

# Case Studies Series 2021

Core Values Awards 2021 Entry

## Whakahekerau – Rakiātea Rautaki Tai: A community’s vision for a resilient coast



### Highlights at a glance

- The St Clair – St Kilda Coastal Plan engagement process is a rare example of a community-centred approach to climate adaptation. Community visioning played a central role in steering project direction and saw a diverse set of groups and individuals engaged using a variety of methods.
- Dunedin City Council, local government, Dunedin, New Zealand
- The primary objective of the St Clair – St Kilda Coastal Plan engagement was to work with the community to co-create a vision and plan for the St Clair – St Kilda coastline by; understanding the community’s collective values and aspirations for the area and identifying management options that could support the sustainable management of the coast in line with the community’s ambition for the area. The purpose of engagement was to develop a plan to support the coast in adapting to the effects of coastal

hazards and climate change and to ensure that the community understood the plan and had opportunity to input.

- The engagement process saw groups and individuals from across the city engaged across the spectrum levels.
  - Engagement methods included online and face-to-face techniques. Online engagement included basic surveys, social media, ideas walls (sharing photos and ideas), multi-media/ interactive surveys, educational videos and more complex surveys designed to assess community values and priorities. Face-to-face engagement included drop-in sessions, workshops, printmaking sessions (art workshops), 1:1 meetings (with stakeholders), beach walks (informal conversations) as well as talks, seminars and lectures at schools and the local university.
  - Three key outcomes showing impact of engagement:
    - 1) Substantial engagement contribution to DCC's first climate adaption plan (the St Clair – St Kilda Coastal Plan), in particular to the visioning component of the plan.
    - 2) Building and establishment of trust and communications lines between council, community and stakeholders – supporting ongoing engagement through implementation of the plan.
    - 3) Plan process feeding into ten-year plan process (council's funding process) - allowing community input to directly feed in and influence funding allocation and priorities
  - Three key engagement takeaways:
    - 1) Transparency was key to running a clear, upfront and honest process - providing our community and stakeholders with opportunities to be involved in a meaningful way.
    - 2) Inclusiveness and accessibility - the breadth, and accessibility of our engagement was key to drawing in a broad and diverse community.
    - 3) Adaptive planning for an uncertain future is difficult, but we are proud to have engaged our community early in the process and to have provided the community with genuine opportunities to contribute to objective setting, plan direction and ultimately what gets done.
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**Key search words:** Local government, community vision, deliberative engagement, adaptive planning, collaborate, climate adaption.

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## 1.0 Introduction

### **This case study presents**

The diverse, innovative, and inclusive engagement approach that has shaped the Whakahekerau – Rakiatea Rautaki Tai (St Clair – St Kilda Coastal Plan). This coastline serves to protect the low-lying Greater South Dunedin area and is also heavily used by people across the city. The Whakahekerau – Rakiatea Rautaki Tai (St Clair – St Kilda Coastal Plan) is our effort to co-develop, with the community, a vision and long-term management plan for Dunedin’s most popular section of coastline and to place the community at the heart of adaptive planning for climate change. Committing to a vision and direction now for this coast is vital if we are to slow coastal degradation and build resilience to climate change, and a high level of public participation is required to commit to the necessary sustainable planning and management decisions for this coast given the uncertainty over time and complexity of the coastal management challenges.

### **What role public participation had in that change?**

People throughout Dunedin and farther afield care deeply about the St Clair to St Kilda coast. Our aim from the outset was to bring the community, elected officials, and key agencies on the journey as we developed an aspirational vision and plan for the area. Public participation was pivotal to the change and will continue to be as the coastal plan is implemented over time. It has helped build trust between Dunedin City Council (DCC) and community, overcome inertia in planning for coastal protection, and helped guide this highly valued stretch of coast towards long-term climate resilience and sustainability.

Our deliberative and inclusive engagement was pivotal to the success of the adaptive planning process. Bringing people along with us from the beginning allowed us to start with the question ‘What matters most?’ to understand what people valued most about the coast, before working towards ‘What could be done about it’ to ensure a sustainable and lasting outcome for the coast and community.

A diverse range of methods were used to encourage participation in the process. A carefully devised programme incorporated both innovative engagement activities alongside tried and tested methods. Using a variety of methods allowed us to engage broadly and deeply and for us to hear from those that might otherwise have found it difficult to share their thoughts. The Engagement Plan was validated early with stakeholders and community groups to ensure we clearly understood how people wanted to be involved, and where and when would be best to include them.

Stakeholders and community groups were involved, including representatives from Mana Whenua, Otago Regional Council, University of Otago, local coastal care action groups, surfing groups, South Dunedin Community Network, and internal DCC departments. We heard from these groups that there needs to be connectedness across projects and clear information provided to the community about what we are engaging about. The community was keenly interested in being involved in developing the St Clair–St Kilda Coastal Plan. They issued a challenge to the Council to LISTEN to the community.

Rebuilding trust and starting afresh! This was not the first time the community had talked about the future of their coast with the DCC. In the early 2000’s and again in 2010 community consultation had occurred, with little action as a result. Aware of previous consultation fatigue, our participation process was about to begin in an environment where DCC lacked the community’s trust and where elected members had campaigned to bring about change in the way that this coast is managed. Whilst we read and understood the previous engagement outcomes, our team didn’t want to assume anything. We set out to give the community a fresh

voice and show them how their preferences, values, knowledge, and ideas would influence our decision making and how the process, from start to finish would involve them.

One of the issues critical to the community, was that the regeneration and management of the coast shouldn't solely be about addressing long-term climate adaptation, but that it should address some of the day-to-day issues and challenges being faced around safe and accessible use of the coast. As a result of this concern, our engagement process was iterative and continually open to public participation to develop and refine our objectives further.

### **How innovative processes were used in the project, and what these were?**

#### Creative arts in public participation

We partnered with a local creative group (local artist and science communicator) to host a set of printmaking sessions to empower younger individuals and families that had otherwise been difficult to get involved. Our drive was to facilitate input from these groups that we had otherwise found it difficult to reach at this stage of the process. People who attended the sessions made their own prints and shared their story on why the St Clair – St Kilda coast is important to them. There was a large selection of templates for people to choose from that went through an ink and press process and allowed people to tell their story. Individual prints were woven together to create one overall art piece that illustrates “one community and one voice”. Stories were analysed by the science communicator for data collection and reporting purposes. Local schools invited us to run multiple printmaking sessions where we also used sand models to communicate the science of coastal processes and sea level rise, teaching young people about their valued coast and listening to what they love about it. Link to video: <https://vimeo.com/reframedmedia/review/488707028/8b4078cb69>



*Images from our printmaking sessions*

## Opening Multi-Criteria Decision Analysis (MCDA) process to public participation

One of our values for this engagement was to be transparent in our process. Many projects utilise MCDA internally to assess the suitability of options or possible futures against a range of criteria. We allowed our community to become part of this process – allowing people to better understand the range of options and often competing management criteria that need to be considered in decision-making. The values that the community shared with us before this point became the preferences for the pair wise comparison and were used as part of the MCDA to assess the suitability of a range of possible futures (options).

