

Community Panel on Time-of-Use Charging in Auckland

Report on the deliberative
process and outcomes

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Most importantly, we thank the members of the Community Panel, who gave up their time and energy to contribute so meaningfully to this work. You are the voice of Auckland, and we appreciate you.

Executive Summary

Traffic congestion, and the costs it imposes on society, present a critical challenge for Auckland, New Zealand's largest and most productive city. Delays and disruption caused by congestion undermine both Aucklanders' quality of life and Auckland's economy. Traffic congestion also increases emissions and is detrimental to public health.

Congestion is expected to worsen as the number of people driving increases in the years ahead. Solutions to this problem are not straightforward. While some new infrastructure investment is needed, congestion is not something we can simply 'build our way out of.' Auckland Council, Auckland Transport and Central Government are currently working on 'non-built' solutions that make the best use of the infrastructure Auckland already has. One way they can do this is through time-of-use charging.

Both central and local government have indicated support for developing a time-of-use charging scheme for Auckland. Any such scheme would have impacts affecting most Aucklanders, so it is critical to ensure that the scheme design aligns with public preferences, or it will not be supported by the public. With backing from Auckland Council and Auckland Transport, the Northern Infrastructure Forum (NIF) convened a deliberative Community Panel process to promote discussion and identify principles and criteria that should underpin the scheme, from the perspective of a cross section of Aucklanders. The process was designed and facilitated by Kōi Tū: Centre for Informed Futures, a think tank and research centre based at the University of Auckland.

The 'deliberative' approach

The Community Panel process was based on the principles of deliberative democracy, which draws on democratic ideals of rational debate among citizens, as well as understandings of how to bridge diverse perspectives to solve complex problems and reach sound decisions. Key components of the deliberative approach are that the group reflects the diversity of the community, and that there is opportunity for participants to learn about issues from diverse perspectives, so they can identify common ground and consider trade-offs and solutions.

Panel participants were recruited via randomised emails (to Auckland Council's 'Peoples' Panel' and the Automobile Association's 'AA Voices Panel') and 2,000 postal mailings. From 733 people who registered their interest, 30 panelists were selected through a randomised sortition process to match the demographic diversity of Auckland's population.

The Community Panel was asked the question: ***What principles should guide the design of a time-of-use charging scheme in Auckland?***

The panel met over four sessions (see **Box 1**), during which they discussed the issues from their own perspectives, heard from experts and affected stakeholders, and deliberated using an online engagement tool to formulate a list of proposals to consider. In a full-day in-person session, they assessed the various proposals through multiple rounds of deliberation and condensed their recommendations to a concise set of objectives and principles.

Box 1: Community Panel deliberative process

The panel met over 4 sessions as follows:

- An introductory session (in person, 1.5 hours) that outlined the task at hand and provided an introduction of the panel members to each other and to the facilitators and sponsors. The session covered:
 - Principles of deliberation (listening, reason-giving, etc) discussed.
 - Background materials distributed and process outlined.
 - Introduction to the congestion charging issue from the perspectives of NIF, Auckland Council and Auckland Transport
- Two interactive online sessions (1.5-2 hrs each, evenings) facilitated by Koi Tu, supported by subject matter experts
 - Session 1: learning, asking questions, considering possible scenarios for Auckland based on international case studies
 - Session 2: further learning and Q&A, beginning deliberative groupwork to formulate recommendations on principles/criteria
 - Use of online deliberation platform Consider.it
- A full-day deliberation session (in-person, 6.5 hours) to discuss proposals and reasonings from the Consider.it platform, narrow down priorities, and formulate consensus statements on principles/criteria. The session involved:
 - Expert and stakeholder panel discussions and Q&A
 - Groupwork and plenary discussion
 - Voting on principles/criteria list
 - Iterative work to approve wording of each
 - Panel report delivered at end of session

Key messages from the Community Panel

A key takeaway from the Community Panel deliberations was the willingness of a group of everyday Aucklanders to engage in constructive dialogue on what is needed to fix the city's transport problems, primarily the increasing congestion issue affecting travel times, mobility and access, and public transport efficiency. While they came to the deliberations with a number of concerns, as a group they were on board with the concept of time-of-use charging and interested in shaping it in a way that will benefit Auckland as a whole.

The concerns of the panel, as reflected in their questions, centered around:

1. **Fairness and equity** – who is most impacted? who should be exempt? how could the use of revenue contribute to increasing equity?
2. **Implementation** – including costs, tracking and payment, and evaluation
3. **Local and city-wide impacts** – considering impacts on those just inside or outside of a 'cordon'; problems with 'rat-running'; parking outside the zone, etc.

Experts on road pricing and transport planning with specific expertise in designing and implementing congestion charging, assisted in answering these questions. The panel worked through the issues

iteratively in groups and online via the Consider.it portal, which they used to refine their ideas and recommendations in the final deliberation session.

Ultimately, the deliberations led to a report drafted by the panel, containing recommendations on how the objective of the time-of-use charging scheme should be framed, as well as a set of seven principles that they agreed should underpin the scheme design. These are shown in simplified form in **Box 2**. The panel report also included factors to consider when implementing each principle.

