

Forrester Heights

ENGAGEMENT PLAN - FEBRUARY 2022

DRAFT

DRAFT 28 February 2022

Purpose and objectives of engagement

The overall purpose of engaging with the community is to ensure Council hears and considers a wide range of community views before making a decision on what to do with the land above Oamaru Harbour known as Forrester Heights.

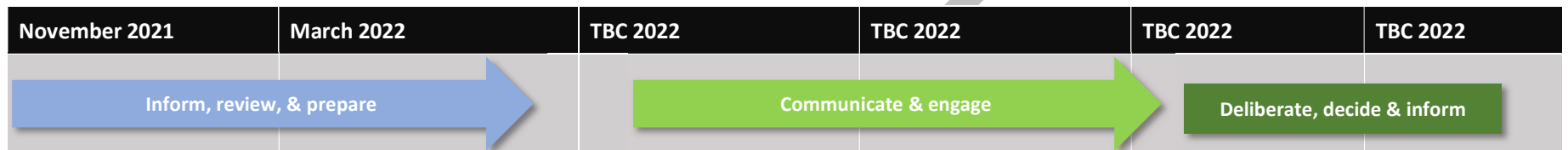
The engagement process will seek to ensure as many members of the community as possible are aware of the options and opportunity to provide feedback, have easy access to the information available, and feel empowered to make their views known to Council through the channels available.

The specific objectives of the engagement are to:

1. Inform the community about the land, its history and current legal status
2. Inform the community about the pros and cons of each option identified in a factual and balanced way
3. Get an indication of which option the majority of the community prefers, and why

Summary of Forrester Heights engagement process

The following summary provides an overview of timeframes and key milestones for the engagement and decision-making. A detailed plan will be developed by staff to implement the milestones in the required timeframes:



DRAFT

Collation of supporting information for engagement process - source all available information for each of the options identified (e.g. technical reports, legal titles, legislation, survey maps, imagery etc)

Engagement planning - working out the details of what, when and who resources and steps are needed to complete the process

Collation and confirmation of supporting information for engagement process - source all available information for each of the options identified (e.g. technical reports, legal titles, legislation, survey maps, imagery etc)

Preparation of draft engagement documents

- background reports and all relevant documents, plans and maps
- summary document
- supporting imagery/videos (as agreed is appropriate)
- media releases
- online question and feedback tools
- webpage
- advertising (print/radio)
- social media (promotion)

Finalise engagement documents Book in printing and advertising

Media release/social media post - announcement of engagement timeframes

DATE TBC commence engagement process -

Webpage with all supporting documents and online tools/feedback form goes live

Full page advert in Oamaru Mail and advertising in other media (including radio)

Social media posts

Information will include the summary document (available online and in paper form), full supporting documents (available online and for viewing at agreed locations), FAQs - made available via website and social media channel

Ongoing engagement through to DATE TBC - address any FAQs raised via website, respond to social media where appropriate

Q&A/discussion sessions with staff by appointment (likely to be virtual given COVID restrictions)

Councillors and Council staff available at Oamaru Farmers' Market on Sundays (Wanda caravan) to discuss options and answer questions

Feedback received and recorded - received via form online (Survey Monkey), paper, verbal (informal), social media (WDC platforms only)

Feedback collated - summary report of feedback (with copies of all feedback forms received) provided to Council for consideration

Summary report made publicly available on website

Verbal submissions [dates TBC] - to hear submitters who wish to be heard elaborate on written submissions

Council workshop [date TBC] - to discuss feedback and preferred option/s

Report and recommendation to Council meeting [date TBC]

Inform community of outcome - via media release, website, and social media, responses to people who provided feedback via official forms/Survey Monkey

Engagement information, channels and activities

The following information/documents will be developed and/or provided to support the engagement process:

- **¹Summary Document** (background, the options, where to get more information, how to give feedback)
- **Hard copy feedback form** (last page of Summary and loose copies available) **and online form**
- **Media releases**

¹ This will not be delivered to households - it will be made available online and at as many locations as possible. A one-page Summary will be included in the Oamaru Mail.

