

**Community Services Report to  
Priorities and Finance Committee  
2018 April 10**

**ISC: UNRESTRICTED  
PFC2018-0366  
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## **Olympic Bid Proposed Public Engagement Approach**

### **EXECUTIVE SUMMARY**

On 2018 March 29, The City of Calgary received confirmation from the Government of Canada (GoC) and Government of Alberta (GoA) that they would commit funding to the Calgary 2026 Olympic and Paralympic Winter Games (OPWG) Bid Corporation (BidCo). The funding from GoA is contingent upon several conditions including The City's agreement to hold a plebiscite at a time when there is enough information for Calgarians to make an informed decision on the costs and benefits of hosting the 2026 OPWG. As directed by Council, this report includes a proposed 2026 OPWG Public Engagement Approach. In addition, a potential timeframe to hold a plebiscite has been included but is subject to further discussion with the other orders of government.

The Public Engagement Approach outlined in this report (Attachment 1) includes two distinct components: an engagement program and a plebiscite. While both of these components are part of a comprehensive public engagement approach, their oversight would be independently managed.

Given the tight timelines (potential Bid Book submission due in January 2019 with a draft projected to be completed in 2018 Q4), Administration is recommending implementing the Public Engagement Approach as soon as possible. Information gained through the engagement process and a plebiscite, if approved, can be used to inform Council's decision to either proceed with submitting a bid or not, and can also be used to inform Council and Administration of Calgarians' priorities. Once a BidCo is capable of undertaking this work, the engagement program activities would transition under the oversight of BidCo. The plebiscite would remain the responsibility of the Returning Officer.

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### **ADMINISTRATION RECOMMENDATION:**

That the Priorities and Finance Committee recommend that Council:

1. Approve the Public Engagement Approach (Attachment 1) and direct Administration to incorporate comments received through PFC and Council;
2. Forward this report as urgent business directly to the 2018 April 16 Public Hearing Meeting of Council.

### **RECOMMENDATION OF THE PRIORITIES AND FINANCE COMMITTEE, DATED 2018 APRIL 10:**

That Council:

1. Reaffirm Council's support prior to proceeding with further work on a potential Olympic Bid through a resolution to be dealt with prior to these recommendations;
2. Contingent upon the reaffirmation of support by Council with respect to Recommendation 1:
  - a) Postpone the Public Engagement Approach (Attachment 1), dependent on the outcome of Recommendation 1, until further direction is provided by Council;
  - b) Direct Administration to draft a new Terms of Reference (encompassing the Guiding Principles) for the Engagement Advisory Panel, in consultation with Members of Council, and report back directly to Council no later than June 2018, and further direct Administration to incorporate comments received through PFC and Council; and
  - c) Hold a non-statutory public hearing.

### **Excerpts of the Minutes of the Priorities and Finance Committee, held 2018 April 10:**

Opposition(s) to Recommendation 1:

“RECORDED VOTE

For: (9): Councillor Chu, Councillor Colley-Urquhart, Councillor Keating, Councillor Magliocca, Councillor Sutherland, Councillor Demong, Councillor Farkas, Councillor Farrell, and Councillor Gondek

Against: (1): Councillor Chahal

### **MOTION CARRIED**

The following Clerical Corrections were noted to Report PFC2018-0366:

- to page 5 of 9 of the Cover Report, under the heading "Engagement Principles and Program Streams", by adding a new bullet with the word "Neutrality"; and
- to page 5 of 13 of Attachment 1, under the heading "1.7 Guiding Principles", by adding a new bullet with the word "Neutrality" along with a descriptor aligned with the other guiding principles indicated.

And further, that this report be forwarded as an item of urgent business to the 2018 April 16 Public Hearing Meeting of Council.”

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### **PREVIOUS COUNCIL DIRECTION / POLICY**

Council approved the following Motion at the 2018 March 19-20 Combined Meeting of Council:

That with respect to Report C2018-0266, the following be adopted, after amendment:

“That to allow Administration to continue its work, Council approve in principle the recommendations outlined below and, upon Administration advising Council in writing that it has secured financial commitments from the Government of Alberta and the Government of Canada, for continuing to fund the Olympic bid exploration process:

1. Authorize The City of Calgary to become a member of, elect directors, and incorporate a Bid Corporation (BidCo) to continue the exploration of a bid for the 2026 Olympic and Paralympic Winter Games (OPWG);
2. Approve the Deputy City Manager as having the authority to exercise all the powers and voting rights associated with The City’s membership interest in BidCo, subject to the Deputy City Manager first seeking Council direction regarding matters that materially affect the legal, business or financial risk for The City;
3. Authorize the Mayor to execute on behalf of The City all BidCo resolutions and related documents required to establish the appropriate membership and governance structure of BidCo substantially in the form described in the report, such documents to be satisfactory in content and form to the Deputy City Manager and the City Solicitor and General Counsel respectively;
4. Release an additional \$1 million (of the \$2 million) of Fiscal Stability Reserve funds that Council approved on 2017 November 20 (C2017-1181);
5. Approve a one-time increase in 2018 to operating budget program #426 of \$2.5 million from the Fiscal Stability Reserve, to complete The City’s required \$9.5 million total funding commitment to the BidCo;
6. Return to Council through PFC at its April 10 meeting with an update, including a robust public engagement plan and a proposed reporting structure from BidCo to Council; and
7. Direct that the Closed Meeting discussions remain confidential subject to Sections 21 and 23 of the *Freedom of Information and Protection of Privacy Act.*”

On 2018 March 21 Council approved the following Motion Arising:

“That with respect to Report C2018-0266, Council refer the following proposed Motion Arising to the 2018 April 10 Regular Meeting of the Priorities and Finance Committee, to be considered following the Olympic Public Engagement Report and the Returning Officer’s report on Vote of Electors:

“That with respect to Report C2018-0266, the following Motion Arising be adopted:

That Council:

1. Direct Administration to inquire into the feasibility of the International Olympic Committee providing a bid deadline extension of six (6) months;

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2. Direct Administration to conduct a city wide 'Vote of the Electors' on whether electors are in favour of their Council submitting this bid; and
3. Postpone its decision to bid on the 2026 Olympic and Paralympic Winter Games until after the City Clerk reports back with the outcome of the 'Vote of the Electors'."

See Attachment 2 for additional Previous Council Direction.

### **BACKGROUND**

Engagement activities associated with The City's bid exploration have been occurring since the fall of 2016. Below is a summary of engagement activities to date.

#### **February – March 2017: Summary of Calgary Bid Exploration Committee's (CBEC) engagement plan**

CBEC contracted the research consulting firm of Stone-Olafson to undertake three different public engagement activities: a quantitative survey, interviews with key stakeholders, and an online questionnaire (see Attachment 3 for a public engagement summary).

The goal of this survey was to move beyond a simple yes or no answer as to whether Calgarians support an Olympic bid. More importantly, the focus was to understand what factors would play a role in Calgarians supporting or objecting to an Olympic bid and potentially hosting the 2026 OPWG. The interview portion of the research included interviewing approximately 100 key stakeholders (including Indigenous representation) and focused on the perceived impact to the community from an economic, social/cultural or environmental perspective. To provide all Calgarians and residents of the Bow Valley Corridor with an opportunity to offer their opinions, CBEC launched an online questionnaire.

Research conducted by CBEC showed that a majority of respondents are in favour of moving forward with a bid for the 2026 OPWG, but the support is conditional on a bid and final hosting plan being Calgary-focused and economically viable. Feedback suggested that a broad coalition of support existed from residents of Calgary and the Bow Valley Corridor as well as from key stakeholders from community organizations and from national sport organizations.

#### **August 2017 to February 2018: Stakeholder Engagement**

Upon the submission of the CBEC final report in August 2017, The City's 2026 OPWG Project Team has continued to engage with venue operators and key government and community stakeholders. Communication continues with the GoC, the GoA, Town of Canmore, the International Olympic Committee (IOC), the International Paralympic Committee (IPC), the Canadian Olympic Committee (COC), and the Canadian Paralympic Committee (CPC), including The City's participation in the IOC's Observer Program at the 2018 Olympic Winter Games and Paralympic Games in PyeongChang, South Korea.

The Project Team has also met with its Advisory Panel, which is comprised of a number of former CBEC board members and community leaders. This Advisory Panel helps inform the Project Team's work, ensuring that a wide variety of impacts and benefits of hosting the 2026 OPWG are understood and considered.

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A City Administrative Steering Committee has been established to leverage specialized expertise across The City and to provide weekly monitoring of project activities. The City's Administrative Leadership Team is also engaged on a regular basis.

An environmental scan was launched in February 2018, prior to the 2018 Winter Olympic Games, to The City's Citizen View panel which consists of 3,277 panel members. A total of 1,235 panelists completed the survey and some highlights include: 95 per cent of Calgarians are aware that The City is exploring a potential 2026 OPWG bid; and, 70 per cent of Calgarians have recalled information that is a mix of positive and negative. The top three topics citizens want more information about are financially focused and include:

1. Project cost;
2. Information about funding; and,
3. Economic impacts.

The Citizen View Panel was considered part of a three-pronged approach (citizen view panel, traditional media monitoring and social listening) to help inform the engagement and communications strategy and tactics going forward.