Box 2: Community Panel recommendations

The primary **objective** of the scheme should be to reduce congestion.

The **principles** that should underpin design of a time-of-use charging scheme are:

1. The scheme needs to mitigate the impact on disadvantaged people through strategic use of discounts and exceptions to address inequity.
2. Development of viable and reliable transport options needs to be prioritised to provide an alternative to driving.
3. Revenue should be managed and administered by Auckland local government and ring-fenced for Auckland, to improve accessible transport options, including public transport.
4. Time of use pricing should be simple and transparent.
5. The initial size/boundary of the scheme should be big enough to make a network-wide impact, but avoid being too complex.
6. The payment system must be user-friendly and reliable.
7. The communication of the time-of-use charging scheme should be clear, transparent, and unbiased, and should focus on the objective of reducing congestion.

Reflections on the process

The process was successful in enabling deliberation, and demonstrated how a group of everyday Aucklanders could grapple with a complex issue and reach consensus on a way forward despite the differences in perspectives that they brought to the conversation. Bringing a range of 'typical' public perspectives together, the online sessions and in-person workshop provided insights into how people approach and deliberate on a topic about which some held strong views. The use of the Consider.it platform was invaluable for allowing the group to deliberate online in an asynchronous manner between sessions, and set them up with a rich dataset of ideas, justifications, points and counterpoints to consider as they refined their list of principles.

Participants expressed appreciation for the opportunity to be involved in shaping such an important initiative for Auckland's transport future.

The Community Panel project

1. Background and context

Auckland's transport system has been under strain for some time, with a major issue being its congested motorways, main arterials and city streets. This congestion generates costs to society – in time, money, pollution, and lost productivity. It also constrains public transport on our roads, reducing its efficiency and limiting options for people to choose transport modes that would lessen the congestion problem.

The Northern Infrastructure Forum (NIF) represents infrastructure organisations in the North Island, and advocates for progress on initiatives that will help ease the congestion that threatens to strangle productivity in New Zealand's biggest city. One such initiative that has proven effective in other cities is congestion charging, or time-of-use charging. There is broad political support for implementing time-of-use charging in Auckland, but experiences of other cities have shown that it is critical to ensure the public also understands and supports such an initiative if it is going to succeed. Recognising that the first step must be meaningful engagement between decision-makers and the public, NIF sought to convene a 'Community Panel' comprising a diverse group of Aucklanders to learn about and deliberate on the issues. The 29-person panel took part in facilitated group discussions that provided an opportunity for learning, perspective taking, deliberation and consensus building.

The question posed to panel was: ***What principles should guide the design of a time-of-use charging scheme in Auckland?***

The panel was tasked with developing a list of principles and formulating 'community voice' explanations of each. The principles, developed through deliberation and consensus-building among a representative group of Aucklanders, should inform design of the scheme and are proposed to be used as a basis for examining scheme design details by a subsequent citizens' assembly and/or other decision-making processes involving the wider public.

2. Project outline

This project was initiated by NIF to support public engagement on improving the congestion problem in Auckland. Auckland Transport and Auckland Council participated in the process and made a contribution to project costs, to help inform the next steps in developing proposals for a time-of-use charging scheme. At a later stage, AT is expected to undertake a broader public consultation process to ensure all Aucklanders can share their views.

The process was designed and facilitated by Koi Tū: Centre for Informed Futures, a think tank and research centre based at the University of Auckland. Koi Tū has experience designing and delivering similar engagement processes and acts as a neutral convener of stakeholder, expert, and community conversations on complex policy issues.¹ Koi Tū advised on the most appropriate approach given the time frame to fit within the wider Auckland Council and Auckland Transport engagement and

¹ See <https://www.complexconversations.nz/>

implementation plans. The Community Panel process was designed to provide critical, community supported framing for a full citizens' assembly (later in 2024) or other decision-making process.

Koi Tū researchers managed the project, conducted recruitment and sortition (random selection to derive a representative group), helped in expert recruitment, designed and facilitated the process through both online and in-person sessions (including setting up and moderating the online voting tool) and collected and analyzed data.

2.1 Recruitment and sortition

The Community Panel was selected by a 2-step randomised 'civic lottery' (sortition) process to create a 'minipublic' comprising 30 people who are descriptively representative of the Auckland population. The recruitment process aimed at forming a heterogenous group in terms of social background, interests and knowledge, that reflected the diverse demographics of the wider Auckland community.

Letters were sent to 2000 randomised postal addresses in Auckland, skewed towards areas of low voter turnout. Emails were sent to a random sample from Auckland Council's 'Peoples' panel' and the Automobile Association's 'AA Member Voices Panel.' Participants were offered a \$250 Prezzy card as a token of appreciation for giving up their time to the process. An additional \$10 was added to the total to cover some of their travel costs to the venue.

Out of 733 people who registered their interest, 30 were chosen randomly through a sortition algorithm² to match the demographic spread of Auckland. The demographic categories used for sortition were: gender, age, ethnicity, education, main means of travel, and disability status. Residential area was also checked to ensure an appropriate geographic spread among the participants. These categories were chosen so that perspectives from a range of transport users of differing ages, incomes, cultural and educational backgrounds, who would have varying needs, options and preferences, could contribute to a robust deliberation on the issues. The overwhelming majority (80%) of participants indicated that they had rarely, if ever, previously engaged in consultations.

