



Auckland Transport

Speed Limits By-Law Consultations Peer Review

Report

31 July 2019

engagement⁺
+plus
⁺



Foreword

Engagement Plus is a boutique community engagement and facilitation consultancy based in Brisbane Australia, committed to enabling and delivering excellent engagement practice across Australia, New Zealand and South East Asia. Led by Michelle Feenan, we specialise in designing robust engagement processes for all types of projects, from simple to complex using the IAP2 practice framework. Our work also features working with organisations to build their engagement capacity and undertaking peer reviews of engagement plans, strategies and projects. With over 30 years' experience we focus on providing tailored solutions for all our clients in urban, regional, rural and remote settings.

The International Association for Public Participation (IAP2) is an international federation of member regions, that seeks to promote and improve the practice of public participation, or community engagement, incorporating individuals, governments, institutions and other entities that affect the public interest.

IAP2 developed the Quality Assurance Standard for Community and Stakeholder Engagement in May 2015 and is recognised as the International Standard for Public Participation practice. The Quality Assurance Standard is used to guide engagement planning, implementation and evaluation.

Version History

Title	Version	Status	Date
Speed Limit By-Laws Consultations Peer Review Report	1	Draft	3 June 2019
Speed Limit By-Laws Consultations Peer Review Report	2	Final	28 June 2019
Speed Limit By-Laws Consultations Peer Review Report Updated	3	Final	22 July 2019
Speed Limit By-Laws Consultations Peer Review Report Updated	4	Final	31 July 2019



Contents

1	Introduction	4
2	Approach to the Review	6
3	Methodology	8
3.1	Stage 1 – Gathering of information	8
3.2	Stage 2 – Audit and assessment.....	9
4	Detailed Findings	10
4.1	Context	10
4.2	Clarity of scope of the project.....	10
4.3	Comprehensive stakeholder analysis.....	10
4.4	Engagement Goals	11
4.5	Engagement Principles	12
4.6	Level of influence	12
4.7	Engagement sequence	13
4.8	Engagement Methods.....	13
4.9	Resources	15
4.10	Key Messages	15
4.11	Timing.....	16
4.12	Risk Assessment	16
4.13	Engagement Evaluation.....	17
4.14	Leadership Commitment and Governance.....	18
4.15	Implementation and monitoring of the plan	19
4.15.1	Website analytics.....	20
5	Conclusions	23
6	Recommendations	25
7	Appendices	26
7.1	Appendix 1 – Cross tabulation of IAP2 Quality Assurance Standard elements and AT’s Practice Framework.....	26
7.2	Appendix 2 – New Zealand Local Government Act 2002 – Section 83 Special consultative procedure	26
7.3	Appendix 3 – Auckland Transport staff involved in Speed Limit Bylaw 2019 consultation	28



1 Introduction

Auckland Transport (AT) is responsible for all the region's transport services (excluding state highways), from roads and footpaths, to cycling, parking and public transport. Auckland Transport's day-to-day activities keep Auckland's transport system moving, including planning and funding public transport, promoting alternative ways to get around the local road network.

In 2018 Auckland Transport began an intensive campaign that focused on keeping people safe on their roads. The campaign focused on educating the community about the increasing issue of road deaths and road trauma that was being experienced on their road network. The campaign also focused on building support and alliances with key partners and stakeholders to achieve their aim.

In a world where public sentiment is characterised by a low trust in government, this contributes to low participation rates, community-led engagement that challenges the government perspective and a pervading view that governments are not acting in the public interest. Participation rates are often challenged by competing consultations and a bombardment of messages in all forms of media, and so AT sought to break through these challenges and reach the 'silent majority' by a comprehensive campaign to reach audiences that they typically don't hear from, particularly in the regional areas.

Auckland Transport is committed to improving road safety and embraces the Vision Zero goal of eliminating deaths and serious injuries on their road transport system.

In December 2018, the AT Board endorsed the Communication Plan to undertake a series of public consultation activities for some parts of a wider speed management plan:

1. Safer speeds – Accelerated Programme – where 18 key areas across Auckland where technical work had been done and proposed speed limit reductions could begin to roll out;
2. Town centre upgrades – where 5 town centres could have a proposed 30kph speed limit introduced and engineering measures to help create a low speed environment;
3. Proposed new Schedule of Speed Limits bylaw including a number of changes to speed limits in the city centre and regional roads around Auckland.

Following this endorsement, a specific Consultation and Engagement Plan was developed to focus primarily on the third stream of the Communications Plan that was implemented from 28 February until 31 March 2019.



Auckland Transport have sought a Peer Review of their engagement processes in readiness for the public release of the Speed Limit Bylaw Engagement Report. The Peer Review needed to consider if the engagement planning and implementation had followed the IAP2 practice framework and to identify any insights or recommendations for future practice. Engagement Plus was commissioned to undertake the Peer Review based upon their experience in providing licensed training of the IAP2 Certificate in engagement and contributing to course development in the contemporary framework for engagement practice.

This report sets out the approach to the review, the measures used, the findings derived from the review and a set of recommendations for consideration by Auckland Transport.

