TO:	**CHAIR AND MEMBERS STRATEGIC PRIORITIES AND POLICY COMMITTEE MEETING ON DECEMBER 4, 2012**
FROM:	**ELAINE GAMBLE DIRECTOR, CORPORATE COMMUNICATIONS**
SUBJECT:	**COMMUNITY ENGAGEMENT TASK FORCE – PHASE II REPORT**

RECOMMENDATION

That, on the recommendation of the Director, Corporate Communications, the following actions be taken with respect to the work of the Community Engagement Task Force (CETF):

a) the final recommendations of the CETF, listed in **APPENDIX A**, **BE REFERRED** to the Civic Administration for review and consideration;

b) the members of the CETF **BE THANKED** for their efforts in concluding the tasks assigned by the Municipal Council.

PREVIOUS REPORTS PERTINENT TO THIS MATTER

January 9, 2012, report to the Chair and Members of the Strategic Priorities and Policy Committee "Final report and recommendations of the Community Engagement Task Force (CETF)".

BACKGROUND

As part of its final report and recommendations to the Strategic Priorities and Policy Committee on January 9, 2012, the CETF requested that its mandate be extended an additional six months in order to continue working on three outstanding significant issues that had emerged during the course of the Task Force's year-long exploration of community engagement. These tasks were identified as follows:

- Elaborate on the use of the "empower" level of engagement (engagement where citizens initiate and develop projects and/or make final decisions and/or implement the decisions);

- Conduct a comparative analysis of legislation and by-laws in other provinces and cities that support enhanced levels of community engagement;

- Explore the concept of Civics 101 and how it can complement and enhance community engagement, including the development of curriculum and a delivery system (for example: London Strengthening Neighbourhoods Strategy, volunteers, neighbour to neighbour, existing vehicles, etc.).

In May 2012, Council passed a resolution directing Civic Administration to seek the input of the CETF with respect to the City's public notice provisions.

The following report sets out the process, findings and recommendations of the CETF with respect to the additional work undertaken by the task force. The CETF members have reviewed and commented on this report.

DISCUSSION

Between May 2 and October 17, 2012, approximately 30 members of the CETF met five times to continue working on the tasks set out in the Task Force's extended mandate. Members also split into sub-groups and worked together outside of the scheduled CETF meetings to complete each task. Each sub-group reported back to the CETF with a report on their work and a series of recommendations.

Beyond the recommendations developed for each assigned task, the CETF also identified the assignment of specific resources for community engagement as being critical to ensuring the success of the Community Engagement Policy and the associated recommendations included both in the first CETF report and in this final report.

EMPOWERMENT

The sub-group tasked with elaborating on the use of "empowerment" as a level of engagement developed a number of recommendations for supporting empowered engagement, which are attached in **APPENDIX 'A'** "Recommendations" under the sub-heading "Empowerment."

Additionally, the group produced the following guide for identifying and facilitating empowered engagement:

GUIDE TO EMPOWERMENT AS A LEVEL OF ENGAGEMENT

What is "empowerment"?
The work of Phase I of the Community Engagement Task Force focused on creating a better system for the City to engage Londoners by developing the City's Community Engagement Policy. In the Community Engagement Policy, Empowerment is identified as a Level of Engagement and is described as follows:

	EMPOWERMENT
Purpose of this Type of Engagement	Citizens initiate and develop projects and/or make final decisions and/or implement the decisions
City's Responsibility: **"Our Commitment to the Public"**	We will encourage and support citizens in identifying issues, developing priorities and implementing decisions. We will support and accept your decisions
Community's Responsibility: **"Our Commitment to the City"**	We will actively participate and we will encourage others to do so, taking ownership and responsibility regardless of outcome
Guideposts for Use	▪ Citizens make the decision and may implement ▪ City may facilitate or support implementation

In this context, Empowerment may be defined as:

> *The process of educating and motivating citizens to participate actively and meaningfully in their community through initiatives of their own design and providing them with the necessary tools, support and environment to be successful in pursuing such initiatives.*

There are two distinct aspects to empowerment as it pertains to engaging meaningfully with the City. The first ("pre-empowerment") involves creating awareness about what is possible for citizens to accomplish, both through education programs and encouragement or inspiration to act. The second involves ensuring citizens are equipped with the necessary tools and information to accomplish their goals when working with the City.