We did so by introducing an online tool called 1000minds – which helped us to socialise management approaches and get people thinking about trade-offs. 1000minds asks a series of questions where potential outcomes are paired against each other for public members to indicate their preference. The online tool provides a results summary at the end of the process to show how the outcomes were ranked and indicates preferred management approaches based on the individual's values (choices throughout the survey).

We are proud of the open approach that we were able to take in sharing this multi criteria assessment with our community. It is a rare thing that a large number of people agree on something as diverse as coastal management, nevertheless, the team always felt that it was critical that our community have the opportunity to understand the range and complexity of management criteria and drivers. Links were available online for public participation, but we also hosted face –to-face workshops where people could be stepped through the surveys – helping those that otherwise might have found the technological component to be a barrier to their provision of feedback 1000minds website: <https://www.1000minds.com/>

Your preferences for the St Clair coast

Imagine you are choosing between 2 possible futures (or outcomes) for the St Clair coast that have different levels of performance (e.g. low, moderate or high) based on the criteria or characteristics shown below.

QUESTION #1

Which of these 2 outcomes do you prefer?

Protection from <b>erosion</b> of beach and shoreline <b>Low (or none)</b>	Protection from <b>erosion</b> of beach and shoreline <b>Moderate</b>
Improvement of <b>access to the beach</b> from the Esplanade and for walkers along the coast <b>High</b>	Improvement of <b>access to the beach</b> from the Esplanade and for walkers along the coast <b>Moderate</b>
<b>THIS OUTCOME</b>	<b>THIS OUTCOME</b>

*Example of 1000minds and pair-wise comparison*

## Incorporating multimedia for storytelling - online surveys

We understood in this project that communicating and understating coastal science would be challenging for the community. As part of our public participation process we introduced sets of concept visuals on what the coast could look like in the future). These concepts provided an opportunity to reflect on what we had heard from the community so far, we were able to integrate community feedback and ambition (gathered during the preceding 12 months of engagement) into the visuals and provide a tool that could facilitate discussion and extract further feedback on what could be done to manage the coast going forwards.

Surveys were created in a storyboard fashion where short videos were embedded to explain how the community feedback had contributed to the visuals. We wanted to be open and honest about what might

be possible in the future (options) and to also socialise some of the risks and opportunities associated with the various options.

### St Clair - St Kilda Coastal Plan survey

#### St Clair Introduction

There are a range of options available for managing St Clair. Some will involve short term improvements to things such as access and safety while others will involve more substantial changes such as protection structures, or of course, a combination of things.



OK

As part of this survey you will see visuals relating to:

- Doing nothing and the expected repercussions
- Access improvements
- Modification to the existing seawall

A different kind of sea wall needs to be considered as the current wall will only last so long. This would involve re-thinking the shape and alignment of the sea wall.



OK

If implemented how do you think these changes would influence your experience of this area? Would they make it...

- Much better
- Somewhat better

### Examples of multimedia incorporated in online surveys

## How these innovative practices might advance the field of public participation.

### Inclusiveness in the decision-making process

The approaches described above provided the opportunity for the public to share feedback in less conventional ways that often restrict people to using written text (e.g. a survey) or giving feedback verbally. We diversified our engagement methods, encouraging input from people that might otherwise have been difficult to get involved. The printmaking sessions were particularly suitable in contexts with mana whenua involvement and were a useful way to draw in cultural narratives and values and to educate the public on this. These printmaking sessions were utilised to lift the level of input from youth and families, groups that had otherwise been difficult to reach during the early parts of our engagement. This is one example of iteration through our engagement process that resulted from ongoing reflection and review of our engagement process.

Through 1000minds it was an opportunity for the public to understand and be involved with trade-offs in the decision-making process – getting people thinking about different perspectives, competing criteria and the complexity of decision-making in the climate adaptation space. Many projects use MCDA internally within their project teams, but very few open this up to the public in this context. 1000minds is an accessible tool that in the field of public participation could be used in other projects to encourage direct involvement in project team decisions.

In many public participation projects, surveys are a common tool for public participation. We decided to take this further to include videos and graphics to create educational, interesting and meaningful content for our community to engage with. This resulted in more of an interactive experience for the public member where the video explained the community feedback received and the process to date. We wanted to ensure anyone could provide meaningful feedback even if they had missed the first two phases of engagement.

### Supports public participation to provide meaningful feedback

By introducing these methods, we found members of the public dedicated a significant amount of time to deeply reflect on some the challenges the St Clair – St Kilda coast is facing. Of the printmaking sessions, multiple stations were set out that were dedicated to specific activities such as, the images and ideas table to learn about the history of the coast, crayon rubbings, ink and press, and writing and digital capture table. These stations provided spaces for families to spend time with each other and connect about the coastal space to provide meaningful feedback. We found that if we introduced interactivity into our engagement children were engaged in process that allowed parents to freely go at their own space to share their vision or story. This saw families staying at our events for hours, well beyond the time required to simply provide feedback – suggesting that those that engaged in this manner were enjoying the events.

The videos and visuals used in our surveys helped to communicate complex ideas in a more accessible way to bring people up to speed on the process. We wanted to help educate the community on the challenges and management options on offer for the coast. The intent was to equip the public with the information required to provide meaningful feedback – too often a level of understanding and knowledge is assumed of the community. While some members of the public can be key knowledge holders (such as surfers for this project), we also needed to ensure that those with a limited knowledge of the science still had chances to provide meaningful feedback and that these individuals were not put-off giving feedback.



*Collection of feedback from one of our local schools*

### **Design engagement**

Co-creating an aspirational vision for the coast with the community required an engagement plan that was robust, inclusive and thoroughly thought out. Designing the engagement plan was a key step in the development of the St Clair to St Kilda Coastal Plan. The team took time to work with partners, stakeholders, community groups university departments and departments within DCC to co-design an engagement plan that would meet the needs of the community and DCC. Following completion of the Engagement Plan an extensive review was undertaken by the groups involved in its creation, as well as a lead author of the Ministry for the Environment Coastal Hazards and Climate Change Guidance for Local Government, 2017.

### **Identify organisation, sector and geographical location**

This engagement process has been jointly planned by the DCC and WSP from the local government and private consultancy sectors respectively and was delivered by DCC staff. The geographical location is coastal strip from St Clair to St Kilda beach, Dunedin, New Zealand.

### **Identify legislative requirements to engage (as applicable)**

Under the Local Government Act 2002, there is a requirement under Section 78 for local authorities to consider the views and preferences of a person likely to be affected, by or to have an interest in the matter. While this section alone does not require a local authority to undertake any consultation process or procedure, where a local authority does undertake consultation in relation to any decision or other matter, Section 82 of the Act outlines the principles in which the consultation must be undertaken. These principles, along with DCC's Significance and Engagement Policy were used as a baseline for preparing the Engagement Plan.

The Ministry for the Environment Coastal Hazards and Climate Change Guidance for Local Government, 2017 provides guidance on how local government can plan and prepare for the changing coastal environment. The guidance also suggests how communities are to be engaged through the process of planning for long term climate change in an uncertain environment. This project is one of the first of its kind to take direction from the guidance and build on it to develop an engagement approach suited to the climate adaptation context.

There is currently limited legislation around climate adaptation planning. The St Clair – St Kilda Coastal Plan is not a requirement, but it does relate to several council responsibilities such as the identification of natural hazards and the management of public spaces and land -use (e.g. the length of recreation and coastal protection reserve along the coastal frontage of St Clair – St Kilda).

