

**PUBLIC ENGAGEMENT APPROACH  
Related to the Potential Bid for the  
2026 Olympic and Paralympic Winter Games**

## INTRODUCTION

This Public Engagement Approach responds to Council’s 2018 March 19-20 direction to deliver a report to the Priorities and Finance Committee on 2018 April 10 with a robust public engagement plan. The Public Engagement Approach is subject to amendment based on input from Council, the Government of Canada and the Government of Alberta.

The public engagement approach includes two distinct components: an engagement program and a plebiscite. While both of these components are considered part of a comprehensive public engagement approach, their oversight would be independently managed.

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## **1.0 PART A: ENGAGEMENT PROGRAM**

### **1.1 Background**

The City of Calgary, along with the Government of Alberta (GoA) and the Government of Canada (GoC), is in the process of determining if a Bid for the 2026 Olympic and Paralympic Winter Games (OPWG) should be pursued. In light of a renewed focus on corporate responsibility and the call for transparency and public accountability, the City of Calgary and its partner organizations must deeply engage with the public, community and affected stakeholders. Thorough and robust public engagement is required to gain a comprehensive understanding of community sentiment for bidding.

The Engagement Program responds to the direction from the March 19, 2018 Joint Meeting of City of Calgary Council where Administration was directed to report back to the Priorities and Finance Committee on April 10, 2018 with a robust public engagement plan related to the City's exploration of the potential bid for the 2026 Olympic and Paralympic Winter Games. The Engagement Program also responds to the request from the GoA and GoC for a comprehensive and independent engagement program.

There is significant value to the City of Calgary, along with the GoA and the GoC, in providing the best, inclusive and unbiased stakeholder engagement and communications program possible. In addition, the feedback gathered could inform other City-wide strategies.

This document provides an overview of the Engagement Program and will change as required to ensure the successful delivery of the Engagement Program along with its adherence to the Guiding Principles. In addition, there will be a monthly report to each of the members of the Bid Corporation (BidCo) on the progress of the program.

The Engagement Program has been developed in collaboration with the volunteer Engagement Advisory Panel, which is recommending and will oversee the start-up and implementation of the program. In addition, two concurrent engagement programs are in progress and all three programs will be coordinated by the Engagement Teams:

- (1) Indigenous Engagement Program, which is being led by other members of the volunteer advisory group
- (2) Canmore Corridor Engagement Program, led by the Town of Canmore

A third-party firm will be contracted to implement the program under the guidance of the Engagement Advisory Panel and through Calgary Municipal Land Corporation (CMLC) procurement process. The firm will be supervised by the Engagement Advisory Panel, which will also oversee any interim engagement and communications activities undertaken by City resources until the firm is contracted.

### **1.2 Overview of Engagement Program**

The Engagement Program will build on the work the Calgary Bid Exploration Committee (CBEC) undertook in early 2017 and the work undertaken by the City of Calgary to date. The program will be designed to take into account unique and diverse stakeholders and will be responsive and adaptive to the feedback received through the various stages of the program.

The program also shares timely information with stakeholders to keep them informed throughout the process. In addition to information on the Project, the program will provide information on how stakeholders can provide comments/feedback on the potential Bid.

The feedback received will be incorporated into the program and will inform its ongoing design. The program seeks meaningful input from stakeholders regarding the potential Bid, environmental effects, and socio-economic effects and benefits and more.

### 1.3 Purpose

The purpose of the Engagement Program is to:

- Inform and educate the public about the Bid process;
- Seek Public input into whether or not Calgary should submit a Bid; and
- Identify issues, concerns and opportunities for stakeholders of a potential Bid, and respond to questions

There is a need for the City of Calgary to communicate about the International Olympic Committee (IOC) bidding process in order to make facts publicly available to further inform public input. There is a need to educate Calgarians about what it means for Calgary to potentially bid, what should go into a potential bid (recommendations, ideas, events, etc.) and hear from citizens about why they think bidding is either a positive or negative idea. In addition, as new information and analysis is developed it will be shared.

The City of Calgary, along with the GoA and the GoC, as the Funding Parties, need to understand why residents support or do not support a potential Bid. Getting to the ‘why’ helps the City understand all of the challenges and benefits, the vision and the legacy Calgarians want to see as well as their fears and/or hesitations. By getting this information, the Funding Parties understand not just what Calgarians want and why, but also their vision – what should be included, their concerns and aspirations. The engagement will target a wide variety of stakeholders, including those who do not traditionally participate in voting or engagement.

