

2021

PUBLIC ENGAGEMENT FRAMEWORK





WHY WE ENGAGE

Each engagement exercise is different depending on the decision or issue at hand, the needs of those affected, and the time and resources available to support the process. As a result, there is no one size fits all engagement, and each decision or topic requires thoughtful consideration of how best to engage in a meaningful way. Public engagement efforts should be customized and scaled based on conditions, constraints and impacts.

Transparent processes and consistent language helps Council, staff and the community have better, more consistent conversations about how, when or if, public engagement will occur.

CORE VALUES OF PUBLIC ENGAGEMENT

It is important to ground commitments to public engagement that will inform decision-making at a local government level in core values. The International Association of Public Participation (IAP2) Core Values are recognized globally and have been adopted by many Canadian municipalities and public sector agencies, including those in the Capital Region.

These core values help establish clear expectations and strive to respect the needs of all stakeholders involved in the decision. The purpose of these core values is to help make better decisions which reflect the interests and concerns of potentially affected people and entities.

THE CORE VALUES

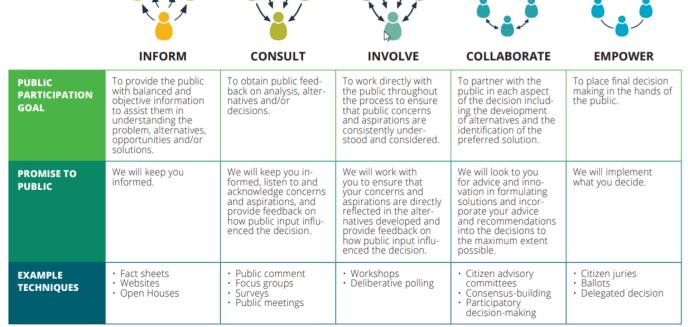
- 1. Public participation is based on the belief that those who are affected by a decision have a right to be involved in the decision-making process.
- 2. Public participation includes the promise that the public's contribution will influence the decision.
- 3. Public participation promotes sustainable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

DETERMINING THE LEVEL OF PUBLIC ENAGEMENT

Each topic or decision requires a different level of public input. In some cases, the public simply requires notification and updates. In other cases, there may be a complex decision to be made that requires a lot of information to be shared in a variety of ways for different perspectives to be captured.

The Spectrum for Public Participation starts from a level of inform and progresses to a deeper level of public participation at empower. In a local government setting the majority of broad public engagement is within "Inform - Involve" with advisory committees and participatory processes falling in the level of collaborate, and referendums, elections and voting offering the greatest of level of public influence, at empower, Councils, elected by the citizenry, are one example of empowered public decision-making.

SPECTRUM OF ENGAGEMENT



DECISION-ORIENTED AND GOAL DRIVEN PUBLIC ENGAGEMENT

When preparing for public engagement, it is imperative that the decision or outcome for the project or initiative is clearly defined from the outset. If Council wishes to incorporate public input and feedback towards a decision, public engagement is encouraged. If there is no outcome or decision that public input can impact, public engagement should not be undertaken and the inform level of the IAP2 spectrum should be considered.

When planning for public engagement, the community's role needs to be clearly defined and communicated to ensure a shared understanding of the level of engagement that is to be undertaken. The IAP2 spectrum will be used to determine what the level of engagement is and what methods should be employed.

Staff reports to Council clearly identify what level of engagement has or will be undertaken. It should be recognized that public engagement varies depending on the decision-making matter. For example, processes such as the development of an Official Community Plan will require robust public engagement whilst other processes, on the other end of the spectrum, may be restricted by legislation, regulation or other identifiable constraints.

PLANNING FOR ENGAGEMENT

Once an initial scope has been established for a project with opportunities for public engagement, a detailed communications and public engagement plan should be developed to outline all elements of the process. Having information contained in one location creates a quick point of reference and ensures that all aspects of public engagement have been considered.