Creating Awareness & Inspiring Citizens to Engage
It is important to recognize that different communities in London will vary in their predisposition toward action. The initial impetus to act may arise spontaneously in reaction to a local issue, perceived threat or opportunity, or it may require some prompting from an outside agent.

Civic education campaigns – such as the "Civics 101" curriculum proposed by the Community Engagement Task Force – can be an excellent means of encouraging citizens to initiate engagement with the City to learn more about the mechanics of municipal government. Further, increased public awareness and knowledge about how municipal government works may allow for more sophisticated discourse on civic affairs to take place and empower citizens to take on more critical roles in the decision-making process. Because certain policies, procedures and decision-making processes are specific to London, targeting civic education in a "by London, for London" manner may help overcome the limits of relying on learnings and experiences from other jurisdictions, which may be impractical where laws, regulations and areas of responsibility differ in fundamental ways from one place to the next.

It is important that citizens who pursue and participate in formal civic education programs be recognized for their effort to improve their understanding of civic affairs. This recognition could take the form of priority seating at meetings, preference on applications to sit on advisory committees or task forces, or priority to ask questions or offer input during public participation meetings – as well as through any number of other actions still to be identified.
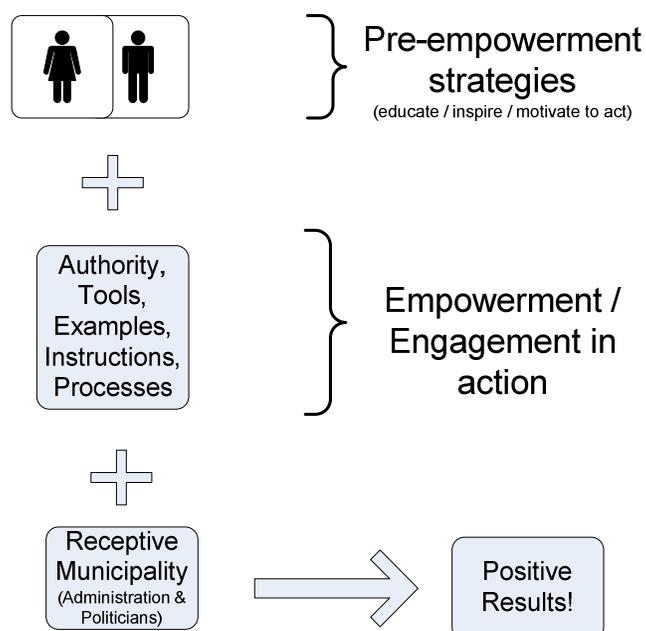
Finally, community associations and organizations can (and do!) provide a valuable service when they act as repositories of best practices and useful information for each other and for citizens (example: the Urban League of London). It is important for these organizations to work together, where possible, and to encourage citizens to initiate engagement on issues and ideas that they believe are important for their community(ies).

The Role of City Hall in Fostering Empowerment
Fostering and sustaining a culture of meaningful community engagement requires a receptive municipal government, both administratively and politically. In the Community Engagement Policy, the City has already committed to encouraging and supporting empowered citizens, wherever possible, who have identified particular issues or projects for implementation. In the future, Civic Administration should identify and document initiatives that have come from a place of "empowerment" for future reference and share these examples with the community in order to foster knowledge sharing and community learning.

The Process of Empowerment
We have not identified any new civic engagement "tools," but have focused instead on providing a guide to the empowerment/engagement process. Presented visually, the process of "empowerment" as a level of engagement might look like this:

Pre-empowerment
strategies
(educate / inspire / motivate to act)

Authority,
Tools,
Examples,
Instructions,
Processes

Empowerment /
Engagement in
action

Receptive
Municipality
(Administration &
Politicians)

Positive
Results!

THE PROCESS OF EMPOWERMENT IN ACTION

The common activities that most successful citizen-driven initiatives share include:

- Information Gathering & Education:
    - Research how your initiative fits with City priorities, constraints, and opportunities (including relevant sections of the Official Plan, current zoning, Council priorities and strategic plans, any master plans or associated initiatives such as the Culture Plan or Prosperity Plan, etc.)
    - Research any previous similar initiatives to identify successful tactics that can be incorporated into your own plan for initiating a project.
    - Review and develop your understanding of the necessary processes for obtaining support from the City.

- Stakeholder & Decision-Maker Analysis,
    - Identify and communicate with key stakeholders and decision-makers both inside and outside City Hall.

- Partnerships & Collaboration:
    - Identify and enlist support from potential project allies.
    - Identify and plan strategies for addressing opposition.

