

Public Participation for Executives and Decision-Makers

**Creating an engagement framework for the
scoped re-examination of the Official Plan**



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Overall Purpose

- IAP2 Training For Decision Makers
- Engagement Plan Workshop for the Scoped Re-Examination of the Adopted Official Plan

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Session Goals (iap2)

- How public participation ties into your decision-making
- When and why the public should take part in your decisions...and when NOT
- Your unique role and commitment
- Key concepts that must be considered to be effective when involving others

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Key Questions to Answer

1. What is the decision you will make?
2. What are the impacts of this decision and who is impacted (our stakeholders)?
3. What is the process by which you will make this decision?
4. What issues are we engaging our stakeholders on at different steps in the decision process?
5. What is the intensity of influence we want our stakeholder to have?
6. What engagement success look like?



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Burlington's Rich Engagement Tradition



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Agenda

- Background and Decision Statement
- iap2 Core Principles for authentic public participation
- Lunch
- Stakeholder and Decision Process Mapping
- Engagement Objectives
- Key Stakeholders
- Wrap up

Operating Values

- Let's silence the technologies and avoid distractions
- One person speaks at a time
- We speak for ourselves
- We balance air time amongst participants
- We challenge ideas and not people – respect is our guide
- Let's give ourselves permission to change our minds
- We stay with the agreed agenda (Richard to keep us on track?)

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How did we get here?

April 2018: Adoption of New Official Plan

December 2018: Pause related to issues of Regional non-conformity

February 7th 2019: Council direction to re-examine the Official Plan

March 18th 2019: Council Workshop to scope the re-examination of the Official Plan

May 21st 2019: Work Plan for the scoped re-examination of the Official Plan

Today: Workshop on Public Engagement for Scoped Re-examination of the Adopted Official Plan



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What are we deciding?

- Engagement is a decision support function
- There must be clarity on decision before engagements can be planned
- Clear and succinct statement outlining what will be decided:
 - **When? Who? What?**
- Is a key message to recruit
- Is assessed to determine +/- impacts
- Impacts are used to identify stakeholders



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Proposed Decision Statement

Council will make modifications to the Adopted Official Plan's Downtown Urban Centre policies by March 2020.



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International Association for Public Participation (iap2)

- Established in 1992
- 23,000 members in 17 countries
- Capacity building, advocacy, quality assurance (CP3)
- Foundation program 1990 from municipal roots
- Recognized globally as protocol for authentic engagement
- Over 60,000 people trained world wide
- Over 100 people trained in Burlington

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Planning for Engagement

- Transparency and inclusivity
- Decision driven
- Values based
- Deliberate step by step approach
- Goal oriented
- Strategy before tactics (i.e. function before form)



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What is Public Participation?

iap2 defines public participation as any process that:

- includes the public in problem solving or decision-making, **and**
- uses their input to help make decisions



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Are there engagement opportunities?

Public participation does NOT mean giving away control or authority. It DOES mean being transparent and honest as well as thinking about what will help you make decisions – well before you have to make the decision or even begin to ask for input.

– IAP2

1. There is a future decision to be made.
2. There is a meaningful role for the public within the decision making process.
3. There is/are an opportunity for the public to participate along the decision pathway.

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I like to put it this way:

Community and stakeholder engagement is not asking for permission to make the decision ... it is inviting help to make a better decisions.



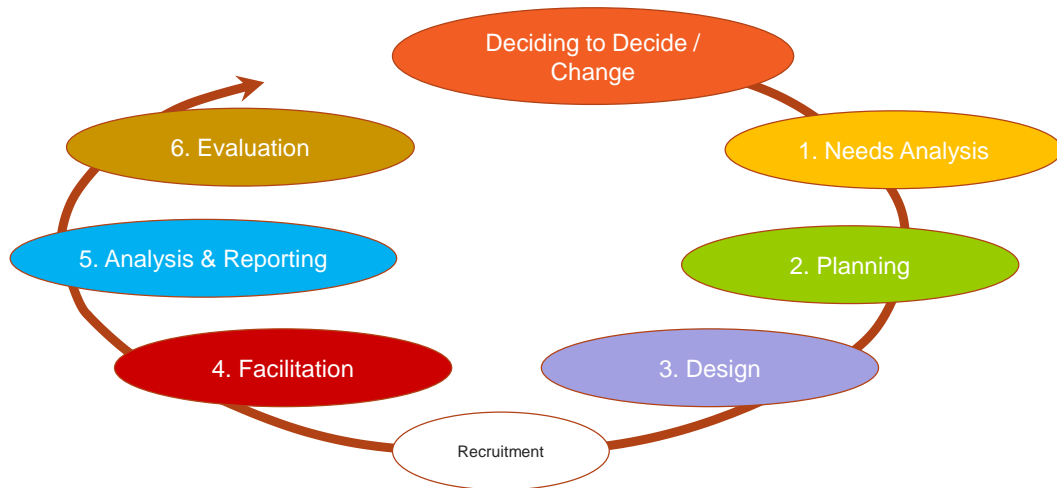
DELANEY + ASSOCIATES

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Authentic Public Participation is:

1. The decision is yet to be made in fact or principle.
2. The decision maker is open to be influenced.
3. There is a role for the public to influence the decision.
4. The public are informed and/or educated about the decision and process of decision making.
5. The public have reasonable access to the engagement / decision making process.
6. The scope of the engagement is relative to decision impacts.

Engagement Cycle



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Engagement Plan

Decision Statement
Decision Process
Givens
Scope of Engagement
Stakeholder Community

Engagement Objectives
Engagement Design
Communication Plan
Evaluation Framework

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The Right Techniques Meet Needs

- Needs of the decision maker
- Needs of the stakeholders
- Needs of the decision

STEP	ACTION	TASKS
1	Gain Internal Commitment	Activity 1: Identify the decision maker(s) Activity 2: Profile sponsoring organization's approach to public participation Activity 3: Clarify the scope of the decision Activity 4: Identify preliminary stakeholders and issues Activity 5: Assess sponsor's expectations of the IAP2 Spectrum level
2	Learn from the Public	Activity 1: Understand how people perceive the decision Activity 2: Develop a comprehensive list of stakeholders Activity 3: Correlate stakeholders and issues Activity 4: Review/refine the scope of the decision
3	Select the Level of Participation	Activity 1: Assess internal and external expectations Activity 2: Select level on the IAP2 Spectrum Activity 3: Assess "readiness" of sponsoring organization
4	Define the Decision Process and Identify Public Participation and Communication Objectives	Activity 1: Understand the existing decision process Activity 2: Set public participation and communication objectives for each step in the process Activity 3: Compare decision process with public participation and communication objectives Activity 4: Check to confirm objectives meet needs
5	Design the Public Participation and Communications Plan	Activity 1: Determine plan format Activity 2: Integrate baseline data into plan format Activity 3: Identify the public participation techniques Activity 4: Identify support elements for implementation Activity 5: Plan for evaluation

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Who is a Stakeholder (the public)?

Any person, group or organization:

- Impacted by the decision
- Perceived to be impacted by the decision
- Has an interest in the decision
- Can impact the decision-making process

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Engagement Values

- Public engagement and public satisfaction
- Transparency
- Accountability
- Accessibility of engagement
- Communication, education, and listening
- Clarity
- Mindful of long term impacts
- Mindful of context



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Why Involve the Public?

1. It's required
 - It's the law
2. You're frustrated or desperate
 - Public opposition
 - Lawsuits
 - Controversy is expensive and time-consuming



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Why Involve the Public?

3. There's value in involving the public

- Avoids controversy and public veto
- Effective risk and change management
- Improves processes and decisions:
 - Early warning system
 - Better understanding of the task
 - More information from more perspectives
 - Mutual understanding
 - Feedback on potential impacts

The Continuum of Democracy



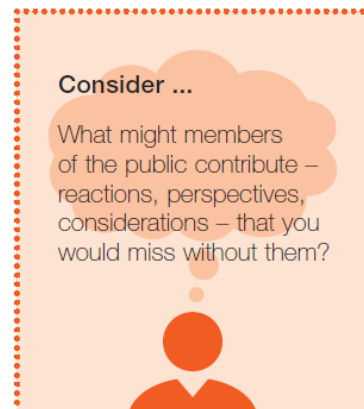
The United Nations Democracy Agenda: A Conceptual History, Kirsten Haack 2011

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Why Involve the Public?

4. It's to your advantage

- Helps manage single-issue views
- Motivate advocates
- Free consultants
- Builds relationships



More information ... More perspectives ... Mutual understanding

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Why do we engage?