KEY COMMUNICATION AND PUBLIC ENGAGEMENT PLAN ELEMENTS

Purpose	Define the purpose of public engagement	
Objectives	 Outline what you hope to achieve through the process Objectives should be focused and measurable These may appear as "increasing understanding of engage new stakeholders exceed the minimum requirements for" 	
Relevant Background	What background is necessary to provide context for the decision being made Describe decisions, steps or process that has led to this point	
Promise to the Public/IAP2 Spectrum	Describe your commitment to the public and how their input will be used Outline the level of public participation based on the IAP2 Spectrum	
Stakeholders Interests and Tools	 List who is affected by the decision and identify their interests Remember that stakeholders are internal and external Outline corresponding tools for reaching stakeholders and seeking their input 	
Key Messages	 Craft concise, active, plain language information that outlines the most important items people need to know "5Ws and "H" (who, what, when, where, why, and how) Anticipate secondary information that will also be needed and will inform FAQs and background documents 	

KEY COMMUNICATION AND PUBLIC ENGAGEMENT PLAN ELEMENTS

Engagement Approach	Outline the overall approach to engagement and strategic considerations that provide context for the strategies, tools and techniques to be utilized	
Opportunities and Risks	Describe the key risks and opportunities related to the process and how you will mitigate risks and capitalize on opportunities	
Tools and Techniques	 Outline which tools and techniques you will utilize to engage stakeholders and broad audiences Describe each technique and how it will be used Outline key considerations related to each 	
Timeline	 Outline the phases of engagement and time needed to complete the process Timeline should include preparation and planning, active communications and engagement, data collection, analysis and reporting, and closing the loop with participants 	
Action List and Responsibility	Outline in a table who is responsible for each task, associated deadlines and critical approvals	
Budget	 Outline the associated budget for all engagement activities Budget may include printing, venue rental, advertising, facilitation services, catering, data collection, etc. This may also include estimated staff time or consulting fees 	
Evaluation	 Outline what will be measured and what "success" looks like This may include web and social media analysis, media coverage, surveys completed, participation rates, event attendance, stakeholders reached, awareness raised, and anecdotal feedback 	
Closing the Loop	Outline how input received and next steps will be communicated to those who participated and those affected	
Responsible	The plan should indicate key roles and overall responsibility for the plan	

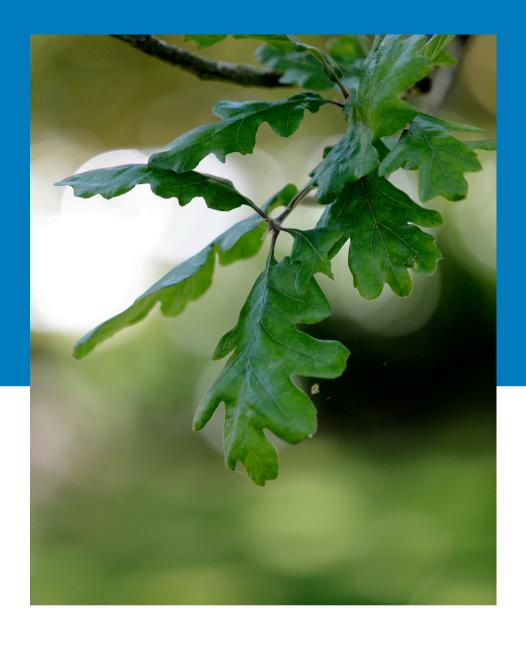
There are a variety of ways to gather feedback and input from citizens and stakeholders. Once the level of public engagement has been identified, it's important to determine the appropriate techniques for engaging the public in a meaningful way.

TECHNIQUES	TECHNIQUES OVERVIEW WHAT TO CONSIDER	
Presentations	Presenting to organizations throughout the community is an excellent way of building relationships and doing outreach. Can also be advertised for community presentations for citizens to attend and learn about a topic or milestone in a project.	 Ensure the presentation is short and simple, as there will likely be many questions. Provide handouts so that people can review later. Outline next steps and any opportunities for input. Presentations can be "piggy-backed" on to existing meetings. Make a special effort to meet with groups which are harder to engage, such as immigrants and youth, as they are often underrepresented in public processes. Attendees may want to ask questions. Establish expectations for taking questions or create follow-up opportunities for comments and questions to be submitted.
Surveys (mail/telephone/ online)	Surveys are a good way of getting a snapshot of opinions, across a wide range of demographic groups.	 The level of statistical validity depends on the type of survey undertaken. Generally, it is harder to get a representative sample or statistical validity from online survey, although they are easy and affordable to organize. Online surveys are good ways of engaging with youths, working people, and anyone who would not otherwise participate. Mail and telephone surveys can be more representative – however, they are more expensive to arrange, due to the costs of carrying out the surveys and coding the results.