- Working with Civic Administration and Councillors:
    - Depending on your project or issue, approach specific City Staff or your Councillor with your plan or idea.
    - Work through your planned project or idea with Staff and/or Council prior to taking the initiative to a Council or Committee meeting.[1]

This process could be formally adopted by the City and explained to citizens as part of the proposed checklist or guide recommended (**APPENDIX 'A',** Recommendation 3). A guide to empowered engagement should include a copy of the Community Engagement Policy, a list of key contacts (Council, Civic Administration and community partners), and a reference to any supporting educational material (such as content developed for the "Civics 101" curriculum). The guide should include a checklist that covers the following elements:

- A description of the proposed idea or initiative, including the service area the project may fall under (i.e. Parks and Recreation, Neighbourhood, Children and Fire Services, Environmental Services, Corporate Services, etc.)
- A description of any research completed by the citizen(s) related to the proposed idea or initiative
- A completed stakeholder/decision-maker analysis
- A list of potential partners (and indication of which of these partners the citizen(s) has(have) contacted and whether they support the idea or initiative)
- A list of potential challenges or issues that may create opposition to the idea or initiative

COMPARATIVE ANALYSIS OF LEGISLATION AND BY-LAWS

The sub-group tasked with conducting a comparative analysis of legislation and by-laws from other jurisdictions completed a scan of other municipalities to determine which techniques are being used in other communities to improve and/or enhance engagement and empowerment efforts. The summary results of this analysis are as follows:[2]

CALGARY
What is working?
Based on a review of the city website, there is no evaluation or report on what's working for Calgary.
What by-laws have been changed to allow for greater engagement/ empowerment?

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1 Note: We have explicitly avoided discussing "politics" or "political engagement" (such as when citizens attempt to lobby politicians about a particular issue).

2 Note: The CETF did not develop any specific recommendations related to the comparative analysis of legislation and by-laws.

No specific by-laws have been identified.

What could work here in London?
To be determined.

How is technology being used to leverage greater engagement/empowerment?
Technology has been used primarily for information sharing through the **On-line Council Policy Library** (an online reference tool consisting of policies approved by Council) and through the work of the Customer Service and Communications department (which consists of 3-1-1/Citizen Services, Corporate Marketing & Communications, Creative Services, and Engagement & Communications Partner Services).

EDMONTON
What is working?
Opinion on what is working is divided, with some local bloggers and media criticizing the slow pace of change and complicated process, while the City itself has created a Centre for Public Involvement and is dedicating resources to addressing its challenges regarding community engagement.

(*See the following links: http://blog.mastermaq.ca/2011/03/23/the-city-of-edmonton-is-failing-at-public-involvement/ and http://www.edmonton.ca/for_residents/public_involvement/centre-for-public-involvement.aspx)

What by-laws have been changed to allow for greater engagement/ empowerment?
Edmonton has one Administrative Directive/By-law and another Administrative Procedures that deal specifically with public involvement. Both reference the City's Public Involvement Policy and set guidelines for a strategic, corporate approach to public involvement.

(These documents can be found at:
http://www.edmonton.ca/for_residents/A1448_Public_Involvement_Dir.pdf and
http://www.edmonton.ca/city_government/documents/A1448_Public_Involvement_Pro.pdf)

What could work here in London?
Public Involvement Calendar (https://edmonton.consultationmanager.ca/calendar/)

Standards of Practice for Public Involvement
(www.edmonton.ca/for_residents/InvolvingEdmontonBrochure.pdf)

Annual Citizen Satisfaction Survey/Citizen's Panel (http://www.edmonton.ca/for_residents/public-involvement.aspx)

How is technology being used to leverage greater engagement/empowerment?
A specific part of the City's website is dedicated to public involvement:
http://www.edmonton.ca/for_residents/public-involvement.aspx

CHICAGO
What is working?
Chicago uses participatory budgeting, a process of democratic deliberation and decision-making in which ordinary residents decide how to allocate part of a municipal budget. In essence, municipal authorities turn over a portion of their budget to community residents who decide the spending priorities.

As part of the City of Chicago's budget process, each alderman is provided approximately $1 million each year to allocate for various infrastructure improvements in his or her ward. This so-called "menu money" goes to resurface streets and alleys, repair sidewalks and curbs and gutters, put in new streetlights, etc.