The Engagement Advisory Panel will consider related public engagement programs and best in practice. The panel has engaged a Public Engagement Strategic Expert who also worked on the Vancouver 2010 Bid and Winter Games, and who currently leads the stakeholder engagement and communications program for Kinder Morgan Canada’s Trans Mountain Expansion Project.

### 1.4 Timeline

The timeline of the Engagement Program is from April 2018 to September 1, 2018. The Engagement Program will be funded by BidCo.

This report makes the assumption a potential BidCo will be functional by September 2018 and will develop the programs for the potential BidCo phase and the strategic approach for engagement and communications.

As the Engagement Advisory Panel navigates through this initial phase of the Engagement Program, consideration will be given to the implications of a potential future plebiscite.

## 1.5 Engagement Advisory Panel

The Engagement Advisory Panel is a sub-committee of the overall volunteer Advisory Panel established by the City to provide advice to City staff on Bid exploration activities. It comprises four volunteers; Susan Veres, Mary Moran, Cindy Ady and Patti Pon.

## 1.6 Engage Spectrum

At the City of Calgary engagement means: purposeful dialogue between the City and stakeholders to gather information to influence decision making.

The City's commitment to transparent and inclusive engagement processes is outlined in the Engage Policy (CS009). Engagement activities happen on a spectrum of strategies and promises. The level at which a project happens in the engagement spectrum depends on the project, stakeholder group and stage of the process. The level can change throughout a process and is always determined by the engagement planner in collaboration with the project team, which is based on project needs and scope.

## 1.7 Guiding Principles

The Engagement Program will be designed to reflect the diverse and varied interests of Calgarians and key stakeholders. The following principles have been and will continue to be used to guide the development and execution of the Engagement Program:

- **Accountable** – Upholding the commitments the City makes to its citizens and stakeholders by demonstrating that the results and outcomes of the engagement processes are consistent with the approved plans for engagement.
- **Citizen-centric** – Focusing on hearing the needs and voices of both directly impacted and indirectly impacted citizens.
- **Inclusive and authentic** – Facilitate the involvement of all stakeholders; listen and gather input, and work collaboratively to resolve concerns. Be fair, open and unbiased, and be more than a checklist. It is important that the consultation program supports an outcome of public acceptance.
- **Respect** – Respect individual values, recognize the legitimacy of concerns and value stakeholder input. Where required, reframe the discussion and customize the approach to the stakeholder.
- **Responsive and Committed** – Use input and where feasible, provide timely feedback to stakeholders on how their input has affected plans and decisions.
- **Timeliness** – Initiate engagement and communications as early as possible to provide adequate time for stakeholders to assess information and provide input.
- **Transparency (open and honest)** – Commitments made to stakeholders will be documented and carried out. When the Project is unable to act on input, an explanation will be provided. Be clear as to how we respond to and deal with issues – what we own vs. influence, what we need to be involved in, what others need to respond to, etc.

## 1.8 General Approach

The approach to engagement will be adaptable to address unique circumstances or issues specific of a potential Bid. It must be flexible to the prevailing local environment while taking into account the evolving consultation expectations. The approach has been designed to be fit-for-purpose and iterative and would evolve in response to the unique interests and objectives of stakeholder groups, within the context of the broader milestones for the potential Bid.

The Engagement Program will be designed to foster participation from the public who have an interest in understanding the scope and activities of a potential Bid. The strategy will seek meaningful input from stakeholders regarding the potential Bid; environmental effects and socio-economic effects and benefits. The program also ensures timely information with stakeholders to keep them informed throughout the process. In addition to communicating information about the potential Bid, stakeholders will be provided information on how they can provide feedback.

Engagement tactics will continuously be assessed and modified accordingly, based on input from the consultation process as well as continuous environmental, stakeholder and media scans to identify potential issues, trends and risks emerging.

Facilitation of best practice provides opportunities for every stakeholder to provide feedback. At times that may mean providing opportunities for vocal or disruptive opposition as well as those who are most interested in factual information sharing. Facilitation planning for each public consultation opportunity will identify the engagement format that best supports the desired outcome.

New digital technologies, including online and social media, have the potential to strengthen both the quantity and quality of public participation while creating additional opportunities to gauge and measure stakeholder feedback. Digital media can increase information transparency and supports the rapid sharing of timely information.