TECHNIQUES	OVERVIEW	WHAT TO CONSIDER	
Key Informant Interviews	Interviews are excellent ways of gathering initial information and learning about specific situations. Often engages individuals or agencies that are very close to an issue or topic. They may be outspoken on a topic or have been involved for a long period of time.	 An interview requires an established format with a set number of questions. 4-6 questions are more than enough and allows for participant to expand at length on their ideas. Questions should be consistently applied to all interviews. It is useful to share your notes with the interviewee afterwards, to ensure that you captured all the main points. More than one interview can be done with each interest group, to make sure that the information gathered is representative and valid. 	
World Café	World Cafés enable groups of people to participate together in evolving rounds of dialogue with three or four others while at the same time remaining part of a single, larger, connected conversation.	 Small, intimate conversations link and build on each other as people move between groups, cross-pollinate ideas, and discover new insights into questions or issues that really matter in their life, work, or community. www.theworldcafe.com 	
Focus Groups	Small group discussions with 8-10 participants. An established format and a trained facilitator can effectively "dig deeper" for participant insights.	 Skilled facilitators are useful to ensure broader levels of discourse. Use the same process and questions for each focus group, if you are doing more than one, so that the results are comparable. An honorarium may be provided to participants for their time. 	
Online Forums	Online forums are web- based discussions that can occur in real time or over a period of time and are complementary to face-to- face engagement.	 Participant guidelines are essential, and these instructions should be simple to understand. Forums need to be moderated in order to vet the input and focus the discussions to avoid limited loud voices. Some forums allow participants to vote comments "up" or "down", rank options, or discuss options. The amount of real-time forums should be limited to allow for participation from a wide range of people. 	

TECHNIQUES	OVERVIEW	WHAT TO CONSIDER	
Workshops	Workshops are either small or large structured events with a set process and structure to facilitate discussion on specific topics.	 The goal of the workshop is to generate ideas and input from participants. No more than 25% of the workshop time should be dedicated to providing information. Ensure that larger workshops offer opportunities for everyone to participate, through regular small group discussions. Begin with a clear ides of the desired outcomes, both when planning the event and when communicating with participants. Participants should have an opportunity to provide feedback. Circulate the summary of the workshop to participants and articulate how the information will be used. 	
Open Houses	Open houses were traditionally static, information sharing events. However, by including interactive stations, entertainment, and other ways of providing input, they can be exciting and appealing to a wide range of people.	 Displays should be visually appealing and only share the information that is important. Staff at the open house should be well briefed prior to the event. Staff should discuss the issues and options with attendees without bias towards any options or opinions. Open houses can offer a range of other engagement exercises as separate "stations" within the larger event. 	
Kitchen Table Discussions	Kitchen table discussions, also known as "coffee klatches", are informal meetings of community members to discuss certain issues and share feedback. The feedback can be guided by a booklet of background and discussion questions.	 Preparing a good kitchen table guide is usefulthis would include background information, discussion questions, and a form for completing feedback and sending back to the project team. They can be effective for grassroots efforts or neighbourhood problem-solving and idea generation. They can also be used as an innovation to add depth to a larger process (e.g. such as development of an OCP). 	

TECHNIQUES	OVERVIEW WHAT TO CONSIDER	
Town Hall Meetings or Forums	Town Hall meetings are a way for elected officials to hear from residents about a specific issue or topics of interest	 Can be held in a range of public venues, including schools, libraries, municipal buildings, and churches. Can be interactive through digital mediums for viewing, voting, or posing questions or comments. Should include a Chair and clearly communicated protocols for format, moderation, and behaviours to allow for broad participation. Must be held in accordance with the District's Procedure Bylaw.
Expert Committees	Expert Committees help to identify the important questions, provide unbiased information, and review recommendations	 Experts should be sought for a range of areas to provide a balance of perspectives, e.g., technical, socio-economic. Information from experts should be "translated" into simple language before being shared with the wider community. Must be held in accordance with the District's Procedure Bylaw.
Task Forces	A Task Force is a committee charged with a specific task, deliverables, under specified deadlines.	 Task Forces should be kept small, with clear guidelines and a specific timeline and deliverables. A staff member should work with the Task Force to provide support and guidance. Must be held in accordance with the District's Procedure Bylaw.
Advisory Committees	Advisory Committees are representative of a broad range of stakeholders and provide advise or guidance in a range of areas. They are tasked with providing advice and guidance to Council on particular priority subjects.	 Advisory Committees should be representative of the community – examine the demographics of the group and take steps to recruit more participants from groups that may be left out otherwise. Advisory Committees should have clear Terms of Reference and be aware of the level of decision-making responsibilities they have. A staff member should work with the Advisory Committee to support and provide guidance. Must be held in accordance with the District's Procedure Bylaw.



