

Chief Financial Officer's Report to
SPC on Community and Protective Services
2018 December 05

ISC: UNRESTRICTED
CPS2018-1253

Multilingual Communications and Engagement

EXECUTIVE SUMMARY

Council and citizen priorities identify opportunities for all Calgarians to participate in civic life to help create a prosperous city with inspiring neighbourhoods. Approximately one fifth of the city's population is comprised of residents whose primary home language is not English or French; and one third of The City's population is comprised of residents whose mother tongue (the language first learned at home in childhood and still understood by the individual) is not English or French. Between 2011 and 2016, the immigrant population in Calgary grew faster than the general population. The Government of Canada projects immigration will continue to be the main driver of population growth in Calgary until at least 2036.

Council requested Administration to research the resourcing needs of the Office of the Councillors and the Office of the Mayor as they relate to communications and engagement with Calgary's multicultural communities and those with limited English language skills. Custom strategies will be required to better reach multicultural communities in Calgary through online, in-person and print communications and engagement. Equitable investment in translation and interpretation for certain wards will assist in bridging some language barriers. The purpose of this work is to build strategies to strengthen the connection with these citizens, support them during their settlement journey, develop a sense of belonging in their communities, and encourage participation in civic life. The intent is not to discourage these groups from learning English or adapting to life in Canada.

The funds approved through OneCalgary for the Office of the Councillors (\$70K) will be distributed to wards based on their multicultural needs and aligned to Statistics Canada data. Translation services can be requested through the CSC planner assigned to the Office of the Councillors. The funds will be tracked to manage equitable distribution, and the information will help project and plan for future years. The Office of the Councillors will be tracking how the budget is utilized.

ADMINISTRATION RECOMMENDATION:

1. Direct Administration to utilize Statistics Canada census data to produce a map displaying demographic data such as languages spoken.
2. Approve \$70K through One Calgary to resource the translation and interpretation needs of Council for communication and engagement activities (i.e. online, in-person, and print), and distribute the funds equitably to wards based on demographic analysis.
3. Evaluate and report back by Q4 2019 to determine if resourcing is adequate.

PREVIOUS COUNCIL DIRECTION / POLICY

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

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.

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BACKGROUND

In 2018 Q3, a Multilingual Communications Survey with the Office of the Councillors and the Office of the Mayor was conducted to better understand resourcing needs for translation and interpretation services (Attachment 1). The survey included questions on communication channels, translation or interpretation services currently used, top languages spoken in each ward, and the projection of ward-specific funding related to this work.

There are a variety of Administrative resources that consider the needs of Calgary's population by ward:

- Calgary Neighbourhoods compile *The City of Calgary's Ward and Community Profiles* which include community and ward level information.
- In 2017, the multicultural strategy was initiated to identify and understand the needs of immigrant and multicultural communities in Calgary. The strategy has delivered comprehensive reports, marketing tools, and media catalogues related to Calgary's top five non-official languages: (1) Chinese languages, (2) Punjabi, (3) Filipino/Tagalog, (4) Spanish and (5) Arabic.
- The Engage Framework outlines the best ways to reach, involve and hear from those who are impacted by City projects and decisions (Attachment 2).

Several sources were referenced as part of this analysis to help identify the demographics of Calgary's multicultural communities and their communication needs and preferences.

According to the 2016 federal census:

- About 2.5 per cent, or one in forty Calgarians, did not have knowledge of the English language, and the population of non-English speakers was not evenly distributed across the city.
- The percentage of residents in each ward that were not English speakers ranged from 0.9 per cent to 7.1 per cent.
- The 2016 federal census also stated 17.2 per cent, or one in six Calgarians, spoke a language other than English most often at home.
- The percentage of residents in each ward that did not speak English most often at home ranged from 7.3 per cent to 44 per cent.

As ambassadors for citizens and The City of Calgary, the communication channels used by the Councillors and the Mayor act as important sources of information. Findings from the 2018 Q3 Councillor and Mayor Survey (Attachment 1) showed:

- All offices utilize social media channels to communicate with citizens, while other channels used include community events, newsletters and email.
- Differences in the demographics and multilingual needs of each ward, indicating some with higher needs than others.
- 11 of the 16 respondents do not use translation or interpretation services.
- Wards requiring translation and interpretation often receive these services from a member of the ward office (or Mayor's office), a volunteer or a citizen's family member.
- Several key primary languages were identified by the Councillors' and Mayor's Offices: Punjabi, Chinese languages, Filipino/Tagalog, Vietnamese, Urdu, Spanish, French and Arabic. These languages are in line with the Statistics Canada data.