[Appendix 1](#) shows the demographic stratification table used for sortition. The percentages are based on 2018 census data for the Auckland region. One participant did not attend, so the final panel consisted of 29 individuals.

2.2 Background materials

To help the panel come to grips with the issues and trade-offs associated with time-of-use charging, a brief overview was provided in booklet form and a dedicated website³ was set up to host materials (videos, papers, slide decks) for participants.

The participants received the booklet upon arrival at the introductory session. At this session, they were also presented with a brief background on the history of discussions and research into congestion

² Sortition was done using newDemocracy Foundation's Stratified Random Selection Tool

<https://selection.newdemocracy.com.au/>

³ <https://www.complexconversations.nz/companel/>

charging for Auckland, including a briefing on the Ministry of Transport’s reports on ‘The Congestion Question’ project (2020).⁴

2.3 Process steps

The Community Panel met over four sessions – two in person and two online – and also worked asynchronously between the second online session and the final full-day in-person session using the online deliberation platform [Consider.it](https://consider.it).⁵ The sessions spanned a 3.5 week period from 18 April to 11 May 2024.

The purpose and content of the four sessions were as follows:

1. **Introductory session:** Thursday evening, 18 April 2024 (1.5 hours). In this session we outlined the task at hand and provided an introduction of the panel members to each other and to the facilitators and sponsors.
 - a. Principles of deliberation (listening, reason-giving, etc) discussed.
 - b. Background materials distributed and process outlined.
 - c. An introduction to the congestion problem and the debate around congestion charging, both in New Zealand and internationally (Michael Roth, Auckland Council).
 - d. Introduction to website where materials and discussions will be hosted
2. **Online session 1:** Tuesday evening, 23 April 2024 (1.5 hours). This interactive session focused on in-depth learning about other congestion charging schemes, Q&A
 - a. Subject matter expert Daniel Firth presented evidence from congestion charging schemes (both successful and unsuccessful) in Singapore, London, Stockholm and Vancouver, detailing what worked and what didn’t, and why
 - b. Local expert Michael Roth contextualised the issues to Auckland
 - c. Breakout groups discussed the most critical issues and brought questions back to plenary
 - d. The session was recorded (including breakout room discussions) and information posted on the participant website
3. **Online session 2:** Tuesday evening, 30 April 2024 (2 hours). This session focused on participants’ outstanding questions and the task of formulating principles for Auckland’s time-of-use charging scheme.
 - a. Subject matter expert Scott Wilson reviewed congestion charging schemes (both successful and unsuccessful) in Singapore, Oslo, Manchester, Edinburgh and Vancouver, focusing on the more complex schemes and answering questions
 - b. Participants were introduced to the Consider.it tool and began deliberative groupwork to start to formulate recommendations on principles/criteria. This work carried on asynchronously until the final deliberation session.
4. **Full-day deliberation session:** Saturday 11 May (7 hours) focusing on narrowing down the list of proposals, voting on priorities, and formulating consensus statements on principles/criteria

⁴ <https://www.transport.govt.nz/area-of-interest/auckland/the-congestion-question/>

⁵ For information on the Consider.it platform see: <https://consider.it/>. The Community Panel conversation can be found here: <https://communitypanel.consider.it/>

- a. Transport economist Shane Martin provided an overview of congestion charging from an economic perspective
- b. A stakeholder panel discussed the issues from the perspectives of city centre businesses, drivers (AA), the freight sector, and progressive urbanism.
- c. Community panel members engaged in groupwork deliberating on principles/criteria lists, divided by theme
- d. Experts were available for Q&A / fact-checking
- e. The panel went through several rounds of voting to agree on and refine principles/criteria list, and iterative work to approve wording of each proposal
- f. A report authored and approved by the Community Panel was delivered at end of session to representatives from NIF, AT and Auckland Council.

3. Community Panel deliberations

At the introductory session, the panel heard from sponsors Barney Irvine (NIF) and Mark Lambert (Auckland Transport) about their support for the process, and what it means to their organisations.

The panelists were informed that during the following sessions, they would:

- Learn about how time-of-use charging has been implemented in other cities – including pitfalls and challenges
- Consider Auckland’s situation, and what is most important here
- Develop principles / criteria that will inform how a scheme could be designed for Auckland, so that it can be supported by the broader public

3.1 Rules of deliberation

Panelists were briefed on the ground rules of deliberation, emphasizing that it is not a matter of ‘winning’ as in a debate. They were encouraged to listen to all perspectives and provide reasoning for their own, in ways that others might understand (even if they don’t agree). Everyone was encouraged to participate and share their own experiences and viewpoints.

Specifically, they were asked to:

- Be open minded and listen to the experience of others, and to the evidence
- Consider different perspectives fairly
- Provide reasons for your arguments or points of view – in ways that you think others might understand even if they don’t agree
- Think about what matters most (both individually and as a community) – what we really value when we can’t have everything
- Look for common ground for decisions the group as a whole can live with.