Engagement plus would like to thank the key staff who provided information and time for interviews in order to allow the review to take place in a timely way. Particular thanks are extended to Mr Daniel McCabe, Senior Consultation Advisor who provided comprehensive information and assistance in accessing all relevant people and materials to make the review possible.



2 Approach to the Review

The approach to the review of the Customer and Community Engagement Plan was based on the IAP2 community engagement practice framework and Auckland Transport's own Engagement Policy and How-To Guide'. Additionally, the review took into consideration the requirements under the Local Government Act 2002, section 83 Special consultative procedure (the detail of this section is included in the Appendices).

Combining each of these elements set the final framework for the review as set out below. A table cross tabulating the elements from both IAP's practice framework and AT's policy is outlined in a table and included in the Appendices.

The review considered what had been prepared and implemented in relation to the following essential elements:

1. Context for the work that is planned and what is known about the organisational and community perspectives on the work
2. Clarity of scope of the project – what has been described in relation to the specific negotiables and non-negotiables so that there is clarity about what the key stakeholders and community members will be providing input and feedback on
3. Comprehensive stakeholder analysis with a description of the role and connection of the stakeholders to this project
4. Engagement Goals - specific goals of the engagement that specific what is being sought by the involvement of the key stakeholders. The specifics of what needs to be shared, achieved and tested through the engagement activities.
5. Level of influence – what role the stakeholders will have in the decision-making process. A clarity about how much say the stakeholders will have on key elements of the project
6. Engagement sequence – what logical flow has been prepared for the completion of the work and what has been allowed for in activating the key stakeholders and community about the need to engage with them
7. Engagement Methods – what engagement and communication methods have been proposed to achieve the engagement goals and contribute to the project objectives
8. Resources - details of various resources being used for the implementation of the engagement processes described in the engagement plan
9. Timing – what timeline has been proposed for the implementation of the engagement plan



10. Risk Assessment – what approach has been taken to identify, assess and manage the risks inherent in the engagement plan and its execution
11. Engagement Evaluation – what framework and strategies to evaluate the engagement activities had been prepared and included within the engagement plan
12. Leadership Commitment – what is known about the organisational leader's views on the engagement plan and their expectations from the engagement processes.
13. Implementation and implementation of the plan – what was delivered and what transpired against what was the intent. What steps were taken to review progress of the implementation. What reasonable adjustments were made to accommodate necessary changes borne out by stakeholder and community reaction, internal resourcing and governance issues.



3 Methodology

The peer review methodology included a three-stage process:

1. Briefing and gathering of relevant information about the planning and implementation of the community engagement plan;
2. Audit and assessment of the materials against the IAP2 Quality Assurance Standard
3. Reporting on the findings and recommendations

3.1 Stage 1 – Gathering of information

The information used for the review included a combination of desktop research and face to face interviews with key staff involved with the planning and implementation of the engagement plan.

Following some initial briefing of the overall project and approach to the engagement, relevant documentation was sent to be reviewed. The principle documentation that has been included in the review is outlined below:

- AT Safe speeds programme Communications Strategy – 28 November 2018
- Elected Members Consultation Plan – Speed Limits Bylaw – undated and non-authored
- Safe Speeds consultation overview (2 pager)– updated 9 January 2019
- Overall plan – Consultation and Engagement Plan for Speed Limits Bylaw 2019 (Final)
- Reducing speed to save lives Brochure (A4 trifold – DL) – 14 February 2019
- Road Safety and Safe Speeds Programme – Frequently asked questions, Terminology and Glossary of Terms 2018-19
- Auckland Transport Engagement Policy and How-To Guide – undated
- Speed Management Stakeholder List (Excel Spreadsheet)
- Auckland Wide Advertising Plan 2019 (Excel spreadsheet)
- East & Bays Courier – placed advertisement – 27 February 2019
- Feedback form - on proposed speed limit changes around Auckland
- Survey Monkey link to Feedback Form
- GIS interactive map
- Project webpage on AT website - <https://at.govt.nz/projects-roadworks/safe-speeds-programme/speed-limit-changes-around-auckland/>
- Emails (several) provided by Daniel McCabe outlining descriptions of the engagement processes that took place and related results from all media campaigns.

Face to face interviews were scheduled during an on-ground visit to Auckland Transport on Thursday 23 May 2019. The key staff interviewed included:

- **Teresa Burnett, Group Manager Communication** – The head of the communications department and the most senior person involved in the consultation. Oversaw the consultation, heavy focus on stakeholder management. Approved the consultation plan.
- **Scott Winton, Consultation and Engagement Manager** – Oversaw the consultation, approved the consultation plan



- **Shiraz Munshi, Senior Communications Advisor** - Overarching comms gatekeeper for everything to do with AT's wider speed road safety programme, was across just about every aspect of the consultation, prepared the attached FAQ document
- **Daniel McCabe, Senior Consultation Advisor** - Ran the consultation – prepared the communications collateral in collaboration with the wider team, made all the practical arrangements (printing, deliver, event management). Also heavily involved in stakeholder management

A full list of key staff involved in the consultations is included in the Appendices.

3.2 Stage 2 – Audit and assessment

The audit process included the establishment of a spreadsheet that listed each of the IAP2 Quality Assurance Standard elements and additional elements from Auckland Transport's own Community Engagement Practice Framework, where they were different.



