



Review of Island Bay Cycleway Re-engagement

August 2017

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Introduction

Morrison Low was commissioned previously to undertake a review of Wellington City Council's ("Council") Urban Cycleways Programme for the New Zealand Transport Agency. That review made a number of recommendations regarding the Island Bay cycleway, with a particular emphasis on the need to re-engage with interested parties. In June 2016, Council followed through with those recommendations, and resolved to commence re-engagement with the Island Bay communities.

The re-engagement process culminated in the release of four potential concept designs for the cycleway to the public for formal consultation; this ended on 13 August 2017. This review examines the re-engagement process, to provide Council with a level of comfort regarding the process that was undertaken.

The process adopted to carry out our review was a combination of a desktop review and engagement with stakeholders including Island Bay residents and business owners, cycling groups, Council's officers, elected members and other interested parties. The review is confined to consideration of the engagement process only and is not a technical review of the designs, nor a report on the success or otherwise of the process. This report summarises the findings from that review.

This report does not focus on the individual issues and concerns with the engagement process of the various stakeholders. While various stakeholders raised a number of different issues, in many cases the version of events and specific issues differ between stakeholder groups. In most cases, these issues can be grouped into general themes; these themes are the focus of our report.

Often reference is made to the Island Bay community. Our report recognises that there are a number of communities within Island Bay. These communities often have competing needs and desires. Some of these communities have been interviewed as part of this review (for example, the Island Bay Residents Association ("IBRA") and Cycle Aware Wellington ("CAW")), but the stakeholders we met did not represent all of the communities within Island Bay.

Limitations

The review was not a technical review of design options, although the reviewers did discuss the general approach to design with NZ Transport Agency, Council's cycleway team and Tonkin and Taylor. We did not assess the professional competence of any individual or the appropriateness of the designs of the current or proposed cycleway options.

We have formed our findings and recommendations based on the material provided to us and the interviews we undertook.

Approach

Our approach was to:

- undertake a desktop review of key material relating to the cycleway re-engagement
- interview a range of stakeholders including elected Councillors, WCC officials, NZTA staff, and a number of community representatives (See **Appendix A**)
- develop a timeline of key engagement activities, and
- we also compared the revised Island Bay community engagement programme with accepted international best practice (as identified by the International Association for Public Participation ("IAP2")).

Relationship with earlier report

In May 2016, Morrison Low was commissioned by the New Zealand Transport Agency (“NZTA”) to complete a review of Wellington City Council’s Urban Cycleways Programme. The review focussed on the process and implementation of the programme by Wellington City Council, in light of public reaction to the Island Bay cycleway at the time. The review was not a technical review of designs.

That review highlighted the need for Council to re-engage with the Island Bay communities and described key elements for successful implementation of the programme. This review now examines the re-engagement process that followed.



Figure One The aspects that contribute to success fo the Urban Cycleway Programme

This report

This review focusses specifically on the engagement and consultation aspect of programme success. It is noted that design and planning also has a significant impact on the level of political and community support that is received, however this was outside the scope of our review and we make no comment on the potential design of the cycleway.

Summary of Findings and Recommendations

The current Island Bay cycleway opened in February 2016 and was poorly received by a large number of Island Bay residents. Frustration over the original engagement and consultation process, disruption from its construction, safety concerns with the current design, and intense media interest, has in our view led to division across communities in Island Bay.

The refreshed engagement programme, that is the subject of this review, did not begin with a “clean slate” as most of the other cycleway programmes in Wellington have. It commenced in an environment where there were multiple parties with long held views and distrust in Council. This created unique challenges for the re-engagement process, and meant a significant part of that process needed to focus on restoring trust between the communities of Island Bay and the Council.

Overall, the re-engagement process lasted over 12 months. In this report, we refer to the re-engagement process as having two distinct stages. The first is the engagement stage, which occurred through the Love the Bay process that started in June 2016. The second stage was the formal consultation process that ran from 31 July 2017 to 13 August 2017.

Key issues:

Our review sought to answer a key question about the re-engagement process for the Island Bay cycleway.

“Was the re-engagement process robust and transparent?”

In order to answer this question, we have taken into account the principles of engagement in the Local Government Act 2002, and IAP2 guidance. In our opinion, the re-engagement process followed by Wellington City Council broadly conformed to the principles of engagement in the LGA and guidance from IAP2. We have reached this view, having determined:

- Relevant information was available to all interested parties throughout both the engagement and consultation stages. Information was displayed publicly at the pop-in shop on The Parade, Council’s main foyer, and information was easily accessible online. However, during the consultation stage some key information regarding concept designs was contained only within the 53 page Tonkin and Taylor Design Report¹.
- All residents of Island Bay and neighbouring communities were informed of the Love the Bay process through flyer drop and social media advertising. Everyone was encouraged to participate.
- The Love the Bay process had a clear engagement strategy and Terms of Reference. The final consultation was clear about the questions being asked of the communities. However, in some cases there were differing expectations regarding the outcome of the Love the Bay process (as it related to the cycleway).
- The re-engagement process, including the Love the Bay engagement and the final consultation process, provided sufficient time (approximately 13 months) for all interested parties to provide input.
- Although the consultation period was only two weeks, 3,763 submissions were received by Council.
- Throughout the re-engagement process (June 2016 to August 2017) interested parties were given multiple avenues to provide their views.

¹ The Tonkin and Taylor design report was also available online.

- Council committed significant resources to the cycleway re-engagement, including hiring independent contractors to carry out facilitation of community workshops and a full time community engagement and communications advisor, as well as the allocation of existing resources to the project.
- Council endeavoured to retain independence throughout the process, to the extent that Council officers were not involved in developing the concept design options put forward for consultation.

Our review has then considered whether the process met its intended objectives of *“rising above the discourse of the past”* and to *“design a solution that as many people as possible are as happy as possible with”*. At the time of writing this report, a “solution” is yet to be determined. A number of decisions regarding key concerns for the communities of Island Bay still need to be made as the process moves from concept design to solutions.

Throughout the Love the Bay process, there were times when the first objective appeared to be met, although it is apparent that, at the time consultation on the concept designs finished, the discourse of the past was still heavily present in the Island Bay communities.

It also seems from the communities’ reaction to the four concept designs, that achieving the second objective may be difficult.

Our findings, listed below, largely reflect the benefit of hindsight, and in many cases it is difficult to determine whether most issues could have, or should have, been identified earlier in the process. By all accounts, the process was initially well received, and most stakeholders were happy with the way the process ran up until the Kaikoura earthquakes.

The Kaikoura earthquakes put additional time pressure on the process, and progress on developing a vision for The Parade was perceived to have slowed. In the final stages of the Love the Bay process (insofar as it relates to The Parade) time pressures were introduced that may have affected the ability to communicate and engage with the communities.

The key issues that influenced community acceptance with the concept designs include:

- There was a significant amount of distrust in the communities following the implementation of the current cycleway and the engagement process that preceded that. The Love the Bay process attempted to restore this trust and made significant progress with this. Delays to the process caused by the Kaikoura Earthquake, and a reduction in the level of community involvement when developing the concept designs, brought distrust back to the surface.
- Workshop five was replaced, in some capacity, with the drop in sessions in May 2016. The cancellation of this workshop, and the amount of time that lapsed between workshop four and the drop-in sessions, may have contributed to the communities’ lack of clarity about how their feedback was to be incorporated into the concept designs.
- The Love the Bay process aspired to work towards the “empowerment” end of the IAP2 spectrum and appears to have been successful at this early stage in the process. Following the development of the Design Objectives, community involvement in the process decreased, in part due to time constraints, and the process shifted towards the “consult” end of the IAP2 spectrum. This resulted in unmet expectations from the communities.
- The Love the Bay process allowed differing community expectations to exist. For example, by directing that the concept designs must include an “original design” and the “status quo”. The communities in Island Bay and stakeholders had different perceptions of these terms. Neither was it made clear how the outputs of the Love the Bay process would ultimately translate to designs and decisions. Again, different communities and stakeholders had different expectations.