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INVESTIGATION: ALTERNATIVES AND ANALYSIS

Considerations for Council Communications

Prior to the development of the multicultural strategy, The City largely communicated with citizens in English through mainstream channels. This has resulted in an unintentional barrier to services and civic participation with multicultural Calgarians. An effective strategy to overcome this barrier is to adapt communication messages and channels based on demographic, cultural and language needs using an equitable approach.

The next 12 months will be used to understand and track the translation and interpretation needs of The Mayor and Council. The funds approved through OneCalgary for the Office of the Councillors (\$70K) will be distributed to wards based on their multicultural needs and aligned to Statistics Canada data. This information will help project and plan for future years and ensure the equitable distribution of funds. The Multilingual Communications Survey and Statistics Canada data indicate a need for the Offices of the Mayor and Councillors to:

1. Apply custom strategies to communications and engagement tactics to reach diverse communities in Calgary, selecting channels most appropriate to the audience.
2. Apply plain language for clarity, making translation easier for Calgarians with a developing comprehension of English.
3. Invest appropriately in wards with a high or moderate multicultural population in translation and interpretation services based on the needs of constituents. Benchmarks from other municipalities indicate these services should be used when at least 3 to 5 per cent of the target audience speaks that language. This approach can be applied to the main communication channels used by the Offices of the Mayor and Councillors:
 - Community events and in-person ward-hosted events: Interpretation services will be made available.
 - Temporary signs, printed materials and collateral, and paid media: Messages should be translated into relevant languages and distributed through applicable communication channels.
 - Email and community newsletters, and ward website: Where it is not possible to make content available in multiple languages, important messages should be translated into relevant languages and made available through alternative communication channels.
 - Twitter, Facebook and Instagram: social media platforms do not yet strongly support multilingual communication. Tactics such as recognizing culturally relevant events can be adopted to promote inclusion. A calendar with these events can be shared with members of Council.
 - YouTube: Subtitled versions of videos that communicate key information could be made available based on priority and need.
4. Invest less in wards with a low multicultural population, while continuing to monitor demographic data.
5. Utilize consistent translation and interpretation services, such as those provided by Customer Service and Communications, to ensure consistency and realize cost efficiencies.

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Stakeholder Engagement, Research and Communication

The recommendation was developed through a variety of inputs:

- Utilized Statistics Canada data to better understand the demographics of Calgary's multicultural communities and how this can support Council communications.
- Conducted a survey with the Office of the Councillors and the Office of the Mayor to identify their multicultural communications and engagement needs.
- Engaged with Calgary's top four multicultural communities, based on primary language spoken at home, to develop the multicultural strategy

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 aligns to the Social Wellbeing Principles designed to provide equitable services by removing barriers to access and inclusion, and to support and grow culture. The strategy is embedded in the One Calgary service plans and budgets, and supports the Resilience Framework and Cultural Plan for Calgary.

Social, Environmental, Economic (External)

Social: This work will improve integration and social inclusion for the multicultural and immigrant population in Calgary, decreasing enclaves and increasing the relevance of services for these communities. The City will strive to create a sense of belonging for these groups of newcomers, improving their civic participation, and creating a better understanding of City services. This will include what those services are, how and where to access services, and understanding City policies and bylaws. A city with a strong sense of inclusion and improved civic participation across all quadrants will strengthen the social fabric of Calgary and its communities.

Economic: Reducing redundancy and duplication of translation services will result in cost avoidance. Administration support for this will include a corporate translation bank that includes relevant and frequently used content translated into the top five languages.

Financial Capacity

Current and Future Operating Budget:

Funding (\$70K) to support Mayor and ward communications and engagement with Calgary's multicultural communities has been requested as part of One Calgary service plans and budgets (subject to Council's approval). These funds are intended to be distributed using an equitable approach.

Current and Future Capital Budget:

There are no capital budget implications associated with this report.

Risk Assessment

Council needs to keep pace with Calgary's immigration trends and the needs of their constituents and citizens. Effective communication and engagement with Calgary's multicultural communities must be considered now, or significant resources could be required in the future to reach these growing groups.

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To avoid the risk of perpetuating ethnic enclaves in Calgary, The City must utilize tactics such as translation and interpretation to better reach first-generation immigrants, which will support a better connection between future generations and The City.

To mitigate this risk of unintentional exclusion of other multicultural communities, 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 the various segments of Calgary's population.

There is a risk 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. Training sessions are being held for the Councillors and Mayor's Offices, as well as Administration to increase awareness, adoption and leadership.

REASON(S) FOR RECOMMENDATION(S):

The City commits to keeping pace with community needs and demonstrating leadership and support for social inclusion through improving communication and engagement with Calgary's growing multicultural community.

ATTACHMENT(S)

1. Attachment 1 – Multilingual Communications Survey Report
2. Attachment 2 – Engage Framework Guiding Principles