

# **Community Conversations: How Citizen Panel Dialogue can Reveal Community Interests About British Columbia's Potential for an Expanded Energy Future**

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**Date of Submission:** April 14, 2014

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*Empathy can only happen in understanding. It's not about saying we are going to agree. It's about listening and truly listening so that conversation can be moving forward with all parties considered.*

*– Citizen panel participant*

*Let's not forget that we have innovated to this place. I want to be part of something. I want to belong to something that is constructive, hopeful, and makes a difference.*

*– Citizen panel participant*

## EXECUTIVE SUMMARY

Public support for energy development in British Columbia (B.C.) is a complex issue that involves diverse interests and impacts industry competitiveness and social license to operate in the province. This project and report was produced for the Canadian Association of Petroleum Producers (CAPP) to identify how citizen panel groups can be used to understand different perspectives about proposed oil and natural gas development in B.C. Research focused on exploring how dialogue from preliminary citizen panel meetings in Courtenay-Comox, Prince Rupert, and Fort St. John can help to inform CAPP's approach to try and create sustainable and durable dialogue related to B.C.'s energy future.

Research consisted of four main deliverables that were produced using a multi-faceted qualitative approach:

- The literature review generated a comprehensive account of key concepts and themes related to civic engagement theory and practice in addition to challenges and opportunities within the field.
- Observation and documentation of the first citizen panel meeting in each target community generated the primary qualitative data set for the project.
- Analysis of citizen panel data identified community specific and shared needs, desires, fears, hopes, and concerns.
- Strategic options and recommendations informed by citizen panel and literature review findings are presented to address how CAPP can consider a durable dialogue approach across the citizen panel communities.

Principle findings from the literature review identified six key themes that help to inform how durable dialogue can be supported in civic engagement processes. Citizen panel data analysis revealed unique and shared community perspectives about the future of oil and natural gas development in B.C. When the different streams of citizen panel data are combined it was observed that, depending on the level of industry presence and development in an area communities are faced with challenges and questions that may require a different relationship and engagement structure with industry. This suggests that the industry response to create durable dialogue may require different types and degrees of formalized engagement processes. Data also directed the review of how industry and communities in Alberta have addressed this communication challenge to determine if a similar approach could be considered in B.C.

The report presents three strategic options for CAPP to consider in Courtenay-Comox, Prince Rupert, and Fort St. John, B.C.: the continuation of citizen panel groups, the creation of B.C. synergy groups, and the formation of an industry-community alliance group. Options are compared using criteria from the literature review and a differentiated community engagement strategy is recommended that takes into account the impact of industry development and proposed expansion in each community.

## **ACKNOWLEDGEMENTS**

I would like to thank Dr. Evert A. Lindquist for his invaluable guidance and critical feedback that supported the completion of this project. This work would have not been possible without the unwavering support of Dr. Tara Ney who during significant moments of change ensured the research was able to move forward.

I would like to thank the Canadian Association of Petroleum Producers and Janet Annesley, VP Communications for providing me with the opportunity to do this project. Thank you for believing in me to be part of the CAPP team and for showing me what it truly means to be a communicator and do challenging work. Thank you to Christina Pilarski, Manager Campaigns who has been instrumental in supporting this project and has been a constant source of direction, motivation, and encouragement.

Thank you to my family, friends, and peers who have walked with me over the course of the Dispute Resolution program and have coached me along the way.

To the members of each citizen panel in Courtenay-Comox, Prince Rupert, and Fort St. John, B.C. Thank you for trusting in this project, believing in our purpose, and welcoming us into your community. Your honesty and willingness to engage was humbling, inspiring, and confirmed the importance of this work.

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## 1.0 INTRODUCTION

Natural resource development and support of industry expansion in British Columbia (B.C.) is in a state of transition. With the abundance of B.C.'s natural gas reserves, the location of the province as a gateway to Asia Pacific trading partners, and increasing international demand for energy (British Columbia, 2012a) the province is faced with a significant opportunity to expand liquefied natural gas (LNG) extraction operations in Northeastern B.C. and the transport of LNG and crude oil from the North West coast. However, support for LNG extraction and the transportation of oil and LNG product by pipeline and tanker has generated vigorous public debate in B.C. (Anderson, 2013, March; Ipsos Reid, 2014). Growing tension exists not only between economic development and environmental interests that are often positioned against each other, but also includes concern for the social impact of industry expansion on local communities and the role of First Nations throughout the development process.

As the voice for Canada's upstream oil, oil sands, and natural gas industry the Canadian Association of Petroleum Producers (CAPP) needs to understand the complexity of the public divide in B.C. in order to effectively respond to market access issues and gain the necessary social license for future industry growth. Community engagement is seen as a necessary and important component of CAPP's response to this dilemma. To better understand the mixed perspectives related to the challenges and opportunities of oil and LNG industry expansion CAPP established citizen panel groups in select locations of interest. The primary objective of creating the panels was to establish a targeted entry point of two-way communication in each community to collect qualitative feedback and identify possible actions that could be pursued to address specific issues and concerns. Through these groups CAPP hopes to build a platform for sustained dialogue informed by participant perspectives related to the oil and LNG industry in B.C. and development projects proposed in their region and throughout the province.

The purpose of this project is to report on the community specific interests<sup>1</sup> that surfaced during the preliminary citizen panel meetings and identify options and recommendations for the project client, CAPP, to consider in response to the following question: how can citizen panel dialogues help to inform the Canadian Association of Petroleum Producers about community interests related to proposed expansion of oil and liquefied natural gas projects in British Columbia? As a starting point, the research hoped to shed light on

- the acceptability of industry in a particular community;
- community specific citizen interests; and
- interest similarities and differences between communities.

The project focuses on the first citizen panel meetings held during the Fall of 2013 in three target communities: Courtenay-Comox, Prince Rupert, and Fort St. John, B.C. As preliminary

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<sup>1</sup> For the purpose of this report interests are defined as the needs, desires, fears, hopes, and concerns that motivate, inform, and give meaning to the positions that people take in a dispute or conflict situation (Sloan & Chicanot, 2010).

conversations, these meetings represent one line of evidence that CAPP will analyze in the context of its broader community engagement program in B.C. This is consistent with the value that CAPP places on making informed decisions that take into account different stakeholder perspectives to help balance “reliance on experts inside and outside” (Lindquist, 1994, p. 92) the Association. Given that “there are a variety of actions that can and are being taken by industry and governments to satisfactorily manage the production, transmission and distribution issues around natural gas [and oil]” (Canadian Natural Gas Initiative (CNGI), 2013, p.6), from CAPP’s perspective, “the starting point for understanding any of these [options] has to be a conversation” (CNGI, 2013, p.6) that engages with the people who would be directly and indirectly impacted by the expansion of industry.