4 Detailed Findings

This section provides the specific findings against each of the assessment criteria based upon the information and understanding derived from reading the background materials and the interviews. The findings are structured against the criteria for ease of reference.

4.1 Context

The Review identified strong evidence of a clear account of the background to the project, the need for the Speed Bylaw changes and how it aligns with the agency's objectives. The material also highlights some of the trends in road safety and the alarming rate of road crashes and fatalities.

The importance of the project is clearly stated in the context of AT's role with the road transport network.

The current state of public consultations is characterised by low trust in government and a saturation of competing consultations and multi-media bombardment of advertising. Being able to cut through these other messages and reach the silent majority was an identified goal in the engagement.

The planning highlighted an anticipated reaction by some sections of the community, and this then influenced the strategy to engage with key stakeholders who would assist in engaging their own audiences. However, the engagement was also balanced by targeting those groups who were not supportive of speed changes.

4.2 Clarity of scope of the project

The overall engagement plan outlines a clear description of the parameters of the project and lists very clearly the matters they are seeking feedback on and the matters where they are not seeking any feedback (refer Communications Plan, p 20-21). These descriptions provide clarity about the matters that are negotiable such as the Schedule of Speed Limits bylaw and proposed changes to town centres. The scope also states matters that are fixed and unchangeable.

The key messages that have been developed for the engagement activities are consistent with this scope.

4.3 Comprehensive stakeholder analysis

The stakeholder analysis was undertaken via a workshop involving the technical team and those dealing with the elected members. This helped to identify important partners from the



technical perspective as well as understanding what was important from the political standpoint.

The review materials included a detailed and very comprehensive Excel spreadsheet listing key stakeholders to the planned engagement process. The different worksheets capture different sets of stakeholders relevant to AT both internal and external.

The spreadsheet provided very clear indications of who within the Communication and Engagement team were responsible for managing the relationship with each stakeholder and group. As described in the Consultation and Engagement Plan, this approach took advantage of existing relationships for maximum benefit. The spreadsheet also depicts a record of the type of interactions and when they occurred which is useful for monitoring and evaluation.

The Consultation and Engagement Plan includes a section titled 'Managing stakeholders' (page 7) providing a direction on various tactics for different stakeholder groups that aligns with the stakeholder analysis demonstrated in the Excel spreadsheet.

4.4 Engagement Goals

The Communications Plan (Nov 2018) outlines precise engagement goals under the heading of 'Engagement objectives and outcomes' that align with the project scope (refer page 21).

Similarly, the Consultation and Engagement Plan sets out the consultation objectives from page ten (unmarked) onwards. While the intent of the engagement objectives is the same, there is not a clear alignment between the two documents. There would be benefits in having a stronger alignment between the two planning instruments to minimise confusion and ensure all engagement objectives are achieved in the final actions.

The key focus of the engagement was to seek feedback on:

- Proposed new Schedule of Speed Limits bylaw
- Localised impacts of speed limit reductions
- Any other factors for us (AT) to consider regarding speed or safety

The engagement did not seek feedback on

- Whether speed management plans should go ahead
- Unrelated projects, or
- Regional Fuel Tax



The primary question that was posed to the key stakeholders and the public during the engagement activities was:

To make our roads safer, Auckland Transport wants to introduce a new bylaw to set new speed limits, including lower speed limits for approximately 10% of Auckland's local roads.

What do you think about the proposed speed limit changes? Please state the specific location(s) you are referring to and any suggested change you would like to make.

Section 4.8 below outlines the engagement methods used to capture feedback to this question.

4.5 Engagement Principles

The Communications Plan and Consultation and Engagement Plan do not list out any specific engagement principles to support the Speed Bylaw engagement processes, however they are outlined in AT's Engagement Policy and How-To Guide (refer page 10).

The engagement principles in summary include:

1. Stakeholders are genuinely involved in the decision-making process
2. Engagement is genuine
3. Understand our stakeholders and engage with them respectfully
4. Build trust through behaviour
5. Communications are of a high standard
6. Stakeholder feedback is given fair and adequate consideration
7. Key stakeholders informed

The review process concluded that each of these principles were upheld through the planning and implementation phases.

4.6 Level of influence

Auckland Transport's Engagement Policy and How to Guide sets out in Step 5 Determine the level of engagement required, an approach that uses a stakeholder analysis matrix (interest/influence worksheet). The Policy also sets out how the level of influence will be determined by the IAP2 Public Participation Spectrum (Spectrum).

The stakeholder analysis Excel spreadsheet demonstrates how the interest/influence worksheet has been applied for each of the stakeholders however there is no direct



indication from the Communications Plan or the Consultation and Engagement Plan what level of influence (in accordance with the Spectrum) has been attributed.

It is evident however from the engagement goals and the methods used that the level of influence appears to be at the Consult level.

4.7 Engagement sequence

The overall engagement sequence comprising of the pre-engagement communications and schedule of planned engagement activities are not well described in one place however sequence can be put together by considering all the materials together.

The Communications Plan sets out a broad programme of communication tactics for the three focus areas:

1. Safer Speeds – Accelerated Programme (Sept – October 2018)
2. Town Centres (November – December 2018)
3. Schedule of Speed Limits bylaw (November – December 2018)

The Consultation and Engagement Plan describes the specific consultation dates from 28 February until 31 March 2019 and outlines the key activities that will be occurring within that period. There is no indication of a sequence amongst the activities.