The Ministry for the Environment guidance - "Preparing for Coastal Change" recommends that planning for the impacts of climate change on coastal hazards follow a 10-step decision cycle, shown in Figure one. The cycle sets out a process to work through technical assessment, engagement, optioneering, implementation and review when planning under changing and uncertain conditions. The 10-step cycle is being used for developing the Coastal Plan for St Clair-St Kilda and the engagement phases have been aligned with this cycle.

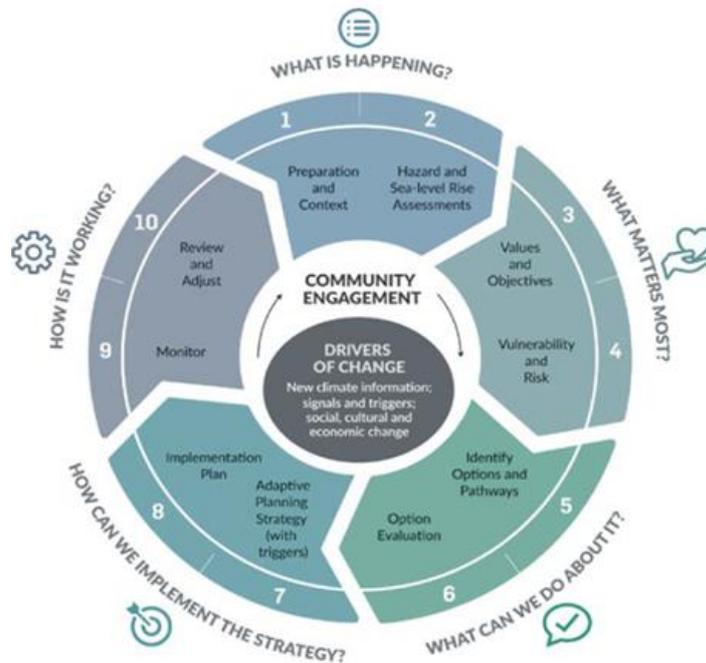


Figure 1: Showing the ten-step decision cycle (Ministry for the Environment, 2017)

Link to document: <https://www.mfe.govt.nz/publications/climate-change/coastal-hazards-and-climate-change-guidance-local-government>

## Outline the engagement objectives, purpose and scope

### Objectives

The specific objectives of the engagement process are:

- We will work with the community to co-create a vision and Coastal Plan for St Clair-St Kilda.
- For the community to understand and contribute to telling the story of change for St Clair-St Kilda
- To work with the community to understand what matters most and what they value
- To work with the community to identify options for short, medium and long-term management (with technical guidance) that meet community values
- To include the community's values and ideas in the Coastal Plan

We will achieve these objectives by:

- Partnering with Te Rūnaka o Ōtākou (mana whenua) – whilst
- Using a community centred approach to plan development
- Using values and principles to guide the engagement due to the complexity and uncertainty we will face
- Building long term relationships with communities
- Taking a community development approach; being holistic, inclusive, supportive and delivery focussed (as recommended by the findings of the Climate-Adaptive Communities project of the Deep South National Science Challenge)
- Providing everyone an opportunity to be involved in the process
- The timely delivery of the project
- Going to the people
- Leveraging existing relationships with DCC staff and the community. For example, the Parks team with the rugby club that use land behind the dune.

## Purpose

DCC and the community of Dunedin have an opportunity to co-create an aspirational Plan for St Clair-St Kilda Coast, Dunedin. We are fully committed to the community being at the heart of this process. The purpose of the engagement is to actively engage to understand the community's views, ideas and aspirations, while also building relationships, trust and the capacity of the community to be involved actively in planning for the future of St Clair–St Kilda. The team acknowledge the emotions that surround conversations about uncertainty and change. We aim to establish a forward-looking and sustainable plan that is well-informed and understood by our community – ensuring that future planning and works are completed within the community's collective ambition for the area.

Community engagement remains at the heart of this process where community is involved in understanding what is happening, what matters most, what can be done, and how the strategy is implemented, evaluated and adapted through time. The St Clair-St Kilda Coastal Plan process was broken into phases. Through all phases, community engagement was central in directing objective setting, visioning and providing a groundwork for conversations on what can be done (management options).

## Scope

The engagement for the Coastal Plan development was split into three phases:

**Phase 1:** The first phase of engagement for St Clair – St Kilda Coastal Plan includes steps one to four of the Ministry for the Environment guidance shown in Figure one, with the primary engagement focus being 'what is happening' (this is with specific focus on ongoing sea level rise, storm surge and coastal erosion) at the coast and 'what matters most'. The aim of this phase was to establish a two-way dialogue - where the community could share stories of change and what they truly value about the coast, while being educated about coastal systems and the science behind the change.

During Phase 1 engagement, we engaged on:

- The story of long-term change for St Clair–St Kilda. We shared stories and got the community to share stories and photos of what this stretch of coast looked like and how it has changed.
- We appreciated that we needed to be open to discussion around the broader area, particularly regarding flooding (in South Dunedin). We provided resources to accommodate this, while also making it clear that the focus of discussion is on the coast and how we can better manage the beach, dune and reserve spaces.
- Understanding the cultural narrative and context for St Clair–St Kilda and the history of change in, for instance, the landscape or the mode of human habitation and impact on the area.
- The long-term story of the hazards from a community and technical perspective to build mutual understanding of the challenges.
- What the community value about St Clair–St Kilda. This would inform objective setting for the plan to help steer the assessment of management options during later phases.

Phase 1 decisions to be made included:

- The primary outcome of this phase of engagement was to understand the community's values from 'what matters most' to be used in the next phase to shape 'what could be done' about coastal change and the future.
- To develop a shared understanding of the changing nature of the beach – hazards and sea level rise and a common understanding of what has happened through time to this coast.
- To create a shared appreciation of the challenge facing the community and DCC and recognition in the community of the key challenges at the coast.

**Phase 2:** The second phase of engagement ‘what can be done about it’ focused on step three of the Ministry for the Environment guidance shown in Figure 1. In review of Phase 1, we realised that communicating technical information on management options would be challenging. We decided to break down the engagement for ‘what can be done about it’ into 2 parts (Phase 2 and Phase 3 engagement). Phase 2 aimed to introduce broad management approaches such as status quo, hold the line and managed realignment and understand the community’s appetite for these approaches, while Phase 3 built in further detail and socialised the options that best aligned with community feedback.

We also realised through Phase 1 that the values and concerns the community had were different for the different parts of the coast. Therefore, to support with this, we broke out our discussions and surveys to provide opportunities for people to provide feedback, or individual parts of the coast.

Using the values that we gleaned during Phase 1, we asked the community to trade-off these values through pair wise comparison tool 1000minds. By taking this approach, the community had an opportunity to think about trade-offs, the competing priorities of different groups and individuals and the difficulty in achieving outcomes that would meet the aspirations of everyone involved. When people had completed their trade off survey the end result revealed their preference for management approaches. The results of these surveys allowed the team to better understand the relative importance of different values held by the community.

During Phase 2 engagement, we engaged on:

- The values feedback we had received from Phase 1 and built on this by contextualising community feedback within the context of a range of different management approaches.
- Trading off values to identify preferred management approaches for each of the three sections of coast.