The panel was introduced to the real-time survey tool Mentimeter, and as a warm-up to the deliberation, they were asked about their prior experience with community consultations. The vast majority (80%) indicated that they did not normally take part in community consultations (40% answering ‘hardly ever’ and 40% answering ‘never before today), leaving only 20% who participated ‘from time to time’ and none who did so ‘often’ (see **Figure 1**). This clearly indicated that the panel,

while reflecting the diverse demography of the Auckland public, did not comprise ‘the usual suspects’ who tend to dominate public consultation processes.

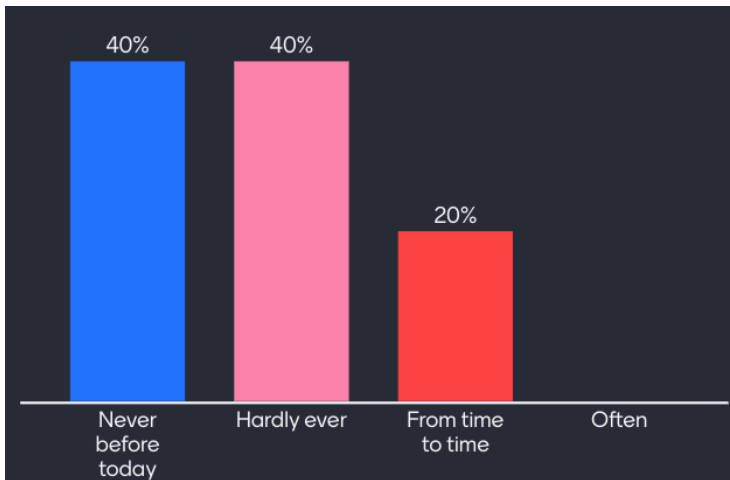


Figure 1. Mentimeter survey responses from the panel during the introductory session, in response to the question: “Do you usually take part in community consultations?”

3.2 Baseline perceptions and values

Typical deliberations start with values – asking ‘what matters most’ to the participants, in order to begin the process of finding common ground. In this regard, we asked what each person and the group valued in the transport system. This session focused on personal views and experiences that the participants brought to the room, before learning more about the issue.

The group was asked to use Mentimeter to indicate what comes to mind when thinking about transport in Auckland. Their top-of-mind thoughts generated a word cloud dominated by words such as “unreliable”; “slow”; “expensive”; “traffic”, etc. (see **Figure 2**).



Figure 2. Mentimeter word cloud generated by the panel during the introductory session, in response to the question: “What comes to mind when you think about transport in Auckland?”

Considering the problems that they cited in the prior discussion, the panelists were asked to rank what mattered most to them in relation to transport in Auckland. The top-ranked answer was “time to destination”, which was followed closely by “accessibility – being able to get to where I need to go”, and “trip time reliability.” “Cost of travel” was ranked fourth (see **Figure 3**). The group was asked about how they travel now, and what barriers they faced in getting where they needed to go around Auckland. Much of the talk revolved around the lack of efficient public transport options, which prevented them from choosing modes that didn’t add to the congestion problem.



Figure 3. Mentimeter ranking by the panel during the introductory session, in response to the question: “What is most important to you about the transport system?”

The panel was also asked about their initial thoughts on congestion charging/time-of-use charging, following the brief introduction to the topic from the perspectives of NIF and Auckland Transport. Their votes (shown in **Figure 4**) indicated that while most participants had concerns, they were generally supportive of the idea and willing to explore the issues further.

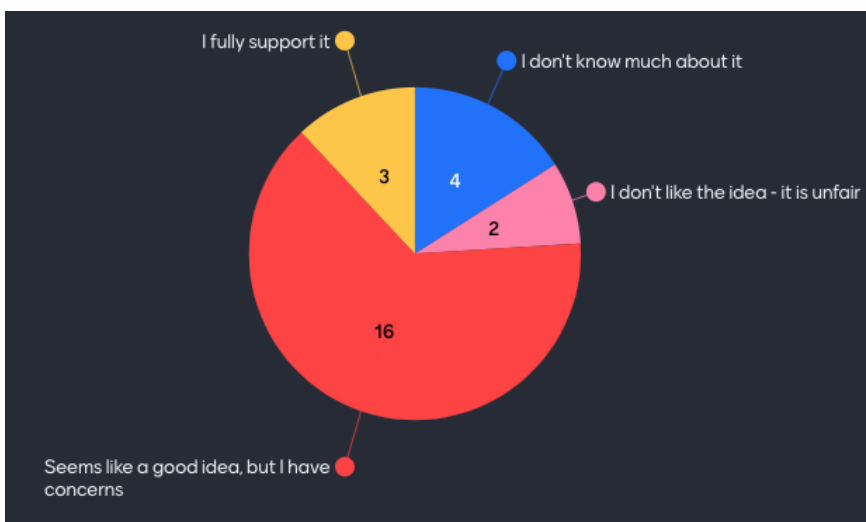


Figure 4. Mentimeter poll by the panel during the introductory session, in response to the question: “What are your initial thoughts on time-of-use charging?”

