

Chief Financial Officer's Report to  
Regular Meeting of Council  
2018 October 15

ISC: UNRESTRICTED  
C2018-1082

## **Multilingual Communications and Engagement Policy Report to Council**

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### **EXECUTIVE SUMMARY**

Calgary's population is becoming more diverse. Between 2011 and 2016, the immigrant population in Calgary grew faster than the general population. Currently, approximately one third of the city's population is comprised of residents whose primary language is not English or French. The Government of Canada projects that immigration will continue to be the main driver of population growth within Calgary until at least 2036.

Council and citizen priorities identify the need to include opportunities for all Calgarians to participate in civic life, to help create a prosperous city with inspiring neighbourhoods. Council has therefore requested that Administration research the needs of Calgary's multicultural community and develop strategies and implementation plans that will allow The City to deliver inclusive and equitable engagement and communication.

It should be noted that the phrase "ethno-cultural" that was referenced in the Notice of Motion and Administration's previous work is not inherently an inclusive term. The Federal government refers to these population segments as "multicultural" to acknowledge a broad community. Therefore, in this report, and subsequent work, the term "ethno-cultural" will be replaced with "multicultural".

#### **ADMINISTRATION RECOMMENDATION:**

That Council approve the short-term communications and engagement approach for translation and increasing access for multicultural communities.

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

On 2018, April 23 Council directed, through Notice of Motion report number CPS2018-0945, that Administration:

1. Develop and report back to Council no later than Q3 2018 on a short-term communications and engagement approach for translation and increasing access for multicultural communities, including resourcing and based on the channel strategy for multicultural communities, for current and upcoming City projects;
2. Develop and report back to Council through the Standing Policy Committee on Community and Protective Services no later than Q2 2019 on recommendations for a policy, strategies and implementation plan that includes standards of service for translation and interpretation, timelines, resources and budgets that incorporate the work done on the channel strategy for multicultural communities;
3. Research and report back to Council through the Standing Policy Committee on Community and Protective Services no later than Q4 2018 on the resourcing needs of the Office of the Councillors and the Office of the Mayor as they relate to communications and engagement with ethnically diverse communities in Calgary.

This report addresses the first directive under the Notice of Motion.

### **BACKGROUND**

The following outlines the leadership role The City of Calgary has played in response to the needs of multicultural and immigrant communities over the last two decades:

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In 1999, the Committee on Race Relations and Cross-Cultural Understanding met regarding The City of Calgary's vision "Calgary the best place to live" and asserted that Calgary was not the best place to live for many Calgarians due to racism and discrimination. The Committee requested that The City collaborate with community members to lead an initiative to develop best practices and to become more inclusive. As a response, The City established the Calgary Cultural and Racial Diversity Strategy Taskforce.

In 2002, the Calgary Cultural and Racial Diversity Strategy Taskforce formed the Diversity Calgary Leadership Council with multi-sector teams. Diversity Calgary's mandate was to advance 12 strategies in an effort to remove the systemic barriers preventing multicultural Calgarians from equal participation in all spheres of society in Calgary.

In 2006, The City signed the declaration to join the Canadian Coalition of Municipalities Against Racism and Discrimination (CCMARD), an initiative led by the United Nations Educational, Scientific and Cultural Organization (UNESCO), which called on municipalities from across Canada to be part of a larger international coalition of cities to combat racism. In 2011, two significant City programs came out of this initiative:

- The Welcoming Community Policy: supporting The City in effectively continuing its engagement with senior governments and the local community in providing successful integration for immigrants into our community and addressing their needs as they relate to the municipal mandate of creating a welcoming and inclusive community.
- Diversity and Inclusion in the Workplace Framework and Action Plan.