Phase 2 decisions to be made included:

- Testing the alignment between management approaches and community values – supporting to identify approaches in Phase 3 that align best with community views.

**Phase 3:** The third phase of engagement focused on potential options for the future - short, medium and long-term futures for the coast. This phase focused on step 5 of the Ministry for the Environment guidance. When using an adaptive planning approach for the future, timeframes are unclear due to responding to uncertain timing around sea level rise, storm surge etc. We aimed to find out what people thought of a range of feasible strategies and options for coastal management and adaptation through to the year 2120, based on what we had heard during Phase 1 and Phase 2 engagement. This feedback, alongside technical input, would assist in developing the St Clair to St Kilda Coastal Plan.

During Phase 3, we engaged on the following areas:

- The short, medium and long-term options for managing the coast. We did so by sharing a set of visuals of possible coastal futures. This helped to socialise the range of options and highlight some of the opportunities and risks associated with these different possibilities.
- How options interact with each other, add or take away from the long-term vision, and generally supporting the community in understanding the alignment or lack of between different management options and their values and ambition for the area.

Decisions to be made:

- Testing alignment between community values and a range of possible coastal futures – moving towards the establishment of a preferred future and the drafting of the coastal plan.

### Future engagement – beyond Phase 3

Community engagement under this Engagement Plan will be completed at the end of Phase 3, but through the implementation of the Coastal Plan it is imperative that there will be ongoing opportunities for community engagement. The plan will set out opportunities for the community to provide further input and support in evaluating the effectiveness and suitability of planned management approaches and their implementation. We intend to keep the community connected to the plan by facilitating public input to beach monitoring and planting works. Given that the plan is largely built around community values, we also see it as critical to review the vision and aspiration with the community through time.

### Engagement process

To implement the methods identified within this engagement plan, such as workshops or drop-in sessions, action plans were prepared to support in the delivery of a range of engagement activities. Our goal was to build trust and ensure an effective two-way exchange of knowledge, information, and preferences that helped guide a transparent decision-making process.

### **Describe the affected stakeholders, stakeholder sentiment (engaged, disengaged, distressed, outrage) and likely level of influence**

In determining levels of influence for different stakeholder groups and communities of interest we used the IAP2 Public Participation Spectrum and an adaptation of Lorenz Aggens Orbits of Participation. In preparing the Engagement plan, many key stakeholders and representative groups were brought into the project to work out how to engage with them and how to reach key communities of interest. This lifted their level of engagement in the process and all were supportive of the process and their future involvement. Although for some groups, while engaged, they were advocating for particular as there was a lack of trust and concern about historical inaction at the coast.

The engagement with stakeholders was ongoing throughout all engagement phases. We offered several meetings and went to their venues, where we were provided information about their club and their place along the coast. Building relationships over several meetings ensured that we understood their group's interests and history and that they understand the purpose of the coastal plan process. Through the engagement stakeholder groups were met with regularly and the meetings determined by the needs of the stakeholder. It also provided the project team the opportunity to share information with them and get feedback before we released to the wider community. This helped ensure materials and messages were clear.

**PARTNERS - MANA WHENUA**

Mana whenua had a strong desire to partner on the process, but at times lacked the capacity to be heavily involved. Mana whenua supported through review of the engagement plan and produced a cultural narrative. As a Treaty Partner, mana whenua has a significant influence on the process.

**INTERNAL PROJECT GOVERNANCE - A PROJECT BOARD WHICH INCLUDED SENIOR LEADERS FROM DIFFERENT COUNCIL DEPARTMENTS.**

Senior leaders from across council made up a project board. These individuals were highly engaged as a several of their staff worked to support the engagement process or would be responsible for implementation of plan outcomes. The project board had a high level of influence over engagement related decision-making.



**GOVERNMENT DEPARTMENTS, ACADEMIC INTEREST GROUPS AND PRACTITIONER GROUPS**

These groups have a strong interest in the process and project providing advice and were kept informed on the journey. These groups had a moderate level of influence.

**DCC ELECTED MEMBERS**

Engaged and kept informed throughout the project on all phases through regular briefings, reports and workshops. Some elected members brought very specific views and opinions to the process and in some cases, community followings. These individuals had significant levels of influence as decision makers and advocates for change.

**DIRECTLY AFFECTED RESIDENTS AND BUSINESS OWNERS WHO OCCUPY THE AREA ADJACENT TO THE COASTLINE**

These groups and individuals, live, work and play at the coast. A level of distrust had resulted from a lack of action in the past. High level of influence resulting from position as advocates or opposition to different outcomes.

**COMMUNITY AND RECREATIONAL GROUPS**

A range of groups at the coast and in the broader community have advocated for climate action, particularly with regards to flood alleviation and coastal erosion. These groups were very interested and had moderate levels of influence through sharing messaging and determining narratives around the process.

**SCHOOLS AND DUNEDIN YOUTH COUNCIL**

Engaged in the future of the coast and impacts of climate change. A vocal group who have orchestrated several climate change related strikes. Moderate level of influence.

Figure 2: Stakeholders groups

Outline Supporting communications/materials developed

**SUPPORTING COMMUNICATION AND MATERIALS DEVELOPED**

These supporting communications were powerful ways of reaching out to our participants and connecting them with the engagement activities. In some cases these materials were used to advertise engagement activities, while in others they were used to supplement engagement.

**POSTERS**



**BROCHURE**



**HARD COPY SURVEYS**



**RADIO**



**MAPS**



**FLYERS**



**NEWSPAPER ADVERTISEMENTS**



**NEWSLETTERS**



**VIDEOS - STORYTELLING**



**MEDIA RELEASES**



**SOCIAL MEDIA**



**WEBSITE**





Figure 3: Supporting communication and materials developed

## Outline the engagement history, anticipated risks and constraints

### Engagement history

Reviewing the journey that the community had already been on when designing our Engagement Plan was critical. The community had already been engaged on an ad hoc basis since the early 2000’s on different elements that impacted the coast. With very little proactive action, the community felt they weren’t listened to and that nothing had changed, and in some cases were getting worse.

There was a lack of trust in Council, with previous management actions being reactive and few meaningful opportunities for community feedback being provided. A local action group had formed to seek action from Council – with a key aim of this group being for Council to establish a plan for their much-loved coast. There was also heavy scrutiny as in the past the Council had relied on consultant support to deliver messages to the community.

Coastal climate adaptation work in the Hawkes Bay also provided lessons learnt for the St Clair to St Kilda Coastal Plan development. These included: making sure you get participation across the community, being clear about the problem you are facing and suitability of the options on offer and engaging early and deeply with elected members – as key contributors.