Beginning with the 2009/2010 budget process, some aldermen have ceded their decision-making authority with these funds to members of their community, allowing citizens within the ward to devise and vote on small infrastructure projects in their neighbourhood.

Other cities, including New York City, have emulated this model. Information regarding participatory budgeting can be found at **http://www.participatorybudgeting.org**.
What by-laws have been changed to allow for greater engagement/ empowerment?

No information on by-law changes was reported.

What could work here in London?

Participatory budgeting could be explored in London as part of a broader strategy for citizen engagement regarding the budget. Further investigation is required.

How is technology being used to leverage greater engagement/empowerment?

Participatory budgeting could be explored in London as part of a broader strategy for citizen engagement regarding the budget. Further investigation is required.

In addition to their work researching and reviewing the legislation and by-laws of other cities, team members also met with London's City Clerk's Office on July 26, 2012 for a question and answer session regarding the following questions:

- How do items get on an agenda?
- What is the process for changing a by-law?
- How are by-laws formed?
- How does public participation take place? How are the time limits established? How are the time limits changed? Do different rules for time limits apply to Councillors versus members of the public?
- How do "Robert's Rules" work in a Council setting?
- How many signatures do you need on a petition for it to be considered by Council?

Team members reported that the session was very informative and provided a great deal of clarity around the issues discussed. The session highlighted questions that overlap with the issues covered by the Civics 101 working group and will be useful in helping inform the development of a Civics 101 curriculum.

CIVICS 101

The sub-group tasked with exploring the concept of "Civics 101" reviewed the activities happening in other jurisdictions and developed a recommended curriculum and proposed delivery methods for an educational program designed to increase Londoners knowledge of how local government works.

REVIEW OF "CIVICS 101" PROGRAMS IN OTHER MUNICIPALITIES

Review consisted of:
- The top 10 largest municipalities in Ontario,
- The top 10 largest municipalities in Canada (minus any in the ON list),
- The top 10 largest municipalities in the US, and
- The 10 US municipalities with populations closest to London

Toronto was found to have the most comprehensive site among Canadian municipalities. Pittsburgh appears to have the best/most comprehensive overall program.

TOP 10 LARGEST MUNICIPALITIES IN ONTARIO

Municipality	Population	Civics 101 Program?
Toronto	2,503,281	Yes - Toronto Civics 101 (in-class sessions that are now posted online: http://www.toronto.ca/civic-engagement/civics101/index.htm)
Ottawa	812,129	No
Mississauga	668,549	No
Hamilton	504,559	No
Brampton	433,806	No
London	352,395	Not yet

Markham	261,573	No response
Vaughan	238,866	No
Windsor	216,473	No
Kitchener	204,668	Yes – Online guidebook available at: http://www.kitchener.ca/en/insidecityhall/resources/cityhall101-2011.doc1.pdf

TOP 10 LARGEST MUNICIPALITIES IN CANADA (EXCEPT ONTARIO, AS ABOVE)

Municipality	Population	Civics 101 Program?
Montreal	1,649,519	No response
Calgary	1,096,833	Yes – City Hall School http://www.calgary.ca/CSPS/CNS/Pages/Children-and-youth/School-programs/City-Hall-School.aspx
Edmonton	812,201	Yes – City Hall School www.edmonton.ca/attractions_recreation/attractions/city_hall/school.aspx
Winnipeg	663,617	No response
Vancouver	603,502	Yes – webpage and online video
Quebec City	516,622	No – online there is a C/E section only
Surrey	468,251	No
Laval	401,553	No
Halifax	390,096	No

TOP 10 LARGEST MUNICIPALITIES IN THE UNITED STATES

Municipality	Population	Civics 101 Program?
New York, NY	8,244,910	No
Los Angeles, CA	3,819,702	No
Chicago, IL	2,707,120	No response
Houston, TX	2,145,146	No
Philadelphia, PA	1,536,471	No
Phoenix, AZ	1,469,471	No
San Antonio, TX	1,359,758	No
San Diego, CA	1,326,179	No
Dallas, TX	1,223,229	No
San Jose, CA	967,487	No

TOP 10 MUNICIPALITIES IN THE UNITED STATES, POPULATIONS CLOSE TO LONDON

Municipality	Population	Civics 101 Program?
Tampa, FL	346,037	Yes – Guide to City Services (http://www.tampagov.net/files/city_services_guide.pdf)
Anaheim, CA	341,361	No response
Honolulu, HA	340,936	No
Aurora, CO	332,354	No response
Santa Ana, CA	329,427	No response
St Louis, MO	318,069	Yes – Paper booklet only, awaiting mailed copy
Riverside, CA	310,651	No
Corpus Christi, TX	307,953	No response
Pittsburgh, PA	307,484	Yes - http://pittsburghpa.gov/servepgh/cla/schedule
Lexington, KY	301,569	No response

CIVICS 101 CURRICULUM PLANNING

Recommended curriculum themes and topic areas, as well as recommended civic education projects and programs, are outlined in **APPENDIX 'A'**, "Recommendations", under the sub-heading "Civics 101."

