



## ADMINISTRATIVE REPORT

Report Date: December 11, 2015  
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Meeting Date: January 20, 2016

TO: Standing Committee on Policy and Strategic Priorities  
FROM: Public Engagement Group, Corporate Communications  
SUBJECT: Engaged City Task Force - 2015 Report Back and 2016 Work Plan

### ***RECOMMENDATION***

- A. THAT Council receive the update on the public engagement work that is being conducted by staff, including specific implementation activities of the Engaged City Task Force recommendations.
- B. THAT Council approve the Framework for Public Engagement attached as Appendix A which is based on the Guiding Principles for Public Involvement adopted by Council in 1998 with updates that align the principles with the International Association of Public Participation (IAP2) Core Values for the Practice of Public Participation.

### ***REPORT SUMMARY***

The purpose of this report is to provide an update to Council of the work being conducted by staff to implement Engaged City Task Force recommendations and engagement efforts in general; as well as to obtain Council approval of an update to the existing Guiding Principles for Public Involvement.

### ***COUNCIL AUTHORITY/PREVIOUS DECISIONS***

In October 1998, Council adopted Guiding Principles for Public Involvement.

At its Standing Committee meeting on Planning, Transportation and Environment on October 3, 2012, Vancouver City Council passed a motion to establish the Mayor's Engaged City Task Force, with the mandate to increase neighbourhood engagement and improve upon the many ways the City connects with Vancouver residents.

On November 28, 2012, twenty-two (22) individuals with broad experience, expertise, and interest in community engagement in citizen-based democracy were appointed for the task force.

At Regular Council on May 28, 2013, the Task Force presented their initial Quick Start recommendations as a report reference.

At its Standing Committee meeting on Planning, Transportation and Environment on April 2, 2014, the Engaged City Task Force final report was officially received by Council.

### ***CITY MANAGER'S/GENERAL MANAGER'S COMMENTS***

Over the last several years, staff have been implementing components of the Engaged City Task Force recommendations such as Doors Open, Talk Vancouver and Pop Up City Hall. These activities have made it easier for residents to engage directly with the City. Thousands of Vancouver residents have participated and many have expressed their appreciation of easier access to services and a better understanding of the City of Vancouver. Staff's efforts have been a work in progress and this report is the further evolution of that. The Acting City Manager recommends approval of the foregoing.

### ***REPORT***

#### ***Background/Context***

As defined by the Engaged City Task Force:

*An engaged city brings people together for conversations to address issues of common importance, to solve shared problems, and to bring about positive social change. It involves people in the decision-making process such that it improves the resulting decision and, over time, builds the trust that is needed for fully empowered communities to actively create a common future.*

The goal to improve public engagement at the City is not a new one. Council has considered it an important focus for many years. As part of the Better City Government Initiative, the City launched the Public Involvement Review in 1996. The objective was to improve the ways citizens become involved in and participate in the various decision-making processes which impact on them or interest them.

In October 1998, Council adopted sixteen citywide Directions for Improvement, including Guiding Principles for Public Involvement. A Public Involvement Review Committee (PIR), made up of staff representing a number of different city departments and "at-arms-length" Boards and agencies was put in place from 1998-2003.

In mid-2011, a public engagement unit was created within Corporate Communications to provide centralized strategic support for staff consultation efforts. The focus of the unit is to provide a framework for consistent and innovative practice and tools to improve engagement efforts for broader reach and deeper measurement. The team works as an internal consultant with any City group who is seeking to involve the public in project and/or policy decisions that impact them.

To support public engagement efforts, a diverse group of twenty-two residents were brought together by Council in 2013 to tackle the need to increase Vancouverites' sense of belonging and inclusion, deepen their electoral engagement, and more deeply involve citizens in municipal decision-making.

The Engaged City Task Force (ECTF) worked for over a year, with staff support and community input, to develop a series of quick starts and priority actions. Each of the recommendations varies in its potential to address gaps and barriers identified and are designed to work together, building momentum towards a stronger culture of participation and engagement in Vancouver.

The Public Engagement team within Corporate Communications is leading implementation of the recommendations in collaboration with 3-1-1, Community Planning, Planning and Development, Parks, Engineering and Digital Services.

Improving public engagement is a fundamental civic goal, and while it is not a new focus, we now have new tools and expertise that allow us to address it in different ways and to respond to the changing needs of the population. This is the work that City staff, with guidance from Council and the Mayor's Engaged City Task Force, has endeavoured to deliver.

## *Strategic Analysis*

### **Engagement Projects Overview**

When we talk about engagement projects we are specifically meaning those projects that provide citizens who are affected by, or are interested in, a City decision with opportunities to participate in the decision-making process in order to improve the resulting decision, plan or project. There are many City staff from a variety of departments engaging with the public every day to improve policies, programs and initiatives. The Public Engagement team within Corporate Communications provides City staff with the strategic and tactical support they need to achieve successful engagement and monitors progress over time, gathering metrics for evaluation.

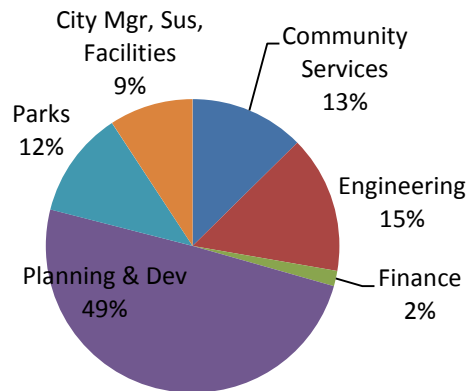
The following chart shows the number of projects that have included a public engagement component. Interactions are defined as active participation in online or in-person consultation events. Interactions from 2014 to 2015 nearly doubled.