### **1.1 Research Approach and Deliverable Components**

This project was informed by a multifaceted qualitative approach that included a literature review, observation and documentation of CAPP citizen panel meetings, and analysis of citizen panel dialogue. The initial stage of research required a review of civic engagement literature to help situate the CAPP citizen panels within the field of public participation. This research component generated background knowledge and context related to the theoretical perspectives that helped shape civic engagement processes and the opportunities, challenges, and issues that exist within the field. Key concepts identified in this section were used to develop criteria against which final recommendations of the project could be compared.

Following this stage, primary qualitative data was gathered between October and November 2013. The researcher attended the first citizen panel meetings in each of the following communities: Courtenay-Comox, Prince Rupert, and Fort St. John, B.C. to observe and audio record the conversations that took place between participants. Through qualitative analysis key ideas, concepts, and themes were discovered and compared to identify similarities and differences between the citizen panel groups. Themes and sub-themes identified in the literature review and citizen panel data analysis were used to identify three high-level strategic options and recommendations for consideration by the project client. The options were designed to address how CAPP can consider longer term engagement with communities to try and create sustainable and durable dialogue related to energy expansion and development in B.C.

### **1.2 Organization of Report**

This report is organized into nine sections. Section 2 provides background information on the project client, the Canadian Association of Petroleum Producers, and provides an overview of how the relationship between the Canadian natural resource sector and public participation has evolved. The section moves on to discuss B.C.’s experience with the oil and natural gas industry and the connection between public trust and industry development. The section concludes with an account of CAPP’s engagement plan in B.C. with particular attention given to citizen panels.

Section 3 explains the multifaceted qualitative approach that was applied to the project and outlines the four deliverables that were produced: a literature review, observation and documentation of the CAPP citizen panel meetings, analysis of citizen panel dialogue data, and final options and recommendations of the report. The section concludes with a discussion of the assumptions and limitations of the project and presents the conceptual framework that guided the research. Section 4 presents the findings from the literature review while section 5 explores findings from citizen panel meeting data.

Section 6 takes a step back to look at the key themes and findings from the literature review and data analysis in order to identify a renewed understanding of how best to create durable dialogue in target communities. It concludes with the identification of criteria to assess final options and recommendations. Section 7 presents three strategic options for CAPP to consider, with Section 8 recommending a way forward.

Section 9 offers concluding remarks and identifies areas for further research to strengthen our understanding of how dialogue can be created and sustained to address complex questions that surround public opinion and the expansion of B.C.'s energy future.

## 2.0 BACKGROUND

The establishment of citizen panels in target communities in B.C. emerged from CAPP's specific organization and communication goals to enhance the acceptance of industry in the province. To better understand the factors which influenced establishing the panels this section introduces guiding concepts related to CAPP's overall mission. A review of how civic engagement initiatives have evolved in the Canadian natural resource sector is discussed to help situate B.C.'s evolving relationship with the oil and natural gas industry. This relationship is explored further because, as industry development has expanded in B.C., so too has demand for civic engagement. These trends are discussed to identify the informal and formal channels of engagement that surround the current proposals for LNG and pipeline project development. The Provincial Government's vision for oil and natural gas industry expansion is laid out and the relationship between public trust and industry development is explored to introduce the complex environment in which the CAPP citizen panels function. The creation of the panels themselves is explained to identify process decisions made by CAPP in the establishment of these groups.

### 2.1 Canadian Association of Petroleum Producers

The Canadian Association of Petroleum Producers is a member driven organization that represents small, medium, and large Canadian upstream oil and natural gas companies. CAPP member companies produce about 90 per cent of Canada's natural gas and crude oil and with associate members "generate approximately \$110 billion in national revenue a year" (Canadian Association of Petroleum Producers (CAPP), 2014). The upstream sector of the oil and natural gas industry includes companies that explore for, develop, and produce crude oil and natural gas resources; the midstream sector refers to the processing, storage, and transportation of natural resource product such as liquefied natural gas (LNG); the downstream sector refers to the refining and marketing of consumable by-product, such as gasoline, at the retail level.

As a significant industry lobby group CAPP is steered by a representative member company Board of Governors and is tasked with the mission to:

Enhance the economic sustainability of the Canadian upstream petroleum industry in a safe and environmentally and socially responsible manner, through constructive engagement and communication with governments, the public and stakeholders in the communities in which we operate. (CAPP, 2014, para. 1)

While not explicitly mentioned, the upstream natural gas industry is included in this mission statement as many of CAPP's member companies have competitive interests in this sector. CAPP is focused on delivering net positive results in two strategic priority outcome areas: industry competitiveness and social license to operate. Surrounding these outcomes are six specific organizational goals:

1. Facilitate continued improvement in environment, health and safety performance and stewardship while maintaining a viable industry.
2. Improve market access, growth and producer netbacks.
3. Seek a fiscal regime that enhances the economic well-being and sustainability of petroleum exploration and development.
4. Develop and participate in processes that will result in the identification of non-accessible areas, the timely approval of activities and a lower cost of access to the land base.
5. Work to build an efficient regulatory framework that meets industry objectives and that can be effected at the least cost.
6. Maintain a positive, collaborative profile for the industry with governments and the public, thereby facilitating achievement of the goals of CAPP. (CAPP, 2014)

Each goal is supported by a corresponding set of strategies<sup>2</sup> and held accountable to the four performance areas of the Responsible Canadian Energy<sup>3</sup> program: people, air, water and land (Canadian Association of Petroleum Producers (CAPP), 2013b). As CAPP member companies operate in all 10 Canadian provinces and two of the three territories, achieving these targets across such a diverse value chain is a substantial undertaking. From a civic engagement perspective, this project and report speak to the first, second, and sixth organizational goals and specifically to the challenge of reaching them in British Columbia. To help situate civic engagement practices specific to the oil and natural gas industry in B.C. the next sub-section reviews the relationship between public participation and the Canadian natural resource sector.

## **2.2 Public Participation and the Canadian Natural Resource Sector**

Civic engagement in Canada and the relationship between public participation and the Canadian natural resource sector parallel similar movements across North America. Specifically related to environmental governance Dorcey and McDaniels (2000) note that in Canada:

During the 1960s, concerns about environmental problems increased greatly and environmental issues rose on the public agenda in unprecedented ways...The response was a remarkable period of innovation in environmental policies and associated citizen-involvement processes, often following similar developments in the U.S.A. Three major foci for these initiatives in Canada were planning for urban development, river-basin management, and assessments for project developments. (p. 255)

By the 1970's multi-purpose project evaluation emerged across Canada. The federal and provincial governments "introduced project review processes designed to assess the

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<sup>2</sup> A complete list of performance goals and strategies are included in Appendix C.