- **Full page adverts** (a 'summary of the summary' in the Oamaru Mail)
- **Basic adverts** (in print - including The Link - and online advising the process is underway and where to go for more information, with QR code)
- **FAQs** (questions and answers for each option located on the website, which can be updated as needed to address new questions)
- **Supporting documents** (all relevant information held by Council and able to be publicly released - including reports, titles, images, maps etc.)
- **Signage at Forrester Heights and posters at various locations** (with QR code linking to information on the website)

The following active engagement methods will support the process (these are limited due to COVID restrictions):

- **Summary video** about the options (content provided by property) posted to social media and on the website
- **Q&As via the website** (form for submitting queries, FAQs updated as queries are addressed, important FAQs posted on Council's social media)
- **Chat sessions** with staff at the Opera House (or via Zoom) to discuss the options - by appointment only, numbers restricted, COVID restrictions apply (vaccine passport)
- **Wanda caravan at the Oamaru Farmers Market** - each Sunday during the engagement period

A mix of the following communication channels will be used at various points in the engagement process to get information:

- Council website
- Council social media pages
- Other social media pages - links provided to official information only to address comments
- Council offices and libraries (hard copy documents)
- Cafes and other public locations (with permission only)
- Print media: Otago Daily Times, Oamaru Mail, Oamaru Telegraph
- Static displays
- Real Radio, Oamaru 91FM, Magic Talk, the Breeze

Appendix One: Assessment of Significance

The following assessment was undertaken in accordance with Council's Significance and Engagement Policy:

Criteria	Description	Threshold	Officer assessment
Consistency	<p>The extent to which the proposal or decision is consistent with, or a logical consequence of, a significant decision already made or from a decision made as part of a Long-Term Plan or Annual Plan (including agreed service levels). Where the decision or proposal is fully described in a plan or significant decision, the significance for this criterion will be small or negligible. Where the proposal or decision has no precedent significant decision or is not included in a plan, or where it is not consistent with the significant decision or plan, it will be of greater significance.</p>	<p>A substantial proposal or decision that is materially inconsistent with a precedent significant decision or plan will trigger this threshold and be scored 1-5 depending on the degree of inconsistency.</p>	<p>Although not included in a current Long-Term Plan or Annual Plan, Council has previously made the decision to subdivide and sell sections for residential development at Forrester Heights and a subdivision consent was granted to this effect. A decision to proceed with a sale and / or consultation process is consistent with previous decision-making.</p> <p>Score: 3</p>
Financial consequences	<p>The level of impact the decision will have in terms of its cost to Council. Most major decisions will be made in the context of the Community Plan or the Annual Plan. Decisions involving unidentified or unbudgeted expenditure should be scrutinised carefully. Where the decision or proposal has no net cost or long term financial implications, the significance in terms of this criterion will be small. As the net cost or expected long term financial implications increase, it will be of greater significance.</p>	<p>A decision or proposal will trigger this threshold when it involves:</p> <ul style="list-style-type: none"> • New expenditure of \$100k would score 1 point on the sliding scale. Each additional \$100k would add 1 to the total and increase the significance of the financial consequences (ie expenditure of \$500k or greater would score 5); or • Capital expenditure of 0.2% of gross asset value for that activity would score 1 point on the sliding scale. Each additional 0.2% would add 1 to the total and increase the significance of the financial consequences (eg expenditure of 0.8% would score 4); or • An increase in operating expenditure of 2% of annual budgeted operating expenditure would score 1 point on the sliding scale. Each additional 2% would add 1 point to the total and increase the significance of the financial consequences (eg 6% would score 3) 	<p>There are financial consequences associated with not selling Forrester Heights (not recovering costs incurred to date)</p> <p>Score: 4</p>

Criteria	Description	Threshold	Officer assessment
Community impact	The extent to which the proposal or decision will impact on the current or future interests of the community, and whether it will create radically different effects from the status quo in terms of costs, benefits on members of the community and which members of the community it impacts on. Where the differences from the status quo are small, the significance in terms of this criterion will be small. If the effects of this proposal or decision on the community vary more greatly from the status quo, or where it affects a larger portion of the community, it will be of greater significance.	A decision or proposal that will have an impact on the current or future interests of the community, or create radically different effects from the status quo will trigger this threshold and be scored 1-5 depending on the scope and degree of different effects.	The impact on the community is limited to Oamaru but is significant in terms of potential changes to neighbouring residents and is an area of importance to many members of the community. Score: 3
Controversy	The extent to which the decision or proposal is controversial within the community. Where community views are known to be uniform, the matter generates little interest or is likely to generate little interest based on the best information available, the significance in terms of this criterion will be small. A higher level of controversy will be of greater significance.	A decision or proposal on a matter where community views generate considerable interest or the community is deeply divided will trigger this threshold and be scored 1-5 depending on the degree of interest or controversy.	The development of Forrester Heights for residential development has been controversial in the past, although the extent of opposition is not known as a consultation process specific to the site has not been undertaken in recent years. Score: 4
Reversibility	The extent to which the decision or proposal is difficult to reverse or the likely impact of not being able to reverse the decision. Where the outcome can be largely reversed, albeit in a different form, the significance in terms of this criterion will be small. Where the difficulty in reversing the decision is greater, or the decision is effectively irreversible, the impact the decision will be of greater significance.	A substantial decision or proposal that is difficult to reverse or completely irreversible will trigger this threshold and will be scored 1-5 depending on the degree of difficulty in reversing the decision or the likely impact of not being able to reverse the decision.	If a decision is made to sell Forrester Heights for development, this would be irreversible. Score: 5
Uncertainty	The extent to which lack of information or conflicting information regarding the effects of a decision or proposal on the matters in clause 4 of this policy and/or its costs, benefits, impact, controversy or reversibility make its significance unclear. Where full and clear information is available, the significance in terms of this criterion will be small. Where there is a higher level of uncertainty regarding any of the matters in the proposal, affecting many of the criteria, the decision will be of greater significance.	A substantial decision or proposal will trigger this threshold if there is a high level of uncertainty concerning any of the major matters in the proposal.	There is a small degree uncertainty around the sale price, how the land might be developed and who will develop it. Score: 2