In 2017, Administration led the development of the multicultural strategy, formerly known as the Channel Strategy for Ethno-Cultural Communities in Calgary (Attachment 1), to identify and understand the needs of immigrant and multicultural communities. The City received an International Association of Business Communicators (IABC) Gold Quill Award of Excellence for Communication Research for this work and the strategy delivered comprehensive reports, marketing tools and media catalogues. Three community reports, representing the top four non-official languages in the Chinese, East Indian (Attachment 2), and Filipino communities, have been completed to date. The Latino community report is expected to be completed by the end of Q4 2018. An additional report on Calgary's Arabic-speaking community, the city's next largest non-official language, is also planned for Q4 2018.

In 2018, Administration signed a memorandum of understanding with the Government of Alberta to continue to partner on the multicultural strategy by sharing knowledge, information, tools and resources (Attachment 3).

The City currently partners with, and funds, the following organizations that have a multicultural and immigrant focus:

- Calgary Catholic Immigration Society
- Immigrant Services Calgary
- ActionDignity
- Calgary Immigrant Women's Association
- Centre for Newcomers
- Calgary Chinese Community Services Association
- Calgary Bridge Foundation

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- Calgary Ability Network.

Additionally, Calgary Local Immigration Partnership (CLIP), is a City-led initiative, in partnership with the Government of Canada, that works with community partners to help immigrants thrive and succeed in Calgary by easily accessing the resources and services they need.

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

Administration's short-term plan for communication includes the continued development and implementation of the multicultural strategy. The strategy is responsive to Council's direction in the notice of motion by following a framework of building connections, listening to the needs of each audience, adapting and translating messages and utilizing appropriate media channels.

Many variables were considered when defining the key audience for this strategy, including ethnicity, community, primary language, level of English language spoken and the length of time in Canada. Input from subject matter experts and stakeholder groups also informed the approach. Calgary's top five non-official languages Cantonese, Mandarin, Punjabi, Tagalog and Spanish, whose users represent close to 50 per cent of all the non-official language speakers in the city, were selected as a priority. Individuals between 24 and 65 years old who could converse in English, and first and second-generation immigrants who had spent at least one year in Calgary were identified as representatives and invited to participate in research.

The research methodology included a combination of primary and secondary techniques, employing qualitative practices such as unstructured in-depth interviews and focus groups. Research findings related to cultural values and media consumption habits were evaluated and refined during the interviews, and then validated during the focus groups. This work led to the creation of a strategy and marketing tool kit for each community that included an executive summary, a full report, and a media catalogue listing relevant communication channels.

In 2018 May, Administration conducted a survey to understand how City departments interact with multicultural and immigrant communities. The findings show that 67 per cent of departments identify these communities as part of their customer groups, 83 per cent feel they understand the service needs of multicultural and immigrant communities, and 83 per cent offer some form of support to these communities such as translation, advertising in multicultural media, or integration programs. The departments identified cost of resources relating to translation and staffing, cultural differences and beliefs, and lack of cultural diversity in their teams as barriers to working with multicultural and immigrant communities. Training sessions will be developed to better equip City teams to understand the needs of these population segments, and integrate the strategies into their service areas.

When creating engagement strategies, Administration's short-term plan is to continue to leverage existing internal subject matter experts and information such as Calgary Neighbourhoods' community demographics. The team will also continue to advise and support project teams in translation or interpretation of engagement materials and strategic efforts to improve awareness and access for participation of diverse cultural groups in engagement activities. These efforts include leveraging relationships with multicultural communities on engagement needs and preferences, and recommending locations or modifications to in-person engagement activities that align with the multicultural strategy.

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

The recommendation was developed through a variety of inputs:

- Utilized Statistics Canada research and data to better understand Calgary's multicultural communities.
- Engaged with Calgary's top four multicultural communities, based on primary language spoken at home, to develop the multicultural strategy. Although translation and interpretation services will be a part of this work, ultimately Administration will work to ensure The City is bridging diversity and inclusion gaps that exist within the organization and the various multicultural communities to provide needed services, communication and strategies, beyond translation and interpretation.
- Met with partner organizations.
- Leveraged past public engagement from the 2016 Welcoming Communities Plan.
- Reviewed previous City public engagement campaigns that have used translation and interpretation and/or implemented engagement or communication tactics to improve awareness or access to public engagement.
- Analyzed departmental information to understand the City services they provide to support these communities, as well as potential barriers.
- Held a project chartering session with members of Council and service owners to support the Notice of Motion by defining the components of the project, generating common understanding of the key project outcomes and risks, and developing a project plan.