### Anticipated risks and constraints (mitigations on Section 3, page 21 and 22)

- Consultation fatigue with South Dunedin Future programme (a related project) and other council engagements
- Local Government elections and change in elected representatives during the project.
- Risk with media coverage on St Clair–St Kilda derailing the engagement process.
- Major weather event at St Clair–St Kilda during engagement - forcing further ad hoc intervention
- Budget for engagement
- Technical information

- Comments and/or accusations that DCC have already decided what they will do to St Clair–St Kilda and have already been engaged on this.
- Opportunity to support other work programmes
- Community wanting to look at options immediately and not take a step back to understand what has happened and values.
- Elected members advocating for specific management options during the staff-led engagement process
- Language and literacy barriers in a diverse community
- Feedback from the community that you only need to talk to “us”
- Providing opportunities for diverse engagement and input – avoiding a focus on the “loud voices”

## Plan engagement

### **Outline project governance model and engagement program (including input from participants as applicable)**

#### Project Governance

Figure 4 below illustrates the project governance structure. The Project Board was integral to this process. The Project Board brought together different departments within DCC, their role was to challenge and review the process at key stages, including what would be going to the elected members and the community. This was an important sounding board and a great way to challenge the teams thinking at various key points in the process. The project board represented a range of council groups, allowing the project owner (Coastal Specialist) to be empowered to make quick decisions and retain momentum throughout the process.

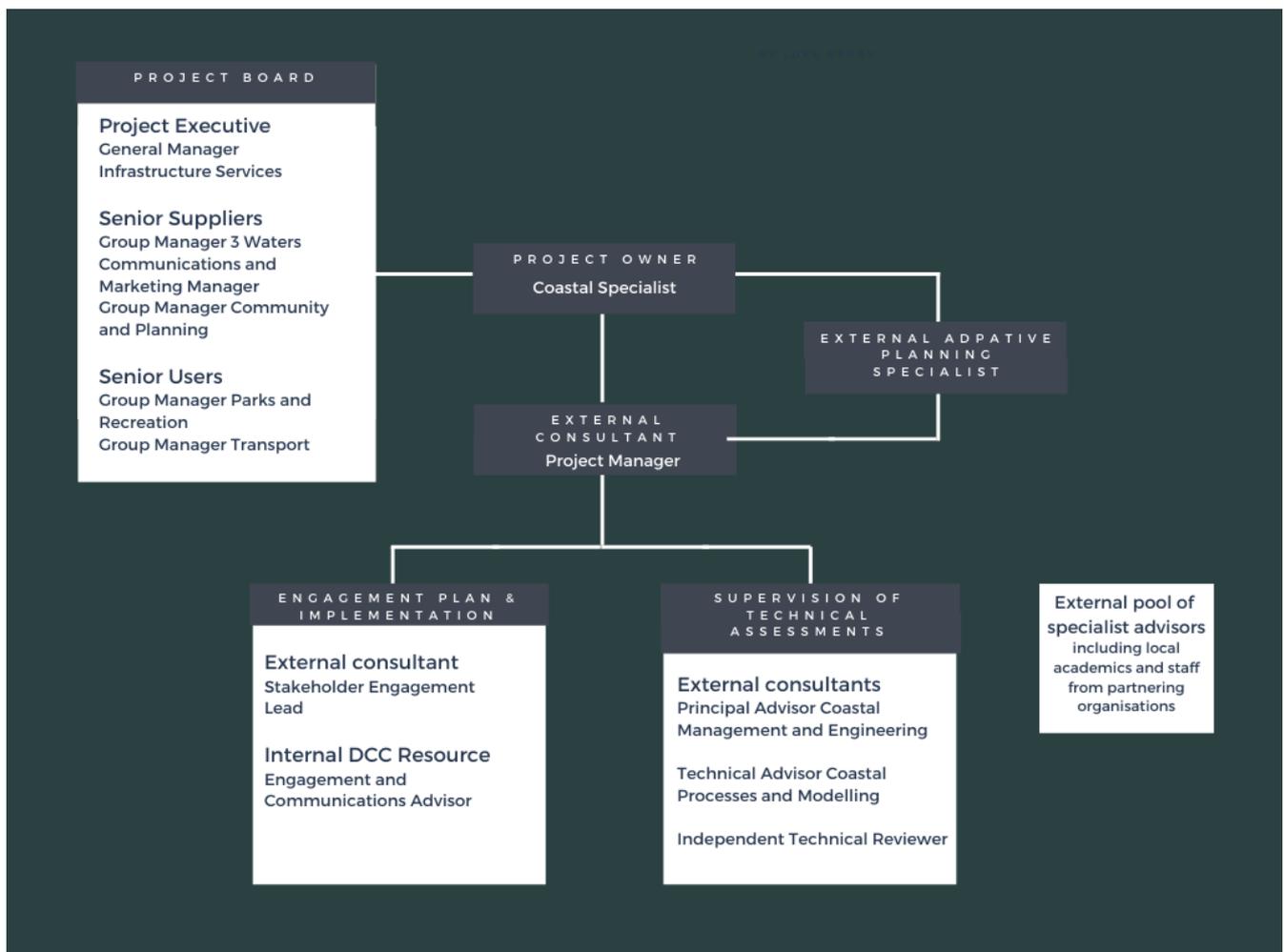


Figure 4: Project governance structure

### **Describe engagement methods, sequencing and anticipated participation levels/targets (and display as applicable)**

Throughout this engagement process our focus was to be as inclusive and accessible as possible to the community. We used a variety of different methods to enable people from different backgrounds and groups to be involved in the decision-making process. As mentioned earlier, we had three phases of engagement where each phase built on one another to identify preferred management options for the St Clair— St Kilda coast. A variety of methods were used to engage for Phase 1 which was then adapted during Covid-19.

At the conclusion of Phase 1, those that had provided their contact information were provided 'what we heard' during this phase, this was also published on the project website and included in messaging for Phase 2. It was apparent that people that who participated in Phase 2 may not have been involved in Phase 1. We wanted to take them on the journey as well, so it was important to tell the story of what the community had told us and how that had shaped our next round of engagement (Phase 2). The next two pages have diagrams showcasing our engagement methods.

### **Describe data collection tools**

In order to gather data, we used a number of tools.

- Phase 1: included social pinpoint, online survey, hard copy survey, beach intercept surveys, drop-in sessions, print making and stakeholder meetings.
- Phase 2: included 1000 minds (online survey), workshops and stakeholder meetings
- Phase 3: included survey monkey, workshops and stakeholder meetings.

### **Outline resources such as budget, timeframe, internal delivery and contracted support**

**Engagement Budget:** Approximately \$80,000 for consultancy support, collateral production, advertising and visualisation development.

**Engagement Timeframe (including engagement plan preparation):** July 2019 – April 2021

**Internal delivery:** DCC Coastal Specialist and Comms and Engagement advisor

**Contracted support:** WSP Engagement lead, WSP Technical specialists, 1000Minds team, Sandpit Collective (printmaking session support), Reframed Media (several videos developed to support the process)

# OUR ENGAGEMENT METHODS

## PHASE 1 - WHAT MATTERS MOST?

### DROP-IN SESSIONS



This was an opportunity for people to learn about the history of the coast and share why the coast was special to them. We created an exhibition space with our supporting collateral.

AN: 100 AC: 140

### PRINTMAKING SESSIONS



We partnered with a local creative group to host a set of printmaking sessions to empower younger individuals and families that had otherwise been difficult to get involved.

AN: 100 AC: 160

### SOCIAL PINPOINT



Part of Phase 1 was carried out during the New Zealand COVID-19 national lockdown. We wanted to provide an option for people to share their feedback online - uploading pictures and commenting on other people's feedback.

AN: 50 AC: 63

### SURVEYS



We had online and hard copy surveys available for members of the public. The hard copy surveys were posted out to nearby residents and accessible at our workshops. A return free post was attached for users to return the survey. For consecutive weekends we interviewed members of the public to understand why the coast is important to them. We used the survey as our questionnaire and noted responses on iPads.