	2013	2014	2015
Consultations	60	70	119
Interactions (active participation in online and in-person consultation events)	@38,000	@44,000	@85,000

This increase in participation can partially be attributed to the Engaged City recommendations that improved existing and created new tools, channels and opportunities for program areas to improve their engagement reach and the quality of the input they receive.

Departments that reached out the most in 2015 were Planning (59 projects), Engineering (18 projects), Community Services (15 projects) and Parks (14 projects). Major initiatives included the Greenest City Refresh, Cambie Corridor, False Creek

Flats, Richards & Smithe Downtown Park, Heart of Davie Village and Trans-Mountain Pipeline.



These numbers only tell a small part of the story. Tremendous effort and time, not only from staff but from the public as well, is hidden in these results. Our favourite public comment of the year was made at a recent winter shelter dialogue. After learning more about the shelter coming to their area a local neighbour asked, “How can we help? What do you need?” This brought the staff and shelter operators to tears. It is a beautiful example of the value that engagement can bring in working together toward a common goal and a better future.

### Engaged City Implementation

Over the last couple of years, City staff have implemented a number of Task Force recommendations. A full overview of recommendations and actions can be found in Appendix B Engaged City Task Force Implementation Dashboard. The final task force report includes 16 quick starts and 19 actions for the City to implement. The recommendations are designed to build on each other, toward a stronger Foundation and four building blocks of an Engaged City; 1) Building Knowledge, 2) Building Capacity, 3) Building Trust, and 4) Building Power.

The approaches and actions build upon the programs and services currently offered by the City. New ideas are being implemented in most cases by using existing resources. Since there are many changes and improvements underway in the City, as the attached Implementation Dashboard indicates, not all of these actions are happening at once - some will be implemented over time, in the shorter and longer term. Co-operation among Service Groups and Departments has been an essential part of implementation.

Below are some highlights of implementation from 2014 and 2015:

- **Pop-Up City Hall:** a mobile outreach unit bringing City services directly to residents. This initiative has helped us to increase access to City services and programs to people with issues like mobility, language or time constraints who would not normally come to City Hall. Pop-Up is staffed mainly by 3-1-1 Customer Service Representatives who can speak a variety of languages and have a broad

range of knowledge of City services. Different program area experts, depending on project needs, often join them. 88% of respondents who filled out a comment card said Pop-Up increased their awareness of City services. Our Pop-Up model with 3-1-1 CSRs recently inspired Edmonton to create one as well.

	2014	2015
Site visits	52	52
Interactions (in-person conversations)	@8,000	@9,000

The most common non-English conversations at Pop-up were in Cantonese and Mandarin with a spattering of conversations also held in Punjabi, Spanish, Tagalog and Vietnamese. Programs that leveraged the Pop-Up model included Elections outreach, Transit Referendum, Greenest City Refresh and the 2015 and 2016 Budget. Pop-Up was also present at the City's Pavilion at the 2015 PNE where staff from a variety of departments participated and interacted with over 6,100 individuals, 69% of whom were Vancouver residents.

*"Who has the time to go to city hall for face to face - great to have it come to my neighbourhood!"*

*"I'm disabled and use a walker and it saves me having to travel to city hall for info."*

*"We usually get forgotten living here. I'm really happy you haven't forgotten us."*

*"I didn't know about any of these services! Thanks"*

- **Doors Open Vancouver (DOV):** an annual event inviting residents to go behind-the-scenes at Vancouver's iconic civic buildings. The goal of DOV is to build stronger relationships with community members to increase the level of comfort interacting with City staff and learn more about the services provided in a fun and relaxed experience. Through feedback forms, many participants identified Doors Open as their first interaction with the City and had a positive experience.

	2014	2015
Sites	20	18
Visits	8,609	14,400
Volunteers	190	180

In 2015, the City saw a 68% increase in interest in DOV from 2014. Visitors were incredibly diverse, from families with toddlers and grandparents in tow, to design professionals, and people who had a variety of language skills. The event was a success because of the dedicated efforts of staff across a variety of departments, volunteers and our partners. 72% of our volunteers spoke a language other than English and 20% were returning volunteers.

*"I never had any reason to come to City Hall, it seemed intimidating, but you invited me, so I felt welcome."*

*"Valuable insight into how @CityofVancouver operates today at #DoorsOpenVan. Great initiative! #publicengagement"*

*"It made you feel less of a stranger to what's in your city."*

*"I enjoyed talking to city employees who are very knowledgeable, approachable, and helpful. The volunteers were amazing too. I have a new appreciation for the talented individuals who work for the city."*

- Talk Vancouver:** this online consultation platform enables residents to participate in City consultations from the comfort of their home. Our goal in using online tools is to hear from busy residents (eg. young professionals, families) who do not have time to attend public events or who may be limited by mobility or resources. Using online questionnaires for the majority of our consultations has more than doubled the average response rate and with the addition of standard demographic questions (that members only have to answer once) it enables us to measure the representativeness of our feedback and any gaps. These metrics have made significant contributions to tracking our efforts and the effectiveness of different campaigns to reach a broad diversity of voices.