However, the Elected Members Consultation Plan does set out a timeline (page 3) that is more specific for the elected members. It outlines key activities from early January until 1 April 2019.

4.8 Engagement Methods

A range of different communication and engagement tactics are outlined in both the Communications Plan and the Consultation and Engagement Plan. The table below sets out the intended activities as listed in the latter Plan.

Table 1: Planned Engagement Methods

Traditional	Digital
Brochures (with a Freepost feedback form) in the post to residents on affected roads	Social media - Organic – AT channels, stakeholders' channels - Paid – Auckland-wide targeted campaign
Adverts in local papers	EDM – via AT as well as stakeholders



Posters on public transport and in public places (libraries, community centres, AT carparks etc.)	Website – the home of all content - AT.govt.nz/speed. This page will: - outline our rationale for the bylaw - provide the list of roads we plan to reduce the speed limits of - provide a link to the online survey
Media release – TV, radio, print, online	
Events – incl. public drop-in sessions and meetings / workshops / presentations for key stakeholders	
Call to action – this will be to visit AT.govt.nz/speed. All roads will lead back to this URL on our website.	

Essentially the key stakeholders and public could provide their feedback in several ways:

- Email submissions
- Online survey (Survey Monkey)
- Hard copy Feedback Forms
- Interactive map – using GIS base
- Drop in sessions
- Stakeholder meetings as arranged/requested
- Public hearings

The project page on AT's website (Have Your Say) was very comprehensive with the supporting information about the project and opportunities to access the Feedback Form. The online engagement also included a digital mapping tool (internal build) that enabled the public to pin a location and provide comment in relation to the Speed Limit Bylaw changes in specific locations. The use of digital mapping tools for this purpose are an excellent engagement tool because of their visual appeal as well as helping getting input where it is geo-spatial. Unfortunately, the digital mapping tool experienced some functional problems making it slow and unreliable at times to submit comments. The tool also did not allow multiple pins to be made in the one entry and so the public had to begin their process of using the tool from the beginning each time.

The engagement was supported by well-structured and comprehensive information such as the DL Brochures and the Frequently Asked Questions/Terminology/Glossary of Terms booklet that gives the public significant information to help understand and interpret the Speed Bylaw changes.

Promotions for the engagement processes were undertaken by traditional and non-traditional media with an extensive program including a large number of regional publications to achieve maximum exposure and awareness. Proactive media stories and the use of



video clips to engage wider audiences through social media as well as paid social media advertising were also featured.

The active engagement methods such as the six (6) planned drop in sessions in the regional locations with additional three (3) drop in sessions accommodated to gain extra reach. The statutory public hearings enabled the public to meet with AT Board members and members of the leadership team, giving an opportunity to present their input in a verbal way.

Finally, the review identified that provision had been made to engage with Mana Whenua as per its responsibilities under Te Tiriti o Waitangi. AT had engaged with Mana Whenua on a number of occasions during 2017 and then followed up with specific consultations during this program that was undertaken by AT's Maori Engagement and Policy team.

All of the engagement methods described, the level of promotion undertaken, and the diversity of opportunity satisfies AT's legislative requirements under the Local Government Act 2002. The engagement methods also respond directly to the engagement goals as outlined in the planning materials.

4.9 Resources

The review did not identify a specific set of resources or budget plan proposed for the communications and engagement processes other than to identify human resources and what roles team members would play throughout the process. However, during the interviews, it was advised that there was an overarching monitoring of the budget spend on the engagement activities during the planning and implementation.

The interviews highlighted that human resources were stretched given the intensity of the consultations and demands by some stakeholders. The engagement program was occurring over and above standard operational requirements. In hindsight, it was considered that additional human resources could have been allocated to support the Senior Consultation Advisor in his endeavours.

4.10 Key Messages

A series of key messages (both primary and secondary) have been outlined in both the Communication Plan and the Consultation and Engagement Plan. The key messages are both educational and emotive in order to draw attention to the changes, provide a clear evidence-based rationale and to change behaviour.



The key messages were extensive, giving a selection to choose from for different media and were relevant to the overall purpose of the engagement.

4.11 Timing

The suggested timeframes for the consultation and engagement activities are explained in the planning material. Of note is the extensive period given to the activation or pre-consultation period as a prelude to the active engagement period that begin on 28 February 2019. As is stated in the planning materials this was done to provide a long lead time in educating key stakeholders and the wider public about AT's intentions to achieve a safer road transport network and specifically about the Speed Limit Bylaw changes.

What is also noted about the timing is that even though endorsement for the Communications Plan was provided in December 2018, the campaign and active engagement commenced after the Christmas and school holiday period had ended.

The four-week period for the consultations and active engagement are considered adequate on the back of the lengthy and intensive promotions campaign that was undertaken.

However, an additional two to four weeks would have allowed time for additional public hearings to take place in some of the more regional areas.

4.12 Risk Assessment

A table outlining an assessment of risks for the overall Communications Plan is included on page 24 and includes a series of mitigation measures and responses. The identified risks are specific to the engagement and considers internal and external risks including those with the media. The mitigation measures proposed including FAQ material, use of champions, consistency of messaging and wide-ranging communication tactics were all activated and evidenced.