- Communication of key aspects of the four concept designs was not clearly presented in the summary consultation document. For example:
 - Trade-offs were not well articulated. For example, the trade-off between parking and safety/driveway setbacks. More importantly, it is not clear that the concept designs do not in and of themselves “remove parking”. The detailed designs and decisions that will be required to be made by Council prior to implementation do that. Further work and consultation will be part of that.
 - In seeking to be independent and not influence the concept designs, Council put the “decisions” on the trade-offs in the concept design stage with the independent engineers designing the cycleway. This is a key decision for Council and the communities of Island Bay, and decisions have not in fact been made yet. This has not been made clear to the communities.
 - The cost of the options in the summary consultation document does not clearly separate out the costs of the “cycleway” and works to improve the amenity of The Parade. While the improvements to The Parade are said to flow directly from the Love the Bay process, it has allowed an impression that the costs are for the cycleway only to take hold.
 - How the communities’ feedback had been incorporated into the four concept designs.
- Outside of the consultation period/process, communication between Council and the communities was timely, clear and transparent.
- The syndicate’s composition created challenges. The composition of the Love the Bay syndicate could have included a broader cross section of views from the communities of Island Bay, and a clearly neutral party or chairperson.
- The Love the Bay workshops made a good attempt to develop a shared understanding of needs for The Parade, and the Design Objectives reflected these. However, “bottom lines” for an acceptable solution existed for a number of communities in Island Bay, and the Design Objectives did not clearly convey these. Additionally, the Design Objectives were often open for interpretation.
- There is little evidence that Council’s needs for The Parade were articulated through the process. In seeking to be, and perceived as being, neutral, where Council had specific needs it did not appear to state them. The workshops attempted to illustrate the challenges faced by city planners, but may not have clearly expressed what an acceptable solution would look like for Council.

While our key findings may suggest that there were a number of failings in the process, to a large degree we consider that many of these issues were inherent in attempting to re-engage with communities that are discontent with Council. They also relate largely to the consultation stage of the process, and it should be remembered that this is only one part of a much longer engagement process. It is apparent that it would have been very difficult to regain trust from the communities and develop consensus.

Background

History of the Island Bay cycleway

Council officials first proposed an Island Bay cycleway in 2013. This was considered at the time to be an easy, and quick, cycleway route that could lead the way for other cycleway projects in Wellington City Council’s citywide urban cycling programme.

In mid-2014, Council determined that the preferred solution for the Island Bay cycleway would be to build a “kerb side”, Copenhagen style cycleway that places cyclists between the kerb and parked cars. Council then commenced engagement with the Island Bay communities.

The engagement process that was carried out at that time drew criticism from a number of residents in Island Bay and some local Councillors. The effectiveness of this engagement process is not the subject of this report; however, our earlier report on Council’s Urban Cycleways Programme of May 2016 considered this.

Following the period of public consultation, work commenced on the Island Bay Cycleway in September 2015; with the cycleway being completed around February 2016.

The final design of the current cycleway, frustration over the initial public consultation process, the disruption caused during the construction of the cycleway, and safety concerns raised by local residents meant that the cycleway was poorly received by a large number of Island Bay residents. This, combined with media interest in the tensions over the cycleway, has in our view led to division across communities in Island Bay.

There are strong feelings about the current and proposed options for the cycleway within Island Bay. Vocal groups seem to be strongly “pro” or “anti” the current cycleway². While there is likely to be a wide spectrum of views about the cycleway within Island Bay, tension is greatest between the two groups holding opposite views – it is unclear how large the various communities are³.

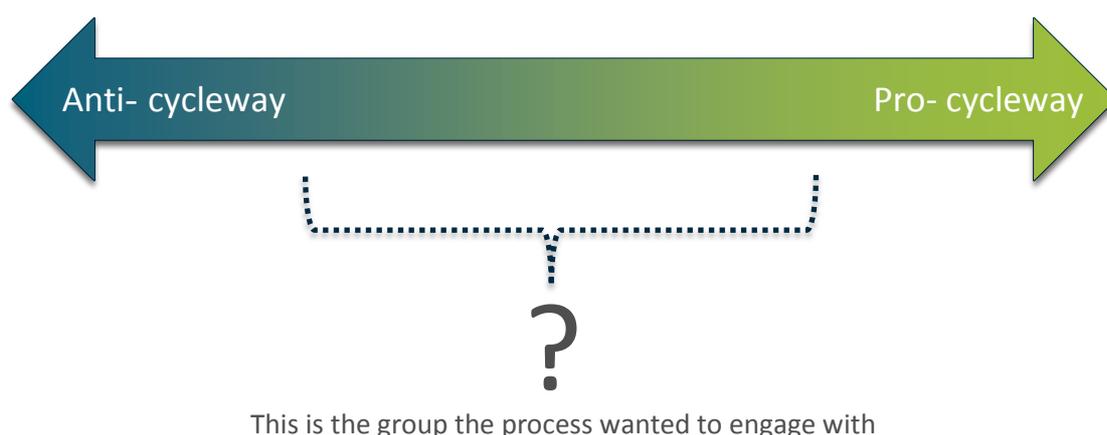


Figure Two Visual representation of spectrum of feelings towards the Island Bay cycleway

² Note that these groups are typically strongly “pro” or “anti” the current cycleway design, as opposed to cycleways in general.

³ We note that various groups have undertaken studies to determine the “majority view” in Island Bay, and these studies have been challenged by other groups. We have not made any assessment about the validity of these studies.

Since the current cycleway was completed, a number of reviews have been undertaken in relation to the cycleway, including:

- An NZTA commissioned, Morrison Low review of Council’s Urban Cycleways Programme, which recommended a “refreshment” of the Island Bay cycleway.
- A safety review carried out by MWH, which made a number of safety recommendations. This report was peer reviewed by Wilkie Consultants, which confirmed the key findings.

In June 2016, Council’s Transport and Urban Design Committee (“TUD”) recommended that a new community engagement process for the Island Bay cycleway should be undertaken. None of the safety improvements recommended in the MWH report were implemented. We understand that this was in order to minimise disruption and cost until a final redesign of the cycleway had been completed.

Media reports and stakeholders’ accounts provided to us during our review all suggest that interested stakeholders received the Love the Bay process positively. The new process was welcomed, and presented an opportunity for all stakeholders to come together and work on something positive for Island Bay.

For the purposes of this review, the re-engagement process began with the TUD resolution on 30 June 2016 and continued until submissions closed on the four concept designs on 13 August 2017. Once a decision has been made on the preferred option, there are a number of additional decisions that need to be made including detailed design and traffic resolutions. Some of these decisions will require separate consultation later and will deal with some of the most significant points of contention within the communities of Island Bay such as the removal of parking, and set the safety standards.

Figure Three below shows the key actions and steps of that process. A narrative of these events follows Figure Three.

Timeline of engagement process

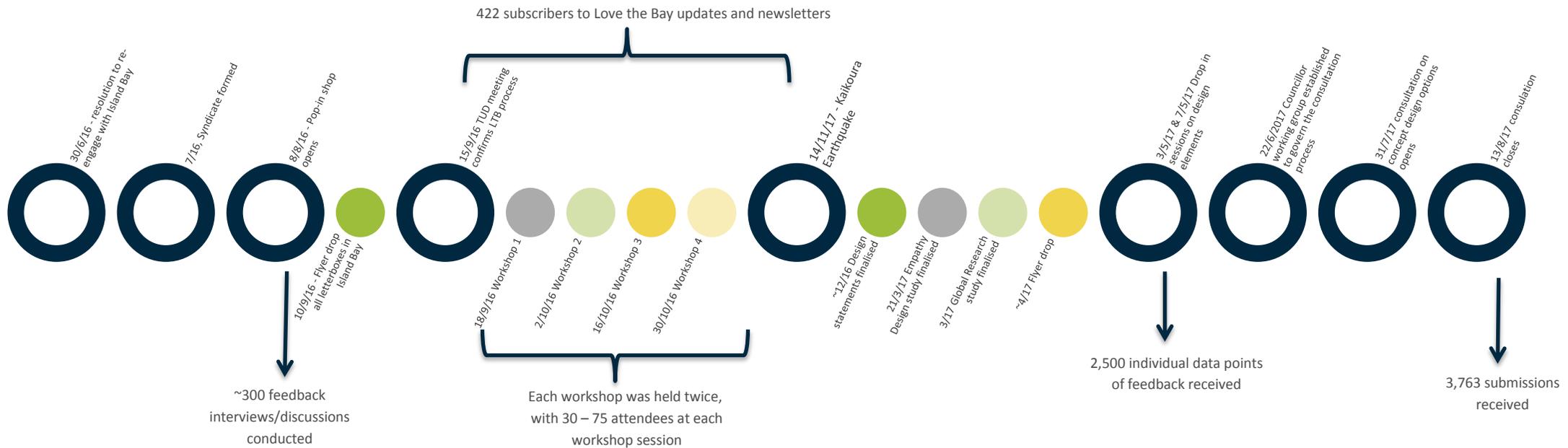


Figure Three Timeline of Love the Bay engagement process

Outline of the refreshed engagement with Island Bay

Establishment of the Love the Bay process

On 30 June 2016, TUD passed a resolution to re-engage with the Island Bay communities as soon as possible, and for that re-engagement to be:

“Community led with the detailed engagement approach to be developed by representatives from the Island Bay Residents’ Association, local businesses, Cycle Aware Wellington, and interested stakeholders together with Council”.