	2014	2015
Questionnaires	45	49
Participant submissions	18,400	37,388
Panel members (registered participants, this is not the extent of participation however because we also have anonymous users)	3,106	5,860

The platform publishes an average of 4 questionnaires a month and sees an average of 150 new members joining each month. Participation is not restricted to members, but the membership panel is made up of a diversity of residents and business owners who span the spectrum on key demographics, and in most cases, reflect the population of Vancouver in general.

- Gender:** The Talk Vancouver panel mirrors the distribution of gender in the City of Vancouver among those 15 years or older (47% male, 53% female).
- Age:** Older (18% are 60+) and younger members (15% are under 30) are underrepresented in the Talk Vancouver panel, while those middle-aged, 30-59 (68%) are well represented compared to the City’s population.
- Residential Zone:** People living in the Downtown (24%) Northwest (17%) Northeast (19%), and Southwest (18%) portions of the City are well represented, and their numbers are consistent with their overall distribution in the Vancouver population. But those living in the Southeast (18%) are underrepresented (26% in Vancouver population).
- Ethnic Diversity:** Vancouver’s largest ethnic minority groups, Chinese (8%) and South-Asian (2%) are underrepresented in the panel compared to their population in the City.
- Home Ownership:** Members of Talk Vancouver are made up of both owners (53%) and renters (47%) in the City comparable to their proportions in the Vancouver population.

Our gaps in representation will be the focus in future recruitment, particularly in terms of age, residential zone and ethnicity. The goal is to grow the panel significantly to increase representativeness and to leverage its potential as an effective notification tool.

- **Development Process Improvements:** A new site sign and notification postcard template was developed that stands out with colour and provides plain language information and clear process details. This was first rolled out to the Rezoning group and has now been successfully rolled out to Development Permits. Over 48 new site signs have been installed over the last four months. A Consultation Guidelines document has also been developed and will be made available to applicants to identify clear roles and expectations for a robust process.
- **Social Media and 3-1-1:** Since October 2013, in response to a Task Force Quick Start recommendation, 3-1-1 CSR agents actively monitor and respond to requests through the City of Vancouver Twitter and Facebook - in 2014, this amounted to 2,719 messages assigned and resolved by 3-1-1, with many kudos for this work. In 2015, 3-1-1 responded to 3,828 requests.

The opportunity for 3-1-1 CSRs to engage on our social channels has provided a high level of competence for emergency management response. Social media has become an essential channel in emergency situations which the City was able to leverage successfully in 2015 during the Port fire and the Burrard fuel spill. City channels were relied on heavily for information during these events and where we usually average about 80 retweets per day, Port fire messaging had 1,151 retweets over two days and the fuel spill had 2,100 retweets over the week. 3-1-1 support was also very important during the windstorm in August. Between August 29-31 they sent 161 posts on social media with a resolution rate over 99%.

Overall, the City of Vancouver's main social channels are seeing a growth in followers and in engagement.

Follower growth over the year:

Twitter- 73%  
 Facebook - 62%  
 LinkedIn - 58%  
 YouTube - 40%  
 Instagram - 274%  
 Google+ - 45%

Engagement growth over the year:

Twitter Mentions - 33%  
 Twitter Retweets - 39%  
 Twitter Link clicks - 34%  
 Facebook Comments - 247%  
 Facebook Likes - 102%  
 Facebook Shares - 254%  
 YouTube views are up 172%

*"I've been super impressed with both @parkboard & @CityofVancouver twitter accounts during heat waves. Good suggestions & prompt responses."*

*"@CityofVancouver wow! That was quick!!! All the glass has been swept up. Thank you for taking care of it so quickly."*

- **Elections Outreach:** Lastly, the successful efforts around Elections outreach should be mentioned. For the 2014 election a proactive digital campaign was developed to encourage social cues including the 'make a plan to vote' tool that provided information on candidates, a twibbon campaign, a trivia campaign and "I Voted" stickers at polling locations that voters were encouraged to wear and post selfies of. Social media channels were well-coordinated and saturated newsfeeds, especially in the 2 weeks leading up to the election.

Strong social in 2014 was supported by a powerful branding campaign that was fresh and targeted. Thirty-two Pop-Up City Hall and smaller scale street team sites interacted with over 6,000 residents and provided multi-lingual voter information across the City especially in high barrier and/or low turnout areas such as DTES, South Vancouver, Kitsilano and Mount Pleasant. In the end, voter turn-out was 43.4% in 2014, up from 35% in 2011 and more youth came out to vote compared to previous years.

\* \* \* \* \*

The Engaged City Task Force recommendations have been instrumental in the way the City has approached public engagement. It has helped change the focus of public engagement from a per-project transaction into ongoing dialogue and relationship building opportunities.

Task Force recommendations are also interdisciplinary in nature and implementing them has required departments to work closely together. The result has been deeper internal and external working relationships that have uncovered opportunities for collaboration. We expect to see this expand further into deeper collaboration with and between Council Advisory Committees and Task Forces.

Feedback from the public is essential in helping us improve our services. Throughout implementation, the public has been vocal in its appreciation of initiatives as seen by some of the quotes above. The work to date has also received internal and external recognition.