The Consultation and Engagement Plan also noted risks (pp 6-7) with suggested mitigation measures. These risks focused on some operational matters as well as specific aspects of the engagement process, such as speed of the programme, expectations for information, criticism of the engagement process and consultation fatigue. The mitigation measures were realistic and activated as reported through the interviews.

Finally, the Consultation and Engagement Plan noted some strengths including engaged advocates, good reception to the messaging in progress, strong relationships between executive managers and the politicians and that there is not a lot of misinformation in



circulation. These strengths also support the mitigation of risks and provide a good basis for the engagement activities.

4.13 Engagement Evaluation

Other than this peer review there is no formal evaluation planned for the project nor has there been any descriptions of what success criteria for the engagement activities might be.

However, during the interviews, key representatives spoke about their learnings from the engagement experience. They included:

- Needing to have more lead time as the conversation about road safety and the impacts of speed on road tolls had not been talked about much prior to September 2018. Additional time would also have allowed more specific information about the performance of each of the roads that were the subject of speed level changes;
- Needing to have established some specific success criteria for the engagement processes and to have some base level testing of community perceptions of speed limits both before and after the campaign to test impact of the engagement;
- Similarly, for the purposes of evaluation, the demographic data from respondents was not comprehensive enough, with only approximately 50% of respondents providing their address.
- Having more direct involvement by the marketing team earlier in the planning to enable a wider campaign and the opportunity to test the messaging before it was used;
- While the messaging was centred around slower speeds is safer for the community and saves lives, they could have included some additional messaging such as reducing speeds does not increase journey time and tied this in together. These statements were included in the FAQ material but did not feature in the key messaging;
- Needing to have more human resource available to provide logistical support for the active engagement opportunities in order to achieve wider reach in the regional and vulnerable communities. A suggestion of an additional 2-3 FTE would have been beneficial to undertake more Drop-In sessions and to help manage the day to day inquiries;
- The engagement program would have benefited from relevant software or digital platform to help manage the volume of data that emerged from the engagement. All



data has been managed in an Excel spreadsheet with additional staff employed to assist in collating and analysing the material for the benefit of the technical team who are considering the viability of the feedback about specific locations and reporting on the overall project.

- Needing to have a dedicated Stakeholder Manager allocated to coordinate the communications and engagement activities in order take pressure off the Group Manager Communications.

4.14 Leadership Commitment and Governance

Complex and protracted projects such as this have the involvement of a wide group of internal stakeholders as well as the intended external stakeholders and public. Therefore, the overt management of the project and clarity about how leadership commitment is sought and reviewed is important to the planning and execution of the engagement plan.

The nature of the communication and engagement activities surrounding the Speed Limits Bylaw is detailed, comprehensive, high-profile politically and sensitive in nature for the public. The review noted that significant planning had gone into the communications and engagement process preparations undertaken in the latter part of 2018.

The Communications Plan was reviewed by AT's Board and further refinements occurred before being endorsed in December 2018. There was also endorsement sought from the two Local Boards where most of the changes were taking place.

This then paved the way for the finer parts of the engagement planning and preparations to occur for a late February 2019 start.

The Communications Plan and Consultation and Engagement Plan make specific mention of the roles of key staff who will be involved in the implementation of the plan. As stated earlier the roles assigned were capitalising on existing strong relationships with key stakeholders and advocates. There are also statements about where and when specific internal approvals are required, particularly for the engagement involving the elected members. So, the review highlighted that the lines of responsibility and reporting are transparent and comprehensive.

From a governance perspective, an unusual but effective system was established during the planning and implementation phases of the engagement. The Group Manager Communication took a lead role in coordinating the communication and engagement activities and established a cross-functional team that took responsibility for different aspects of the implementation. One of the benefits of this approach was that the Group Manager



Communication had a direct line with the Chief Executive to get quick direction and support where needed.

As has been mentioned previously there was an allocation of relationship owners for each group of stakeholders including some relationships that were allocated to the Chief Executive.

4.15 Implementation and monitoring of the plan

The implementation of the plan was coordinated by the Group Manager Communication with the involvement of a cross functional team (project team) made up of staff with expertise in communications, social media and elected officials' relationships. Representatives from the technical team were brought in as needed.

Weekly stand up meetings were held with the project team to provide progress updates and raising of any issues. While seemingly onerous those interviewed advised that the weekly meetings were a necessary mechanism to keep pace with the many aspects of the engagement.

Regular briefings were provided for the executive leadership group and elected members so that they were kept informed and there were no surprises.

During the implementation the Christchurch shootings event occurred and consequently some of the 'death' messaging was pared back as it was an emotional time for the community.

One of the strategies within the engagement was to actively work with key industry partners who would assist with engaging their own audiences or members and who would help raise awareness that the consultation was open. The Automobile Association (AA) has a very large membership who were actively engaged however their sentiment was not as supportive to the campaign, i.e. they were supportive of the goal of road safety however not supportive on the specifics of how low the speeds were going to go.