3.4 Introduction to the congestion charging issue

Following the first phase of listening to and reflecting on each other’s personal perspectives and experiences, the group was presented with information and data on the issue. ‘Time-of-use charging’ was explained as:

- Charging a fee to use parts of the road network at certain times
- Higher prices are charged during peak periods to spread demand
- Reduces congestion by encouraging motorists to change journey time, route, destination or mode.

Many on the panel were unaware of the long history of the debate around congestion charging in Auckland, which was outlined as shown in **Box 3**. After the introduction, they discussed their concerns and wrote down questions that they would like answered in the following sessions.

Box 3. History of congestion charging debate in Auckland

1998 – Central Government proposes enabling congestion charging
2006 – Auckland Road Pricing Evaluation Study
2008 – Auckland Road Pricing Study
2016 – Auckland Transport Alignment Project recommends congestion pricing
2020 – The Congestion Question Report
2021 - Auckland Council resolution supports congestion charging, with equity being addressed and sufficient public transport in place
2021 – Select Committee Inquiry results in cross-party consensus
2023 – Congestion charging had cross-party support prior to the election
2024 – Central Government commits to implement legislation enabling Time Of Use Charging

Over the two online sessions, and the beginning of the final in-person session, the panel heard from experts who have been closely involved in designing and implementing congestion charging schemes in other cities, and who were able to answer their detailed questions around what worked and what didn’t in the process, including around issues of gaining public acceptance for the schemes. The experts were:

- Daniel Firth – Director of Climate Action Implementation, C40 Cities.
- Scott Wilson - Client Service Lead, Road User Charging Australia/New Zealand, CDM Smith
- Shane Martin – Principal Economist, MRCagney

3.5 Themes and questions

Questions arising from the initial panel discussions revolved around three main themes. These were:

1. **Fairness and equity** – who is most impacted? who should be exempt? how could the use of revenue contribute to increasing equity?
2. **Implementation** – including costs, tracking and payment, and evaluation
3. **Local and city-wide impacts** – considering impacts on those just inside or outside of a ‘cordon’; problems with ‘rat-running’; parking outside the zone, etc.

These initial questions are summarised in [Appendix 2](#). There was much discussion initially on a wide range of exemptions, but after questioning the experts the panel understood the trade-offs this would have on the efficiency, complexity and indeed the success of a scheme, and they began to consider other ways of dealing with equity issues (though still considered that some exemptions would be necessary). The problem of Auckland's lack of sufficient public transport options became central to this discussion, and remained an important theme throughout the remainder of the deliberations. A major consideration was the use of revenue from the scheme, and a consensus was built around it being directed specifically into improving public transport services around the entire Auckland region.

3.6 Online discussion with Consider.it

In the second online session, the panel was introduced to the online platform Consider.it, as well as a template for starting to formulate proposals on principles and criteria for a time-of-use charging scheme.

Consider.it is a software application that facilitates deliberation by allowing people to input proposals for others to express their agreement or disagreement with, on a sliding scale, and add 'pro' and 'con' statements expressing the reasons behind their positions. The tool provides an interactive, real-time visual summary of what the group thinks, and why. It can provide rich knowledge about group support for ideas in a way that helps the participants themselves to understand trade-offs and identify common ground. Opinions are aggregated in a way that quickly reveals the emergence of patterns of support for or opposition to various proposals, and uncovers reasons for disagreement where it persists.

There was good engagement with the Consider.it platform among the panel members, who over a period of 11 days submitted a total of 39 proposals, adding to a group of seven proposals around objectives that were seeded to start the conversation by the facilitators. These seeded statements related to some of the points made in the expert presentations and questions posed by the panelists. Altogether the group provided 1087 opinions and 451 comments, including 'pro' and 'con' statements explaining their rationale for support or opposition to various proposals, and comments responding to these statements.

The Consider.it tool automatically ranks proposals based on the level of agreement on each. This simplified the later deliberations as it allowed the group to focus on those proposals that were likely to gain consensus, while also facilitating discussion about why certain ideas were popular or not.

Prior to the final deliberation session, the full list of Consider.it proposals, rationale (both pro and con) and comments was divided into five groupings/themes to be discussed and iterated in small groups in the in-person forum. The data was transferred to a Word document (in Google docs) in a template that included the proposal statement and detailed explanation (if present), the visualisation of the vote distribution, and the pro and con statements and related comments on each proposal (see **Supplementary material**)⁶. The full anonymised conversation on Consider.it is available online.⁷

⁶ <https://bpb-ap-se2.wpmucdn.com/blogs.auckland.ac.nz/dist/2/799/files/2024/06/Supplementary-material-Consider.it-data-NIF-final.pdf>

⁷ <https://communitypanel.consider.it/>

The groupings were:

- A. Objectives of the scheme – what was most important for the scheme to achieve?
- B. Mitigation of impacts – exemptions or other proposals to reduce burdens on vulnerable people/sectors
- C. Managing and using revenue – how should the revenue be managed, and by who? Where should the revenue be directed?
- D. Size, time and boundaries of the scheme
- E. Technologies and communications of the scheme

The panelists were randomly assigned one of five discussion groups focused on each of the above themes. Groups assessed all the proposals within the theme and narrowed them down to no more than three statements per theme, combining separate proposals where appropriate, and eliminating others as less relevant. All groups then voted on the shortlist of proposals that had reduced from 39 to 12. The groups were mixed again and each worked on refining the wording of the proposals with the highest consensus. They then voted and discussed again as a full group in an iterative fashion to finally agree on the wording for one main objective of the scheme, and seven principles.