Further, the resolution stated that:

“Any consultation regarding changes to the cycle way in Island Bay take as long as necessary to get a suitable outcome and include a full range of options including the status quo and original designs”.

Following that resolution, a partnership approach between IBRA, CAW and Council was set up to respond to the re-engagement. This approach was branded “Love the Bay”, and was intended to:

*“Experiment with a new way of working in **partnership** with a community to plan development of **their place**” [original emphasis].*

Terms of reference

The purpose of the Love the Bay syndicate was stated in the Terms of Reference for the syndicate, as being:

“to develop a community led process where the residents, organisations and businesses of Island Bay, and other stakeholders can develop a 10 year plan for Island Bay, with a focus on The Parade”.

In the context of the Love the Bay Terms of Reference, and other communications, “The Parade” was intended to be wider than just a cycleway. This is reinforced by the stated objectives of the plan, which state that it must include:

- *“A vision for Island Bay and The Parade developed with the people of Island Bay and its visitors.*
- *Creating a development plan for Island Bay, with a focus on giving priority to The Parade*
- *One of the proposal must be at least similar to the previous Parade Design as stated in the Council amendment of 30 June 2016”*

We note that the Terms of Reference no longer listed “the status quo” option as being required and that it appears to acknowledge that any option to return to the “original design” might not be the same as it was previously.

Membership of the syndicate, as set out in the Terms of Reference, was to be comprised of:

- two representatives of IBRA
- two representatives of the local cycling community⁴
- one representative of Wellington City Council to act as liaison point and adviser.

⁴ CAW does not purport to be representative of the Island Bay cycling community, but rather advocates at a city-wide level.

The Terms of Reference did not include members of the local business community or “other interested stakeholders” as syndicate representatives on establishment.

In addition to the Terms of Reference, a workshop plan and communications strategy was also developed. None of the planned workshops explicitly referred to the discussion of the cycleway, or indeed The Parade. The focus of the Love the Bay process was on the development of a 10 year community plan for the area.

To provide an avenue for interested parties to provide feedback, and to understand what was going on with the re-engagement, a pop-in shop was established. The shop opened on 9 August 2016, and was initially open from 11am – 5pm Tuesday – Friday. The shop was staffed partly by Council contractors with no prior involvement in cycleways and community volunteers; as the network of volunteers increased, in September hours increased to include Wednesday nights until 7pm, Thursday nights until 6pm, and Saturday mornings from 10am – 12pm. The shop remained open until the Kaikoura Earthquake.

A flyer drop occurred in early September 2016, which advised Island Bay residents of the workshop schedule. Workshops commenced on 18 September 2016, with each workshop running twice, on a Sunday and a Wednesday, to enable maximum participation. Workshop materials were also replicated on the Love the Bay website wherever possible. Four workshops were held, typically spaced two weeks apart, with the fourth workshop being held on 30 October and 2 November 2016.

In its meeting of 15 September 2016, TUD agreed to the Love the Bay approach and the Terms of Reference for the Love the Bay syndicate. In addition, the committee resolved that:

“The syndicate membership be expanded to include local businesses and other interested stakeholders”.

Business representatives were subsequently included in the membership of the syndicate in February 2017. No “other interested stakeholders” were included in the syndicate.

On 14 November 2016, the Kaikoura Earthquake struck. The earthquake caused significant disruption for residents and Council, and caused the Love the Bay process to be delayed. Council staff involved in the Love the Bay process were focussed on earthquake response.

The earthquake caused a planned Workshop Five – which was intended to “take design elements from Workshop Four and work alongside technical and design experts to piece together, prototype and test various solutions to The Parade as a whole”, to be postponed. This workshop was never held.

Following Workshop Four, the Love the Bay facilitator compiled a list of 32 design statements that reflected all of the feedback received from the communities (through workshops and online submissions). Throughout our conversations with community stakeholders, it was generally agreed that these design statements fairly represented the views of the workshop participants.

The design statements were summarised into broader themes and provided to Tonkin and Taylor to assist in their development of a range of design options for different elements of The Parade. Tonkin and Taylor were also provided with raw data from the drop-in sessions, the Empathy Design and Global Research reports and the Tramways submission to assist with the development of concept designs. Council deliberately asked Tonkin and Taylor to operate at arm’s length from Council so as not to influence the development of options.

During the Love the Bay process, Council commissioned Empathy Design to provide support to the facilitator, and separately, to conduct research that attempted to gauge the feelings of the broader Island Bay communities. In particular, to seek to reach those residents that had not engaged with the Love the Bay process. The report from Empathy Design was finalised on 21 March 2017.

Global Research was also commissioned to carry out analysis on workshop, survey and pop in shop feedback. The report for that study was finalised in March 2017.

On 1 February 2017, IBRA set out their position in relation to the Love the Bay process to the Chief City Planner. The document “IBRA Committee Position on Cycleway and Parade Consultation Process” raised a number of concerns about the process including concerns that there had been a lack of progress, and those community expectations around outcomes and timeframes had not been met. The document set out a number of requirements/expectations regarding the logistics of the Love the Bay process, Council commitment and the consultation process itself. One of the requirements was for there to be no further workshops.

The Design Elements for the Parade were made public for comment and feedback in May 2017, and were displayed in drop-in sessions with Tonkin and Taylor engineers on 3 May and 7 May 2017. These drop in sessions were not run in the same format as previous workshops, and were designed for the public to get an understanding of what may or may not work and why. Feedback on the Design Elements was requested by 9pm on 28 May 2017.

On 10 May 2017 CAW informed Council that it no longer had any desire to continue to attend syndicate meetings, and that they felt the process had reached a natural point for Council to take over the engagement/consultation process for the cycleway. On 22 June 2017, the Council’s City Strategy Committee moved to establish a councillor working party to oversee the development and delivery of the engagement and consultation plan for the cycleway. The City Strategy Committee also set a proposed consultation date of “late July”.

On 27 July 2017, Tonkin and Taylor released their proposed design options for The Parade. The design options were released to all stakeholders at the same time. Consultation began on 31 July 2017, and was open for a period of two weeks, ending 13 August 2017. Over the consultation period 3,763 submissions were received.

The Love the Bay process involved Council engaging a full time community engagement and communications adviser and an independent facilitator, in addition to the significant existing resources that were allocated to the process. Additionally, Council commissioned two independent studies (Empathy Design and Global Research) to canvas views across the Island Bay communities, and rented retail space in the Island Bay business centre. The amount of time and resources committed to the Love the Bay process was unprecedented for any community engagement for a single project undertaken by Council in recent years.

Findings - Principles of Community Engagement

Local Government Act

The consultation for the Island Bay cycleway re-engagement does not have a specific statutory consultation process. However all consultation carried out by Council should have regard to the principles of engagement and decision-making set out in the Local Government Act 2002 (“the Act”).

As the decision regarding the Island Bay cycleway has been determined to be significant under Council’s significance and engagement policy⁵, it is necessary for Council to ensure that the decision has been made in accordance with sections 77, 78, 80, 81 and 82 of the Act, as applicable. Section 82 of the Act sets out the “principles of consultation”, and states:

- (1) *Consultation that a local authority undertakes in relation to any decision or other matter must be undertaken, subject to subsections (3) to (5), in accordance with the following principles:*
 - (a) *that persons who will or may be affected by, or have an interest in, the decision or matter should be provided by the local authority with reasonable access to relevant information in a manner and format that is appropriate to the preferences and needs of those persons:*
 - (b) *that persons who will or may be affected by, or have an interest in, the decision or matter should be encouraged by the local authority to present their views to the local authority:*
 - (c) *that persons who are invited or encouraged to present their views to the local authority should be given clear information by the local authority concerning the purpose of the consultation and the scope of the decisions to be taken following the consideration of views presented:*
 - (d) *that persons who wish to have their views on the decision or matter considered by the local authority should be provided by the local authority with a reasonable opportunity to present those views to the local authority in a manner and format that is appropriate to the preferences and needs of those persons:*
 - (e) *that the views presented to the local authority should be received by the local authority with an open mind and should be given by the local authority, in making a decision, due consideration:*
 - (f) *that persons who present views to the local authority should have access to a clear record or description of relevant decisions made by the local authority and explanatory material relating to the decisions, which may include, for example, reports relating to the matter that were considered before the decisions were made.”*

The Act allows councils to exercise their discretion regarding the manner in which the principles of engagement are observed. In exercising this discretion, a council must have regard to the current views and preferences of persons that may be affected, the significance of the decision and the costs and benefits of any consultation process (among other legislative requirements).