- The City of Vancouver's internal Service Awards gave
  - Pop-Up City Hall the 2014 Silobuster award for cross-departmental cooperation;
  - Doors Open won the 2015 Community Connections award.
- Our new development notification sign received Dave Meslin's municipal 2014 Dazzling Notice Award.
- In their 2014 Community Excellence Awards, UBCM recognized the City for best practice in social media engagement for the City Bird campaign.
- The City Bird campaign also won the 2015 Best Use of Social Media Award from Canadian Internet Marketing.
- The Elections campaign brand and outreach received the 2015 Canadian Marketing Communications Campaign of the Year, Bronze level from the Canadian Public Relations Society.
- And the International Association of Public Participation Canada gave the City of Vancouver honourable mention as 2015 Organization of the Year for the Task Force work.



## 2016 Engaged City Work Plan

In 2016, the Public Engagement team in Corporate Communications will focus on the 'Foundation' recommendations in the ECTF final report. This will mean continued collaboration with all City departments. We will also work with social planning on Engaged City actions that specifically support the Healthy City action plan and continue to support individual project needs, including major initiatives such as Cambie Corridor, Northeast False Creek, and Housing. We will also continue to seek advice from and involve ECTF members who are interested in specific projects. We continue to meet with them as a check-in on an annual basis but many of the members are still connected and keen to contribute throughout the year with City projects and their own engagement initiatives. 2016 implementation actions are described in detail below:

- 1) **Incorporate the IAP2 spectrum into COV Guiding Principles for Public Involvement** - As their first recommendation in the Task Force report, it was suggested that the City's current Guiding Principles for Public Involvement were still relevant but that they could be "refreshed with an eye to incorporating the IAP2 Spectrum of Public Participation (or a modified version of the Spectrum) that suits the needs and realities of Vancouver. These principles should then be used as the evaluation framework for the review of every engagement project". This refinement is being brought forward to Council with this report.
- 2) **Develop specific strategies for engaging under-represented groups** - specifically 18-35 year olds, newcomers, and urban Aboriginals. As their second recommendation, the Task Force advised developing specific engagement strategies that meet the needs of each of these three demographics, recognizing that each group is diverse and has many points of community connection. The actions listed below will contribute to those strategies and are also designed to align with Healthy City Action 11, *City role in resident relations*. This includes:
  - a. continued investment and expansion of Talk Vancouver as a mechanism for reaching young professionals, busy families. Focus will be on growing the panel numbers significantly, especially within current representative gaps.
  - b. continued investment and refinement of Pop-up City Hall as a mechanism for reaching newcomers, families and seniors
  - c. continue to investigate innovative ways to use social media to reach under-represented audiences, in particular urban Aboriginals
  - d. continue to support the Vancouver Immigration Partnership project
  - e. work with Cultural Communities Advisory Committee to conduct focus group research on engagement needs and barriers, including consideration of the impacts of public space. Extension to other committees once initial work has begun.
  - f. develop a translation framework to support decision-making and identify long-term solutions, effectiveness and resource needs for translation - verbal and written.
- 3) **Support face-to-face engagement** - The Task force felt that "face-to-face meetings are critical for building relationships and fostering dialogue on complex issues and in order to support face-to-face engagement, the City should provide regular facilitation training opportunities for staff" (number 10 in the Task Force report). The Public Engagement team has developed a variety of templates and tools for staff

use and recently worked with Occupational Safety and different departments to run workshops on Safe and Productive Public Events, from which a staff Guidelines document was developed. As a next step, Corporate Communications will bring the recognized IAP2 training certificate into the City to encourage strong practice in the field. Staff will be offered IAP2 training as well as continued training in conflict management.

Staff training of this nature as well as diversity training/cultural sensitivity and vulnerable communities training for staff in the public sphere is also an action item in the Healthy City Strategy (HSC Action 9). A coordinated approach will be made with Planning, Social Policy and the Employment Equity Office to ensure staff receive relevant and custom training across these areas. Besides certified training, the teams will deliver supplemental 'best practice' lunch and learns.

- 4) **Improve the distribution of notifications and mailouts** - Described in recommendation number 6, the Task Force identified this was an area requiring focus in particular for development proposals. The public and staff have experienced inconsistencies in mail deliveries over the last few years. There are a variety of factors affecting this issue. Corporate Communications will gather what we've learned to date on current practice and gaps and identify a set of mailing and notification standards for projects. This will include Working with Canada Post to pilot their new Postal Code Mail service to address limitations to accessing rental units.
- 5) **Undertake an annual "Civic Engagement Report Card"** - Initial baseline data has been collected through Social Policy, the Vancouver Foundation's *Connections and Engagement* study and the *My Healthy, My Community* research conducted by Vancouver Coastal Health, UBC and Fraser Health. Staff also conducted a simple Talk Vancouver survey among members to begin to identify baseline information that will inform the metrics that the task force recommended following (recommendation #19). The task force will be convened in early 2016 in order to identify final targets based on this research. Metrics may be updated/improved upon and a process will be developed for tracking and refreshing the data. Effort will be made to link this closely to Healthy City data needs.
- 6) **Support community and cultural spaces** - The Task Force noted in recommendation 9 that "Community, arts, and cultural venues provide essential, formal and informal opportunities for residents to gather and form community connections...more needs to be done to protect our community, artistic, and cultural assets." The Public Engagement team will work with community groups and Digital Services to investigate the development of an open data set for community gathering spaces that can be used for free or low rent community gathering options. This includes investigating potential synergies with existing projects underway by the Vancouver Public Spaces Network and the Civic Renewal lab. Engagement staff will work with advisory committees to reach out to different communities in order to identify broader community space needs and existing uses. This also supports Healthy City Action 11, *City role in resident relations*.
- 7) **Improve civic education; Establish citizen academies** - Continued delivery of Doors Open Vancouver as a popular stage for civic education, especially with youth

volunteers, newcomers, families and Millennials. In 2016 planning for expansion and realignment of event timing for Doors Open will be undertaken - moving it to the spring and in 2017 connecting it to Canada's 150<sup>th</sup> birthday. (Purpose of realignment is to match other regional Doors Open event timing, typical consultation launch timing as well as staff and Council capacity).