## 1.9 Engagement Program Streams

The potential Bid will collaborate on three major streams of the Engagement Program, with the stakeholder assessment/validation and a gap analysis in the beginning, and a feedback loop to stakeholders at the end. This will ensure stakeholders can clearly see where their input has been incorporated. These three streams are:

1. Public involvement
2. Strategic engagement
3. Communications

Below is a visual depiction of the approaches to be used in conducting each stream and the associated deliverables.



## 1.10 Stakeholder Assessment/Validation & Gap Analysis

To ensure the team fully understands who the stakeholders are, a stakeholder assessment will be undertaken and is outlined below, before engagement and education commences. Need to identify stakeholders at all levels, including:

- Their issues and their priority level
- Their circles of influence
- How they want to be engaged
- Consider their desires and requirements

This can be accomplished by:

- Validating stakeholders, their issues/concerns and their priority/influence. This includes stakeholders who are supportive and those who are not.
- Ensuring initial communication material addresses preliminary issues
- Reviewing and analyzing existing engagement materials and undertaking a “gap analysis.” The gap analysis will determine if there are stakeholders that have been missed, appear dissatisfied with the level of engagement to date or identify any gross misconceptions or misinformation that has affected the objectivity of any particular stakeholder.
- Identifying any risks to be addressed before consultation commences

## 1.11 Public Involvement

The Public Involvement stream would lay the foundation for the entire Engagement Program. The target audience for this stream will be the Calgarians, the public and other affected stakeholders deemed necessary to meet the engagement objectives. The focus of this stream will be to build awareness and understanding, to identify stakeholder concerns and issues, and to gather broad public input.

This stream will use various modes of engagement and communications including:

- Local newspaper, direct mail and digital notices
- Editorial content in print, television, radio and online media
- Fact sheets, brochures and newsletters (electronic)
- Surveys, research/polling and focus groups
- Open houses and community meetings
- Speakers series

- Project website, email and phone lines
- Telephone town halls and webinars
- Social media channels including Twitter and Facebook
- Online engagement including forums and feedback mechanisms

### **1.12 Strategic Engagement**

The Strategic Engagement stream will be designed as a means through which highly interested and informed stakeholders can engage in more focused discussions with potential Bid representatives to inform the development of detailed potential Bid development, studies, plans and design. The target audience for this stream will include representatives from local governments, community organizations, recreational groups, athletes, not-for-profit/interest groups and other affected parties.

The focus of this stream will be to build a strong dialogue, identify stakeholder concerns and issues, to identify and develop mitigation measures, and to gather informed input.

This stream will use various tactics of engagement including:

- Direct contact and one-on-one meetings with groups
- Establishment of workshops
- Discussions and two-way dialogue

### **1.13 Communications**

To broaden the reach of the Engagement Program, the communications stream offers a range of sources of information and platforms:

- Encourage discussion and education
- Provide a balance of information

Engagement and communications opportunities in this stream run parallel to and complement the in-person engagement opportunities.

Communications efforts will also assist with providing the broader public and other stakeholders who may not be able to or wish to get involved with engagement opportunities with accurate and timely information. The objective is to:

- Fill the void of information
- Combat misinformation
- Break the silence
- Be the source of accurate and timely potential Bid knowledge

The online platforms will:

- Provide an information resource, which describes the potential Bid and the process
- Provide relevant contact details and answers to frequently asked question.
- Aim to be an easy-to-update resource that will house key pieces of public information that will be updated frequently
- Have analytics that will help evaluate the potential Bid interest and what topics are the most relevant to the public

This stream will use various modes of communications including:

- Online engagement
- Twitter
- Facebook
- SoundCloud
- YouTube
- Telephone town halls
- Website (question-and-answer forum; geotargeting/map-based commenting)
- Various forums for stakeholders to ask questions (e.g., a toll-free phone line and email)
- Content management for enewsletters, blogs and webinars
- Media relations, including a dedicated media toll-free phone line
- Advertising campaign (modest) aimed at notifying people about ways they can engage in-person or online

### **1.14 Feedback Loop**

Feedback collected will help shape aspects of the potential Bid. Key topics and issues will be relayed to the appropriate team representative to be considered and incorporated in the process and potential Bid design where applicable. The feedback reports will be provided to stakeholders so they can see where their feedback has been incorporated; and where it has not, the rationale. In addition, there would be a monthly report back to each Funding Party with a progress update to City of Calgary Council in June 2018 and the report in October 2018.