Monitoring of the engagement implementation was done through both formal and anecdotal data sets. Media monitoring and social media analytics were reviewed regularly to gauge participation and sentiment. The weekly meetings enabled sharing of experiences and feedback from some of the engagement partners so that adjustments could be made where necessary.



Additional Drop-In sessions were scheduled from the original plan to allow a wider group of people to access the information and to contribute their feedback.

The media were fair and balanced in their coverage of the subject and of the engagement. Some journalists got directly involved in the project by getting hands on experience of the impact of the slower speeds on journey times. This helped AT's campaign with the project and helped maintain the attention for the engagement processes.

The engagement process culminated in almost 12,000 contributions which is the largest level of participation outside of the engagement around the Regional Transport Plan that generated 18,000 contributions. Typical engagement processes would generate between 5 and 6,000 contributions.

One of the key goals of the engagement was to achieve a greater reach of participants, particularly in the regional areas. While there was not mechanism to understand where survey respondents were based the significant response to the surveys alone, demonstrated a significantly higher than usual level of participation. The following data tables and graphs extrapolated from the website analytics gives an insight to the engagement reach. Of note is the significant proportion of survey respondents who live, drive, walk and cycle on the road that will have its speed reduced. Refer Figure

4.15.1 Website analytics

For the consultation period 28 Feb – 1 April:

<https://at.govt.nz/projects-roadworks/safe-speeds-programme/speed-limit-changes-around-auckland/>

- 25,125 page views
- 18,614 unique page views (so some folks visited the page more than once)
- 178 people clicked through from The Spinoff (media source - paid content)
- 1,551 people clicked through from Our Auckland (Council publication)
- 8,449 people clicked on the 'provide feedback' link on the AT project page

Table 2: Survey insights

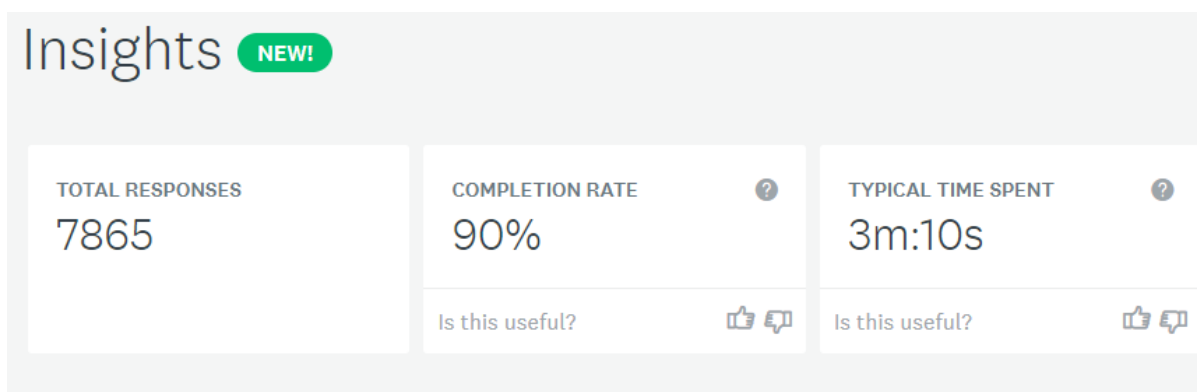


Figure 1: How people heard about the consultation

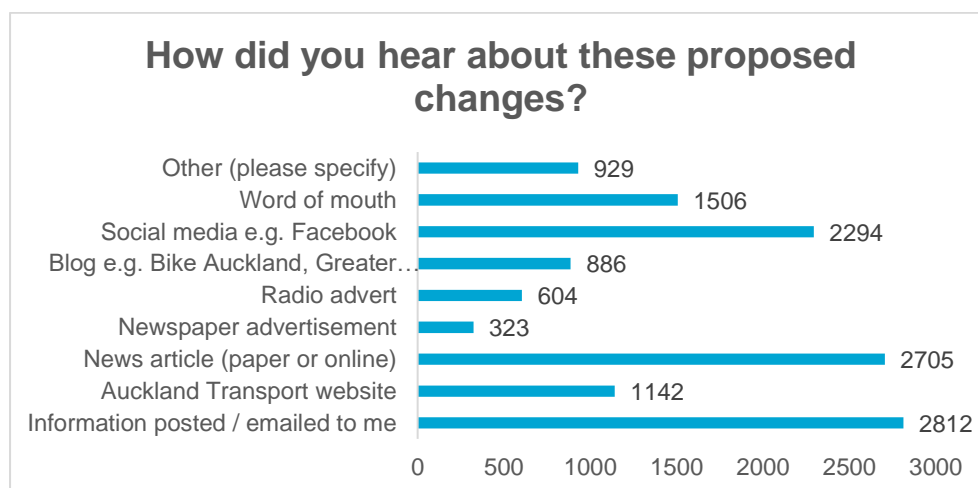
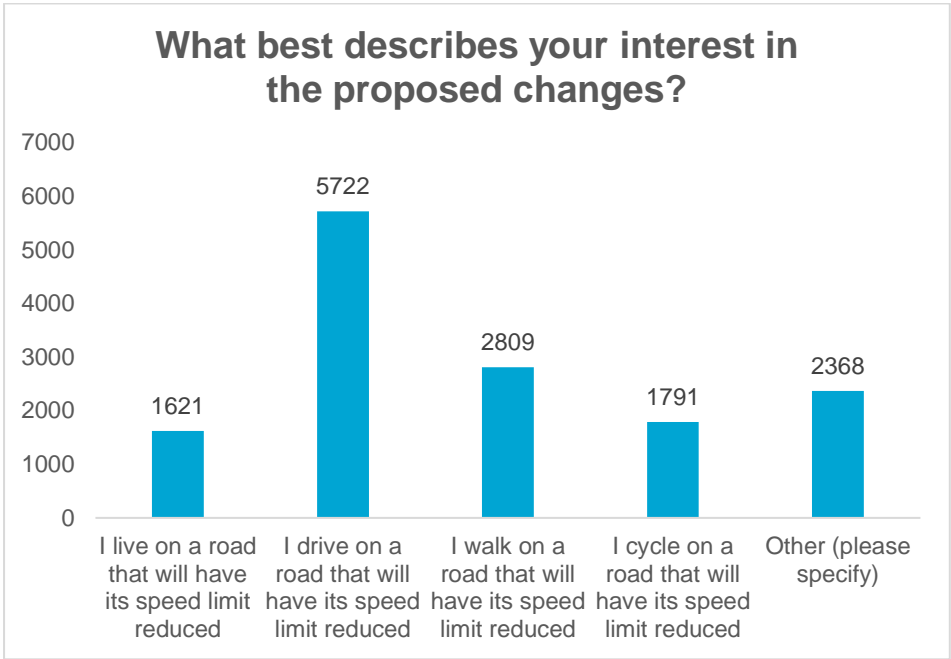