⁵ Page 256 of the agenda for the Transport and Urban Development Committee meeting of 15 September 2016.

In short however, the principles of engagement as set out in the Act, suggest that community engagement must:

- provide access to relevant information
- provide opportunity to participate, and encourage participation
- clearly communicate expectations
- approached with an open mind
- provide access to a record of the decision, and information that supported that decision.

Through our conversations with relevant stakeholders, and review of relevant information, **we consider that the key principles of consultation, as set out in the Act, were met (albeit to varying degrees) by the Love the Bay process.**

We note that, as of the date of writing this report, no final decision regarding the Island Bay Cycleway had been made. Accordingly, we cannot comment on matters that occur after our report has been completed.

It is also important to note that the decision Council is being asked to make is the selection of a preferred concept design. Future decisions are still required to be made on detailed design and key elements of the designs by the TUD. These will require consultation, which again will need to meet the requirements of the Act.

Best practice

In addition to conforming to the principles of the Act, Council strives to ensure that its consultation processes adhere to commonly accepted best practice. In particular, Council's significance and engagement policy notes:

"Council has a commitment to engage with its stakeholders and its communities, and will use, as a reference, the International Association of Public Participation (IAP2) spectrum and decision-orientation approach as the foundation for its engagement."

The International Association of Public Participation ("IAP2") approach is widely regarded as defining international best practice for community engagement. The approach is underpinned by seven core values, which are:

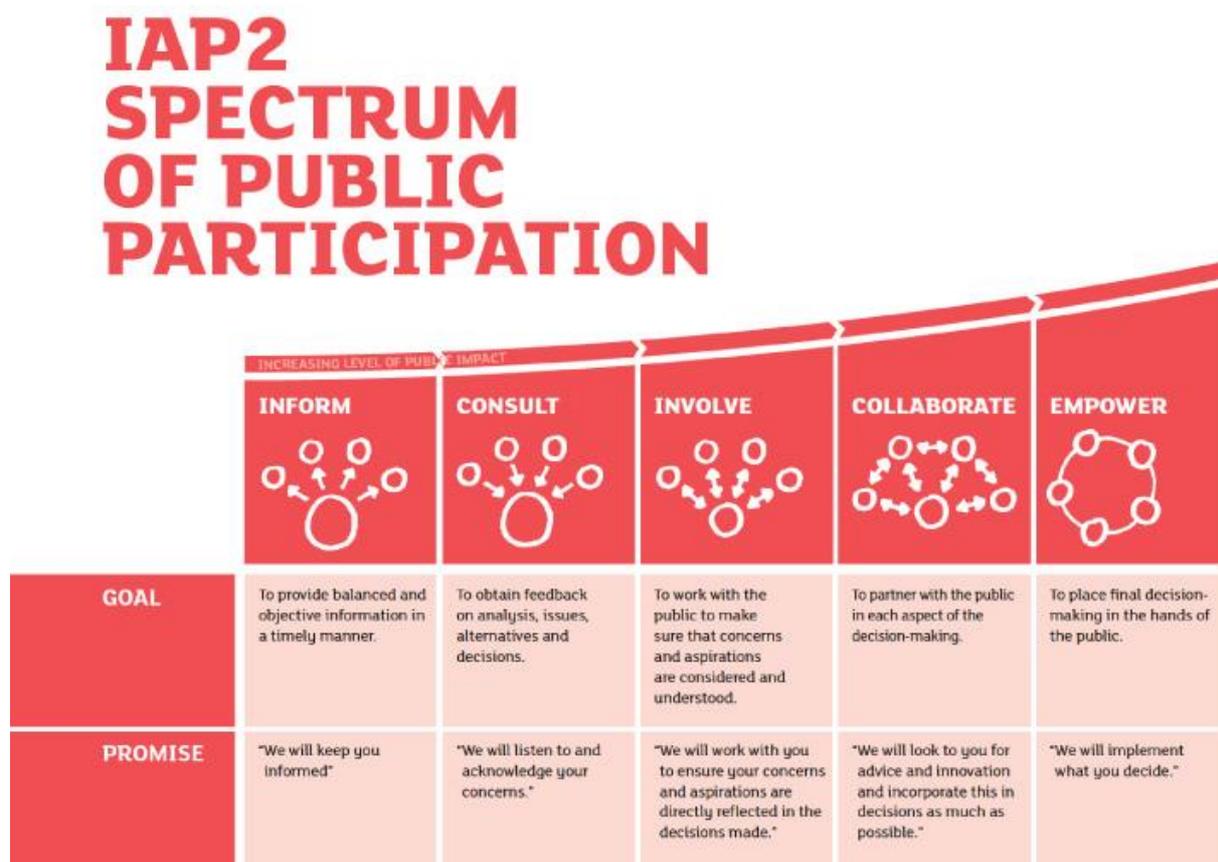
- 1 *Public participation is based on the belief that those who are affected by a decision have a right to be involved in the decision-making process.*
- 2 *Public participation includes the promise that the public's contribution will influence the decision.*
- 3 *Public participation promotes sustainable decisions by recognizing and communicating the needs and interests of all participants, including decision makers.*
- 4 *Public participation seeks out and facilitates the involvement of those potentially affected by or interested in a decision.*
- 5 *Public participation seeks input from participants in designing how they participate.*
- 6 *Public participation provides participants with the information they need to participate in a meaningful way.*
- 7 *Public participation communicates to participants how their input affected the decision."*

In many cases, these values overlap with the principles set out in the Act.

IAP2 Spectrum

In addition to the seven core values, IAP2 has developed a spectrum of community engagement that demonstrates the impact of increasing community involvement. It is worth noting that IAP2 does not suggest that either end of the spectrum is “right” or “wrong”, but rather the level of participation should be determined based on the specific decision being made.

The supporting documents for the 15 September 2016 meeting of the TUD stated that the appropriate level of participation for the Island Bay re-engagement strategy is to “Collaborate and explore opportunities to empower where feasible” as assessed against the IAP2 spectrum.



Credit: International Association of Public Participation – IAP2 Federation via PlaceSpeak.com

It is our assessment that over time the level of participation for the cycleway re-engagement moved towards “consult”, to some extent this is likely the result of time pressures, but may also be representative of the challenges in adopting “new” approaches to consultation.

We have reviewed the planned engagement strategy for the Island Bay re-engagement against IAP2 guidelines and found that the co-design process demonstrated good practice engagement processes compared with IAP2 public participation processes in these respects:

- Set clear shared objectives as part of the workshop strategy
- Communicated the interests and met the process needs of most participants
- Sought out and facilitated the involvement of those potentially affected

- Involved some but not all participants in determining how they would participate in the engagement
- Provided participants with the information they needed to participate in a meaningful way using a number of communications tools

There was general agreement from stakeholders that the process used for the first four Love the Bay workshops, up to and including the development of the Design Objectives, was successful. It is the translation of these Design Objectives into concept designs, and the communication as to how the communities' feedback was used and trade-offs made, that appears to have upset some groups. It is this stage in the process where the engagement appears to have shifted from the "empowerment" end of the IAP2 spectrum toward the "consult" end of the IAP2 spectrum.

While co-design was never a specific objective of the Love the Bay process, it is apparent there was a desire that the Island Bay communities would contribute and influence the decision using collaborative processes. The planned Workshop Five appears to have been intended to bridge the gap between the creation of the Design Objectives and the development of design options for The Parade. We understand that this workshop would have further introduced and worked with some of the concepts of co-design, and may have enabled a greater acceptance or understanding of the concept design options. Workshop Five was not held as a workshop but instead delivered through the drop in centre.

Full details of our review are provided at **Appendix B**.