<sup>3</sup> The Responsible Canadian Energy Program represents a guiding framework agreed to and created by CAPP members about their overall strategic environmental, health, safety and social performance in the areas industry believes to be of greatest relevance to industry and stakeholders. The annual Responsible Canadian Energy progress report focuses on industry indicators of performance in four specific areas: people, air, water and land (Adapted from CAPP, 2013b).

environmental and social impacts of developments that had previously been neglected in cost-benefit analyses (Dorcey & McDaniels, 2000, p. 256). This resulted in the experimentation of different communication and participation techniques that included citizen surveys, public hearings, task forces, and advisory committees (Dorcey & McDaniels, 2000). In the natural resource sector, successive major public inquiries related to the development of mega-energy projects in Canada “set new precedents for citizen involvement: the Mackenzie Valley Pipeline Inquiry under Berger (1977), the Alaska Highway Pipeline Inquiry under Lysyk (1977), and the Kitimat Pipeline Marine Terminal Inquiry under Thompson (1977)” (Dorcey & McDaniels, 2000, p. 257). While the inquiries were spread over different geographical locations, the conclusions focused on the probable social, political, economic, and environmental impacts of the projects and, perhaps most importantly, were informed by people who lived in communities which could be affected.

Nationally, demand for citizen participation was clearly identified by the Citizen’s Forum on Canada’s Future (1991) where:

Overwhelmingly, [Canadians said] that they have lost faith in the political system and its leadership. Anger, disillusion, and a desire for fundamental change is very often the first issue raised in discussion groups, and usually produces unanimous agreement. There is no apparent regional variation in the identification of this as a major issue facing the country. Canadians are telling us that their leaders must be governed by the wishes of the people and not the other way around. (McNaney, 2000, p. 20)

In 1993 the National Round Table on the Environment and the Economy presented ten consensus based process goals, (see Table 1, next page), for addressing complex environmental, economic, and social problems. The Principles were developed on the premise that:

Building a sustainable future requires processes that reconcile competing interests, forge new co-operative partnerships, and explore innovative solutions. These processes need to employ the abilities of all parties to enhance the quality of life for present and future generations. (National Round Table on the Environment and the Economy, 1993, p. 2)

These goals helped to draw attention to the benefit of applying collaborative practices to seemingly complex, difficult public disputes and established an important foundation for future collaborative efforts.

Dale (1995) explains that “complicating this [demand] for increased public participation and transparency in decision making [was] the growing imperative to integrate environmental and economic decision making and the consequent push to move from the traditional sectoral approach to multipartite approaches” (p. 2). Another element to the call for public participation was “the seeming inability of current public institutions to quickly respond to the emerging environmental imperatives and growing convergence and acceptance of sustainable development as a governance approach” (Dale, 1995, p.2). However, the use of collaborative

**Table 1**  
**Guiding Principles of Consensus Processes**

Goal	Process Explanation
1. <b>Purpose driven:</b>	People need a reason to participate in the process
2. <b>Inclusive not exclusive:</b>	All parties with a significant interest in the issue should be involved in the consensus process.
3. <b>Voluntary participation:</b>	The parties who are affected or interested participate voluntarily.
4. <b>Self-design:</b>	The parties design the consensus process.
5. <b>Flexibility:</b>	Flexibility should be designed into the process.
6. <b>Equal opportunity:</b>	All parties must have equal access to relevant information and the opportunity to participate effectively throughout the process.
7. <b>Respect for diverse interests:</b>	Acceptance of the diverse values, interests, and knowledge of the parties involved in the consensus process is essential.
8. <b>Accountability:</b>	The parties are accountable both to their constituencies and to the process that they have agreed to establish.
9. <b>Time limits:</b>	Realistic deadlines are necessary throughout the process.
10. <b>Implementation:</b>	Commitment to implementation and effective monitoring are essential parts of any agreement.

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Note: Adapted from Dorcey & McDaniels, 2000, p. 254.

civic engagement processes was not without criticism for “delaying the [project approval] process, overemphasizing the interests of the active publics, and usurping the role of elected officials” (Dorcey & McDaniels, 2000, p. 257). As a result, by “the late nineties, citizen involvement in environmental governance in Canada [appeared] once again to have gone through a period of great innovation followed by second thoughts” (Dorcey & McDaniels, 2000, p. 262). This seems to suggest that there is a cycle of citizen involvement which ebbs and flows over time in the sector. Dorcey & McDaniels (2000) note that:

- While debate in the initial decade often dwelt on whether there was a role for citizen involvement [in environmental governance and natural resource planning], it progressively shifted to questions of how and how much.
- Innovations gave particular emphasis to approaches and techniques that would avoid adversarial interactions and facilitate cooperation.
- Non-governmental stakeholders have become increasingly organized and skilled in participating in environmental governance processes.
- Non-governmental stakeholders have become increasingly sophisticated in their lobbying of governments and business and use of media, courts, and markets to extend and strengthen their participation in environmental governance beyond the citizen-involvement processes established by government. (p. 264)

Constant throughout these elements of change, however, has been striking a balance between how people view and depend on the environment in relation to their value and reliance on

public services, trade, and the economy which “depends on where and how [they] live, how [they] make their livelihood, [their] beliefs and values, and [their] wealth” (Parson, 2001, p.8). As a result, the priority given to protecting or preserving certain ways of life “reflects a blending of imperfectly understood dynamics of biophysical systems and people’s reliance on them; and of human conceptions, individual and collective, of what things are sacred or valued, and what changes are feared” (Parson, 2001, p.8). The current state of energy expansion and pending industry development decisions in British Columbia seem to present a similar landscape.

### **2.3 British Columbia’s Relationship with the Oil and Natural Gas Industry**

The relationship between the oil and gas industry and British Columbia is relatively new compared to other industries such as fishing, mining, and forestry. Industry presence accelerated in 1948 with the commercial production of natural gas followed by the discovery of oil near Fort St. John in 1951 (Canadian Association of Petroleum Producers (CAPP), 2013e). Prior to this time there was a moderate level of exploration, but limited success in the viable production of oil and gas resources. The province is now Canada’s second largest natural gas producer and in 2012 produced 21,000 barrels of crude oil per day (CAPP, 2013d).

At around the same time as the oil and gas industry expanded within B.C. “multi-stakeholder consensus processes began to be extensively utilized” (Dorcey & McDaniels, 2000, p. 259); however, similar to the experience across Canada, “enthusiasm for new citizen-involvement initiatives waned in the mid-nineties as governments at all levels became doubtful about their worth and as concerns about economic issues came to dominate their agendas” (Dorcey & McDaniels, 2000, p. 261). Marshall (2000) notes that around this same time “British Columbia’s resource industries continued to experience boom and bust cycles, and resource-dependent communities endured tremendous economic and social stress; First Nations’ grievances have remained generally unresolved and public concern about ecological sustainability has continued to rise” (p. 6).