- Laws / Regulations
- Policies
- Legal Precedent
- “Political” Commitment
- Significant Adverse Impacts
- Potential for Controversy
- Will create Winners & Losers
- Give Information
- Collect Information
- Engage Supporters

**You
Must**

**You
Should**

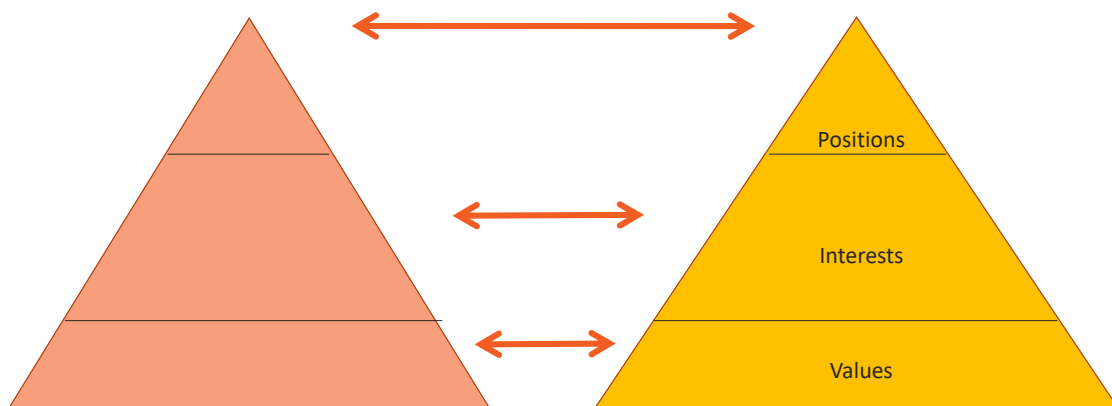
**You
Want To**

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Values-Based Dialogue

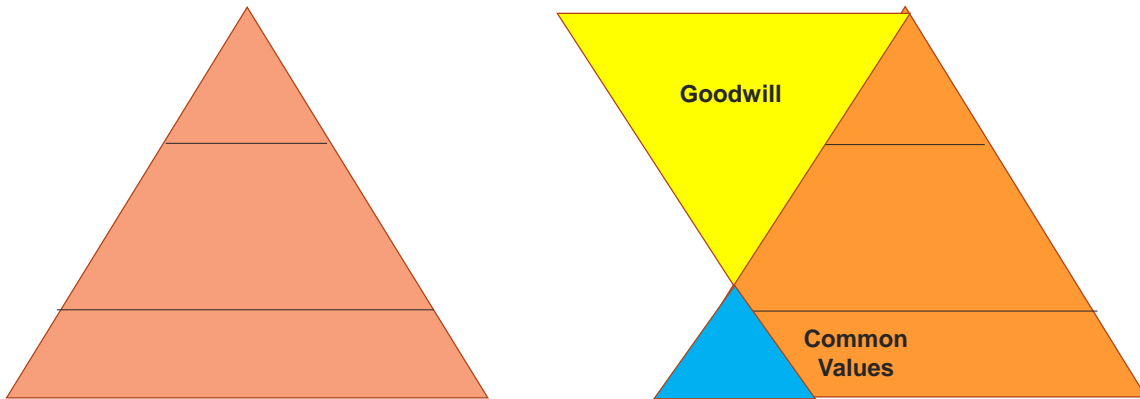


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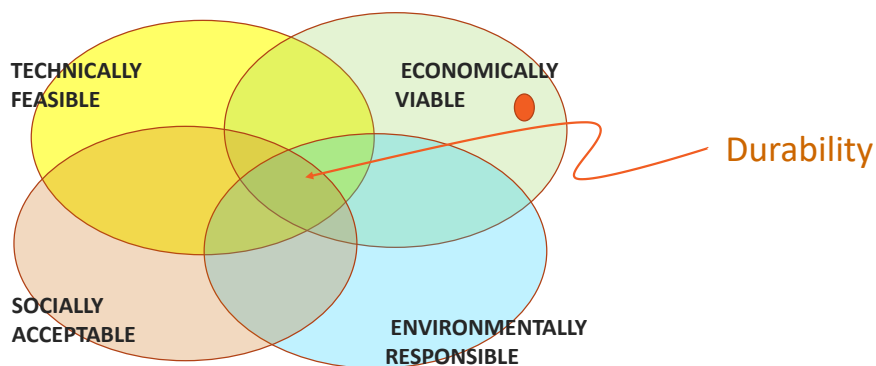
Common Ground for Action



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Creating Good Decisions



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When Not to Involve the Public

1. When you won't / can't consider their input
2. When you can't engage properly
 - a. Not sufficient time
 - b. Unwilling / unable to scope most significant issues
 - c. Incapable