## **2.0 Proposed Engagement Program Workplan**

The Engagement Program will deliver an appropriate mix of “traditional” consultation methodologies, while building in a variety of unique features, available technology and social media tools that better address the consultation and communications needs of all stakeholders and the public.

In addition, the program will leverage new media tools, for example, online forums, telephone Townhalls, at an appropriate level so all consultation materials can be made available online for on-demand access and engagement for anyone, at any time.

Once executed, these features will strengthen both the quality and quantity of engagement, while creating additional opportunities to gauge and measure stakeholder feedback and perceptions throughout the process.

The following table outlines key elements of the Engagement Program for the potential Bid. The activities list is not meant to be exhaustive and will change as required to ensure the successful delivery of the Engagement Program along with its adherence to the Guiding Principles.

<b>Proposed Work Program for the Engagement Program</b>		
<b>Task</b>	<b>Task Description</b>	<b>Activity</b>
1	Engagement Scope of Work	<ul style="list-style-type: none"> <li>Prepare scope of work for Engagement Program</li> <li>Issue RFP for implementation of Engagement Program</li> <li>Determine interim tasks and implement; including media monitoring (traditional and social), update City project page, develop messaging and commence content generation, communication planning to support engagement activities, etc.</li> </ul>
		<p><b>Timeline</b></p> <ul style="list-style-type: none"> <li>Early April 2018</li> </ul>
<b>Strategy Development</b>		
2	Development and Refinement of Strategy	<ul style="list-style-type: none"> <li>Refine Engagement Program in consultation with team</li> <li>Review work undertaken to date and reports</li> <li>Preliminary research and field reconnaissance with key stakeholders, where required</li> </ul>
3	Stakeholder and Issues Identification, and Project Introduction and Education	<ul style="list-style-type: none"> <li>Undertake gap analysis and stakeholder assessment</li> <li>Identify stakeholders and potential issues</li> <li>Initial meetings – ask how communities/stakeholders want to be engaged and who key stakeholders are</li> <li>Follow up on any actions</li> <li>Launch website (provides an overview, potential Bid process information, identifies communication methods, ways to be involved, etc.)</li> <li>Launch toll-free line and an email address</li> <li>Secure social media channels including Twitter handle, Facebook, YouTube, Instagram</li> <li>Develop internal FAQ for responding to stakeholders and the media</li> <li>Establish a media toll-free number and an email address</li> <li>Develop social media strategy</li> <li>Commence development of master calendar of events</li> </ul>
		<ul style="list-style-type: none"> <li>May 2018</li> <li>April – May 2018; ongoing</li> </ul>
<b>Program Delivery</b>		
4	Public Information, Education & Input Gathering	<ul style="list-style-type: none"> <li>Develop engagement tools and initiatives based on experience and local knowledge of issues and concerns</li> <li>Identify appropriate engagement methods by listening to stakeholders and determining how they want to be consulted with going forward</li> <li>Continue to research and identify stakeholders, their issues and concerns</li> <li>Followup to letters/phone calls to key stakeholders – offer to meet, answer any questions, etc.</li> <li>Review feedback to determine initial information needs</li> <li>Development of key messaging to support all aspects of the Engagement Program</li> <li>Drafting content, layout and design of communication materials to support all aspects of engagement programs</li> <li>Provide accurate information and correct any misinformation about the potential Bid</li> <li>Monitor social media for issues and misinformation and address</li> <li>One-on-one meetings, where required, with key stakeholders and influencers</li> <li>Develop media relations protocol and proactive media relations strategy</li> <li>Develop issues sheet and briefing note templates</li> </ul>
		<ul style="list-style-type: none"> <li>May 2018</li> </ul>