Findings – Themes

Theme	Comment	Evidence
<p>Trust</p> <p>It is important that all parties involved in a community engagement process trust that:</p> <ul style="list-style-type: none"> the process will be honoured their views will be heard and respected the outcomes are not pre-determined no party is conflicted or biased 	<p>The Love the Bay process was designed to restore trust within Island Bay. The way in which consultation with the communities had been carried out in the past meant that regaining trust was likely to be highly challenging. However, the process was initially effective at restoring some level of trust and allowing members of the various Island Bay communities to set aside differences.</p> <p>We found that the significant lack of trust between the various stakeholder groups and Council, re-emerged following the delay caused by the Kaikoura earthquake. This appeared to represent the communities’ lack of trust. This consistently underpinned a number of the issues that were raised by stakeholders.</p> <p>The lack of trust observed extended across all of the themes identified.</p> <p>Findings raised in other “themes” have added to the level of distrust within the communities.</p> <p>It is critical that Council rebuilds trust from the communities.</p>	<p>The lack of trust was highlighted by the following issues/matters raised during our review. We have not verified the validity of any claims made:</p> <ul style="list-style-type: none"> Accusations that the Love the Bay process was being subverted by Council Officers and other stakeholders Various accusations regarding Councillors, Council Officers, and syndicate members having conflicts of interest, and failing to set those conflicts aside Suggestions that members of various communities did not participate in the process for fear of being targeted Suggestions that Council Officers had a pre-determined solution in mind, and were unwilling to compromise on certain design elements Lack of belief in Council’s assertions that certain decisions were made to address safety issues with current and old design

Theme	Comment	Evidence
<p>Expectations and promises</p> <p>A community’s trust can be quickly lost when expectations and promises are not met.</p> <p>It is important for any engagement process to set clear expectations for all parties, and to ensure that any promises that are made to the community are kept.</p>	<p>There were varying expectations regarding the role that the communities would have in the final decision. The nature of the engagement moved around the IAP2 spectrum affecting this.</p> <p>Various stakeholders, Councillors and Council Officers communicated these expectations differently. While there was no explicit communication that the process involved co-design, the language used to describe the process involved a significant level of community input.</p> <p>The Love the Bay process was established with a goal of working toward the empowerment and collaborate end of the IAP2 spectrum. This set high expectations for the community regarding their level of involvement, and the gradual shift toward the “consult” end of the IAP2 spectrum resulted in unmet expectations and disappointment.</p> <p>The directive to re-engage on the cycleway, and specifically the statements that the “original design” and “status quo” were options created different expectations for different stakeholders right from the start.</p> <p>Some members of the various Island Bay communities felt that promises regarding the process were not kept.</p>	<p>We found evidence of differing expectations regarding the output of the Love the Bay process. Stakeholders, Councillors, and Council officers had varying expectations about the level of final design input and decision making power that would lie with the communities.</p> <p>Additionally, expectations regarding what the term “original design” meant in the context of the TUD directive differ greatly, with parties expecting either exact replications of the original design, or varying degrees of “improvement”.</p> <p>There was no clear statements about how Love the Bay would “finish” or how the outputs would be used in relation to the cycleway redesign.</p>

Theme	Comment	Evidence
<p>Communication</p> <p>Communication should be clear, with information presented appropriately and capable of being understood by the majority of interested parties. This includes:</p> <ul style="list-style-type: none"> • Communication of key decisions • Communication of the objectives and expected outputs of the process • Communication between the communities, Council Officers, and elected members. • Communication of key information 	<p>Communications from the Love the Bay syndicate were often clear and timely, with regular updates being provided through the Love the Bay website. Workshop data was provided transparently. There were regular clear and direct lines of communication between Council, the Love the Bay syndicate and other stakeholders throughout the process, even when parties disagreed.</p> <p>Communication of why certain designs were and were not included and how community feedback was used to inform concept design options was not clear. While much of this is contained within the Tonkin and Taylor design report, the document is large and not easily digested by the majority of interested parties.</p> <p>Key information, such as the breakdown of costs, potential remedies to resolve the loss of parking (or that the parking loss figures were a “worst case”) was hard to find, or presented in a way that was overly technical.</p> <p>Communications of the expected outputs of the Love the Bay process deliberately focussed on the 10 year plan, however it was unclear what the outputs were intended to be in relation to the cycleway.</p>	<p>Communication of technical concepts and concept designs was not always presented in a way that was easily digested, for example:</p> <ul style="list-style-type: none"> • The consensus view was that technical design elements presented in the drop in sessions in May 2017 was overwhelming and difficult for people to understand and comprehend. • People stated that they found it difficult to see how the design elements fit together. • The loss of parking in Options A- C is a “worst case scenario” however this is not well communicated in the Design Report or in the summary of options provided to the communities. • There is a lack of understanding within the various Island Bay communities about the proportion of costs of the four options that relate to changing the cycleway, versus beautification costs, and costs of resealing the road. • There was a poor understanding from stakeholders about the reasons certain designs were chosen or not, and the trade-offs between varying design aspects. • Some stakeholders found it difficult to reconcile the Design Objectives from the Love the Bay workshops with the concept designs. <p>Some of the above issues are addressed in Tonkin and Taylor’s Design Report, however this is a substantial document that was unlikely to be read by a large number of stakeholders.</p> <p>Parking was such an important issue for the Island Bay communities that we would have expected some more explanation and emphasis that the concepts presented loss of parking of <i>up to 40</i> parks, but those decisions were yet to be made and final loss of parking could be less.</p>

Theme	Comment	Evidence
<p>Governance</p> <p>Good governance of an engagement process ensures that there are clear points of accountability, and that the engagement process is carried out in the agreed manner (or seeks to agree an approach). It does not seek to influence outcomes.</p> <p>A strong governance structure that includes representatives from a diverse group of interested parties helps to develop trust in the engagement process.</p>	<p>The Love the Bay process was governed by the Love the Bay syndicate, which included representatives from IBRA, CAW and Council with business representatives joining later. The syndicate’s role was to oversee the Love the Bay engagement process.</p> <p>In our view, the membership of the syndicate was problematic, as it involved representatives from either extreme of the debate, and a council representative. This was problematic as:</p> <ul style="list-style-type: none"> • There is underlying tension and distrust between CAW and IBRA and the Council • Council may not have been perceived as being neutral by all stakeholders • The membership of the syndicate was not consistent with the original TUD directive • It failed to provide representation for stakeholders across all of the communities (i.e. churches, schools, sports clubs, emergency services) <p>Council’s wider cycleways programme has a clear and defined governance structure, however these deliberately had limited oversight of Island Bay.</p>	<p>The observations here are largely based on opinion. However throughout the process we were not provided with any evidence to suggest that “other interested stakeholders”, as directed to be included in the syndicate by the TUD directive, were approached to be included in the syndicate.</p> <p>The original TUD directive specified that the re-engagement should be community led. There is some conflict with its later specification that the approach must be “developed by representative from the Island Bay Residents’ Association, local businesses, Cycle Aware Wellington, and interested stakeholders together with Council”.</p> <p>We note that churches, schools and sports clubs are established, and somewhat organised, groups within Island Bay that could have nominated representatives for the syndicate.</p>