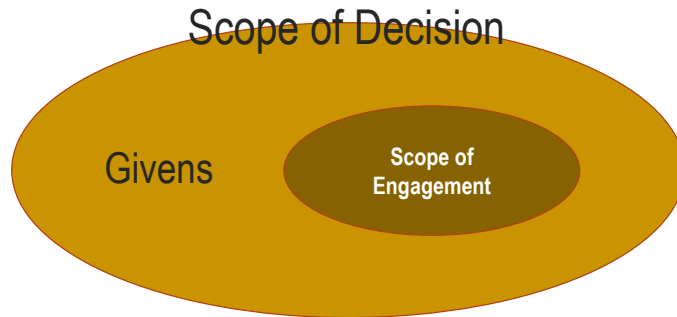
If you can only keep people informed, don't promise more

Critical Components and Considerations

1. Clarify the decision and decision-making process
2. Understand who needs to be involved
3. Determine the level of public participation
4. Embrace the core values of public participation
5. Ensure your public participation process is aligned with the decision process, is driven by the public participation objectives, and reflects organizational & process values
6. Evaluate and adapt - continuously

Critical Components and Considerations

1. Clarify the decision and decision-making process



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Confirm Scope of Engagement

- a. Turn to your neighbor and discuss 3 – 5 elements of the OP re-evaluation that should be included within the scope of engagement
- b. Use a Post-it[®] to list each and place it on the graphic



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Staff Proposed Givens

- Must achieve conformity with Regional Official Plan and Provincial plans and policies.
- Will not consult on issues of straightforward conformity.
- Basis of the re-examination is the adopted OP not the in-effect OP.
- Geographical/Subject Matter scope: Downtown Urban Centre.
- Engaging on two preliminary land use scenarios.
- ICBL is a separate study. Consultation of the ICBL will be focused on the statutory public meeting.
- Technical reports will inform the modifications.
- Region will be responsible for reviewing and bringing forward all proposed modifications to the adopted Official Plan and for final approval of the Official Plan.
- Scope of work, time and resources confirmed through previous process



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Confirm Scope of Engagement

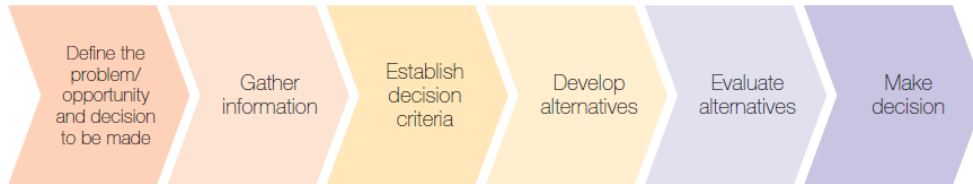
- ~~Turn to your neighbor and discuss 3 – 5 elements of the OP re-evaluation that should be included within the scope of engagement~~
- ~~Use a Post-it[®] to list each and place it on the graphic~~
- Turning to a different neighbour, discuss additional givens that you would like to scope out of the engagement
- Use a Post-it[®] it capture your ideas and place them on the graphic



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Critical Components and Considerations

Sample Decision Process



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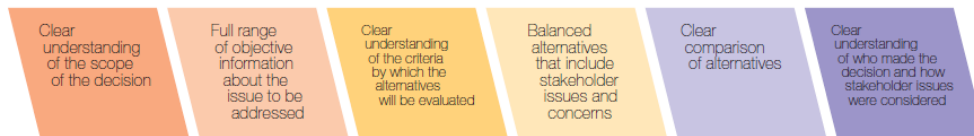


Critical Components and Considerations

Sample Decision Process



Public Needs



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Milestones

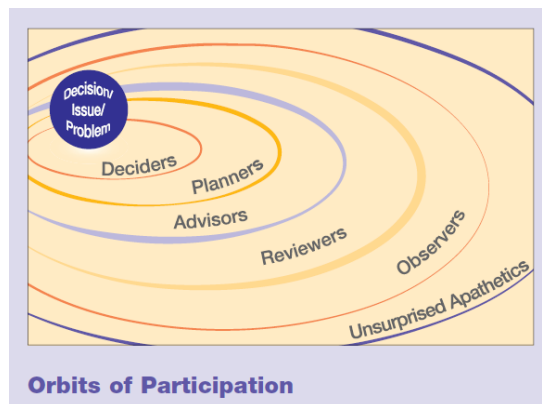
1. Develop the Engagement Plan
2. Technical Background Work
3. Introduction to the Project Background Memo
4. Develop the two Land Use Scenarios
5. Review both Land Use Scenarios with Stakeholders
6. Recommend a Land Use Scenario
7. Prepare Modifications to the Adopted Official Plan
8. Endorse Modifications to the Adopted Official Plan
9. Forward to Region
10. Communication of Results



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Critical Components and Considerations

2. Understand who needs to be involved



IAP2 acknowledges the contribution of the
Orbits of Participation by Lorenx Aggens.

