-Local-Government-Review>.
- 2 See Te Tari Taiwhenua – Department of Internal Affairs (DIA). (2021). *The Future for Local Government*. Retrieved 11 November 2021 from <https://www.dia.govt.nz/Future-for-Local-Government-Review>.
- 3 See Appendix 2: Scenarios exercise sheet for diagram template; see also McGuinness Institute. (December 2008). *Project 2058 Report 6: Four Possible Futures for New Zealand in 2058*, p. 13. Retrieved 2 November 2021 from <https://www.mcguinnessinstitute.org/publications/project-2058>.
- 4 See McGuinness Institute. (n.d). *List of Aotearoa New Zealand Scenarios*. Retrieved 9 November 2021 from <https://www.mcguinnessinstitute.org/list-of-aotearoa-new-zealand-scenarios>.
- 5 See discussion in Fancort, A. (June 2016). *Scenario development: a review of approaches*. UNEP, pp. 28, 31. Retrieved 1 November 2021 from [https://www.unep-wcmc.org/system/comfy/cms/files/files/000/000/803/original/Scenario\\_Development\\_2016\\_WEB.pdf](https://www.unep-wcmc.org/system/comfy/cms/files/files/000/000/803/original/Scenario_Development_2016_WEB.pdf).
- 6 See International Council for the Exploration of the Sea (ICES). (9 June 2018). *Report of the ICES/PICES Workshop on Political, Economic, Social Technological, Legal and Environmental scenarios used in climate projection modelling (WKPESTLE)*. Washington: ICES, p. 7. Retrieved 8 November 2021 from [https://www.researchgate.net/publication/336031062\\_Report\\_of\\_the\\_ICES\\_PICES\\_Workshop\\_on\\_Political\\_Economic\\_Social\\_Technological\\_Legal\\_and\\_Environmental\\_scenarios\\_used\\_in\\_climate\\_projection\\_modelling\\_WKPESTLE](https://www.researchgate.net/publication/336031062_Report_of_the_ICES_PICES_Workshop_on_Political_Economic_Social_Technological_Legal_and_Environmental_scenarios_used_in_climate_projection_modelling_WKPESTLE).
- 7 See Schwartz, P. (1990). *The Art of the Long View*. DoubleDay: New York, as cited in KPMG. (2020). *Climate-related risk scenarios for the 2050s*. Analysis and Policy Observatory, p. 9. Retrieved 8 November 2021 from <https://apo.org.au/sites/default/files/resource-files/2020-07/-nid309768.pdf>.
- 8 He waka eke noa ‘derives from the Māori whakatauki (proverb) and refers to working in unity and leaving no-one behind’. See Waitangi.org.nz. (n.d.). *He waka eke noa – we’re all in this together*. Retrieved 2 November 2021 from <https://www.waitangi.org.nz/he-waka-eke-noa-were-all-in-this-together>.
- 9 See Ministry for the Environment Manatū Mō Te Taiao (MfE). (26 October 2021). *Land and te ao Māori*. Retrieved 9 November 2021 from <https://environment.govt.nz/facts-and-science/land/land-and-te-ao-maori>.
- 10 An example of scenario timelines can be found in *Project 2058 Report 6 – Four Possible Futures for New Zealand in 2058*. See McGuinness Institute. (December 2008). *Project 2058 Report 6 – Four Possible Futures for New Zealand in 2058*, pp. 18–43. Retrieved 2 November 2021 from <https://www.mcguinnessinstitute.org/publications/project-2058>
- 11 See Massey University. (n.d.). *On the Fence*. Retrieved 13 January 2022 from <https://onthefence.co.nz>
- 12 See Bürgerrat (17 October 2021). ‘Standing citizens’ assembly in Paris’. Retrieved 26 May 2022 from <https://www.buergerrat.de/en/news/standing-citizens-assembly-in-paris>
- 13 See Warne, K. (November–December 2015). ‘Uncle Tangaroa and the Mokokopuna’. *New Zealand Geographic*, Issue 136. Retrieved 26 May 2022 from <https://www.nzgeo.com/stories/uncle-tangaroa-and-the-mokokopuna>
- 14 See Taranaki reporters. (22 May 2022). ‘South Taranaki mayor says water reform process is “bad for democracy”’. Stuff. Retrieved 26 May 2022 from <https://www.stuff.co.nz/taranaki-daily-news/news/300594260/south-taranaki-mayor-says-water-reform-process-is-bad-for-democracy>
- 15 See Twitter. (n.d). Beef + Lamb New Zealand. Retrieved 26 May 2022 from <https://twitter.com/>

NZBeefLamb/status/1525399036609851392?s=20&t=OBx6z-ew3PXPuecYIZKNhg

- 16 See Nine To Noon. (18 May 2022). 'NZ's "disinformation dozen"'. RNZ. Retrieved 26 May 2022 from <https://www.rnz.co.nz/national/programmes/ninetoon/audio/2018842409/nz-s-disinformation-dozen>
- 17 See Climate Council. (3 May 2022). *Uninsurable Nation: Australia's Most Climate-Vulnerable Places*. Climate Council of Australia Limited. Retrieved 26 May 2022 from <https://www.climatecouncil.org.au/resources/uninsurable-nation-australias-most-climate-vulnerable-places>





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