The Public Engagement team will also work with Social Policy to pilot a potential newcomer youth civics program that has been proposed by the YMCA as part of their International Youth Connection Program for delivery in 2017. 2016 will be spent planning the feasibility of the program and developing the implementation model. This work is to deliver recommendation number 3. This also supports Healthy City Action 11, *City role in resident relations*.

- 8) **Electoral reform** - The Task Force identified a number of potential electoral reforms that need to be explored, such as registering at the age of 16 (recommendation #15), extending voting rights to permanent residents (recommendation #16), using the election ballot to get feedback on the current voting system (recommendation #17), and taking action on campaign finance reform (recommendation #18). The Public Engagement team will work with City Clerks to support the Independent Election Reform Task Force that is expected to be formed at the beginning of the year and focus on some of these possibilities.
- 9) **Public Space Action Association** - In order to "support citizens in leading and participating in public space initiatives and encourage the construction of small-scale community gathering spaces in order to foster localized community building and resident-to-resident engagement" the Task Force (in recommendation 8), recommended the creation of a Public Space Action Association "consisting of City staff, experts in public space and urban design, artists, designers, media-makers, and inspired citizens." The Public Engagement team will work with Engineering and Planning to support the testing of a stewardship approach for public spaces, using the Jim Deva Plaza Stewardship Group as a pilot.

### Public Engagement Guiding Principles Updates

In October 1998, Council adopted Guiding Principles for Public Involvement. These principles are still a strong foundation to guide public involvement but they are best practice principles and need a stronger commitment aligned to them. To strengthen them the Engaged City Task Force has recommended combining them with the IAP2 Spectrum of Public Participation. The International Association of Public Participation (IAP2) is dedicated to the advancement and improvement of public participation practices. Staff feel strongly that the connection to IAP2 brings greater recognition to the field and should also include the IAP2 Core Values which are a foundation to public engagement work.

Below is an overview of the recommended updates for inclusion in the Guiding Principles document. The full updated Framework for Public Engagement can be found in Appendix A. By including these additions, Council recognizes the importance of the IAP2 Core Values in public engagement planning and supports the use of the spectrum for communicating and evaluating engagement efforts.

### Update 1: Definition

A current definition of engagement exists in the Guiding Principles, however, in recognition of the work that the Task Force did, it is recommended that the definition of an "Engaged City" as proposed by the Engaged City Task Force, also be included in the guidelines:

*An engaged city brings people together for conversations to address issues of common importance, to solve shared problems, and to bring about positive social change. It involves people in the decision-making process such that it improves the resulting decision and, over time, builds the trust that is needed for fully empowered communities to actively create a common future.*

### Update 2: IAP2 Core Values

It is recommended by staff that the update include the addition of IAP2 Core Values:

#### IAP2 Core Values for the Practice of Public Participation

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.

### Update 3: IAP2 Spectrum of Public Participation

The Spectrum of Public Participation defines different engagement activities based on their level of decision making and influence. The Spectrum provides a framework that clearly outlines the outcomes and expectations involved in different kinds of public involvement, and offers a credible and common language that can be used by participants and decision makers.

When the City embarks on an engagement process, the purpose of the engagement will be clarified at the beginning of the process using spectrum language. It is expected that an engagement process may incorporate more than one point of the spectrum at different stages of the process and/or with different participant groups.

The IAP2 spectrum has been modified similar to the approach that the City of Calgary has taken, which recognizes the ongoing dialogue that “inform’ is not a specific participation method. The recommended addition is as follows:

The IAP2 Spectrum of Public Participation (modified)

Engagement Objective	<b>Inform</b> - To provide timely, accurate, objective, and easily understood information (for all levels of engagement) to assist the public in understanding the details of a program, project or process.					Increasing participant commitment and responsibility
	<b>Listen &amp; Learn</b> To provide opps for ad hoc public ideas and concerns	<b>Consult</b> To obtain public feedback on refined content	<b>Involve</b> To work with participants to refine content - eg. public concerns and aspirations shape refined content.	<b>Collaborate</b> To partner with participants in the development of content - eg. identifying alternatives and a preferred solution.	<b>Empower</b> To place final decision-making in the hands of the participant.	
>> Increasing participant influence/impact >>						
Promise to the public	We will be available for your comments and respond when possible.	We will keep you informed, listen to and acknowledge concerns and aspirations in developing final solutions.	We will work with you to ensure that your concerns and aspirations, are directly reflected in the alternatives developed.	We will look to you for advice in formulating solutions and incorporate your recommendations into the decisions to the maximum extent possible.	We will implement what you decide.	