In order to ensure the material developed for "Civics 101" programming reaches as many Londoners as possible, the CETF has noted several key considerations for civic education initiatives.

A wide variety of delivery methods should be explored, including:

1. Online:
   a. Videos, both live recordings and animated[3] (shared via the City's YouTube channel[4])
   b. Podcasts
   c. "One stop shop" web-presence for engaging with the City of London, which may include:
      i. Interactive forums
      ii. Apps and online tools
      iii. All guides and FAQs
      iv. Calendar of opportunities to participate
      v. Any media or materials developed related to community engagement

2. Printed materials (all guides/FAQs)

3. Face-to-Face
   a. Community Engagement Office or "Hub" housed within City Hall
   b. In-house civic education, similar to the City of Calgary and City of Edmonton "City Hall School" programs"

4. Media
   a. Example: City of Ottawa's "Voice of the City" ads that feature a different City service and staff person in short pieces on local radio.
   b. Periodic articles in media outlets highlighting current engagement initiatives or interviews with City Staff.

Further, it is important that "Civics 101" material and programming consider the following issues in both content development and in delivery:
- issues of accessibility, including any measures that may be required under the Accessibility for Ontarians with Disabilities Act
- literacy levels
- language considerations and the need for translation
- the needs of different target audiences, including adults, students (elementary, high school, and post-secondary students), families, older adults, and new Canadians

Finally, as the City moves forward with developing "Civics 101" programming, Civic Administration should reach out to community partners and organizations to help develop and deliver "Civics 101" content and programs. Potential partners include the Urban League of London, Emerging Leaders, and the London Youth Advisory Council.

Public Notice

The sub-group tasked with reviewing the City's public notice policies and practices produced a series of recommendations to improve public notice. The recommendations are attached in **APPENDIX "A"** "Recommendations" under the sub-heading "Public Notice."

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3 These videos are currently in development.
4 The City has already recorded and posted a "Civics 101" playlist on YouTube, accessible at:
http://www.youtube.com/watch?v=ioJlWbzs1bg&list=PLC353F2A8D344F868&feature=plcp

CONCLUSION

The Community Engagement Task Force has successfully completed the work assigned to it through its extended mandate by elaborating on the use of the term "empowerment" as a level of community engagement; reviewing the legislative and by-law context for community engagement in other jurisdictions; and recommending a curriculum for a Civics 101 educational program. It has also completed a review of the City's public notice policies and procedures.

This report was prepared with the assistance of the members of the Community Engagement Task Force.

PREPARED BY:	
ASHLEIGH WEEDEN **ADMINISTRATIVE ASSISTANT**	
RECOMMENDED BY:	**CONCURRED BY:**
ELAINE GAMBLE **DIRECTOR, CORPORATE** **COMMUNICATIONS**	**VERONICA MCALEA MAJOR** **MANAGING DIRECTOR, CORPORATE** **SERVICES AND CHIEF HUMAN** **RESOURCES OFFICER**

RECOMMENDATIONS OF THE COMMUNITY ENGAGEMENT TASK FORCE

1. A Community Engagement Office, with dedicated staff resources, **BE CREATED** to ensure full implementation of the Community Engagement Policy and all related policies and programs.

EMPOWERMENT

2. City of London Council and Civic Administration **BE ENCOURAGED** to demonstrate receptiveness and willingness to work with citizens who approach the City with new initiatives that contribute to the overall strengthening and improvement of the community and relationships between citizens and City Hall.

3. A checklist or other guide **BE CREATED** to help citizens identify where to look for information and who to contact when considering initiating a project or idea. Such a guide should serve the dual purposes of: a) assisting citizens in developing well thought-out project plans; and b) giving Council and Civic Administration a better understanding of citizen-proposed initiatives.