### Proposed Work Program for the Engagement Program

Task	Task Description	Activity	Timeline
	Ensure accurate and timely information about the potential Bid	<ul style="list-style-type: none"> <li>Continue to implement Engagement Program</li> <li>Continue with stakeholder identification</li> <li>Continue to meet with key influencers such as not-for-profits, governments and key stakeholders to determine the “value proposition” the potential Bid presents</li> <li>Athletes Program</li> <li>Continue to build key messaging to support all aspects of the Engagement Program</li> <li>Drafting content, layout and design of communication materials to support all aspects of Engagement Program</li> <li>Continue to build-out website and social media channels</li> <li>E-newsletter to stakeholders; start with a monthly e-newsletter</li> <li>Continue to monitor media, correct misinformation and meet with stakeholders</li> <li>Undertake focus groups on messaging, polling and research to set a base line to measure against going forward</li> </ul>	<ul style="list-style-type: none"> <li>May 2018</li> </ul>
5	Focused Dialogues	<ul style="list-style-type: none"> <li>Continue to meet with key influencers such as not-for-profit, governments and key stakeholders to determine the “value proposition” the potential Bid presents</li> <li>Form a stakeholder working group to review key elements of potential Bid and identify interests and work with stakeholders to set out the process and approach</li> <li>Establish a list of community-specific benefits beyond direct economic impacts to bring forward as part of broader stakeholder engagement and communications process</li> <li>Understand the unique social conscience and political power of the constituency and make sure the Funding Parties representatives have a strong and active voice in public discussion</li> <li>Develop materials and plan for open houses, telephone town halls (post recordings on SoundCloud) and other online forums</li> <li>Continue to develop website and implement a social media strategy</li> <li>Topic-specific engagement (e.g., environmental and socio-economic approach, routing options, marine issues and economic and community benefits) – through webinars</li> <li>Development of future phases of engagement and communications</li> <li>Development of reports</li> <li>Coordinate and facilitate open houses and community meetings</li> <li>Editorials</li> <li>Proactive media relations</li> <li>Development and circulation of fact sheets, brochures and newsletters</li> <li>Manage the website, email and phone lines</li> <li>Management and monitoring of social media</li> </ul>	<ul style="list-style-type: none"> <li>June 2018</li> </ul>

Proposed Work Program for the Engagement Program		
Task	Task Description	Timeline
6	<p>Engagement Program</p> <ul style="list-style-type: none"> <li>• Customization and hosting of database system to track all activities</li> </ul> <p>Data Management</p> <ul style="list-style-type: none"> <li>• Management of data input and data integrity</li> <li>• Coordination of reporting to support feedback loop, Project planning and Engagement Program</li> </ul>	<ul style="list-style-type: none"> <li>• Ongoing</li> </ul>
7	<p>Reporting</p> <ul style="list-style-type: none"> <li>• Determine reporting requirements</li> </ul>	<ul style="list-style-type: none"> <li>• Ongoing</li> </ul>

### 3.0 PART B: PLEBISCITE (Vote of Electors)

Following public engagement, a plebiscite would provide feedback regarding whether Calgarians are “for” or “against” bidding on the 2026 OPWG. Ensuring that Calgarians are able to make an informed decision will require thorough engagement activities that outline the economic, social, financial and environment benefits, risks, opportunities and impacts of bidding and potentially hosting an OPWG. Voter turnout is driven by two components: opportunities to vote and voter engagement. The strength of the public discourse around the subject of the vote is directly related to the latter.

#### Timing of a plebiscite

The timing of the plebiscite is subject to the mutual agreement of The City, the GoA and the GoC; after the Multi-Party Agreement is signed and the Bid Book is published.

As outlined in the Returning Officer’s report on Public Engagement and Vote of Electors (PFC2018-0373) an informed vote requires a voter who is knowledgeable about the issues and who is able to vote without interference. The shortest time frame required to conduct a vote according to the *Local Authorities Election Act* (LAEA) would be 120 days for a by-election. Given the complexities of conducting an election in Calgary, a geographically expansive city with an estimated 670,000 eligible voters, 6 months is the recommended time frame, at a cost of approximately \$1.96 million.

The recommendation outlined above suggests that October 2018 would be the earliest a plebiscite could be held. The plebiscite conditions outlined by the GoA funding indicate that a plebiscite should be held after the Multi-Party Agreement has been signed and the Bid Book published. Based on both the recommendations of the Returning Officer and the requirements of the GoA, Attachment 4 outlines the possibility of holding a plebiscite between October 2018 to February 2019. The timing of the plebiscite, and the pros and cons of an earlier vs later plebiscite date will continue to be discussed with all orders of government. Administration will return with a recommended plebiscite date.

#### Plebiscite Oversight and Execution

The Returning Officer conducts the vote of the electors. Rules for a Council initiated vote of the electors are governed by section 236 of the *Municipal Government Act* (“MGA”). A vote of the electors is conducted in accordance with the *Local Authorities Election Act* (“LAEA”).