AN: 100 AC: 279

## PHASE 2 - WHAT CAN BE DONE ABOUT IT?

### 1000MINDS - MULTI-CRITERIA DECISION MAKING ANALYSIS



This tool is designed to support in decision-making where there are a range of competing criteria being assessed. This online tool asks a series of questions where potential outcomes are paired against each other for public members to indicate their preference. The online tool provides a results summary at the end of the process, indicating preferred management approaches based on the individuals values (choices throughout the survey).

AN: 200 AC: 253

KEY AN: Anticipated participation AC: Actual participation

## OUR ENGAGEMENT METHODS CONTINUED



### PHASE 3 - WHAT CAN BE DONE ABOUT IT?

#### SURVEY MONKEY - POSSIBLE FUTURES FOR OUR COAST

Providing the community with a good sense of the options on offer and what the coast could look like in the future. We used survey monkey to host multi-media surveys, drawing out people's thoughts on the possible futures for the coast. AN: 400 AC: 348

### ENGAGEMENT METHODS USED IN MULTIPLE PHASES

#### COMMUNITY WORKSHOPS (PHASES 2 & 3)



These workshops were designed to understand the community's thoughts on management approaches and options. In Phase 2 we emphasised 1000minds and the trade-off experience and in Phase 3, we had printed versions of the visuals where attendees provided feedback in a 'world café' fashion.

AN: 150 AC: 118

#### SCHOOL VISITS (ALL PHASES)



We visited a range of schools and engaged with the Dunedin Youth Council (high school representatives from each Dunedin school). We spent time educating the students on coastal science and hearing their feedback throughout each phase.

AN: 190 AC: 315

#### COMMUNITY EVENTS (ALL PHASES)



We attended a range of events hosted around the city to gather community feedback. These included, community get togethers for South Dunedin (x3) and Green Island, South Dunedin Street Festival, Dunedin Pacific Island Festival and the NZ International Science Festival.

35 people on average were engaged per event.



#### UNIVERSITY OF OTAGO VISTS (PHASES 1 AND 3)

Our Coastal Specialist provided guest lectures and contributed to seminars in the following departments; Geography, Marine Science, Surveying and Politics. These talks were opportunities for students to learn about the Coastal Plan development process, to ask questions and to be directed towards our online engagement.

AN: 120 AC: 200

KEY AN: Anticipated participation AC: Actual participation

Figure 5: Engagement methods

## 3.0 Implementation

### Manage engagement

Outline the reporting processes to decision makers, key stakeholders and participants, identify how feedback shaped decisions made and outline the reporting processes back to participants and transparency

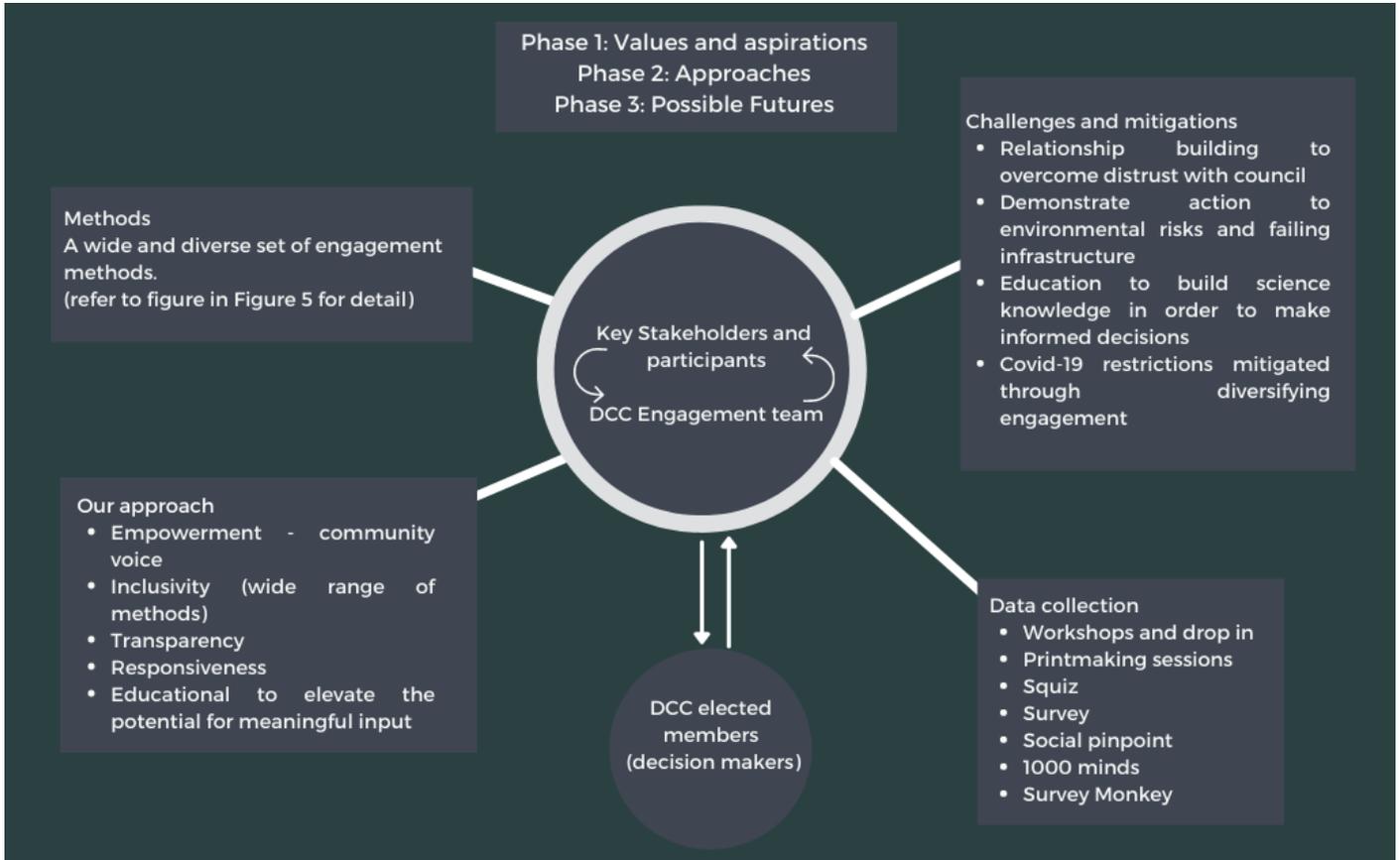


Figure 6: Relationship between stakeholders and DCC

Figure 6 outlines a collaborative relationship model between key stakeholders and participants within the DCC. This model was repeated throughout each phase to form trusted relationships and have a deep understanding of community values in order to steer the development of a community-oriented process and plan. We emphasised accessibility and facilitated a wide range of engagement methods in Figure 5 for the community to be involved in the decision-making process. After each engagement phase we reflected on what had gone well and what had not and responded back to the community - sharing the outcomes of engagement and set out next steps. Our drive was to maintain transparency in the relationship and to empower the community to take ownership of the process. Internal decision makers (elected members) were updated on the engagement through regular workshops.