Criteria	Description	Threshold	Officer assessment
Strategic asset	Whether or not the proposal or decision directly relates to a strategic asset listed in Schedule 1 of this policy. Because Council considers its roading network and other strategic assets as whole single assets, this criterion will not apply to decisions or proposals that relate to parts of those strategic assets.	A substantial decision or proposal will trigger this threshold if it is in relation to a strategic asset listed in schedule two of this policy. A strategic asset it will score 5, otherwise a score of 0 will be given for this criterion.	The land is not a strategic asset (as per the policy) Score: 0
			Total score: 21 (significant)

DRAFT

Appendix Two: Levels of Engagement

The following are levels of engagement identified with Council's Significance and Engagement Policy:

Levels of engagement

Level	Inform	Consult	Involve	Collaborate	Empower
What does it involve	One-way communication providing balanced and objective information to assist understanding about something that is going to happen or has happened.	Two-way communications designed to obtain public feedback about ideas on rationale, alternatives and proposals to inform decision making.	Participatory process designed to help identify issues and views to ensure that concerns and aspirations are understood and considered prior to decision-making.	Working together to develop understanding of all issues and interests to work out alternatives and identify preferred solutions.	The final decision making is in the hands of the public.
Promise to stakeholders	We will keep you informed.	We will keep you informed, listen to and acknowledge your concerns and aspirations, and provide feedback on how community/stakeholder input influenced the outcome.	We will work with you to ensure that your concerns and aspirations are directly reflected in the alternatives developed and provide feedback on how stakeholder input influenced the outcome.	We will look to you for advice and information in formulating solutions and options and incorporate your advice and recommendations into the outcomes to the maximum extent possible.	We will implement what you decide. We will support and complement your actions.
Issues, decisions or proposals for which this might be used	For any issues or decisions expected to be of interest to the wider community or to a specific group within the community.	When Council has developed a proposal it wants to obtain feedback on, whether or not that proposal has been developed with the prior involvement and collaboration of the community (it may also be undertaken either preceding or following other engagement).	For more significant or complex issues and proposals where involving the community prior to confirming solutions, options or a proposal is considered likely to achieve better outcomes and contribute to more effective and efficient decision-making.	For more significant or complex issues and proposals where collaborating with the community prior to developing solutions, options and proposals is considered likely to achieve better outcomes and contribute to more effective and efficient decision-making.	For matters where Council determines, by way of a resolution, that this is the most appropriate form of determining a decision on an issue.
Examples of issues we might use this for	Roadworks Boil water notices Community events Updates on projects underway	Any proposal of moderate to high significance where community views are not known and feedback is required to assist decision-making.	Water supply upgrades Some bylaws and policies Reserve Management Plans Upgrades or redevelopments of facilities and services which are of moderate to high significance	Redevelopments or upgrades of facilities and services that are of high significance	Dialogue with Government Shared projects
Methods Council might use	Websites Information flyers Public notices	Formal submissions and hearings, focus groups, phone surveys, surveys, opinion polls.	Workshops Focus groups Citizens Panel	External working groups (involving community experts), participatory editing.	Binding referendum
Who might be involved	Generally all members of the public, but information may be targeted to specific groups within the community where the decision specifically affects them.	Generally all members of the public, but consultation may be targeted to specific groups within the community affected by the decision.	Sub-committees Community groups Community representatives Members from other organisations Business representatives	Sub-committees Community groups Community representatives Members from other organisations Business representatives	Generally all members of the public, but may be only for specific groups within the community to whom the decision relates.
When the community can expect to be involved	Council would generally advise the community once a decision is made.	Council would advise the community once a draft decision is made Council and would generally provide the community with up to 4 weeks to participate and respond.	Council would generally provide the community with a greater lead in time to allow them time to be involved in the process.	Council would generally involve the community at the start to scope the issue, after information has been collected and when options are being considered.	Council would generally provide the community with a greater lead in time to allow them time to be involved in the process - eg typically a month or more.