2021

PUBLIC ENGAGEMENT TOOLKIT



IDENTIFYING STAKEHOLDERS

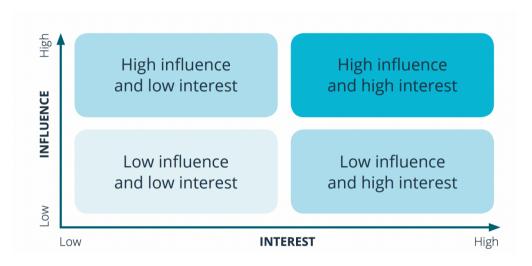
Every decision has impacts. Whether it is increased costs, new traffic patterns, construction impacts, levels of service, or a change in the way a property is used in a neighbourhood. Anticipating who may be interested and affected by the decision is an important planning consideration to ensure their information needs are met and that they are either aware of the change or aware of their opportunity to provide input prior to a decision being made. There are a variety of people or organizations that might be impacted or interested in your decision. This list helps identify potential stakeholders and will then help guide how best to communicate and engage within the community:

First Natior	s Property Owners	Community Groups and Associations
Citizens	School District	Mayor and Council
Oak Bay Bl	Cultural Groups	Post-Secondary Institutions
Fire	Health Authority	Persons with Disabilities
Police	Advisory Bodies	Business Owners
Seniors	Developers	Environmental Groups
Media	Emergency Management	Provincial Government
BC Transit	Sports Groups	Transportation Groups
Ambulance	Service Agencies	Federal Government
Youth	Student Associations	Neighbouring Municipalities

STAKEHOLDER MAPPING

Once you have identified potential stakeholders or interests, it's important to understand how stakeholders might be impacted or interested in a decision. This helps guide the level of engagement and how to tailor it to the needs of specific groups or interests.

STAKEHOLDER MAPPING MATRIX



STAKEHOLDER MAPPING EXERCISE

This exercise is best done as a group as it benefits from the wisdom and perspective of multiple people.

- 1. Create the matrix noted above on a wall or a large tabletop piece of paper.
- 2. Brainstorm all the groups who might be involved or interested in your decision or project. Write their names on sticky notes (one note per name).
- 3. Place the stickies on the matrix, considering both their level of influence (low to high) and their likely level of interest (low or high).
- 4. Decide how best to meet the needs of those identified based on their interest and influence.

DEVELOPING KEY MESSAGES

Consistent and plain language messages about a potential decision or public engagement process is critical to the success of the project or initiative. This information is what will help encourage the public to take interest and participate in the decision-making process. Key messages summarize the issues or opportunities and should be "clear, concise, complete, and correct" so that anyone can understand. This information should be used to guide media interviews, social media, speaking remarks, and print materials.

KEY MESSAGE ELEMENTS

- Develop a small number (ideally 3) of key messages and their supporting points
- Keep sentences short and create stand-alone sentences
- The basic elements of messaging should include the elements of the 5 W's and H: Who, what, when, where, why and how
- Provide context that compels the listener to care or want to learn more

TIPS FOR DEVELOPING KEY MESSAGES

- Use simple words, avoid jargon or buzzwords
- Avoid qualifiers such as "I think," "I believe," "I feel," and "I hope"
- Use active language, not passive
- Use words that help paint a picture in the listener's mind
- Avoid references to internal terminology or acronyms.

BEST PRACTICES FOR COMMUNICATIONS AND PUBLIC ENGAGEMENT

The following identifies best practices to improve District communications and ensure that it serves as a foundation for success in public engagement efforts.