Update 4: Guideline Changes

A few small working changes are recommended in the original Guiding Principles, these are identified in Appendix A. The largest addition is related to privacy. In recognition of citizen privacy concerns and the City’s commitment to ensuring a safe environment for providing public feedback, staff recommend the addition of the following statement under *Closure* strategies in the original 1998 principles:

“In some instances, public feedback such as that at public hearings, is collected as part of the formal record which often includes personal identification. In other cases, feedback is received in confidence to allow for personal expression without fear of bias. Privacy is always respected and in cases of public feedback received in confidence (such as through an online or

paper questionnaire), personal contact information and verbatim responses are securely stored and only a summary of aggregated feedback is published and available to the public. While raw data from public feedback can still be requested through the FOI process to ensure transparency, personal identification of comments is always kept confidential.”

### *Implications/Related Issues/Risk (if applicable)*

#### *Financial*

For the most part, implementation of these recommendations is becoming a part of how City Departments do their work and is therefore not an additional cost, and is therefore an approach that improves our day to day work, such as improved development permit signs across the city. The components that do require additional funding are included in 2016 capital and operating budget. Any future components of this work that require funding will be brought forward in future budget proposals to City Council.

### **CONCLUSION**

At its Standing Committee meeting on Planning, Transportation and Environment on April 2, 2014 Council directed staff to report back with recommendations for implementation of the Engaged City Task Force report.

The purpose of this report is to provide an update to Council of the work being conducted by staff to implement Engaged City Task Force recommendations and engagement efforts in general; as well as to obtain Council approval of an update to the existing Guiding Principles for Public Involvement.

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## **APPENDIX A - FRAMEWORK FOR PUBLIC ENGAGEMENT**

**Definition** - *For the purposes of these guidelines and public engagement work in the city the following terms are used interchangeably when referring to public engagement - they include: "public engagement", "public participation", and "public involvement".*

Public engagement provides citizens who are affected by, or interested in, a City decision with opportunities to participate in the decision-making process in order to improve the resulting decision, plan or project. The goal is to make better decisions, i.e., decisions that maximize benefits, minimize negative impact, satisfy a wide range of stakeholders and are easier to implement.

The overall definition of an "Engaged City", as proposed by the Engaged City Task Force is:

*An Engaged City brings people together for conversations to address issues of common importance, to solve shared problems, and to bring about positive social change. It involves people in the decision-making process such that it improves the resulting decision and, over time, builds the trust that is needed for fully empowered communities to actively create a common future.*

### **Core Values for the Practice of Public Participation (as defined by IAP2)**

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.

### **Guiding Principles for Public Involvement (original language as adopted by Council in 1998 - Language in *bold italics* represents recommended amendments)**

The following principles guide process planning for public engagement and are used as an evaluation framework.

#### **1. Mandating the Process**

- The credibility, purpose, and objectives of the public engagement process are clear to all process participants.
- The roles and interests of all participants are defined and effectively communicated.

- The public is involved in making changes to processes in which they are participants.

## 2. Resourcing the Process

- The public involvement process has adequate resources (financial, staff, community) to achieve the stated mandate.
- Community resources and energies are used effectively and efficiently.
- The assigned staff are trained in the conduct of public involvement processes which are used during the process.
- The selection of resources considers the relative cost-effectiveness of alternative techniques to achieve process objectives.

## 3. Process Participants

- Everyone potentially interested in or impacted by a process has an opportunity to become involved.
- Public involvement processes have a balance of people who represent others and people who represent only themselves.
- Efforts are made to include under-represented and hard-to-reach communities in all public involvement processes.
- Barriers to access are recognized and overcome *where needed and possible*, including physical, communication, economic, language, ethnic, and social constraints.
- Efforts are made to involve elected representatives and all affected City departments during the course of an involvement process.

## 4. Communications Strategies

- All communications for public involvement processes are effective, inclusive, and cover all necessary issues.
- The language of all written communications is clear, concise, objective, and free of technical jargon.
- Communication materials address relevant existing policy and procedure, history of the issues and past City initiatives, and alternative approaches to resolving issues and their respective advantages and disadvantages.
- Communication also regularly reiterates such basics of the process as the schedule, decision milestones, progress-to-date, and upcoming opportunities for involvement.
- Media is used regularly to provide general information to the public at large.
- Information or feedback is *summarized and* distributed regularly to those involved in the process and, at intervals, is also broadly distributed to anyone potentially interested in or impacted by a process.

## 5. Involvement Strategies

- The public involvement process is transparent and deals openly with conflict and imbalances of knowledge in order to maximize participant input.



- The scope and goals of the public process are repeatedly clarified during the process.
- The tone of the process fosters creativity and encourages civility and mutual respect among all parties to the process.
- Processes have a balance of proactive and reactive techniques to ensure that representative input is assured and everyone who wants can be involved.
- Input is obtained from those impacted both negatively and positively by proposals or projects.
- The involvement process addresses both agreement regarding the validity of the facts and understanding of varied opinions and values regarding the outcome of the process.

## 6. Closure

- Participants are convinced that a process has achieved its mandate at its completion.
- Evaluation of the process assesses its successes and shortcomings and communicates its results to the participants. The longer-term effects of the process on neighbourhood and community relationships and on perceptions of effectiveness of City processes are included in the evaluation.
- Affected communities are informed of process outcomes.
- *In some instances, public feedback such as that at public hearings, is collected as part of the formal record which often includes personal identification. In other cases, feedback is received in confidence to allow for personal expression without fear of bias. Privacy is always respected and in cases of public feedback received in confidence (such as through an online or paper questionnaire), personal contact information and verbatim responses are securely stored and only a summary of aggregated feedback is published and available to the public. While raw data from public feedback can still be requested through the FOI process to ensure transparency, personal identification of comments is always kept confidential.*

**Spectrum of Public Participation** (as adopted and modified from IAP2)

The Spectrum of Public Participation provides a framework that clearly outlines the outcomes and expectations involved in different kinds of public involvement, and offers a credible and common language that can be used by participants and decision makers. When the City embarks on an engagement process, the purpose of the engagement will be clarified at the beginning of the process using spectrum language. It is expected that an engagement process may incorporate more than one point of the spectrum at different stages of the process and/or with different participant groups.