Appendix Three: Stakeholders and levels of engagement

The following stakeholders and levels of engagement form the basis for this plan:

Stakeholder/s	Level of interest	Level of influence	Engagement level
Council	High	High	Empower They will make the final decision on the future of Forrester Heights based on consideration of community feedback
Community	Low to high	High - their views and proposals will have a high level of influence on what Council decides	Inform and consult Keep them informed. Obtain their feedback about the options, alternatives and proposals to inform decision-making
Community groups and organisations (special interest)	Low to high	Moderate to high - their views and proposals will have a moderate to high level of influence on what Council decides depending on the community's overall preferences and with consideration to the bounds of legislative and other requirements)	Inform and consult (potentially involve or collaborate) Obtain their feedback about the options, alternatives and proposals to inform decision-making. Depending on proposals and alignment with wider community views, may be involved in further developing proposals prior to or following decision-making
Potential developers, development partners	High	Low to moderate - their views and proposals will have a moderate level of influence on what Council decides, depending on the wider community's overall preferences and any proposals put forward (and with consideration to the bounds of legislative and other requirements)	Inform and consult (potentially involve or collaborate) Obtain their feedback about the options, alternatives and proposals to inform decision-making. Depending on proposals and alignment with wider community views, may be involved in further developing proposals prior to or following decision-making
Council staff (including Comms, Planning, Recreation and Roading teams) and consultants	Moderate	Moderate - they will inform and facilitate the engagement process to support good decision-making	Collaborate Work together to develop an understanding of all issues and interests to work out alternatives and identify potential options and solutions.

Appendix Four: Risk assessment

The following risks and mitigation measures have been identified for this engagement process:

Risk	Likelihood (H/M/L)	Impact (H/M/L)	Response
COVID - wider community transmission likely to be peaking in the South Island in March/April. Impacts/may impact face-to-face opportunities, staff resourcing, media coverage, advertising etc	High	High	Need to consider appropriateness of pursuing the process at this time (with option to postpone to later date) Depending on scope of transmission and impact, Council may wish to delay the process until later in the year or consider moving all engagement online (noting that online doesn't address issues associated with staff resource, public perception etc. and will impact scope of engagement (many people aren't able to, or don't wish to, engage online))
This issue has been raised before with the community and met with some negativity from some groups	High	High	Engaging with a wider demographic may mitigate this. The process, material and channels will seek to engage the wider community, however, opportunities for wider engagement are limited by COVID restrictions
The idea of outside interests purchasing land in Oamaru will be unpopular with some people	High	High	Presenting and considering other options that do not include sale of the land in a factual and balanced manner
Artist's impressions (aspirational) of Harbour Plan including a developed Forrester Heights created confusion around land area and invoked pushback during the Oamaru HarbOUR Plan consultation	High	High	New imagery, a clear explanation of the area being discussed
Concurrent engagement processes being run by community groups that contain inaccuracies or misinformation	High	High	Provide clear, factual, balanced and engaging information, and undertake a transparent process
Discussion on social media (non-WDC) that includes inaccuracies or misinformation, or personalises issues	High	Medium	Keeping to the facts - post a link to the official, peer-reviewed information available on Council's website
Difficulty in holding public meetings, or providing opportunities for people to ask questions face-to-face due to COVID restrictions - may be perceived as not engaging fully with the community (it is also possible some community groups may hold face-to-face meetings with the community during this engagement process)	High	High	Q&A/discussion sessions with key staff (likely to be virtual), by appointment We will use Wanda the caravan at the Oamaru Famers' Market during the consultation period to provide an opportunity for face-to-face discussions and questions, but this will be dependent on COVID restrictions

Risk	Likelihood (H/M/L)	Impact (H/M/L)	Response
Only some people with the confidence and sufficient motivation to present to Council will take the opportunity for verbal hearings	Medium	Medium	Opportunities to provide feedback through multiple channels is provided
Inaccuracies or mistakes in the information provided to Council or that Council has prepared, which result loss of credibility and trust in the process	Medium	High	<ul style="list-style-type: none"> Professional review of the engagement material and other documentation Having the documents peer-reviewed by people not close to the project/process
Election in 2022 which will create added complexities - likely to be used as an election platform for candidates	High	High	Provide clear, accurate and balanced information, and undertake a transparent process
Visible public protest	High	Medium	All of the above - focus on the implementing the engagement plan and providing sound factual information
The process is perceived as being rushed during a period of other consultation and COVID restrictions	Moderate	Low	A longer public engagement. At least 4 weeks minimum should be allowed for engagement and feedback, however, it is recommended that a longer period is allowed to enable the community to review and consider the more detailed information, if they wish.