1. PROVIDE QUALITY INFORMATION

- Be a facilitator of information, not a gatekeeper. An open government philosophy makes it easier to engage with a local government. Easy access to information and transparency of process facilitates trust. Open data and open government commitments reinforce public participation values.
- Ensure proper context is shared. Provide the needed context for both issues and decisions. Ensure that there is a shared understanding of how participation works in the District for each process. Ensure that accurate data, background, and considerations have been produced for people to be aware of issues, or to engage further. Anticipate their interests and informational needs to meaningfully engage the matter at hand.
- Keep it real. Engaging content is necessary to making information interesting and make people care. Use plain language and convey ideas in real terms that anyone can understand. Use consistent language throughout a given process, and across multiple processes. Avoid jargon and minimize the use of "process language" (like plans, policies, projects and strategies). Use language that people can relate to, understand and visualize (like parks, shops, jobs, and other community features).
- **Be human.** Demonstrate through language, photos and video used that the District is a people-centred organization. This is also helpful for recruitment and recognition purposes.

2. ENSURE

- Create an organizational vision and values that welcome public participation. Introduce organizational principles and values for guiding communications and public participation goals and activities. Clearly outline what decisions need to be made, and how public input will be used in the decisionmaking.
- Create communication checklists and tools to guide consistent public information sharing and practice across all departments.
- Ensure project charters include components and resources to inform/involve public (i.e., key messages, tools, timelines). Anticipate public needs at outset of project plan, and identify other considerations or opportunities related to other projects or agencies. Plan adequate time for public engagement to occur and to be effective.
- Prioritize communications and engagement efforts based on greatest needs and impacts. Create a contacts database and share what is heard broadly (internally and externally).
- Create an annual communications calendar for the
 organization that outlines seasonal and routine activities of the
 District to guide work plans. (e.g. Holiday closures, property tax
 dates, tax sales, dog and business license renewal dates, annual
 pool closures, watering restrictions, inclement weather, leaf
 collection, annual report, budget, etc.).
- Establish a staff structure and policy framework that is clear and understood in terms of responsibilities. Create organizational policies for traditional media and social media, scripts for phone and email interaction, visual identity guidelines and writing style guides, and public engagement philosophy.
- Develop corporate standards and guidelines to inform tools and approaches.

3. OFFER MULTIPLE TOOLS AND CHANNELS

- Provide choices. Provide residents with choices for how to engage with the District. No one tool will reach all demographics and multiple communications channels provide more access and options for awareness, education, and input. Ensure online mediums are current, complete and designed based on what works for the customer.
- Provide plenty of notice and do so through multiple channels. Provide plenty of notice and time for the public to participate. Recognize the limited volunteer capacity of many organizations, and the busy lives of residents and businesses impacted by decisions and services.
- Maximize time and effort. Coordinate the District's outreach
 efforts to maximize public input and community energy.
 Prioritize public engagement efforts on the decisions and issues
 foundational to the community and continue to reference the
 input gathered.
- Focus on the basics. Ensure customer service systems and tools are current and responsive.
- **Be social.** Social media and video are necessary tools for a local government. They are immediate, efficient, and cost-effective. Centralize or minimize the number of social media tools across the organization to foster a "go-to" information resource for all departments and subject areas.

4. CHAMPION COMMUNITY DIVERSITY

- Know Your Community. Be experts in understanding the
 diversity and composition of the community (e.g. age, family
 composition, cultural considerations, etc.). Anticipate their
 needs and interests, and respect how they receive information
 about District activities.
- There is no "general public." Recognize a community it not homogenous. Individuals and groups, and individuals of shared background or age, for example, have different needs and may be more or less interested in different issues/services.
- Build a goodwill relationship. Public participation is an ongoing relationship. Invest in keeping the community informed routinely. Build a two-way relationship with residents and stakeholders so they can rely on the District's communication tools and staff for accurate, current information and timely response.
- Encourage the community to lead and you to support. Look for opportunities to support community efforts or processes by providing information or tools if appropriate (e.g., kitchen table workshops, citizen-led meetings, community hosted panels or events, etc.).

5. SUPPORT STAFF IN ALL AREAS

- Everyone is a communications officer and everyone has something to contribute. Utilize staff in creating content – support a culture where everyone's job is to communicate well.
 Seek content and information from areas that are content-rich (e.g., archives, long-serving staff, etc.).
- Build strong relationships with media. Media remain a
 critical medium for conveying District information and
 influencing public opinion and engagement. Professional, twoway relationships are important to ensuring confidence and
 trust in process and information.
- Internal is external. Ensure internal communication efforts are robust to support strong information sharing within the organization. Local governments are often one of the largest employers in a community and the staff are residents and taxpayers as well. Staff can be excellent advocates for District initiatives, programs and activities when kept well informed. It's important that communication values are modelled and that employees can communicate directly within the community about the current activities of the organization.