Engagement Objective	<b>Inform</b> - To provide timely, accurate, objective, and easily understood information (for all levels of engagement) to assist the public in understanding the details of a program, project or process.					Increasing participant commitment and responsibility
	<b>Listen &amp; Learn</b> To provide opps for ad hoc public ideas and concerns	<b>Consult</b> To obtain public feedback on refined content	<b>Involve</b> To work with participants to refine content - eg. public concerns and aspirations shape refined content.	<b>Collaborate</b> To partner with participants in the development of content - eg. identifying alternatives and a preferred solution.	<b>Empower</b> To place final decision-making in the hands of the participant.	
>> Increasing participant influence/impact >>						
Promise to the public	We will be available for your comments and respond when possible.	We will keep you informed, listen to and acknowledge concerns and aspirations in developing final solutions.	We will work with you to ensure that your concerns and aspirations, are directly reflected in the alternatives developed.	We will look to you for advice in formulating solutions and incorporate your recommendations into the decisions to the maximum extent possible.	We will implement what you decide.	

**APPENDIX B - ENGAGED CITY TASK FORCE IMPLEMENTATION DASHBOARD**

\*QS refers to the Engaged City Task Force Quick Start recommendations adopted May 2013

ECTF Recommendation	Action(s)	Progress	
<p><b>FOUNDATION</b></p>	<p>1. Incorporate the IAP2 Spectrum of Public Participation into Guiding Principles and evaluation</p>	<p>Draft complete</p>	
	<p>2. Develop specific strategies for engaging under-represented groups - In particular                      (1) 18- to 35-year-olds;                      (2) newcomers and new immigrants; and                      (3) urban Aboriginal peoples.</p> <p>(added QS 1 and 15 for implementation tracking)</p> <p>Supports Healthy City Action 11, <i>City role in resident relations</i></p>	<p>Ongoing delivery of Pop-Up City Hall (QS 1 Bring City Hall to the community).                      Continue to invest in and recruit to Talk Vancouver panel (QS 15 Create and promote an online engagement panel).                      Work with Vancouver Immigration Partnership on recommendations for improving newcomer experience and involvement.                      Work with Council Advisory Committees for Cultural Communities, Urban Aboriginal Peoples, Renters and Children Youth and Family to research gaps and opportunities.                      Develop translation framework to meet the needs of the multilingual community.</p>	<p>In process, Ongoing</p>
	<p>19. Undertake an annual "Civic Engagement Report Card" - adopt the measures recommended in the ECTF report, commit to reporting out once a year.</p>	<p>Began initial benchmarking using Vancouver Foundation and Healthy Communities research, as well as conducted Talk Vancouver survey.                      Convened P2 practitioners network with other Canadian local governments to learn from each other.                      Meet annually with the ECTF to review. Identify targets in early 2016 based on research. Develop process for tracking and refreshing the data.</p>	<p>Planning</p>
<p><b>BUILD KNOWLEDGE</b></p>	<p>3. Improve civic education; Establish Citizen Academies - presentations on basic City processes that includes a peer-to-peer component where residents could be trained to offer presentations</p>	<p>Provided space and material for civic education (eg. Doors Open, 'City in 90 Seconds' video and capital plan asset infographics).                      Realignment and expansion of Doors Open Vancouver (QS 5 Open the Doors to City Hall, QS 8 City Hall storytelling).</p>	<p>In process, Ongoing</p>

	ECTF Recommendation	Action(s)	Progress
	<p>(added QS 5, 6 and 8 for implementation tracking)</p> <p>Supports Healthy City Action 11, <i>City role in resident relations</i></p>	<p>Pilot project with YMCA - proposal for newcomer youth civics program and Social Policy group.</p> <p>Support projects to develop educational graphic content as part of delivery (QS 6 City Hall 101). Eg. project 'City in 90 seconds' video</p>	
	<p>4. Promote 3-1-1, with a focus on non-English-speaking communities</p> <p>(added QS 12 for implementation tracking)</p>	<p>Leveraging Pop-Up City Hall and Doors Open Vancouver for promotion. As well as existing project notifications.</p> <p>Delivered a strong promotion campaign for release of online app - VanConnect (QS 12 Bring 3-1-1 online).</p> <p>Translate promotions.</p>	<p>Complete and ongoing</p>
<p><b>BUILD CAPACITY</b></p>	<p>5. Invest more in public engagement resources - All internal project briefs include a dedicated budget and proper staff time allotted to building relationships with stakeholders</p>	<p>Created a master budget template to provide a ballpark indication of costs and timeline for project managers while planning P2 projects.</p> <p>Created an internal library of resources such as a worksheet template using IAP2 values to help staff plan engagement needs and resources; and a Consultation Summary template for ensuring adequate recording of engagement efforts in projects.</p> <p>Provided an online library of Talk Vancouver reports for public.</p>	<p>Complete and ongoing</p>
	<p>6. Expand and improve the distribution of notification mailouts - also work with other municipalities to advocate that Canada Post provide special treatment to unaddressed mail from municipal governments</p> <p>(added QS 9, 10 and 11 for implementation tracking)</p>	<p>Updated site sign and notification postcard template to stand-out and be informative to the average person (QS 11 Rethink public signs and notices).</p> <p>Expanded areas are used for major projects, tall projects, or projects in specifically dense areas (QS 10 Enhanced notice of planning changes)</p> <p>Created Pre-Application Developer Consultation Guidelines that are encouraged at enquiry stage and Post-Application Developer Consultation Guidelines for applications that have been submitted (QS 9 Earlier public involvement in major rezoning proposals)</p> <p>Work with Canada Post to pilot their new Postal Code Mail service to address</p>	<p>Complete and ongoing</p>