For Dorcey (2004) citizen engagement in natural resource decision making in B.C. can be categorized into three distinct waves. As seen across Canada, the first wave from the mid 1960’s to the early 1980’s focused on exposure to the concept of “whether citizens should be involved in resource and environmental management” at all (Dorcey, 2004, p. 530); the second wave in the 1990’s centered on “how negotiation-based techniques of dispute resolution, consensus building and multistakeholder processes might enhance involvement” (p. 530); the third wave is currently emerging and is most concerned “about whether the techniques and processes introduced during the first two waves can ever be expected to achieve their goals without much more fundamental changes to the governance systems within which they are employed” (p. 530).

Existing alongside the development of citizen engagement processes are the legally required mechanisms of notification and consultation by both project proponents and the province. As per the B.C. Oil and Gas Commission<sup>4</sup> (2014):

Before a [project proponent] can submit an application for an oil and gas permit to the B.C. Oil and Gas Commission, certain consultation and notification activities have to be completed as per the Commission's new Consultation and Notification Regulation. This regulation creates a formalized public engagement process that allows landowners and affected parties to express concerns about how the proposed oil and gas activity may affect them. (Public Engagement, para. 1)

The B.C. government is legally required to consult with First Nations on proposed oil and natural gas development projects that could impact their traditional territories. Important milestones are explained in British Columbia (2010):

In 1995, the Province developed its first aboriginal rights policy in response to emerging aboriginal case law requiring the Province to avoid or justify infringements of aboriginal rights, where such rights were determined. The evolution of aboriginal law necessitated several amendments to the policy with the last amendment in 2002. Significant developments in case law, most notably the 2004 Supreme Court of Canada decision in *Haida*, have since expanded the Province's duties to consult regarding claimed, but not yet proven rights and where appropriate to accommodate those. (p. 4)

The expectation of project proponents to consult with First Nations has also evolved to the extent that:

Proponents (any party, including industry, local governments, federal agencies and Crown corporations, seeking decisions from the Province in support of activities related to land or resource development) are encouraged to engage First Nations as early as possible when seeking a decision. In some cases, the Province may delegate certain procedural aspects of consultation to proponents. Proponents are often in a better position compared to the Province, to exchange information about their decision requests and directly modify plans to mitigate any concerns. (British Columbia, 2010, p. 3)

Therefore, "provincial decision-makers with authority to make decisions about provincial land or resources are responsible for ensuring appropriate and sufficient consultation and accommodations" (British Columbia, 2010, p. 3) are legally met with respect to First Nations rights (including treaty rights) and title. However, the process for achieving successful

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<sup>4</sup> The B.C. Oil and Gas Commission is an independent regulatory agency with responsibilities for overseeing oil and gas operations in British Columbia, including exploration, development, pipeline transportation and reclamation. The Commission was created as a Crown Corporation through the enactment of the Oil and Gas Commission Act. The Commission's core roles include reviewing and assessing applications for industry activity, consulting with First Nations, ensuring industry complies with provincial legislation and cooperating with partner agencies (<http://www.bcogc.ca/about-us>)

consultation that is seen as trustworthy and agreeable to all parties is extremely complex and is accompanied by a history and serious impact of colonization on First Nations peoples. Perhaps this is because as Dorsey (2004) notes, “increasing complexity further enhances the likelihood of conflict” (p. 528) and is strengthened by “the exponential growth of biophysical and socio-economic interactions accompanying population increases, economic development and technological innovation” (p. 528). With the rapid potential for expansion to occur in all of these areas in B.C. combined with a heightened sense of distrust for industry, the expansion of B.C.’s energy future remains uncertain.

As of January 2014 two oil pipeline projects, 12 LNG projects, and six natural gas pipeline projects have been proposed in B.C. Appendix E identifies the oil and liquefied natural gas projects in further detail; the projects involve many of the same stakeholders and many of the same questions. Table 2 identifies the primary stakeholder groups and an array of central issues that are currently under debate. The issues are complex and involve multifaceted social, political, and industry interests. Dialogue seems to pivot on the relationship between historical disagreement over issues such as land use, First Nations rights, title, and consultation, and environmental regulation in addition to emerging concerns such as climate change, competition, the economy, and protecting a renewed value for what is left of the environment.

**Table 2**  
***Stakeholder Groups and Issues Related to Oil and Liquefied Natural Gas Development in B.C.***

<b>Stakeholder Groups</b>	<b>Issues in Question</b>
<ul style="list-style-type: none"> <li>• Municipal, Provincial, Federal Governments</li> <li>• First-Nations</li> <li>• Industry</li> <li>• The public</li> </ul>	<ul style="list-style-type: none"> <li>• Economic development, job creation, and trade</li> <li>• Environmental protection and remediation</li> <li>• Temporary foreign workers</li> <li>• Water use, safety, quality</li> </ul>
<ul style="list-style-type: none"> <li>• Oil and Gas industry organizations and associations</li> <li>• Non-governmental Organizations</li> </ul>	<ul style="list-style-type: none"> <li>• Climate change and air quality</li> <li>• Wildlife and ecosystem impact</li> <li>• Social impacts both positive and negative on operating communities</li> <li>• Community health</li> <li>• Worker safety</li> <li>• Regulatory capacity, effectiveness, and integrity</li> <li>• Industry boom-bust potential</li> <li>• Seismicity and drilling safety</li> <li>• Workforce skills development and training</li> <li>• Government revenue and local community benefits</li> <li>• Community capacity and infrastructure, pace of development</li> <li>• Expansion of oil sands export</li> </ul>

Stakeholder Groups	Issues in Question
	<ul style="list-style-type: none"> <li>• First Nations land claims, treaty rights, and consultation</li> <li>• LNG extraction process (fracking)</li> <li>• Pipeline safety for transportation of oil and LNG</li> <li>• Tanker transportation and safety for oil and LNG</li> </ul>

Note: Adapted from B.C. Ministry of Natural Gas Development <http://engage.gov.bc.ca/Inginbc/first-nations-and-communities/>, <http://www.gov.bc.ca/mngd/>; B.C. Ministry of Environment <http://www.newsroom.gov.bc.ca/2012/07/british-columbia-outlines-requirements-for-heavy-oil-pipeline-consideration.html>; The Canadian Association of Petroleum Producers <http://www.capp.ca/canadaIndustry/IndustryAcrossCanada/Pages/BritishColumbia.aspx>

In response to the swell of interest in industry expansion, the B.C. government identified five conditions for development and a vision for B.C.’s industry future. Premier Christy Clark put forward “minimum requirements that must be met before [the province of British Columbia] will consider support for any heavy oil pipeline projects in [the] province” (BC Ministry of Environment (MOE), 2012). The requirements are captured in the conditions below:

1. Successful completion of the environmental review process. In the case of Enbridge, it would mean a National Energy Board Joint Review Panel recommendation for the project to proceed.
2. World-leading marine oil spill response, prevention and recovery systems for B.C.’s coastline and ocean to manage and mitigate the risks and costs of heavy oil pipelines and shipments.
3. World-leading practices for land oil spill prevention, response and recovery systems to manage and mitigate the risks and costs of heavy oil pipelines.
4. Legal requirements regarding Aboriginal and treaty rights are addressed, and First Nations are provided with the opportunities, information and resources necessary to participate in and benefit from a heavy-oil project.
5. British Columbia receives a fair share of the fiscal and economic benefits of a proposed heavy oil project that reflects the level, degree and nature of the risk borne by the province, the environment, and taxpayers. (MOE, 2012, para. 3)

Regarding LNG projects, the government identified a vision for B.C. “to be a global leader in secure and sustainable natural gas investment, development, and export” (British Columbia, 2012b, p.3) and committed to establishing three LNG facilities by 2020 (British Columbia, 2013). From the government’s perspective, this can be achieved if the province is able to

- maintain current and develop new markets;
- ensure a reliable, abundant supply of natural gas;
- maintain competitiveness;
- maximize the benefits of natural gas development;
- ensure environmentally responsible development; and
- build partnerships to promote development. (British Columbia, 2012a, p. 3)

However, surrounding these goals and commitments is the fundamental question of if and how balance can be established among different stakeholders with interests related to oil and gas expansion in B.C. This question is complicated further by the issue of if trust and public perception of industry can be shifted within each group for general acceptance of industry and project specific development to move forward.

## **2.4 Public Trust and Industry Development**

When looking at the public perception of industry in British Columbia and the segmentation of public support for development, it is helpful to have a global and national snapshot for comparison. The 2013 Edelman Trust Barometer helps to situate trust of the industry at a global and national level:

- Globally the general public is more trusting of the energy industry (57%) than business (50%) overall. In Canada trust of the energy industry (55%) is higher than business in general (51%).
- Globally trust of the energy industry is higher than distrust in the majority of markets with the highest ratings from emerging markets such as India (80%) and China (80%). In Canada trust in the energy industry is higher (55%) than distrust (25%).
- Globally, business is trusted more than government. In Canada trust is the same for each group (58%).
- Globally, Non-governmental organizations (NGO's) remain the most trusted institutions. In Canada trust of NGO's is 73%.
- Globally within the energy industry sectors, renewables are trusted the most (68%), followed by natural gas (58%), utilities (53%), and oil (49%). In Canada trust in the renewable energy sector is 71%, followed by natural gas (53%), utilities (53%), and oil (37%). (The Edelman Group, 2013, pp. 1-25)

Following a recent review of Canadian attitudes and opinions toward the oil sands, natural gas/liquefied natural gas, and pipeline industries in Canada, Ipsos Reid (2014) found that in BC:

- 25% of people trust the oil sands industry and 26% trust the natural gas and liquefied natural gas industry in Canada.
- 9% of respondents think the development of the oil sands resource is positive, 35% are somewhat positive, 15% are somewhat negative, 16% are very negative, and 25% do not know enough to say.
- 6% of people think that the development of natural gas resources, including hydraulic fracturing, is positive, 24% are somewhat positive, 20% are somewhat negative, 14% are very negative, and 37% do not know enough to say.
- 81% agree that they try to conserve energy wherever possible.
- 78% agree that preserving the environment is extremely important to them.

- 68% agree that we need to support business in Canada to ensure a bright future.
- 54% agree that while it is important to shift to other forms of energy for the future, we will need to use a lot of oil and gas for a long time yet to come. (pp. 1- 52)

On the surface this suggests a split between energy and environmental conservation, economic development, and oil and gas industry support in the province. However, when the response groups are segmented public opinion becomes more nuanced: 7.5% are core industry supporters, 29% are conditional supporters, 31% are disengaged or undecided, 17.5% are conditional opponents, and 15% are core opponents of industry development in B.C. (Ipsos Reid, 2014, p.56). Therefore, the question becomes what percentage of people will change their position of support and from industry’s perspective what is the most effective way to encourage this change.

For industry, trust is an important and determining factor in public opinion; engagement is considered to be a significant factor that can help to build trust. Table 3 illustrates some of the specific attributes that can help an organization to build trust and are grouped into five performance clusters that are listed in rank order if importance.

**Table 3**  
**2013 Edelman Trust Barometer: Attributes to Build Trust**

<b>Performance Cluster</b>	<b>Attribute</b>
<b>Engagement</b>	Listens to customer/public needs and feedback Communicates frequently and honestly on the state of its business
<b>Integrity</b>	Has ethical business practices Takes responsible actions to address and issue or crisis Has transparent and open business practices
<b>Products and Services</b>	Offers high quality products or services Is an innovator of new products, services, or ideas
<b>Purpose</b>	Works to protect and improve the environment Addresses society’s needs in its everyday business Creates programs that positively impact the local community Partners with NGO’s, government, and 3 <sup>rd</sup> parties to address societal needs
<b>Operations</b>	Has highly-regarded and widely admired top leadership Ranks on a global list of top companies Delivers consistent financial returns to investors

*Note.* Adapted from “Edelman Trust Barometer 2013. Annual Global Study. Energy Industry Findings”, by The Edelman Group, 2013, retrieved from <http://www.edelman.com/insights/intellectual-property/trust-2013/trust-across-sectors/trust-in-energy/>.

For CAPP the relationship between public trust in industry, the success of upstream oil and gas industry competitiveness, and the improvement of industry's social license to operate depend on each other. Competiveness is required for industry growth and public support for industry operations can significantly strengthen or weaken the pace of development. From CAPP's perspective, "social license is often defined as broad and ongoing public acceptance of industry activity, grounded in legitimacy, credibility, and trust" (CAPP, 2013c, p.6). Social license can be bolstered by regulatory approval for project specific operations from the National Energy Board that acts in the public interest; however the social licence for industry to operate and expand ultimately requires broad public backing that is influenced by responsible industry performance, transparent communication, and meaningful outreach and public engagement.

In short, layered on top of these variables is the public perception of industry practice that ultimately impacts the level of public trust in the industry as a whole. Citizen panels were seen by CAPP as a way to encourage dialogue about this issue and gain qualitative feedback about just how hard building trust will be in B.C.

## **2.5 CAPP Engagement in British Columbia**

CAPP's communication and engagement plan follows two primary objectives in B.C.:

1. To support a reasonable and informed discussion of current and potential benefits [of development] to British Columbia.
2. To enhance the discussion about environmental and social impacts of production and transportation of oil and gas. (Canadian Association of Petroleum Producers (CAPP), 2013c, p. 11)

CAPP views community engagement as a very important mechanism to accomplish these goals and create a greater flow of information between community members and industry.