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Who needs to be engaged?

Based on our collective understanding of the decision and it's impacts who needs to be engaged?

Round table contributions



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Timeline and Decision Steps

2019

2020

June thru August

1. Technical Background Work
- Transportation
- Base 3D Block Models
- Establish criteria to guide scenario development
- Develop two land use scenarios

July

2. Engagement Plan
3. Land Use Scenarios
4. Information Memo

September thru November

5. Review two Land Use Scenarios

November

6. Recommend preferred Scenario for COUNCIL to review / adopt

November thru February

7. Finalize Technical Work
8. Develop modifications

March

9. COUNCIL endorses modifications
10. Modification are forwarded to Region
11. Communicate results of engagement



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Critical Components and Considerations

3. Determine the Level of Public Participation

Consider:

- Level of controversy
- Level of trust / distrust
- Impact decision will have on the public
- Can the public influence the decision?
- Complexity and difficulty

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IAP2'S PUBLIC PARTICIPATION SPECTRUM

The IAP2 Federation has developed the Spectrum to help groups define the public's role in any public participation process. The IAP2 Spectrum is quickly becoming an international standard.



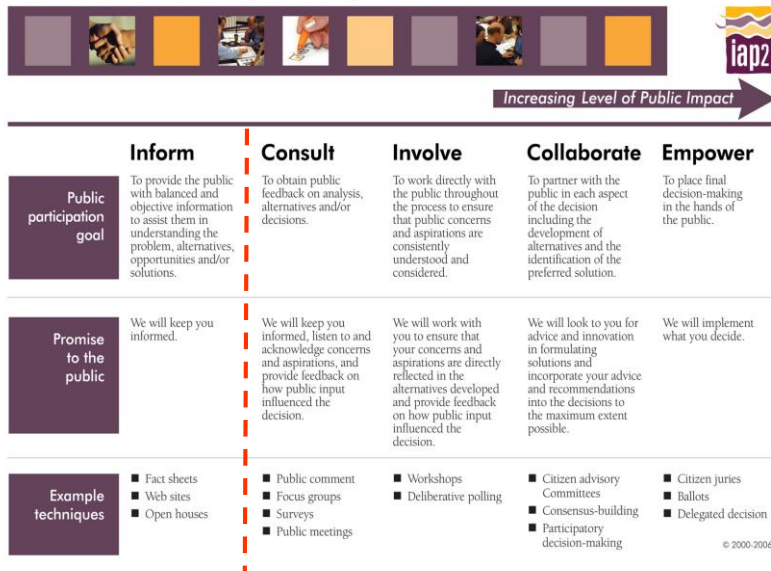
INCREASING IMPACT ON THE DECISION					
	INFORM	CONSULT	INVOLVE	COLLABORATE	EMPOWER
PUBLIC PARTICIPATION GOAL	To provide the public with balanced and objective information to assist them in understanding the problem, alternatives, opportunities and/or solutions.	To obtain public feedback on analysis, alternatives and/or decisions.	To work directly with the public throughout the process to ensure that public concerns and aspirations are consistently understood and considered.	To partner with the public in each aspect of the decision including the development of alternatives and the identification of the preferred solution.	To place final decision making in the hands of the public.
PROMISE TO THE PUBLIC	We will keep you informed.	We will keep you informed, listen to and acknowledge concerns and aspirations, and provide feedback on how public input influenced the decision. We will seek your feedback on drafts and proposals.	We will work with you to ensure that your concerns and aspirations are directly reflected in the alternatives developed and provide feedback on how public input influenced the decision.	We will work together with you to formulate solutions and incorporate your advice and recommendations into the decisions to the maximum extent possible.	We will implement what you decide.