Figure 2: What best describes submitters interest in the proposed changes





5 Conclusions

The Speed Limit Bylaw 2019 engagement program was one of the most significant engagement campaigns in the history of Auckland Transport. The engagement program has had the endorsement of most political leaders, has had a high profile with the media and the public and has generated a significant number of contributions, far exceeding by double, most other engagement programs that are undertaken.

The engagement overall was well informed, well prepared and well implemented, despite limited human resources and being focused on a difficult and emotive subject. The engagement is genuine with a real desire to use the feedback to guide the finer parts of engineering changes in some locations and considerations for speed limit changes in some areas. However, the timing and resourcing of this significant engagement program was limited. Additional timing and human resources could have been given to achieve greater reach within the regional areas and to assist with logistical support for the engagement events.

Strong leadership was demonstrated throughout the engagement planning and implementation by the close involvement of the Board and Chief Executive, as well as the stewardship extended by the Group Manager Communications that has contributed to its success.

The cross functional project team approach combined with the regular progress meetings was pivotal to keeping a complex set of engagement activities on track and numerous inquiries responded to over a short period of time.

Detailed stakeholder analysis was very comprehensive and became an important foundation upon which to plan the engagement with key stakeholders and partners for this campaign. The approach to build upon existing strong relationships with those key stakeholders and partners is another strong feature to the wisdom of this engagement approach.

The communication collateral was clear but simple and of good quality with appreciation for the FAQ document that is an excellent resource for this project and many similar projects for the future. The key messages were used consistently and were well supported by the visual material. However, there was a missed opportunity to have stronger supporting key messages that slower speeds don't reduce journey time. Promotions through the traditional and social media enabled many audiences to be reached, setting an important platform for high participation as was experienced.



The choice of engagement methods combined with the partnerships with industry leaders enabled good access for the public to participate and demonstrated an intent to reach across the region. Provision for assistance was made for anyone having difficulty with accessing the information or needing to contribute their feedback in a different format. Additional time and resources would have enabled a greater reach into some of the regions and engagement with some of the vulnerable groups.

Project team members expressed their disappointment about the performance of the GIS interactive map and its performance issues. Certainly, this tool if performing more effectively would have been a significant contributor to the feedback that was location specific.

In considering the overall planning and implementation of the engagement program against the IAP2 practice framework, many of the key elements have been demonstrated with a few areas that could have been given more attention. Those elements include:

- **Levels of participation** – there was not a clear statement that described what level of influence (referencing the IAP2 Public Participation Spectrum) was attributed to the different stakeholder groups. While the stakeholder analysis tool gave a level of importance or priority, the use of the Spectrum would have given a clearer picture on how much influence the stakeholders contributions would have on the outcomes.
- **Evaluation or success criteria** – none of the planning material identified any descriptions of what constituted success with the engagement intent. With the engagement program having such a significant importance and impact for AT and the community, this is an area that needed more attention. It is evident that team members intuitively had a sense of what a successful engagement process was going to be through the establishment of clear goals and the efforts to ensure that there were layers of communications and strong promotions about the engagement opportunities. However, these are mostly input focused and less about outcomes of the engagement.
- **Engagement principles** – the planning material did not highlight specific engagement principles that would underpin the engagement processes. This helps guide the decision making through the implementation phase and offers transparency to the public about how their contributions are going to be managed.
- **Engagement sequence** – the timing for the engagement processes were outlined in all of the planning materials however there was not a clear sequence attributed to how each of the communications and engagement activities would unfold. For instance, the active engagement activities are often best scheduled when the



information collateral has had broad and timely circulation so that people are being engaged from an informed position.