Senior CAPP staff decided internally that citizen panels would be one of the best engagement tools to initiate this task. For CAPP, citizen panels were seen as a way to create a replicable, yet community specific process that would allow for a) two-way communication to take place between all participants, b) diverse, but not extreme opinions to be brought to the table so that collaborative dialogue could be encouraged, and c) design flexibility so that participant numbers could be increased as needed. The panels were created based on the underlying value and importance of engaging with people in a meaningful way whose communities would be directly or indirectly impacted by the expansion of proposed oil and natural gas industry development. Encouraging small group face-to-face reasoned conversation was a natural starting point. As a relationship building tool, the information that could be exchanged through citizen panel dialogue and potential for follow-up actions was also seen as a way to help incrementally improve industry's social license over time.

### *Choosing Citizen Panel Locations*

As a starting point for more targeted engagement, CAPP selected the communities of Courtenay-Comox, Prince Rupert, and Fort St. John, B.C. as initial citizen panel locations. These communities were chosen based on their historical relationship with natural resource development, current presence of the oil and natural gas industry, and because they could be directly and indirectly impacted by proposed development projects in the future. It was hoped that a range of different interests would be heard from across the groups as a whole.

### *Selecting Citizen Panel Participants*

Each citizen panel group currently consists of five to seven community specific self-selecting members who were recruited by CAPP during the summer of 2013. The target demographic for citizen panel participants were people who saw potential in the economic benefit of industry expansion, but expressed concerns and questioned what development would mean for their community and the province.

Through purposive criterion sampling (Patton, 2002) citizen panel members were invited by senior CAPP staff to participant from a group of individuals that either self-selected to attend public community café events sponsored by CAPP or agreed to meet one-on-one with CAPP representatives in communities of interest. From this pool, those that chose to engage in conversation about energy development issues in their community and were neither strongly in favour nor strongly against oil and natural gas industry expansion in B.C. were considered as potential participants. Additional selection criteria included that a person must be a resident of the target community and not professionally involved as a political representative. Based on these factors, efforts were made to invite a diverse group of community members who represented the diversity of the community.

The goal of securing 5-8 participants for each panel was achieved. A range of perspectives were brought to the table by community leaders with backgrounds in environmental sustainability and stewardship, engineering, land acquisition, real estate, academia, education, First Nations, labour relations, community and social services, aviation, business development, rural land management, marine safety, public health, and emergency response.

### *Supplying Background Information*

All participants were provided with an information package from CAPP that formally welcomed them as panel members prior to the first citizen panel meetings. The following material was included to ensure that participants had equal access to basic industry information:

- Responsible Canadian Energy progress report 2013
- CAPP Oil Sands Fact Book
- CAPP Natural Gas Fact Book
- CAPP BC Fact Book

- Canadian Energy Pipeline Association Fact Book
- B.C. Chamber of Shipping Brochure
- Potential Discussion Topics and Questions for Consideration<sup>5</sup>

Electronic links to community specific Shaw Media *Find a Balance* episodes and *B.C. People B.C. Stories* were included; participants were also given a University of Victoria consent form for observation, which had been discussed during the recruitment process, in order to fully inform each panel member’s decision to participate in the graduate research component of the first meeting.

### *First Meetings*

In each target community inaugural two hour meetings were facilitated by a senior CAPP representative. The total number of participants and initial meeting turnout for each community is shown in Table 4.

**Table 4**  
**B.C. Citizen Panel Attendance 2013**

	Courtenay Comox	Prince Rupert	Fort St. John
<b>Meeting 1: Citizen panel attendance</b>	7	5	5
<b>Total number of citizen panel members</b>	8	8	6

While the format of conversation was left open-ended, panel participants were encouraged to discuss their interests and opinions about proposed energy expansion projects in B.C., the impact of proposed development in their community, and to brainstorm about the focus for subsequent meetings and community events in 2014.

## **2.6 Conclusion: From Background to Research Project**

This section takes a look back to connect how CAPP’s citizen panels were influenced by specific organizational goals and fit within the broader landscape of civic engagement and natural resource development in B.C. The relationship between public participation and the Canadian natural resource sector was explored to help situate the panels with civic engagement trends in the province as the oil and natural gas industry has expanded. Current proposals for oil and LNG projects are discussed in relation to the Provincial Government’s vision for industry development and the impact that public perception and trust can have on industry’s competitiveness and social license to operate in B.C. This helps to explain how citizen panels were seen by CAPP as a way to encourage two-way communication in target communities

<sup>5</sup> Citizen panel background material is included in Appendix F.

about specific interests that could inform future engagement decisions and influence public trust and opinion in favor of industry.

With this information in hand, the report turns to the research approach that guided the project and explains the key deliverables that were produced. The conceptual framework is introduced and shows how each project component contributed to the high level strategic options and recommendations that are made about how CAPP can consider creating a durable dialogue approach related to energy development in B.C.

## **3.0 RESEARCH DESIGN**

A multi-faceted qualitative approach was necessary to explore how citizen panel dialogue can inform the Canadian Association of Petroleum Producers about community interests related to proposed oil and LNG expansion projects in B.C. The project contains four distinct deliverables that each required a specific source of data and analytic approach:

- Comprehensive literature review.
- Observation and documentation of citizen panels.
- Analysis of citizen panel dialogue.
- Strategic options and recommendations.

The following section is a summary of the information and methods used during each stage of research. Each stage informed the next and helped to identify overall project limitations and areas for future research.

### **3.1 Literature Review**

The initial stage of research required an extensive review of civic engagement literature to help situate the CAPP citizen panel process and guide the development of other deliverables. Research involved the review of books, academic journal articles, professional documents, government reports and online content. Keywords from the research question were used to guide the selection of sources. Literature was reviewed and analyzed to generate a comprehensive account of key concepts and themes related to citizen engagement and the evolution of citizen panels in response to calls for more public participation to help resolve social issues. It was assumed that the more frequently a term or concept was used across the texts, the more applicable it was to describing a key idea, theme, or phenomenon. The literature review helped to inform the observation of citizen panel meetings, analysis of citizen panel dialogue, and evaluation of final recommendations.

### **3.2 Observation and Documentation of Citizen Panels**

A total of three citizen panel groups were established by CAPP in Courtenay-Comox, Prince Rupert, and Fort St. John, B.C. The researcher attended initial citizen panel meetings in each community to observe and document the conversations that took place. Data collection occurred on October 25<sup>th</sup>, 2013 in Comox, November 14<sup>th</sup>, 2013 in Prince Rupert, and November 25<sup>th</sup>, 2013 in Fort St. John, B.C. At each meeting the researcher took careful field notes to document the paralinguistic features of dialogue between panel participants and audio recorded each session using a hand held device. This research component generated the primary qualitative data set for the project and was used to answer the principal research question. Prior to beginning this project component University of Victoria Human Research Ethics Board (HREB) approval was required. Once approval was received citizen panel

participants completed a declaration of informed consent to be observed and recorded for the duration of research before participating in the first citizen panel meeting<sup>6</sup>.