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IAP2's Public Participation Spectrum



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Who is the “silent majority”

AKA ... why don't people get involved:

- Believe they have nothing to lose
- Believe there is little to be gained
- Too busy
- Don't think anyone will listen anyway
- Don't know enough about it
- Don't care
- Didn't even know the opportunity existed
- **Trust government to make the best decision**

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Engagement Opportunities

Opportunity	Objective	Level
1. Technical Background Work		
2. Engagement Plan		
3. Two Land Use Scenarios		
4. Information Memo		
5. Review Both Scenarios		
6. Recommend Preferred Scenario		
7. Finalize Technical Work		
8. Develop Modifications		
9. Endorse Modifications		
10. Forward to Region		
11. Communicate Results		



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Staff Suggested Engagement Opportunities

Milestones	Objective	Level
1. Engagement Plan	Develop the engagement plan.	Collaborate / Consult / Inform
2. Technical Background Work	Awareness and to educate the general public and stakeholders.	Inform
3. Introduction to the Project	Awareness and to educate the general public and stakeholders.	Inform
4. Develop Two Land Use Scenarios	Shape development of two scenarios.	Involve
5. Review Both Land Use Scenarios with Stakeholders	Public and stakeholder feedback on scenarios.	Consult
6. Recommend a Land Use Scenario	Present recommended Land Use Scenario to Council.	Inform
	Council decision on final Land Use Scenario.	Consult
7. Finalize Technical Work	Finalize technical work on final Land Use Scenario	Inform
8. Prepare Modifications to the Adopted Official Plan	N/A	
9. Endorse Modifications	Council decision on proposed modifications.	Consult
10. Forward to Region	N/A	
11. Communicate Results	Awareness and to educate the general public and stakeholder	Inform

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Critical Components and Considerations

4. Embrace the core values of public participation

1. The public should have a say in decisions about actions that could affect their lives
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

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Critical Components and Considerations

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



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Critical Components and Considerations

5. Ensure your public participation process is aligned with the decision process, is driven by the public participation objectives, and reflects organizational and process values

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Critical Components and Considerations

6. Evaluate and Adapt - *Continuously*



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Decision-Maker's and Leader's Role

- Be clear about the decision, the decision making process, the constraints (non-negotiables), and the role the public will play in the process
- Make sure you plan properly and adequately
- Consider the input you get
- Explain how the input is reflected in the decision
- Only promise what you can deliver
- Deliver on your promises

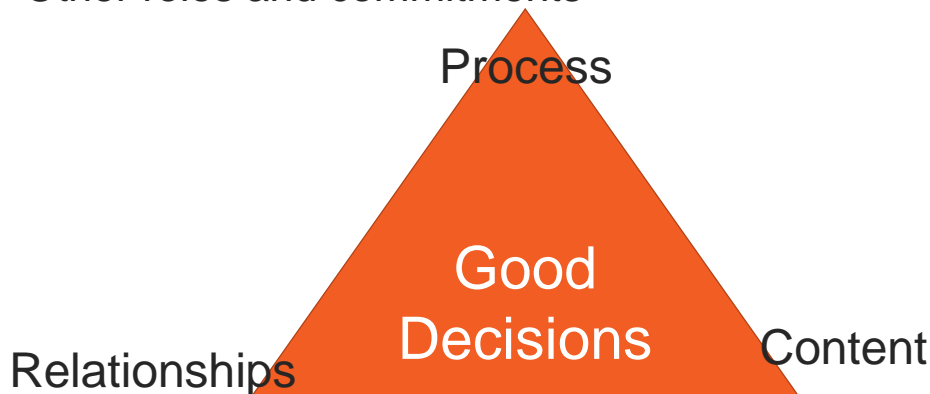
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Decision-Maker's and Leader's Role

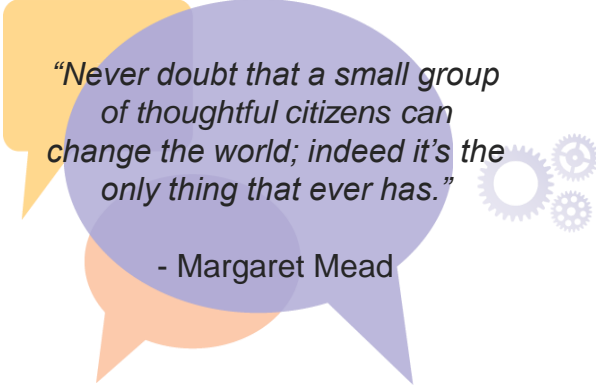
- Other roles and commitments



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*“Never doubt that a small group
of thoughtful citizens can
change the world; indeed it’s the
only thing that ever has.”*

- Margaret Mead

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Public Participation for Executives and Decision-Makers

What, Why and How to Involve Others in Your Decisions

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THANK YOU FOR PARTICIPATING!

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