The panel chose two representatives to present the finalised report to representatives from Auckland Transport (Graham Gunthorp), Auckland Council (Michael Roth) and Northern Infrastructure Forum (Barney Irvine). The Community Panel Report is presented in [Appendix 3](#).

4. Summary of findings

The Community Panel took their task seriously, and through multiple rounds of learning, questioning and deliberation were able to reach consensus around principles supporting a time-of-use charging scheme for Auckland. Through the learning process, they understood the benefits of such an initiative in reducing congestion and allowing for improvements in public transport in Auckland, which was of critical importance to the majority of the panel.

The principles and criteria set out by the community panel are summarised below:

- The primary objective must be to reduce congestion
- Strategic use of discounts and exemptions to mitigate social impacts
- Revenue must be used exclusively to provide transport options for Aucklanders, particularly public transport options
- Keep it simple and transparent:
 - People need to know what they're paying and when, and timing and pricing should be reviewed regularly
 - Initial geographic boundary for charging zone must not be too complex
 - User-friendly and reliable payment systems
- Clear communication of benefits, particularly de-congestion benefits

5. Reflections on the process

The approach taken to engage the Community Panel was based on the principles of deliberative democracy - the idea that the quality of decision-making can be improved when citizens have the

opportunity to consider multiple perspectives and to deliberate and exchange ideas in a constructive and informed manner. Deliberative engagement differs from other forms of consultation in that it allows those involved to get closer to the issue at hand, through informed discussions involving diverse perspectives and lived experiences, and access to data and evidence. Such processes attempt to address the usual limitations of insufficient information and time to reason through arguments.

These types of interactions often lead to new understandings and insight among the group. Participants encounter a wide range of views, are prompted to explore their own, and are asked to consider why others have different views. This encourages participants to learn from each other, to form reasoned opinions, evaluate positions and reach informed decisions.

Bringing a range of 'typical' public perspectives together enables inferences to be made about how the wider population would think about, and potentially resolve the issue, given the chance to work together to find common ground.

This Community Panel demonstrated the willingness of Aucklanders to take up such a challenge to improve how their city functions for the future.

Appendices

Appendix 1: Stratification table for recruitment

Stratification from the 2018 census, for the Auckland region, generated by newDemocracy’s Stratified Random Selection Tool (<https://selection.newdemocracy.com.au/>).

The column labelled “Target (%)” is the expected percentage for each demographic group based on the 2018 census data for the area.

The “Target out of 30” column shows the ideal numbers required for a perfect representative sample for a workshop size of 30 participants, based on percentages from the census data. These numbers are fed into the sortition tool to randomly select the sample. Our original sample matched this distribution perfectly, but not all of the initial selected people were able to participate, so there was some slight skewing of the numbers in the reselection.

The “Panel (30 selected)” column shows the actual numbers for each demographic group for the 30 participants after reselection, who agreed to attend. One participant had to withdraw just before panel convened. The final column “Assembly (Final 29)” is the number of people who were able to attend and contribute to the process.

Auckland Region census 2018	Categories	Target (%)	Target out of 30	Panel (30 selected)	Panel (Final 29)
Gender	Male	48%	14	13	13
	Female	50%	15	16	15
	Gender diverse	2%	1	1	1
Age	18 - 24	17%	5	5	5
	25 - 34	21%	6	6	6
	35 - 44	16%	5	6	5
	45 - 54	17%	5	5	5
	55 - 64	14%	4	4	4
	65 - 74	9%	3	3	2
	75 - 84	6%	2	2	2
Ethnicity	European (including NZ European, Pakeha, other European)	48%	13	13	13
	Māori	10%	3	3	2
	Pacific Peoples (including Samoan, Tongan, Fijian, Cook Islander, and other Pacific Peoples)	14%	4	4	4
	Asian (including Indian, Chinese, Korean, Japanese, and all other Asian)	25%	8	8	8
	Middle Eastern/Latin American/African	2%	1	1	1
	Other	1%	1	1	1

Main means of travel	Work at home	9%	2	3	3
	Drive a private car, truck, van or company car	70%	19	16	16
	Passenger in a car, truck van or company bus	4%	1	0	0
	Public bus	7%	2	3	3
	Train	3%	1	2	1
	Bicycle	1%	1	2	2
	Walk or Jog	4%	2	3	3
	Ferry	1%	1	0	0
	Other	1%	1	1	1
Qualifications	No quals	15%	4	4	4
	High school	38%	11	7	7
	Post-secondary	17%	5	8	7
	Tertiary	31%	10	11	11
Live with activity limitation	Yes	6%	2	2	2
	No	94%	28	28	27

Appendix 2: Themed participant questions

The following table summarises the panelists' questions from the introductory session, grouped in themes that were discussed in breakout groups during online session 1, and answered by subject matter experts.