### **Outline the engagement delivery, enabling factors/conditions, how participation was supported to ensure inclusion**

Our engagement process was divided into 3 phases and throughout our process we upheld a set of principles for our engagement delivery to be:-

- Empowerment – educating the community on coastal processes and management options and always being open to two-way knowledge exchange. We worked hard to ensure that people felt

comfortable providing feedback, encouraged questions drew out feedback that could truly be used to develop the plan.

- Inclusion – As shown in Figure 5 we provided a range of methods for people from different backgrounds to be involved in the decision-making process. This included, engaging in ways, places and at times that suited our community and stakeholders.
- Transparency – We took a “no surprises approach” by clearly outlining our processes to co-create the St Clair—St Kilda Coastal Plan and discussing next steps and aspirations of the project.
- Responsiveness - Regularly feeding back to the community the outcomes of each engagement phase.

It was imperative to uphold these principles throughout. We understood several challenges going into the process through our pre-engagement meetings. These included:

- A history of distrust with DCC with regard to coastal management - A community perception that feedback had rarely been taken onboard and that works that had been promised had not taken place at all.
- Environmental risks and failing infrastructure. – The sand dunes of the St Clair – St Kilda coast is under greater risk of erosion due to the challenges of climate change. With more frequent storms and sea level rise there is no current management plan to refer to for any unexpected climate related events. Two major areas of concern are the historic landfill which exists underneath one of the parks (Kettle Park) and poses a risk of contamination leakage onto the beach and sea. In addition, a degrading sea wall resides on St Clair with a shortened longevity and the associated challenges for safety and accessibility to the beach.
- Lack of science knowledge – we knew many community members were unaware of the risks of the landfill and degrading sea wall. Furthermore, communicating the science of coastal processes and climate change are difficult concepts to grasp.
- Community going straight into management options – we understood the community were wanted quick action. However, a wider range of management options had not been socialised with the community in the context of risks and climate change. A portion of the community were polarised to certain management options, based on their experience on what was used on the coast.

**Outline modifications made and tactics used to mitigate risks or overcome unintended outcomes**

Modification or tactic	Risk mitigated	Principle demonstrated
<p><u>Relationship building</u></p> <p>We had regular meetings with over 60 stakeholders and hosted community workshops to create ongoing relationships for the co-creating of the Coastal Plan. It was a privilege to be hosted by our stakeholders to understand their values and history of their organisation.</p> <p>The outcomes of these meetings led to collaboration as stakeholders began connecting us with other groups and provided local knowledge to support the coastal plan process. We were able to have meaningful conversations and be open about trade-offs and what it would be mean for the stakeholders if certain management options were to be implemented.</p> <p>Through this engagement we partnered with other departments in DCC such as the Parks and Recreation team to prepare Reserve Management Plans for the area, the Transport</p>	<p>History of distrust with the DCC</p>	<p>Empowerment</p> <p>Transparent</p> <p>Responsive</p>

<p>team with the St Clair Esplanade and the broader South Dunedin Futures Programme with the Policy team. Where appropriate the feedback we receive from the community will be passed on to other departments. Staff from these team also participated in our stakeholder meeting to demonstrate a connected within DCC to build confidence in our work and reduce the potential consultation fatigue with DCC.</p> <p>Additionally, key organisations such as the University of Otago, Department of Conservation, Otago Regional Council and South District Health Board became key advisors for Coastal Plan throughout the engagement.</p>		
<p><u>Education</u></p> <p>We had clear messaging before developing options that we needed to take a step back and understand the history of St Clair–St Kilda, what has gone on before, what people value to understand how the coast can managed better.</p> <p>Our engagement had a significant focus on producing posters, videos, interactive workshops and drop-in sessions to communicate the complexity of the science and risks of the coast. By having a wide range of methods, it was easier to support the community to break down the technical information and used simple, plain language to describe processes, cause and effects.</p> <p>By having a greater understanding of potential risks and challenges of different management options, the community were equipped to make well informed decisions and help advise on the future direction of the project.</p>	<p>Lack of science knowledge</p> <p>Community going straight into management options</p>	<p>Empowerment</p> <p>Transparent</p> <p>Inclusive</p>
<p><u>Action</u></p> <p>We demonstrated that a lot of the engagement we had led to deliverables to further the trust with DCC. The community has waited a long time to see action from DCC and we showcased the current monitoring and maintenance work that is happening on the coast. Additionally, we refenced work that were budgeted in DCC’s long term plan.</p> <p>We were upfront with the community that that at any time the dunes could erode through storm events and could lead into certain management options. Any major event will be addressed with Civil Defence response management. If a major event changes any of the options or pathways identified in Phase 3 the options were to be discussed and communicated clearly to the community.</p>	<p>Environmental risk and failing infrastructure</p>	<p>Transparent</p> <p>Responsive</p>

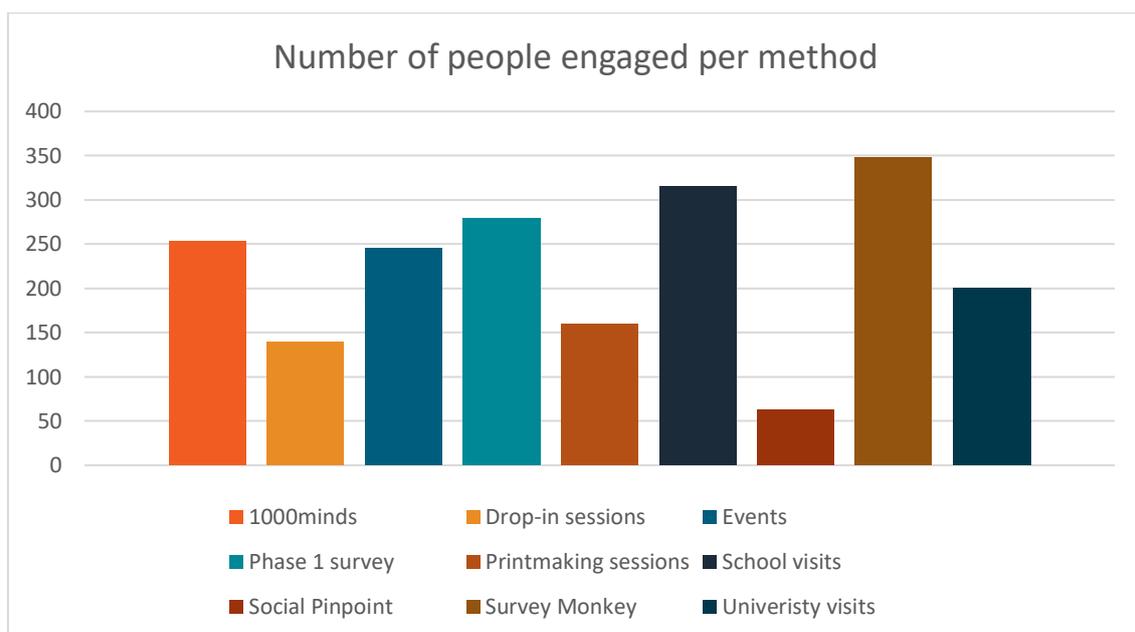
**Describe the approach to data collection, management, analysis and generating the findings**



*Figure 7: Process from data collection to reporting*

**Comment on, and display, communications and engagement metrics and reach (inform and engage)**

Through our communication methods shown in Figure 3 we have managed to reach every household in Dunedin through the DCC newsletters. We had a total reach of 4,720 webpage views and 4,488 interactions (like, comments, shares) on Facebook. Investment was also placed into brochures, flyers, newspaper advertisements, outdoor signs, letters to residents and community newsletters. Through our engagement methods we had total of 2,003 people who provided feedback in our process with the strongest engagement coming from our online surveys and school visits.