ECTF Recommendation	Action(s)	Progress
	<p>limitations to accessing rental units.</p> <p>Review current mailing practice and gaps and identify a set of mailing and notification standards for projects.</p>	
	<p>7. Develop an evaluation criteria for online tools</p>	<p>Draft criteria created, to be finalized with Digital Services as part of procurement and piloting process.</p> <p>Complete and ongoing</p>
	<p>8. Create a Public Space Action Association</p>	<p>Pilot Stewardship Group to be created for Jim Deva plaza. This will be followed and tested as a possible city-wide model.</p> <p>In process</p>
	<p>9. Support community and cultural spaces - clarity of regulatory requirements, continue performance venue pilot, keep track of spaces</p> <p>(added QS 13 for implementation and tracking)</p> <p>Supports Healthy City Action 11, <i>City role in resident relations</i></p>	<p>The Arts Events License pilot has become a permanent program to make it easier to host pop-up performances in unconventional spaces.</p> <p>Develop a crowdsourced venue list of community gathering spaces (QS 13). A cultural spaces mapping project has been conducted as a stepping stone. Work with Digital Services, Facilities and Fire (re data points on facility information). Investigate related projects underway with VPSN and Civic Renewal Lab.</p> <p>In process</p>
<b>BUILD TRUST</b>		
	<p>10. Support face-to-face engagement - Provide regular facilitation training and work to develop guidelines on the elements of a productive meeting.</p> <p>Supports Healthy City Action 9, staff sensitivity training</p>	<p>A series of workshops on Safe and Productive meetings were held and from these guidelines were developed with Occupational Safety. Conflict management training continued from this.</p> <p>Deliver customized IAP2 training to staff actively engaging in the field, including cultural sensitivity component and conflict management.</p> <p>Deliver supplemental 'best practice' lunch and learns. Coordinate with Social Policy, Planning, Engineering and EEO.</p> <p>Complete and ongoing</p>
	<p>11. Pilot a neighbourhood liaison position to neighbourhoods with a high proportion of newcomers and new immigrants.</p> <p>(added QS 2 and 4 for</p>	<p>Investigate recent local proposals to create neighbourhood hubs and City liaisons with Neighbourhood Houses and Community Centres.</p> <p>Investigate neighbourhood participatory budgeting pilot over the 2015-2018</p> <p>Planning</p>

	ECTF Recommendation	Action(s)	Progress
	implementation tracking)  Supports Healthy City Action 11, <i>City role in resident relations</i>	election term (QS 2).  Coordinate with Council assignment of neighbourhood councillor liaisons or an adequate comparator for providing personal service at the neighbourhood level (QS 4).	
<b>BUILD POWER</b>	12. Develop a Charter of Roles, Rights, and Responsibilities for the planning process	Draft attempts have been made of these in the past, need to pull these together and finalize. Draft table of roles in 2016 and investigate "charter" process.	Planning
	13. Pilot the use of Community Reference Panels	Piloted Grandview Woodland Community plan, evaluation forthcoming.	Complete
	14. Increase the number of "positive cues" to encourage voting - could include neighbour encouragement campaign, lawn signs that say "Be part of the 100,000 who vote," , local celebrities who promote election registration and voting, and/or a sophisticated social media campaign.  (added QS 7 for implementation tracking)	For 2014 election a proactive social media campaign was developed to encourage social cues including the 'make a plan to vote' tool that provided information on candidates, a twibbon campaign, a trivia campaign and "I Voted" stickers at polling locations that voters were encouraged to wear and post selfies of - all social efforts were very popular.  Strong social in 2014 was supported by a powerful branding campaign that was fresh and targeted.  An outreach campaign using Pop-Up City Hall and smaller scale street teams, providing multi-lingual voter information was also used in 2014.  For the 2018 election, recommend starting the campaign earlier so that collateral can be out longer. Also recommend reinvestigating the potential of candidate videos.	Complete - refresh in 2017
	15. Target Voter Registration. Advocate early registration for 16 years olds. Enable registration to happen at schools during class registration	Support the work of the Independent Election Reform Task Force expected to be formed in 2016.	Planning 2016 /2017
	16. Investigate extending voting rights to permanent residents	Support the work of the Independent Election Reform Task Force expected to be formed in 2016.	Planning 2016 /2017

	ECTF Recommendation	Action(s)	Progress
	17. Use the election ballot to get feedback on voter satisfaction with the current voting system	Support the work of the Independent Election Reform Task Force expected to be formed in 2016.	Planning 2016 /2017
	18. Take action on campaign finance reform	Support the work of the Independent Election Reform Task Force expected to be formed in 2016.	Planning 2016 /2017