Fairness and equity
<i>Exemptions</i>
<ul style="list-style-type: none"> • During the times where high living cost is one of the factors for young adults and experts to leave the country, will this cause additional pressure?
<ul style="list-style-type: none"> • <u>Who</u> should be exempted from the scheme? Pros/cons for each of the proposed groups: <ul style="list-style-type: none"> ○ First responders ○ Support workers ○ Essential vehicles (?) ○ Delivery vans ○ People who have to travel from one part from Auckland across town for work, e.g. through multiple zones ○ Cars with multiple occupants (T2/T3 lane) ○ People who have to take trips difficult by PT (similar questions: can we implement) ○ People on low incomes (community service cardholders) ○ People whose work schedules are fixed and cannot change their travel time
<ul style="list-style-type: none"> • <u>When</u> could we exempt drivers from the scheme: <ul style="list-style-type: none"> ○ Traffic usually reduces during school holidays, will charging be reduced or paused during such periods? ○ Will there be congestion charging for event locations e.g. Mt Smart?
<ul style="list-style-type: none"> • <u>How</u> do we ensure the scheme is equitable? Pros/cons for each of these suggestions <ul style="list-style-type: none"> ○ Rebate scheme, automated for people of low income ○ PT that is frequent, reliable, has enough capacity and covers all of Auckland ○ Lowering PT fares ("carrot and stick")
<i>Revenue return</i>
<ul style="list-style-type: none"> • What will the revenue be used for?
<ul style="list-style-type: none"> • Will there be stipulations, e.g. money has to go towards PT or environmental offsetting?

Implementation: Payment, revenue and evaluation of the scheme
<i>Implementation</i>
<ul style="list-style-type: none"> • Cost of implementation – How much will it cost to set up? Who pays that cost? <ul style="list-style-type: none"> ○ Will the development and implementation of this scheme cost the city and the central government a lot, and are there ways in which we can reduce the cost of developing the scheme (i.e. cost of consultants)? Who should bear the cost of developing and implementing the scheme? ○ How much of the revenue will go into administration/used for council's operations?
<ul style="list-style-type: none"> • How do we make time of use charge off-putting enough to be effective - not just "it costs \$2.50 to get stuck on the motorway"?
<i>Tracking & payment</i>
<ul style="list-style-type: none"> • How is payment going to be collected/how will people pay for the charges?

<ul style="list-style-type: none"> • How will people pay the charge if it is only online? What if you cannot get online?
<ul style="list-style-type: none"> • Will there be penalties for non-payment?
<ul style="list-style-type: none"> • Who will collect the money? Council or private company? (Concern about privatisation).
<ul style="list-style-type: none"> • Will there be any work around the cost to recoup unpaid charges?
<ul style="list-style-type: none"> • Discuss potential problems of placing tags on cars: <ul style="list-style-type: none"> ○ Cost ○ Installation ○ Non-residents don't have them ○ Surveillance ○ Privacy concerns
<i>Evaluation</i>
<ul style="list-style-type: none"> • What stats/evidence is being used to monitor congestion on the considered roads? Who will own/be responsible for the end product?

Local and city-wide impact, consultation and feedback
<i>Local impacts</i>
<ul style="list-style-type: none"> • International examples show zones, will that be the same here? If so, what is the proposed area? If not, what roads are being considered?
<ul style="list-style-type: none"> • How big is area being charged, inner suburbs? Outer suburbs?
<ul style="list-style-type: none"> • How will the scheme affect small businesses who cannot change working hours (e.g. retail)?
<ul style="list-style-type: none"> • Will it stop people using city centres?
<ul style="list-style-type: none"> • How will this impact the economy in areas where the time-use-charging applies? E.g. areas such as Queen st and Broadway (Newmarket)?
<ul style="list-style-type: none"> • What would the impact be on central city vibrancy?
<ul style="list-style-type: none"> • What access ways will have charging facilities in place? Motorways? Main suburban roads?
<ul style="list-style-type: none"> • Will it lead to parking on areas right outside of the charging area?
<ul style="list-style-type: none"> • Will it lead to pressure on “rat run” streets if a ring is not around the whole area? <ul style="list-style-type: none"> ○ What will be the impact on the non-congestion charged roads? Will congestion spill over onto other roads?
<ul style="list-style-type: none"> • Will the time of use scheme affect access to hospitals?
<i>Community input and feedback</i>
<ul style="list-style-type: none"> • Have you used this type of community panel before, and what was its value?
<ul style="list-style-type: none"> • (<i>Do you have</i>) international evidence of this community engagement working in this way - and how that works regarding equity issues?
<ul style="list-style-type: none"> • How will the rest of Auckland be consulted?
<ul style="list-style-type: none"> • Are there any future public transport plans that these charges will go towards, who decides this, how will the public be consulted on this?
<ul style="list-style-type: none"> • What methods will be used to uplift minority and disadvantaged voices during this process? Or will it be a consensus of the majority?

Appendix 3: Community Panel Report

Community Panel Report

11 MAY 2024

INTRODUCTION

Community Panel establishment and remit

The community panel on time-of-use charging was convened by the Northern Infrastructure Forum with support of the Auckland Council and Auckland Transport, to obtain informed community views on principles and criteria that should guide the development of the time-of-use charging scheme.