### **3.3 Analysis of Citizen Panel Dialogue**

Qualitative inductive content analysis was determined to be the most appropriate approach given the type of data collected and purpose of the research project. The categorization of dialogue themes was conducted after each citizen panel meeting took place instead of using a more deductive approach and pre-determined categories (Elo & Kyngäs, 2007). Primary data collected from citizen panel meetings in the form of audio files was transcribed by the researcher to produce verbatim transcripts. For each citizen panel meeting, the researcher reviewed and highlighted the transcript and corresponding set of field notes to identify paralinguistic features of conversation and important ideas, concepts, and themes from community specific dialogue (Crist & Tanner, 2003; Ryan & Bernard, 2003). Key concepts were identified by paying attention to the repetition of words and ideas that reoccurred throughout each text, agreement and disagreement within a group, group correction, metaphors and analogies, natural transitions in conversation, and linguistic connectors (Ryan & Bernard, 2003). These elements were then grouped into themes and sub-themes to identify community needs, desires, fears, hopes, and concerns related to the potential expansion of oil and LNG projects in B.C. This information was used to answer the central research question: how can citizen panel dialogues help to inform the Canadian Association of Petroleum Producers about community interests related to the potential expansion of oil and liquefied natural gas projects in British Columbia? Results from the data analysis were used to inform recommendations of the final report.

### **3.4 Strategic Options, Recommendations and Final Project Report**

Themes and sub-themes identified in the literature review and citizen panel data analysis were used to identify strategic options and recommendations of the report. Key themes from citizen panel data analysis were compared to identify similarities and differences between communities and to illustrate areas of overlap and distinction. This revealed an unexpected, and seemingly obvious, connection between community interests and the impact of current and proposed oil and LNG development in citizen panel locations. When combined with six key themes identified in the literature review, this provided the basis for identifying three strategic options designed to address how CAPP could best engage with communities to try and create sustainable and durable dialogue related to energy expansion and development in B.C. A final recommendation is made that takes into account how the options are best suited to specific communities based on the current and proposed impact of industry development on them. In conjunction with the Master's Project defence, this report will act as the key deliverable for the research project. A condensed version of the report is the final deliverable for the project client, the Canadian Association of Petroleum Producers.

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<sup>6</sup> University of Victoria Human Research Ethics Board certificate of approval is included as Appendix B.

### 3.5 Project Limitations and Assumptions

There are several limitations and assumptions to this project that are important to note:

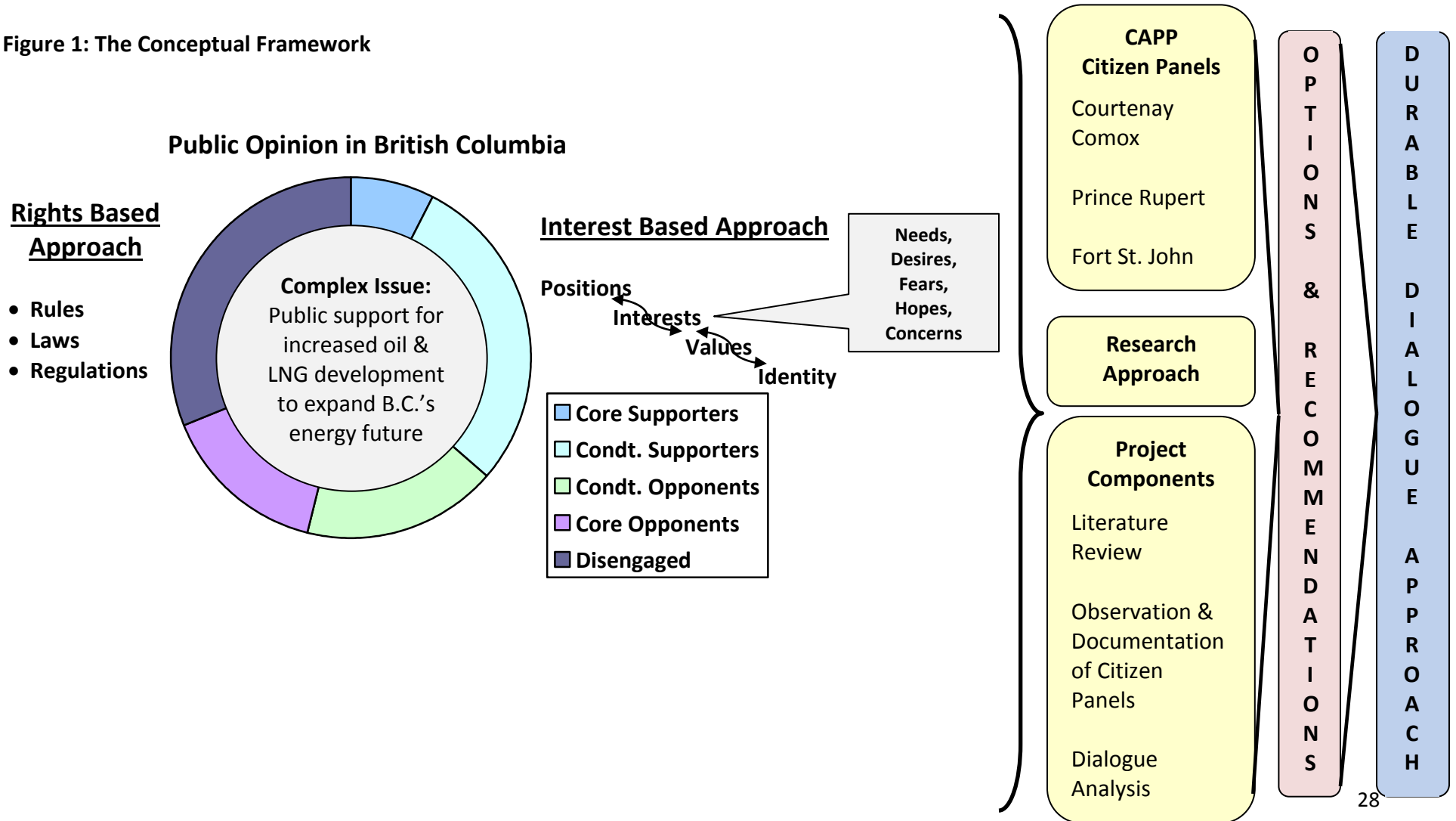
1. The small size of each citizen panel group presents a challenge for generalizing the themes that emerged from the dialogue. Findings from citizen panel data analysis should not be viewed as representative of community specific interests as a whole. Panel participants were self-selecting individuals and did not come from extreme ends of the natural resource development opinion spectrum in terms of their support for or opposition against oil and LNG industry expansion in B.C. Participants from key stakeholder groups such as First Nations were also not directly represented on the citizen panels although some participants self-identified as First Nations.
2. Due to tight timelines, citizen panel dialogue was only analyzed from preliminary meetings held between October 2013 and November 2013. Therefore, any key findings and recommendations are based on preliminary data. Project results could benefit from comparison to the analysis of future meeting dialogue and further research, such as key informant interviews, in each community to substantiate the findings.
3. The project also does not sufficiently address the issue of First Nations consultation in B.C. and First Nations rights, title, and land claims which are significant factors in the energy future of the province. Appendix D provides a visual snapshot of the ongoing land claim cases in B.C. to help demonstrate the magnitude of this issue. Given the scope of this project and CAPP's belief that "industry's primary role in [First Nations'] consultation is associated with project-specific development, while the primary role of government is associated with broader consultation issues" (Canadian Association of Petroleum Producers, 2006, p. 4), CAPP neither sought First Nation representation nor excluded First Nation participation on the citizen panels. Issues concerning First Nations were raised in citizen panel dialogue and addressed in the analysis section of the report.
4. Due to the interpretive methodology of the research and given that qualitative analysis of data is subjective and likely to contain researcher bias, it is necessary to note several personal assumptions of the researcher that knowingly and unknowingly influenced the research process. The researcher believes that:
  - "At the heart of civic engagement lies the belief that a morally and civically responsible individual recognizes [themselves] as a member of a larger social fabric and therefore considers social problems to be at least partly [their] own; such an individual is willing to see the moral and civic dimensions of issues, to make and justify informed moral and civic judgments, and to take action when appropriate" (Nabatchi et al, 2012, p. 7).
  - Collaboration between participants produces better outcomes in civic engagement processes than directional one way information sharing processes.
  - Qualitative data is beneficial to help inform quantitative results.