PLANNING CHECKLIST FOR COMMUNITY EVENTS

A successful public event requires detailed planning and anticipation of the needs of attendees and staff. Here's a quick checklist:

1/	N.I.		
V	N	U	

Choose a venue that will accommodate more than the number of
people you expect, and supports the format you have chosen
Consider the location and how it supports all transportation
modes, vehicle and bike parking, and bus routes
Strive to have the building and room accessible for those with
mobility, visual or hearing needs
Visit the venue at the same time of day as your event is planned
Consider acoustics, temperature, and natural light within specific
event space
Confirm what other events are occurring during the time of your
event. Be aware of whether other events might attract others in
the building or nearby, or whether neighbouring activities might
conflict or generate noise
Confirm where the washrooms and emergency exits are located
and who is available to assist if venue support is needed

STAFF ROLES

Ensure you've included enough staff to help set-up, facilitate and
take down the event
Establish clear roles and responsibilities for the event (e.g. set-up,
reception, facilitation, rover, technical experts etc.)
Meet prior to event start time to discuss what may occur at the
event and ensure staff have shared level of understanding about
key elements of issue and event, including what happens after
event
Attendees should be greeted and thanked as they leave
Ensure attendees are aware of next steps or where they can go for
more information after the event

SUPPLIES

□ Venue contract with key contact information	☐ Sticky notes in various colours and sizes
☐ Door signage, sandwich boards or	☐ Feedback forms/Comment cards
balloons to help attendees find the room or entrance.	☐ Ballpoint pens and permanent markers
☐ Tables, chairs for registration, catering and attendees	☐ Staff nametags, lanyards, and business cards
☐ Garbage, recycling and compost	☐ Name-tags for attendees
☐ Table linens	☐ Visual aides (posters, maps,
Podium	PowerPoints, background reports
■ Easels	etc.)
☐ Laptop, projector, screen, speakers,	☐ Water for presenters
microphone and presentation	☐ Clearly marked container for
remote	feedback forms, surveys or comment
☐ Sheets for attendees to sign-in and	cards
sign-up for future updates	☐ Notice of filming or photography if
☐ Refreshments (coffee/tea, cookies,	video or photos are being taken
muffins)	☐ Miscellaneous kit: tape, rope, zap
☐ Large format paper and pens	straps, scissors, large envelopes,
☐ Attendee counter (or "clicker")	band-aids, paper clips, large clips, elastics, petty cash, etc.

CLOSING THE LOOP: ENGAGEMENT SUMMARY REPORT

Upon completion of a public engagement process or event, it's important that what was done and what was heard is documented and shared in a staff report as part of the background for governance decision-making. This can be used to inform Council, staff, participants and the broad public who may not have attended but are affected by the decision. This becomes an important record and background document as a process or decision advances.

THE ENGAGEMENT SUMMARY REPORT MAY INCLUDE:

- 1. Overview of the Project/Process and Objective for Engagement
- 2. Outline of the Process steps undertaken in overall process and associated timeline
- 3. Awareness and Engagement Activities Undertaken
- Describe how events and surveys were promoted advertisements, social media, media release
- Outline number, dates and locations of events and surveys
- Include photos of events and images of promotional tools used and/or media coverage

4. What We Heard

- Include photos of events and images of promotional tools used and/or media coverage
- Theme/analyze open-ended comments. Depending on volume, privacy considerations and preferences of decision-makers, at times all open-ended comments are included as an appendix for review. Depending on the volume and nature of open-ended comments, these may sometimes be reported verbatim and not summarized. Note: Open-ended comments can often unintentionally identify an individual. A detailed review of all comments must be completed

THE ENGAGEMENT SUMMARY REPORT MAY INCLUDE:

5. Who We Heard From

• Number of participants, relevant demographics (e.g. renter vs. owner, age, neighbourhood, previous participant, etc.)

6. Next Steps

- Outline the next steps in the process and how input will be used to inform the decision
- Note upcoming meetings or decision points and associated timeline

The District gratefully acknowledges the work of the members of the Mayor's Task Force on Public Engagement whose work informed this Public Engagement Framework and Toolkit.

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