Theme	Comment	Evidence
<p>Opportunity</p> <p>Everyone that wants to contribute to the discussions should be provided with the opportunity, and is encouraged, to participate.</p> <p>Participation from a broad cross section of interested parties ensures that decisions can be made in a more informed manner.</p>	<p>The re-engagement process was well advertised within Island Bay using traditional and new approaches. It would be difficult for residents of the area to suggest that they were unaware of the process or were not provided the opportunity to participate.</p> <p>Some stakeholders suggested that they were aware of individuals that did not attend workshops due to perceived hostility. However, most stakeholders agreed that workshops contained a representative cross section of the communities' views and created a welcoming environment for friendly discussion.</p>	<p>Steps taken to ensure that all stakeholders were provided opportunity to participate in the process include:</p> <ul style="list-style-type: none"> • Two dates for each workshop including mid-week and weekend dates, and evening and day time sessions • Childcare being provided • Flyer drops, signage and radio advertising • Social media advertising • Pop in shop set up for people to share views regardless of whether they attended workshop. The shop was centrally located in the business centre of Island Bay • Advertising by stakeholder groups to their membership • Ability to submit ideas through the Love the Bay website.
<p>Shared understanding of needs</p> <p>For any engagement process, but particularly one with a focus on co-design, outcomes are more likely to be considered successful by the majority of stakeholders when there is a clear articulation of needs.</p> <p>In many cases these needs are likely to be competing (i.e. safety versus parking), so it is important that the process recognises the differences and explores why those needs are important to each group. There is no expectation that all parties will agree.</p>	<p>The Love the Bay workshops provided interested parties with a wide spectrum of views with an opportunity to express their vision for Island Bay and The Parade.</p> <p>Through the workshops a set of Design Objectives were created. It was unanimously agreed by all stakeholders interviewed during our review that these broadly reflected the sentiments of the workshops.</p> <p>However, these Design Objectives are largely open for interpretation, and contained no absolute bottom lines. Yet, it was clear from our discussions that "bottom lines" existed (for example the loss of parking).</p> <p>In seeking to be neutral, it is unclear whether Council's needs were articulated during this process. We have not seen any evidence that Council's needs, and the underlying reasons for these, were articulated throughout the process or in the Design Objectives.</p>	<p>Success in being able to communicate the shared understanding of needs of interested members of the public is demonstrated by the general agreement from stakeholders that the "Design Objectives" that were an output for the Love the Bay process generally reflect sentiments of the workshops.</p> <p>On the other hand, the absence of clear communication of needs can be demonstrated from:</p> <ul style="list-style-type: none"> • No consensus about what "safe" means, or from who's perspective it should be measured • Stakeholders still seeing the cycleway as a "road to nowhere", and being unclear of its purpose or role in the wider network

Theme	Comment	Evidence
<p>Timeframes</p> <p>An engagement process should strike a balance between providing sufficient time for stakeholders to feel as though they have been listened to, and a short enough timeframe for stakeholders to feel that the process is progressing.</p>	<p>The TUD directive in June 2016 stated that the re-engagement for the Island Bay Cycleway would “take as long as necessary”.</p> <p>For the period prior to the Kaikoura Earthquake, and potentially until May 2017 (when the design elements were released and drop in sessions held) it would appear that the process was given sufficient, if not too much, time to proceed.</p> <p>The Kaikoura Earthquake also resulted in the cancellation of some workshops which may have transitioned stakeholders from “Design Objectives” to design elements or concept designs.</p> <p>Towards the end of the process, timeframes came under pressure. We note that it began as a process that would “take as long as necessary”. However timeframes were squeezed to enable consultation on concept designs to begin on 31 July 2017, meaning:</p> <ul style="list-style-type: none"> • Concept designs were not provided to syndicate members prior to consultation, although syndicate members suggest that Council undertook to provide these. We note that the designs were not provided to any stakeholders prior to the consultation period • Concept designs were unable to undergo any technical peer review by Council or independent contractors • Communications regarding why designs were included or excluded, how trade-offs were dealt with, and how community feedback was incorporated were not put into an easily digestible format • Consultation on options lasted only two weeks. 	<p>The process began in July 2016, and ended with submissions on the concept design options closing on 13 August 2017. A total period of around 13 months.</p> <p>IBRA’s “Committee Position on Cycleway and Parade Consultation Process” document suggested that there was growing dissatisfaction with the rate of progress on the cycleway. This indicates that the process was not proceeding as quickly as some stakeholder would have liked.</p> <p>In a meeting of 22 June 2017 the City Strategy Committee established a Councillor working group for the Island Bay cycleway and resolved to undertake consultation on the concept design options in late July 2017. Working backwards from that date, Council officers determined that a two week consultation period would be required, and that Tonkin and Taylor would have less time to complete concept designs than they would normally expect for a project of this size and significance.</p> <p>The Kaikoura Earthquake had a significant impact on the timeframes of the process, which could not be avoided.</p>

Findings – recommendations from earlier report

The following tables are extracts of our report of May 2016 that are of particular relevance to the Island Bay cycleway. We have updated our commentary in the column titled “Comment – August 2017”.

Findings/Recommended actions	Comment – May 2016	Comment – August 2017
<p>Island Bay has created problems that have “spilled over” to other proposed projects – these include perceptions of inadequate community engagement/ consultation, design and safety issues.</p> <p>In particular, the loss of parking and impacts on other users (drivers, pedestrians, businesses, home owners) has been hard to explain.</p> <p>Some people commented to us that the UCP has driven a more aspirational approach to cycleway design and that this goes further than the community can understand or agree with. This is consistent with international experience.</p> <p>Island Bay presents an ongoing risk to WCC’s cycleways programme and presents an opportunity for WCC and the NZ Transport Agency to work together on a solution.</p>	<p>The adaptation of European cycle lane designs to New Zealand conditions is challenging and there are currently no agreed guidelines that can be uniformly applied.</p> <p>The three other projects of the Southern Route that would have delivered a cycleway connection between Island Bay and the Basin Reserve are now not currently part of WCC’s programme and the roads that were in the frame have a greater safety risk profile than Island Bay.</p>	<p>Absence of agreed guidelines that can be uniformly applied continues to create challenges as decisions regarding trade-offs have to be made on a case by case basis. The three other projects on the Southern route have yet to be completed and routes are still being decided.</p> <p>The same issues in Island Bay continue to be the significant issues.</p>

Findings/Recommended actions	Comment – May 2016	Comment – August 2017
<p>While there was initially strong political support for Island Bay, community perceptions of the decisions on location and design were negative and political support fell away. Councillors were very involved in decisions involving the design and timing of Island Bay, and this drove an approach to delivery that was sub optimal. Delegations of decision making to Officials, within an agreed framework, were withdrawn as a result of the loss of community support.</p>	<p>WCC Officials need to be given the opportunity to identify and advise on robust options for design and delivery of a revised programme and opportunities to amend Island Bay. The local body elections will impact on the time available to Council to make decisions about Island Bay and other proposed routes.</p> <p>Any solution to Island Bay and the broader programme will require political leadership and will need to be cognisant of the upcoming Local Body elections.</p>	<p>The Love the Bay process was endorsed by Council in September 2016.</p> <p>The process was backed by, and endorsed, by Councillors, and had significant community involvement.</p> <p>Implementing not just a solution to The Parade (including Cycleway) but restoring trust in Council will require significant political leadership.</p>
<p>A review of Island Bay should be undertaken and necessary modifications made to the current solution following further consultation with the community. While the NZ Transport Agency was not a funder (because the project did not meet the UCP criteria), there is an opportunity for them to now be part of the solution to Island Bay.</p> <p>We have recommended they “partner” with WCC on the programme going forward. A review is necessary to “circuit break” Island Bay and re-engage the community on what an “integrated transport solution” could look like. Changes to what has been delivered will need to be made and these should reflect a broader urban design and regeneration approach.</p>	<p>This needs to be undertaken in conjunction with the NZ Transport Agency. It is desirable that the process include an independent expert to provide advice on options for changes to the current cycleway.</p> <p>The NZ Transport Agency could become a co-sponsor/funder of the solution which might fall out of the safety reviews that are in train, a functionality review, or further consultation on possible design changes.</p> <p>The review could revisit whether other parts of the Southern route could be delivered and part funded by UCF or NLTF funding.</p>	<p>A post-construction safety audit of the Island Bay cycleway was undertaken. Suggested safety improvements/modification were delayed pending the outcome of the re-engagement process for the entire cycleway.</p> <p>Independent designers were engaged to produce concept designs which were the subject of consultation.</p> <p>NZTA are not partners in the Island Bay cycleway. Their only role in the process was as part of the cycleway programme governance group who received updates on the progress of the Island Bay project.</p> <p>The Love the Bay process and consultation process has considered a number of options that modify the current solution.</p>

Findings/Recommended actions	Comment – May 2016	Comment – August 2017
<p>WCC Officials need to be given the opportunity to identify and advise on robust options for the design and delivery of a revised programme and opportunities to modify Island Bay.</p> <p>Elected members should provide political support for a recommissioned programme and a review of Island Bay, but should be careful to make decisions based on sound evidence and advice.</p>	<p>It will be important that there is a clear understanding of the relative roles and responsibilities between elected members and WCC officials. WCC, in conjunction with NZ Transport Agency officials, have an important part to play in advising Council on route and design options for the programme as well as how key aspects of delivery (e.g. community engagement and communications) can be managed and delivered.</p>	<p>The Love the Bay process, while endorsed and supported by Councillors and Council Officers, took a deliberate approach to be distanced from Council.</p> <p>The Love the Bay syndicate (which governed the process) was predominantly comprised of representatives of stakeholder groups, with only one representative from Council. Additionally, Council ensured staff involved in the Love the Bay process were either not involved in earlier work regarding the Island Bay cycleway, or were contracted specifically for the cycleway project.</p> <p>Council had no influence of the design of the four options, except for the requirement, from the June 2016 TUD resolution, that options include “original” and “status quo” options. Decisions subsequent to the selection of a preferred option will require officer input as detailed designs are finalised and important tradeoffs have to be made.</p>