In order to refine the strategy and ensure it remains relevant, stakeholder engagement, research, measurement and analysis will be ongoing. Key success metrics will include how satisfied multicultural communities are with the overall quality of City information and communications, and how well The City communicates about its services, programs, policies and plans.

To communicate the strategy, an internal and external communications plan to educate staff and Calgarians about this work and how it supports citizen priorities and Council directives will be developed.

Training sessions for internal stakeholders, in partnership with Government of Alberta, will also be developed to better equip City teams to understand the needs of these population segments, and integrate the strategies into their service areas.

### **Strategic Alignment**

The City's multicultural strategy aligns closely with Council and citizen priorities for a prosperous city and a city of safe and inspiring neighbourhoods. This work also aligns to the Social Wellbeing Principles that are designed to provide guidance on how to embed equity, truth and reconciliation, culture and prevention in City services. The strategy is embedded in One Calgary service plans and budgets, and supports the Resilience Framework and Cultural Plan for Calgary.

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

**Social:** This work will improve social inclusion for the multicultural and immigrant population in Calgary, and increase the relevance of services for these communities. By doing this, The City will create a sense of belonging, improve civic participation and create a better understanding of, and access to, City services. A city with a strong sense of inclusion and improved civic participation strengthens the social fabric of the community as a whole.

**Environmental:** This work will manage our environmental footprint through the adoption of new digital communication channels and a subsequent reduction in our reliance on traditional multicultural print publications. The City's climate plan can also be better promoted to the multicultural and immigrant population to build awareness and understanding.

**Economic:** By providing communication, engagement, and services that meet the needs of multicultural and immigrant communities, The City will adopt corporate-wide strategies to help manage costs, and reduce redundancy and duplication of effort. This will include the implementation of a corporate translation bank that includes relevant and frequently used content translated into the top five languages. Furthermore, an informed multicultural and immigrant population can increase their use of revenue-generating services, creating economic benefit.

### **Financial Capacity**

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

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

There are no capital budget implications associated with this report.

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### **Risk Assessment**

As the multicultural strategy is focused on Calgary's top four non-official languages, this could result in the unintentional exclusion of other multicultural communities. To mitigate this risk, Administration will continue to expand the multicultural strategy to include additional languages and communities based on Statistics Canada data. The City is also developing a larger channel strategy that considers all segments of Calgary's population.

There is a risk that the translation of broad-based communication messages will be considered sufficient to reach multicultural communities, rather than considering culturally appropriate strategies, channels, messages and tactics. Administration is creating training sessions to increase awareness and adoption of the multicultural strategy and demonstrate how to reach these communities effectively using targeted messages and channels.

The City needs to keep pace with immigration trends and the needs of citizens. Service planning and delivery for Calgary's changing demographic must be considered now, or The City could require significant resources in the future to correct inadequate plans and/or rebuild trust.

If the multicultural strategy does not continue to be implemented, awareness and understanding of City services within multicultural and immigrant communities could decline and result in decreased participation, and social exclusion.

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

By creating a short-term communications and engagement approach for translation and increasing access for multicultural and immigrant communities, The City will increase social inclusion and improve communication and engagement with Calgary's growing multicultural community

### **ATTACHMENT(S)**

1. Attachment 1 – Multicultural Strategy Outline
2. Attachment 2 – Multicultural Report Sample
3. Attachment 3 – Memorandum of Understanding – The City's partnership with The Government of Alberta