Participants of the panel were recruited by the team from Koi Tū: Centre for Informed Futures, Waipapa Taumata Rau, University of Auckland. From an initial pool of 730 people who expressed interest using sortition tools, a descriptively representative sample of 30 was invited to the panel and completed the process.

The panel met four times, twice in person (18 April and 11 May) and twice online (23 and 30 April). During these sessions, participants heard from experts (Daniel Firth, Scott Wilson, Shane Martin) and stakeholders, asked questions, and engaged in discussion. Between 30 April and 11 May, the panel worked together using the Consider.It platform to vote on the outcomes of the planned scheme, and to draft a set of principles and criteria guiding the scheme's design. On the final day, the principles and criteria from Consider.It were further revised and condensed. The final outcome of this work is presented on the following pages.

Voice of the Community Panel about the process

We as the panel agree with the above statements. We also appreciate the opportunity to be involved and voice our opinions.

PART 1: OBJECTIVES of Time-of-Use Charging in Auckland

The panel agreed that a Time-of-Use Charging scheme for Auckland should have the following objective/outcome:

OBJECTIVE	The scheme will reduce congestion.
Rationale	The problem that we are solving is congestion, therefore the key objective of any solution must be the reduction of congestion.
Considerations	<p>The reduction in congestion must be measurable, and congestion in 'off-target' areas should be monitored to identify increases in congestion.</p> <p>Outcomes must be communicated to the Auckland public, in clear and simple terms.</p> <p>The implementation of the scheme must be sufficiently flexible to adapt to the future.</p>

PART 2: PRINCIPLES of Time-of-Use Charging scheme design

The panel agreed that the following principles should underpin the design of a Time-of-Use Charging scheme for Auckland:

PRINCIPLE 1	The scheme needs to mitigate the impact on disadvantaged people through strategic use of discounts and exceptions to address inequity.
Rationale	Minimising the negative impact on those least able to bear the brunt of the charges who have the least alternative viable options.
Considerations	<p>Too many discounts weaken the scheme.</p> <p>Equity is key.</p> <p>Application of enforcement/penalties need to be equitable.</p>

PRINCIPLE 2	Development of viable and reliable transport options needs to be prioritised to provide an alternative to driving.
Rationale	Without viable and reliable transport alternatives, the implementation of charging becomes a non-choice fee.
Considerations	We should not wait until public transport is perfect to implement the scheme. There needs to be visible action on the improvement of public transport before the scheme is implemented.

PRINCIPLE 3	Revenue should be managed and administered by Auckland local government and ring-fenced for Auckland, to improve accessible transport options, including public transport
Rationale	Aucklanders are paying so Aucklanders should benefit. Auckland has the highest population and projected growth, so further funding is essential. The purpose of congestion charging is to reduce congestion, not to collect revenue, so revenue should be spent to further reduce congestion by providing more transport options and accessibility.
Considerations	Congestion charging will cost money, so revenue will be needed to cover the infrastructure and administration costs of the scheme. Efforts must be made to minimise administration costs. There are known gaps in public transport, access/options that align with low socio-economic levels, so revenue can be used to address this. Low socio-economic level areas need more investment in alternative transport options. The spending of the revenue should be transparent. Aucklanders should know where the money from the time-of-use charging is being spent. Aucklanders (both local government and the public) should lead the decision-making about where the money is spent.

PRINCIPLE 4	Time of use pricing should be simple and transparent.
Rationale	<p>Keeping it simple is important for public opinion.</p> <p>People need to know what they are paying and when, regardless of the model.</p>
Considerations	<p>Timing and pricing should be up for review at appropriate regular intervals.</p> <p>Both methods of fixed or variable pricing should be considered to create an understandable but practical and user-friendly system.</p>

PRINCIPLE 5	The initial size/boundary of the scheme should be big enough to make a network-wide impact, but avoid being too complex.
Rationale	<p>Keep it simple.</p> <p>The introduction of the scheme must be understandable to the wider public.</p> <p>The scheme can be adapted in future, as needed.</p>
Considerations	<p>If it is too small it may seem targeted and it may not create meaningful congestion ease, deeming it unpopular in public opinion.</p> <p>A large scheme can be complex in terms of public acceptance, cost, infrastructure requirements and understanding.</p>

PRINCIPLE 6	The payment system must be user-friendly and reliable
Rationale	A simple way to pay will reduce administrative costs and prevent unnecessary late fees.
Considerations	<p>Different groups of people may be more familiar with online systems or in-person systems. Both should be available.</p> <p>Up-to-date technologies should be used.</p>

PRINCIPLE 7	The communication of the time-of-use charging scheme should be clear, transparent, and unbiased, and should focus on the objective of reducing congestion.
Rationale	Confusion can allow space for misinformation, leading to rejection. Therefore, good communication is key for acceptance of the scheme and public perception.
Considerations	<p>If the scheme is not communicated clearly, this could increase administration costs (for example, calls and emails).</p> <p>The communication should focus on improving congestion primarily.</p> <p>Multimedia forms of communication must be adopted to ensure widespread reach.</p>



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