Findings/Recommended actions	Comment – May 2016	Comment – August 2017
<p>We recommend that the communications and engagement strategy and communications support for successful delivery be revisited. This can be addressed in the context of a broader refresh of the programme and reconfirmation of the level of resourcing needed to deliver the programme across the board. This should be agreed with Council in light of the recommissioned programme.</p>	<p>While we were advised by WCC that there were sufficient communications resources available within the programme and across WCC, the effectiveness of resourcing and planning for communications/ engagement have been/are below the level required to deliver successful engagement and community consultation.</p> <p>We do not consider that the level of communications resource directed to the programme to date has been sufficient.</p>	<p>We make no comment regarding the communications and engagement strategy, and communications support for the wider cycleways programme.</p> <p>Council had significant specific resources dedicated to the Love the Bay process. The communications and engagement process and strategy were tailored to address the specific needs of re-engagement with the Island Bay communities. Resources allocated to the re-engagement process were far and above what are typically allocated to community engagement processes carried out by Council.</p>
<p>Establish an approach and process for a review of Island Bay’s cycleway. This needs to be done with the community.</p>	<p>While the review can be done over time and should incorporate data on what’s working, findings from the safety audits and any other review commissioned, this should be signalled to the community who should be consulted closely. In addition solutions should not narrowly focus on a cycleway and should encompass a broader urban design/renewal approach.</p>	<p>The Love the Bay process was established as a community led engagement process. It had a broad focus on the development of a ten year plan for Island Bay. A re-design of the cycleway was expected to be just one of the outputs of this process.</p> <p>Four options were put to the communities as part of the consultation and all options include significant elements of urban design/renewal.</p>
<p>WCC need to review their resourcing directed to delivering the programme</p>	<p>A recommissioned programme will need adequate resourcing. WCC senior management should assure itself that it has sufficient resources directed to the programme.</p>	<p>Resourcing allocated to the Island Bay re-engagement was, and continues to be, significantly greater than resourcing allocated to any other comparable community engagement carried out by Council.</p>

Appendix A

List of People Interviewed

Wellington City Council Officials

- Paul Barker, Planning Manager – Network Improvement
- David Chick, Chief City Planner
- Phil Becker, Business Relations Manager
- Michael Oates, Principal Advisor Engagement and Consultation
- Jess Ducey, Engagement and Communications Advisor (Contractor)
- Krystle Field, Senior Social Media Specialist

Wellington City Council Elected Members

- Paul Eagle, *Deputy Mayor*
- Councillor Sarah Free
- Councillor David Lee
- Councillor Chris Calvi-Freeman
- Councillor Diane Calvert

Community Stakeholders

- Vivki Greco, Island Bay Resident's Association
- Ron Beernink, Cycle Aware Wellington
- Regan Dooley
- Amanda Elliot, Island Bay New World
- Lorraine Edwards, Island Bay Business Representative

Others

- Ryan Dunn, Senior Transportation Engineer Tonkin and Taylor
- Dougal List, National Cycling Manager NZTA
- Jason Paul, Love the Bay Facilitator

Appendix B

Desktop review of the Island Bay re-engagement process

Introduction

In 2014, Wellington City Council conducted a public consultation exercise in conjunction with the Island Bay cycleway and village development project. This consultation was not highly effective, with the communities' perception that a poor solution had been delivered without proper engagement. The Council recognised that "broader and deeper engagement" was required to provide stakeholders (particularly those within the suburb of Island Bay) with a higher degree of participation and agreed the proposed re-engagement process "must be an active process which seeks out different views rather than adopting a more traditional passive process."⁶

As part of the re-engagement process Council used a collaborative approach and is currently seeking public submissions from the communities about cycleway options.

This report explores the following questions:

- How does the process used compare with the International Association for Public Participation (IAP2) engagement process?
- What is fundamental to a good public participation process? Was this demonstrated for this project?
- Is this community engagement process consistent with Council's policy and processes for engagement?

Communication Plan and Strategy

IAP2 public participation process

The International Association for Public Participation (IAP2) has developed a defined process for thinking about, planning and conducting community consultation programmes and activities. This process has a defined Public Participation Spectrum to assist in setting clear, shared objectives, a promise to the public that their contribution will influence the decision, as well as how to determine the level of public participation.

The identification of stakeholders and their continued involvement throughout the decision-making process is important to the success of effective public participation. The IAP2 process uses a public participation plan and appropriate evaluation tools to measure the effectiveness of the programmes outlined in the plan.

The core values for the practice of public participation are:

- The public should have a say about actions that affect their lives
- A promise that the public's contribution will influence the decision
- The process communicates the interests and meets the process needs of all participants
- The process seeks out and facilitates the involvement of those potentially affected
- The process involves participants in defining how they will participate
- The process provides participants with the information needed to participate in a meaningful way

⁶ WCC Transport and Urban Development Committee, Item 2.5 - 15 September 2016

- The process communicates to participants how their input affected the decision.

The Public Participation Spectrum shows that differing levels of participation are legitimate, depending on the goals, timeframes, resources and levels of concern or interest involved in the decision being made.

The Spectrum includes:

- Inform - provide the communities with balanced and objective information to assist them in understanding the project issues, alternatives and decisions
- Consult - to obtain community feedback on issues, analysis, alternatives and decisions being considered by the Council
- Involve - to work directly with communities throughout the process to ensure that community aspirations, concerns and issues are consistently understood and considered
- Collaborate - to partner with communities in each aspect of the decision including developing alternatives and identifying a preferred solution
- Empower - to place final decision-making in the hands of the public

Most important is that a promise is made to the public and if this is not defined or is understood differently by the participants and the decision-maker then the process will result in dissatisfaction and /or disillusionment. Promises should be clear and should be kept.

Comparison of processes

A comparison of the Love the Bay process used for this project compared with an IAP2 process for effective public participation is summarised in the following table.

Item	IAP2 process	Love the Bay process	Comment
1	Set clear shared objectives	<p>A number of goals were developed for the Island Bay Plan including :</p> <ul style="list-style-type: none"> • shared purpose • shared sense of direction • shared respect for others point of view • shared understanding of urban design • creative discussion • draft Island Bay Plan <p>A re-engagement workshop strategy was developed and delivered</p> <p>A Communications Plan was developed for and delivered to all communities.</p> <p>A series of workshops were independently facilitated as part of the workshop strategy</p>	<p>The workshop design was participatory to support the communities who are experts in their place with technical expertise to shape an outcome which is viable and feasible.</p> <p>It provided “a safe space to voice and provide input that is respectful to others and is about the issues and opportunities, rather than a forum for personal commentary”.</p>

Item	IAP2 process	Love the Bay process	Comment
2	<p>Make a promise to the public that their contribution will influence the decision</p>	<p>A Terms of Reference was developed and ratified by the Syndicate members (representatives of Island Bay Residents Association, local cycling community and Wellington City Council) to guide the way the Syndicate operated. This group was a conduit not decision making group</p> <p>The goals of the workshops and collaboration and empowerment processes used promised that the communities would be able to input and be heard</p>	<p>Collaboration and Empowerment are processes on the IAP2 Spectrum. The Council consultation plan for this project mentions the use of collaboration and empowerment. Collaboration is demonstrated however empowerment is not clearly shown as placing the final decision making in the public's hands. It does empower through providing forums for public decisions but these are not considered effective by all participants</p> <p>Information received by Morrison Low from different communities demonstrates that trust has not been fully established with all participants and that the communities have concerns about the outcome of the engagement process.</p>
3	<p>Communicate the interests and meet the process needs of all participants</p>	<p>Public workshops were scheduled at different days and times of the week over several weeks to suit the needs of participants</p> <p>Officers supported elected members by communicating progress via regular updates, provided Councilors with key messages and media briefs, informed them of opportunities to participate in engagement activities</p> <p>A communications plan was developed and delivered using a range of tools, e.g. mail, website, social media, newsletters.</p> <p>Officers and contractors supported the Love the Bay process and the syndicate by providing resourcing.</p>	<p>The Love the Bay process clearly endeavoured to communicate the interests and meet the needs to all participants.</p>
4	<p>Seek out and facilitate the involvement of those potentially affected</p> <p>Successful participatory design relies on collaboration</p>	<p>A partnership approach with Island Bay Residents' Association, Cycle Aware Wellington and Council officers (The Syndicate) set up Love the Bay as a vehicle for constructive conversations and participation to develop a 10 year plan for Island Bay.</p> <p>Collaboration was also completed with the wider community through providing access to community co-design workshops.</p> <p>The Empathy Design study sought to canvas the views of Island Bay residents that may not have been part of the Love the Bay process.</p>	<p>A large majority of Island Bay residents hadn't participated in the initial public consultation for this project. The re-engagement plan sought to collaborate with these stakeholders firstly by informing them of the community workshops and inviting them to participate.</p> <p>The Love the Bay process was highly visible within Island Bay.</p>