6 Recommendations

The review has highlighted some areas that could be addressed to enhance future engagement programs and so a number of recommendations are offered for consideration:

1. Establish a proforma/template for standard elements to be included in a Consultation and Engagement Plan that aligns with IAP2 practice standards and AT's Engagement Policy and How-To Guide;
2. Make more explicit the level of participation for key stakeholders and the public so that their roles and contributions to the engagement is more transparent;
3. Establish more explicit evaluative criteria so that the engagement processes can be evaluated during the implementation phase and at the conclusion of the engagement program;
4. Consider timing and resourcing of the future engagement processes to give fair justice to the engagement intent and its impacts on workloads. This would also allow adequate time to test key messages on sensitive topics and the testing of new approaches such as digital tools;
5. Explore a range of online platforms that can create greater opportunities for online engagement and management of high volumes of qualitative data.



7 Appendices

7.1 Appendix 1 – Cross tabulation of IAP2 Quality Assurance Standard elements and AT's Practice Framework

Table 3: Comparison of AT's Engagement Policy with IAP2 Practice Framework

	IAP2 Practice Framework	AT's Engagement Policy
1	Problem definition	Identify the project stages and decisions to be made
2	Agreement of Purpose/Context & identification of negotiables and non-negotiables	Engage with Auckland Transport internal groups
3	Level of participation	Determine whether to engage
4	Stakeholder identification and relationship development	Identify external stakeholders
5	Project requirements	Determine the level of engagement required
6	Development of approval of engagement plan	Develop a communication and engagement plan
7	Execution of Engagement Plan	Obtain Auckland Transport approval
8	Feedback	Conduct key stakeholder engagement
9	Evaluation and review	Public engagement
10	Monitoring	Post engagement
11	Documentation of Evidence	

7.2 Appendix 2 – New Zealand Local Government Act 2002 – Section 83 Special consultative procedure

83 Special consultative procedure

(1) Where this Act or any other enactment requires a local authority to use or adopt the special consultative procedure, that local authority must—

(a) prepare and adopt—

(i) a statement of proposal; and

(ii) if the local authority considers on reasonable grounds that it is necessary to enable public understanding of the proposal, a summary of the information contained in the statement of proposal (which summary must comply with [section 83AA](#)); and



(b) ensure that the following is publicly available:

(i) the statement of proposal; and

(ii) a description of how the local authority will provide persons interested in the proposal with an opportunity to present their views to the local authority in accordance with [section 82\(1\)\(d\)](#); and

(iii) a statement of the period within which views on the proposal may be provided to the local authority (the period being not less than 1 month from the date the statement is issued); and

(c) make the summary of the information contained in the statement of proposal prepared in accordance with paragraph (a)(ii) (or the statement of proposal, if a summary is not prepared) as widely available as is reasonably practicable as a basis for consultation; and

(d) provide an opportunity for persons to present their views to the local authority in a manner that enables spoken (or New Zealand sign language) interaction between the person and the local authority, or any representatives to whom an appropriate delegation has been made in accordance with Schedule 7; and

(e) ensure that any person who wishes to present his or her views to the local authority or its representatives as described in paragraph (d)—

(i) is given a reasonable opportunity to do so; and

(ii) is informed about how and when he or she may take up that opportunity.

(2) For the purpose of, but without limiting, subsection (1)(d), a local authority may allow any person to present his or her views to the local authority by way of audio link or audiovisual link.

(3) This section does not prevent a local authority from requesting or considering, before making a decision, comment or advice from an officer of the local authority or any other person in respect of the proposal or any views on the proposal, or both.



7.3 Appendix 3 – Auckland Transport staff involved in Speed Limit Bylaw 2019 consultation

Name	Title	Role in the consultation	Email address	Phone number
Teresa Burnett	Group Manager Communications	The head of the communications department and the most senior person involved in the consultation. Oversaw the consultation, heavy focus on stakeholder management. Approved the consultation plan.	Teresa.burnett@at.govt.nz	+64 21 243 1011
Scott Winton	Consultation & Engagement Manager	Oversaw the consultation, approved the consultation plan	Scott.Winton@at.govt.nz	+6421540875
Shiraz Munshi	Senior Communications Advisor	Overarching comms gatekeeper for everything to do with AT's wider speed road safety programme, was across just about every aspect of the consultation, prepared the attached FAQ document	Shiraz.Munshi@at.govt.nz	+64 21 315 434
Daniel McCabe	Senior Consultation Advisor	Ran the consultation – prepared the communications collateral in collaboration with the wider team, made all the practical arrangements (printing, deliver, event management). Also heavily involved	Daniel.mccabe@at.govt.nz	+6421522915



Name	Title	Role in the consultation	Email address	Phone number
		in stakeholder management		
James Michie	Communications Advisor	General comms support – responded to emails, attended events	James.michie@at.govt.nz	+64 21 506 126
Ben Halliwell	Elected Member Relationship Manager	Managed relationships with elected members including all of the AT relationship managers for the local boards	Ben.Halliwell@at.govt.nz	+64 21 854 534
Joanna Glasswell	Senior Media Advisor	Managed media relationships – proactive and reactive	Joanna.Glasswell@at.govt.nz	+64 21 907 642