### **INVESTIGATION: ALTERNATIVES AND ANALYSIS**

The 2026 OPWG Project Team has continued to gather information and undertake analysis related to whether it is prudent for The City to move forward with the submission of a bid for the 2026 OPWG. An important consideration that needs to be added into the analysis is direct feedback from Calgarians. Calgarians require information that is fair, balanced and informative, and an engagement process that respects Calgarians' questions and enquiries on all aspects of the OPWG. A comprehensive public engagement plan has always been identified as a critical component of the bid exploration, however this work had been planned to occur under the umbrella of a BidCo.

On 2018 March 29 the GoC and the GoA announced support for the creation of a BidCo. The GoA conditioned their funding support on The City holding a plebiscite to determine the public's views on hosting the 2026 OPWG.

### **Public Engagement Approach**

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 public engagement approach outlined in this report (Attachment 1) includes two distinct components: an engagement program and a plebiscite. While both of these components are part of a comprehensive public engagement approach, their oversight would be independently managed.

### **Part A: Engagement Program**

The City defines engagement as: 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

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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, and can change throughout a process determined by project need. The Engage Policy was used as the foundation for the proposed Engagement Program.

### **Engagement Objectives**

Determining whether to bid for the 2026 OPWG requires The City to engage Calgarians and key stakeholders in a series of conversations around the social, economic and environmental benefits, opportunities, and risks associated with hosting a large international event. The Engagement Program also allows Council and Administration to seek input from Calgarians regarding their priorities. Citizens have a right to be provided with comprehensive information and with opportunities to participate in integrated and robust engagement activities that allows them to make informed decisions.

The public engagement feedback gathered by CBEC in 2017 and through the March 2018 Citizen View Panel survey highlighted the need to provide Calgarians with the appropriate level of information related to costs, benefits, risk, and impact of both pursuing a bid and potentially hosting an Olympic Games. These engagement activities also confirmed the desire of Calgarians to participate in ongoing conversations around the OPWG, and the need to ensure all voices are heard and included.

The proposed Engagement Program addresses three purposes:

- 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

It is important that The City share all relevant information with Calgarians about the Olympic bidding process, and that this information is publicly available in various formats to enable informed public input. Calgarians need to understand the roles and level of commitment of various orders of government, the roles of the IOC, COC, and CPC, what it means to be a host city for the OPWG, the proposed location of various venues and the role of local municipalities, the costs and projected revenues, the role of volunteers and local businesses, and the proposed legacy of the OPWG. All of this needs to be understood within the economic realities and existing priorities of The City.

It is equally important that The City understands ongoing public sentiment and tracks any changes over time. Understanding ‘why’ citizens do or do not support an Olympic bid helps Administration respond to the challenges and concerns while considering opportunities and benefits; weighing both to determine the best course of action.

### **Engagement Principles and Program Streams**

The Engagement Program has been designed to reflect the diverse and varied interests of key stakeholders and will be guided by the following principles:

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- Accountable;
- Citizen-centric;
- Inclusive and authentic;
- Mutual benefit;
- Respect;
- Responsiveness;
- Timeliness;
- Transparency (open and honest); and
- **Neutrality**

These principles build upon those outlined in The City's Engage Policy.

Three major streams frame the Engagement Program: (1) Public Involvement; (2) Strategic Engagement; and, (3) Communications, which have been further broken out into a detailed work program.

### Timing

Engagement is a component of work normally overseen by a BidCo. However, it is anticipated that BidCo will not be fully-staffed and functioning right away. Given the tight timelines (potential Bid Book submission due in January 2019 with a draft projected to be completed by 2018 Q4), Administration is recommending engaging the public and key stakeholders as soon as possible, as BidCo will not yet be capable of undertaking this work. Information gained through the engagement process, including the proposed plebiscite, can be used to inform Council's decision to either proceed with submitting a bid or not, and can also be used to inform Council and Administration of Calgarians' priorities. Once a BidCo is capable of undertaking this work, all engagement related activities would transition under the oversight of BidCo.

### Engagement Program Oversight & Execution

To increase the transparency and neutrality of all engagement activities, Administration is recommending that the oversight and implementation of the Engagement Program be moved out from under The City's 2026 OPWG Project Team to be overseen by a sub committee of the project's external Advisory Panel. The sub committee would consist of:

- Susan Veres (Senior VP, Strategy and Business Development, Calgary Municipal Land Corporation), Chair
- Mary Moran (CEO, Calgary Economic Development);
- Cindy Ady (CEO, Tourism Calgary); and,
- Patti Pon (CEO, Calgary Arts Development);

The Advisory Panel sub committee will be responsible for providing regular monthly progress updates to the Administration until BidCo is fully operational. A progress report will be provided to Council in June 2018 and in October 2018.