*Figure 8: Feedback received from engagement methods*

**Beyond anything, Tom and his team went out of their way to access the community in the South Dunedin/ St Clair area by providing a range of new and innovative consultation methods, listening to viewpoints and concerns face to face and making sure we had a real two way conversation with our community on coastal management and fully acknowledging residents aspirations.**

**. -DCC Communications and Marketing Manager**

**The Coastal Plan was the best engagement process I've been involved in at the DCC. It used innovative approaches to reach a range of community members, and created a comfortable space within which to have hard conversations.**

**- DCC 3 Water Planning Manager**

**Approximately two years ago, the council started a public engagement process giving voice to all parties involved. We are finding now that all parties are getting their say and we are moving in the right direction.** - Chair of Local coastal group

**Over the last two years the coastal plan engagement team has presented in an engaging and passionate way on numerous occasions, and has been thoroughly helpful for our learning programs at Kings High School.** - Head of Department Social Sciences at Kings High School



## **OUR VERBATIM COMMENTS**

## 4.0 Outcomes, impact and insights

### Reflection and evaluation of engagement

#### **Comment on appropriateness and effectiveness of the engagement program**

Based on our engagement objectives, we feel that we have more than achieved the objectives we set out. Our use of a broad and innovative set of engagement methods supported in drawing in groups and individuals that have otherwise been difficult to reach. Given that the St Clair – St Kilda coast is valued by people from around the city, we felt that it was critical that we went beyond localised engagement of directly affected parties. We are proud of the level of uptake and interest that the engagement has generated and are confident that this will support the development of a plan that can be understood and valued by our community.

#### **Comment on reach, outputs, outcomes, impact and actual spectrum level or influence**

The St Clair – St Kilda Coastal Plan engagement process has had substantial reach within the community and generated significant community and stakeholder interest. We are proud of the diversity of perspectives that have been captured as part of the process and are confident that this will be to the benefit of the long-term outcome. We are excited by the opportunity to now pull together a plan that has been well-informed and is understood by our community. Outputs from the engagement process are already starting to inform future works and the implementation of the plan.

#### **Outline the evaluation of the engagement undertaken, insights or lessons learned**

Engagement evaluation occurred on a regular basis throughout each phase. Engagement practitioners would debrief meetings and sessions based on the feedback received and discuss how to effectively include them in our process. Regular interactions with the community was key to building trust and confidence with the DCC. The community naturally began to connect us with our groups and began to promote the engagement.

#### **Outline three key outcomes showing the impact of engagement**

1. Substantial engagement contribution to DCC's first climate adaption plan
2. Building and establishment of trust and communications lines between council, community and stakeholders – supporting ongoing engagement through implementation of the plan.
3. Plan process feeding into ten-year plan process (council's funding process) - allowing community input to directly feed in and influence funding allocation and priorities

#### **Outline three key engagement takeaways**

1. Transparency was key to running a clear, upfront and honest process - providing our community and stakeholders with opportunities to be involved in a meaningful way.
2. Inclusiveness and accessibility - the breadth, and accessibility of our engagement was key to drawing in a broad and diverse community.
3. Adaptive planning for an uncertain future is difficult, but we are proud to have engaged our community early in the process and to have provided the community with genuine opportunities to influence objective setting, plan direction and ultimately what gets done.

#### **Alignment with IAP2 Core Values for the practice of public participation**

IAP2 Core Values	Example or evidence from this project
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	Seeking those that are affected and interested in the decisions impacting the coast was a core objective of this process. We continually evaluated whether we were gaining participation from those directly affected, therefore in Phase 2 door knocked a

	number of households not directly affected, as we hadn't heard from them. We also attended meeting some affected groups to ensure we could connect with them and get them participating in this process.
2. Public participation includes the promise that the public's contribution will influence the decision	The promise to the public was that their feedback would be listened to and incorporated into the decisions with their input guiding the way the coast would be managed in the future. This occurred through phase 1 where the values from the community were the basis for determining a preference for a broad management (phase2) approach and then into what the future could look like in phase 3. The community could see that their contribution had directly influenced the decisions.
3. Public participation promotes sustainable decisions by recognising and communicating the needs and interests of all participants, including decision makers	Making on term sustainable decisions for the St Clair to St Kilda coast was always the key for success. Ensuring the community participated and were reflected in the outcomes were critical in building trust and relationships that will go beyond the coastal plan into implementation.
4. Public participation seeks out and facilitates the involvement of those potentially affected by or interested in a decision	Stakeholders along the coast were key, as they represent a large group. We were proactive with these groups ensuring they had access to Council staff and were communicated with openly about the process, so they could participate. We attended their regular meetings. As St Clair to St Kilda are used by the whole city, we were mindful when selecting our tools to cast the net to the wider residents who have an interest in the decisions for the future of the coast.
5. Public participation seeks input from participants in designing how they participate	Including stakeholders and community groups in the engagement plan development meant they had input into designing how they participate. A very open and transparent process from the beginning was required to build trust and shift the community's views of the Council and inaction.

<p>6. Public participation provides participants with the information they need to participate in a meaningful way</p>	<p>From the beginning we focussed on building the capacity within the community to participate. There was an emphasis on education, material available online and at workshops/ meetings. A range of staff available at sessions to allow for 1:1 discussions and critical reflection. To truly enable a two-way dialogue and to get meaningful information from the community, educational information was required from the Council regarding coastal processes and the science.</p>
<p>7. Public participation communicates to participants how their input affected the decision</p>	<p>We developed structured phasing through engagement and clear messaging around this. This included check-ins and sharing of what we had heard so far at various points through the process and how their feedback was used for the next phase of engagement and the process.</p>

## Acknowledgements and to find out more



We would like to thank Dunedin City Council (DCC) and WSP for agreeing to share this case study and insights to advance engagement practice. This case study was authored/co-authored by Garrett Chin (DCC) and Gemma Greenshields (WSP) and peer reviewed by Tom Simons-Smith (DCC) and Tom Burkitt (DHI).

At the time of publishing, Garrett Chin and Gemma Greenshields were employed by DCC and WSP in the positions of Engagement and Communications Advisor and Senior Community Engagement Specialist respectively. Both have experience in the local government and consultancy sectors with focuses on in infrastructure and climate change engagement. Garrett and Gemma were engaged by IAP2A to support practitioners to share their engagement story as a case study.

For more information about this project see:

- [St Clair to St Kilda Coastal Plan | Whakahekerau – Rakiātea Rautaki Tai - Dunedin City Council](#) (website or webpage)
- [Printmaking Session Video - Vimeo](#) (Printmaking session)
- [St Clair – St Kilda Coastal Plan: Next steps - YouTube](#) (Project summary and next steps) (YouTube)
- [St Clair - St Kilda Coastal Plan - YouTube](#) (long project introduction) (YouTube)
- [St Clair - St Kilda Coastal Plan - YouTube](#) (Short project introduction) (YouTube)

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