4. A new process **BE CONSIDERED** for receiving applications from citizens, community associations and charitable organizations for specific types of community initiatives, such as community improvement projects and programming that involves public property or permission/participation from the City.

5. A standing "Request for Expressions of Interest" for community improvement projects and programs **BE CONSIDERED** as a means of acknowledging that there are likely many ideas out there that are looking for the right channel to connect with City Hall. A regular open forum or public meeting could be established to receive these ideas and determine what level of support the City is able to provide.

6. Citizens who complete any "Civics 101" training or programs offered by the City **BE RECOGNIZED** for their effort to improve their understanding of civic affairs.

CIVICS 101

7. Civic Administration **BE REQUESTED** to develop a "Civics 101" curriculum to cover the following theme areas and topics:
   a. Role and responsibilities of the City of London:
      i. What are the roles and responsibilities of the City of London?
      ii. What is each level of government responsible for?
      iii. What makes municipal government different than the Provincial or Federal governments?
      iv. What are Agencies, Boards and Commissions (ABCs)?

   b. Roles and responsibilities for elected officials and administration
      i. Outline of the role and responsibilities of the Mayor.
      ii. Outline of the role and responsibilities of Municipal Council.
      iii. Outline of the City of London's organizational structure.
      iv. Outline of the City of London's Service Areas and key roles in the Civic Administration.

   c. Key legislation and an overview of how it works.
      i. Municipal Act.
      ii. Planning Act.
      iii. Other commonly referenced legislation.

d. Review of the City budget and how it is developed (i.e. how does the City pay for all of the services that it provides?)

e. An outline of how by-laws are developed and how they function.

8. A FAQ document or "City Hall Dictionary" **BE CREATED** that covers commonly used terms and phrases and brief answers to common questions received by City Hall.

9. A guide to participating in local government **BE CREATED** that gives citizens information about how Committee and Council meetings work, how task forces, public participation meetings and other community engagement/public consultation mechanisms work and how Londoners can get involved in their proceedings.

10. A one-page contact sheet **BE CREATED** detailing all of the ways citizens can get in touch with City Hall, including contact information for Councillors and the Mayor, contact information for key service areas and members of the Civic Administration, and the social media, web and general contact information for the City of London.

PUBLIC NOTICE

Public Notice Policy
11. The Public Notice Policy **BE REVIEWED AND UPDATED** as follows:
    a. Update the wording to reflect the Community Engagement Policy.
    b. Revise the wording to use plain language.
    c. Include specific examples of the kinds of changes/purpose and impact of the changes under each category.
    d. Reflect the current committee structure.
    e. Review the timelines for providing notice to ensure that the public has enough time to request delegation status on a particular item for upcoming committee meetings.
    f. Post the Public Notice Policy separately on the City website to ensure it is easy to find and transparent to the public. (*Note: the current policy is embedded as "Schedule E" within a Council by-law, making it difficult to find).
    g. Combine all policies related to public notice in order to ensure consistency and comprehensiveness. Where it is not possible to combine all public notice requirements (eg: Planning Act requirements remain separate), a cross reference or hyperlink should be included so people can find similar policies. *(Note: The Policy on public notice for construction projects is currently a separate Council Policy).
    h. Create a subscription service and/or RSS feed so people can automatically receive notices on topics of interest to them (with posted items broken down by topic and by neighbourhood).
    i. Develop a public notice "brand" or "logo" to improve the look and design of public notice letter and envelopes and to ensure that people will pay attention and read the contents. QR codes should be included so people can access more information online.
    j. Present all public notices and opportunities for public input together on the City's website. These notices and opportunities should be made searchable for easy access.

Signage
12. Signs on land use planning applications **BE REVIEWED AND REVISED** to specify the nature of proposed changes.

13. Signage formats/templates **BE REVISED** to include QR codes that allow the public to easily access full details of a planning application.

14. Civic Administration **BE REQUESTED** to investigate mechanisms for recovering the costs of advertising as part of the user fees paid for zoning and other land use applications, with any internal savings used to investigate better ways of advertising (e.g.

colour, larger font, plain language) for important notices.

Other

15. Notices for road construction **BE REVIEWED AND REVISED** to ensure that they are clear on the changes to the street and use simple, easy to read terms and formatting.

16. Online information packages **BE CREATED** for major city processes of interest to the public, such as the budget, Official Plan, Zoning, Subdivision, or new park amenities. These information packages should explain the process to be followed by the City, the opportunities for public input and timing of public input events, and a flow chart of the process.