As is typical for many large-scale City of Calgary projects, Administration is recommending that an outside consulting firm be secured to further refine and execute the Engagement Program. Existing public engagement data will be provided to the successful proponent to ensure a comprehensive understanding of public sentiment is developed over time.

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### **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 to be 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. However, 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 versus later plebiscite date will continue to be discussed with all orders of government in order to reach agreement on a recommended date. Should these discussions result in an agreement, Administration will return to council with a recommended plebiscite date for approval

#### 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”).

### **Stakeholder Engagement, Research and Communication**

The Engagement Program has been developed in consultation with Customer Services and Communications (Communications, Engage, and Corporate Research), the 2026 OPWG project Advisory Panel sub committee, the Project Executive Steering Committee and with subject matter experts in the field of major events engagement. The execution of the Engagement Plan will be aligned with the public engagement activities currently underway in Canmore, Alberta.

The recommendations to proceed with the development of a robust engagement program and the holding of a plebiscite is aligned with funding requirements from the GoA.



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### **Strategic Alignment**

This report aligns with the Municipal Development Plan, the corporate Engage Policy, Council direction as outlined in the 2015-2018 Action Plan, and the Leadership Strategic Plan.

### **Social, Environmental, Economic (External)**

Extensive community consultation has been built into The City's existing plans and policies. The 2026 OPWG Bid Exploration utilized these strategic plans as a foundation and as a result citizen's social, environmental and economic priorities will be reflected in the initial draft 2026 OPWG vision, mission, benefits and legacy plans. Should Calgary choose to, and receive IOC endorsement to, proceed to the Candidature Stage, these statements will be further refined with public input by the BidCo and other key stakeholders prior to their inclusion in a formal Bid Book.

### **Financial Capacity**

#### ***Current and Future Operating Budget:***

The Engagement Program is typically the work of a BidCo, and therefore is considered a bid cost and has already been included in the BidCo budget. As a result, the three government core Members of the BidCo (GoC, GoA, and The City) have agreed that the costs associated with the Engagement Program be funded by BidCo out of their contributions as well as any private revenues generated by BidCo.

The Engagement Program, if approved, will go to Request for Proposal immediately. The City's portion of funding for the Engagement Program is place in Program 426, having been sourced from the Fiscal Stability Reserve through Council's previous direction. The actual cost of the Engagement Program will be solidified once the successful proponent has been chosen.

The cost of a plebiscite has not been included in above estimates.

#### ***Current and Future Capital Budget:***

No capital budget impacts as a result of this report.

### **Risk Assessment**

There are few identifiable risks associated with the recommendation in this report, however, the risks set out below will need to be managed throughout the proposed Public Engagement Approach.

Perceived Transparency and Neutrality: Public perception around transparency of The City's exploration of 2026 OPWG bid may have been negatively impacted by a perceived lack of detailed information shared with the public up until now. Concerted efforts will be required to maintain transparency and offer balanced and neutral information.

Access to timely information: Detailed information on all aspects of the bid process is required to share with Calgarians. However, much of this information is still in the process of being developed and will not be completed until into Q3 2018. Information will need to be shared as soon as it becomes available.

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Managing expectations of multiple stakeholders: Stakeholders associated with this project are diverse and varied including all Calgarians, Indigenous groups, national and local sport organizations, athletes, Bow Valley Corridor residents, all orders of government, media, COC, and IOC. Managing diverse expectations will require focused effort and appropriate communication and engage resources.

Balancing cost and results: While it is critical to inform large public sector decisions of this nature, engagement activities are costly. Strategies and approaches will need to balance costs with anticipated results. Failure to appropriately engage however will impact Calgarians ability to make an informed decision during a plebiscite.

Ability to reach all Calgarians: Appropriate and accessible communication and engagement tactics will be required to ensure that all Calgarians' voices are heard and included in the dialogue.

### **REASON(S) FOR RECOMMENDATION(S):**

The City has a responsibility to inform and engage Calgarians in the allocation of public funds and in significant initiatives that shape the future of the city. This report is specific to the public engagement activities associated with the 2026 OPWG bid dialogue stage. Both Part A and Part B of the Public Engagement Approach are necessary to proceed with a Bid.

### **ATTACHMENT(S)**

1. Public Engagement Approach
2. Previous Council direction
3. CBEC Public Engagement summary
4. Potential Plebiscite Timeline