Item	IAP2 process	Love the Bay process	Comment
5	Involve participants in defining how they will participate	<p>From a review of the planning information for this process it appears that the needs of all communities in Island Bay were inclusive in this respect e.g. collaborating with members of the Syndicate.</p> <p>The Terms of Reference and general approach to the Love the Bay process was agreed by the syndicate, which represented groups with differing views on the existing cycleway.</p>	<p>The re-engagement process allowed representatives of groups that had previously expressed a strong interest in the cycleway to attempt to define what the engagement should look like.</p> <p>Council deliberately sought to minimize its involvement in shaping or running the process.</p>
6	Provides participants with the information needed to participate in a meaningful way	<p>The Love the Bay website provides policy, options information and reports for this project as part of the public consultation information</p> <p>Open, constructive, community conversations were encouraged beyond the formal submission process</p> <p>A drop in shop was set up and manned by Councilors/volunteers each day to inform the public</p> <p>A Communications Plan was developed and delivered</p>	The Love the Bay process provided a range of opportunities for participants to be involved to differing extents.
7	Communicate to participants how their input affected the decision	<p>This process provided the opportunity for everyone who wished to participate to design a solution. It was communicated at the workshops that this would involve concessions and compromises from all for a shared overall benefit</p> <p>The Communications Plan will continue to be updated as the project progresses</p>	<p>Community feedback was specifically discussed in the Tonkin and Taylor Design Report on the concept designs for The Parade. This included a response from the designers about why or how this feedback was incorporated.</p> <p>This information was only contained in the full, 53 page report, and was not presented in an easily digested format.</p> <p>How the outputs and outcomes of the Love the Bay process would translate to designs and decisions was not clearly communicated at the start of the process leading to different expectations.</p>

The following table compares the consultation process (i.e. the two-week period commencing with the release of the concept designs and ending on 13 August 2017) with an IAP2 process for effective public participation.

Item	IAP2 process	Consultation process taken	Comment
1	Set clear shared objectives	<p>The consultation process was clearly expressed as being an opportunity for the public to have a say on their preferred concept design for the Island Bay Cycle way.</p> <p>The results were to <i>“feed into recommendations prepared by Council officers for consideration by Council”</i>.</p>	<p>The objectives of the consultation process were clearly defined.</p> <p>The consultation document clearly stated that the process would result in a recommendation being put forward to Council, and that a high level design would be determined by Council on 14 September.</p>
2	Make a promise to the public that their contribution will influence the decision	<p>The consultation document was clear that the results of feedback received during the consultation process will <i>“feed into recommendations being prepared by Council Officers”</i>.</p> <p>Additionally, the document explained how public feedback would be used:</p> <p><i>“This consultation is to provide qualitative and quantitative feedback to help the Council understand the views held by the people of Island Bay and Wellington. The submissions will be analysed, including by location, to develop a more complete picture of public preferences. The outcome of the consultation will be independently collated and analysed by the Council’s Research and Evaluation team. The consultation feedback will inform the final report on the Island Bay Parade and Cycleway to be deliberated by Council on 14 September 2017.”</i></p>	<p>A clear promise was made to the community that their feedback would be taken into consideration when developing a recommendation to Council regarding the proposed concept designs.</p>
3	Communicate the interests and meet the process needs of all participants	<p>The community was made aware the consultation was occurring through advertising in the pop up shop, social media and other traditional channels.</p> <p>Submissions were accepted and encouraged either using a paper form attached the consultation document, or through Council’s website.</p> <p>Councilors were on site at the Love the Bay drop in shop during the consultation period to hear preferences from the community directly.</p>	<p>The consultation process endeavoured to communicate the interests and meet the process needs to all participants.</p> <p>3,763 submissions were received during the process.</p>

Item	IAP2 process	Consultation process taken	Comment
4	Seek out and facilitate the involvement of those potentially affected	<p>This largely refers to the Love the Bay process that preceded that consultation process.</p> <p>Views were sought by Councilors directly, through their attendance at the drop-in shop during the consultation period, as well as through online and written submissions.</p>	The cycleway re-engagement process, and the consultation process following that, sought out to collaborate with, and involve, a wide group of potentially affected individuals.
5	Involve participants in defining how they will participate	<p>The consultation process followed a largely traditional format typically used by Council.</p> <p>Participants were provided opportunities to participate in the process through Council's online submission portal, paper forms, or in person with Councilors. Participants were able to choose their preferred method of providing feedback from within these options.</p>	Participants were provided with a range of traditional options for providing feedback on the proposed concept designs.
6	Provides participants with the information needed to participate in a meaningful way	<p>Further information regarding the concept designs, including the detailed design report, costings, parking study and other relevant information was provided on Council's website, and a link provided within the consultation document.</p> <p>Documents were also available in a number of public locations.</p>	<p>Participants were provided with a broad range of relevant and detailed information to enable them to make informed decisions.</p> <p>Information was summarised in the summary consultation document, although information on key issues was not clearly communicated.</p>
7	Communicate to participants how their input affected the decision	At the time of writing this report, Council officers are yet to make any recommendation to Council, and Council is yet to decide on a preferred option.	We are unable to comment on this aspect.

Good practice community engagement

There are a number of factors that are fundamental to a good public participation process, including:

- The need to undertake and encourage actions that will build trust and credibility for the process among all participants
- All stakeholders have to have fair and equal access to the public participation process and the opportunity to influence decisions
- Strategies that avoided the risk of polarising the community interest
- Avoidance of advocacy for a particular interest, party or project outcome

Were these actions demonstrated for this project?

Action	Yes
Undertook and encouraged actions to build trust and credibility for the process among all participants	✓
Provided fair and equal access to the public participation process and the opportunity to influence decisions	✓
Strategies avoided the risk of polarising the community interest	✓
Sought to avoid advocacy for a particular interest, party or project outcome	✓

Community Engagement Policy

A review of the community engagement process for this project to check for consistency with Council’s Significance and Engagement Policy and engagement processes showed:

- the Council’s Significance and Engagement Policy and engagement processes were used to guide this re-engagement
- a Terms of Reference and Participative Village Planning Strategy including Communications Plan for the Island Bay community workshops were developed (a review was completed only of the sections provided in the TUD Committee report - 15 September 2016).

Summary

The Love the Bay process demonstrated good practice engagement processes compared with IAP2 public participation processes in these respects:

- Set clear shared objectives as part of the workshop strategy
- Made a promise to the communities that their contribution would influence the decision through the use of collaborative processes that allowed for community input and to be heard
- Communicated the interests and met the process needs of most participants
- Sought out and facilitated the involvement of those potentially affected and collaborated through co-design workshops
- Involved some but not all participants in how they would participate in the engagement
- Provided participants with the information they needed to participate in a meaningful way using a number of communications tools

The consultation and re-engagement planning did seek to:

- encourage actions that would build trust and credibility for the process and among all participants
- provide fair and equal access to the public participation process and the opportunity to influence decisions
- have strategies for avoiding the risk of polarising the community interest
- to avoid advocacy for a particular interest, party or project outcome.

However, for this project it appears that the promise made to the public was not clearly enough defined or was understood differently by the participants, Council staff and the community engagement facilitator, therefore the process resulted in dissatisfaction.

The communities' "noise" and lack of trust that the engagement process and outcome will represent the opinion of all communities may be due to lack of clarity of the decision process and the level of influence the individual can have on the decision. The evaluation criteria for the concept design options must be clearly communicated.