- Relationship building is an important and effective conflict prevention and problem-solving tool.
- Integrative possibilities exist in problem solving situations (Sloan & Chicanot, 2010).
- It is possible to find a balance between industry expansion, economic development, environmental protection, and social responsibility.

### 3.6 Conceptual Framework

At the core of this research project is a complex issue that will impact B.C.'s energy future: public support for oil and LNG industry development within the province. Figure 1 represents the conceptual framework surrounding this issue that guided the project and illustrates how different project components are connected within the context of identifying a durable dialogue approach for the citizen panel communities.

Figure 1: The Conceptual Framework



## 4.0 LITERATURE REVIEW

The literature review was designed to develop a broad understanding of the field of public participation and how civic engagement has evolved over time to meet social demands for shared input in decision making. The first section focuses on the range of terminology that exists to describe what engagement means, what processes are designed to accomplish, and how people participate in them as active members of the public. Issues that arise from the lack of agreed upon terms are discussed and connected to the different theoretical models that support the choice and practice of engagement methods. Citizen panels are considered in the context of how processes have been developed in response to limitations of other engagement channels. The review then shifts to a discussion about the opportunities and challenges for civic engagement and focuses on how the success of processes can be evaluated.

The literature review ultimately serves as a platform to generate background knowledge and baseline context related to the evolving nature of civic engagement and public processes. It was initially hoped that literature could be found about the use of citizen panels for oil and natural gas issues to gain practical insight for this project; however, securing this information proved difficult mainly because it is privately held by companies. While citizen panels are used by government to engage in sectors such as urban planning, health care, forest management, and most recently by the City of Edmonton to discuss climate change, information is limited and even less is published about oil and gas industry specific application and outcomes.

### 4.1 Civic Engagement Theory

#### *Defining the Terms*

Citizen panels represent one method of civic engagement that is part of the much larger social effort of public participation. Broadly speaking, *public participation* “encompasses a group of procedures designed to consult, involve, and inform the public to allow those affected by a decision to have an input into that decision” (Smith, 1983, p. 6). For Creighton (2005) *public participation* processes allow for “public concerns, needs, and values [to be] incorporated into government and corporate decision making...through two way communication and interaction, with the overall goal of [making] better decisions that are supported by the public” (p.7).

*Civic engagement* refers to processes that allow people to “work to make a difference in the civic life of communities and develop the combination of knowledge, skills, values, and motivation to make that difference” (Ehrlich, 2000, p. xi). Civic engagement implies a sense of “voice, agency, power, and effectiveness for people to actively participate in a process, be heard, and [have] real opportunities to make a difference” (McCoy & Scully, 2002, p.118) in decisions that will impact the public interest. O’Neill (2006) clarifies that “engagement is often distinguished from participation in that it is not restricted to physical activity; instead, civic engagement is normally defined to include psychological engagement in civil society” (p. 5). Civic engagement activities also exist on a continuum of non-political and political processes

that range from engaging a critical mass of participants to a smaller, more representative sample of citizens (Nabatchi, Gastil, Weiksner, & Leighninger, 2012).

Nabatchi et al. (2012) also introduce the concept of deliberative civic engagement. When broken down, *deliberative* “refers to a process characterized by the thoughtful and reasoned consideration of information, views, experiences, and ideas among a group of individuals” (Nabatchi et al., 2012, p. 6). While individuals can deliberate on their own, in a field context the term refers to group communication that allows:

A diverse group of participants take part in an open and accessible process of reasoned discussion during which they reflect carefully on a matter, [weigh] the strengths and weaknesses of alternative solutions to a problem [and] aim to arrive at a decision or judgement based on not only the facts and data, but also values, emotions, and other less technical considerations. (Nabatchi et al., 2012, p.7)

Deliberative discussion is also different than *dialogue*. Levine, Fung, and Gastil (2005) identify that the terms share considerable conceptual overlap; however, it is possible and useful to distinguish between them. Deliberative discussion can be defined as a “problem-solving form of discourse that involves problem analysis and the [identification] and weighing [of] alternative solutions” regarding a specific issue (Levine et al., 2005, p.283). Dialogue is often the base of deliberative discussion as it is “not as concerned with solving a problem as with bridging linguistic, social, and epistemological chasms between different subgroups of the potentially deliberative group” (Levine et al., 2005, p. 283). When differences exist within a group, dialogue can help participants come to recognize or even understand one another’s point of view as it “seeks accommodation, reconciliation, mutual understanding, or at the very least, informed tolerance” (Levine et al., 2005, p. 283) of divergent perspectives. As a starting point for problem solving, this distinction demonstrates that through the exchange *and* consideration of information, deliberative processes can allow for durable discussion, “greater mutual understanding, or at least tolerance among persons with divergent views...even if their preferences do not change” (Nabatchi et al., 2012, p.9; Burkhalter, Gastil, and Kelshaw 2002).

When terms are combined, *deliberative civic engagement* captures processes that “enable people to come together and [participate] in constructive, informed, and decisive dialogue about important public issues...with the ultimate goal of participants either understanding or directly addressing common concerns” (Nabatchi et al., 2012, p.7). Deliberative civic engagement events are ultimately “public participation efforts that engage citizens in deliberative conversation with one another, often in the hope of informing public practice” (Black, 2012, p. 63). Similar to civic engagement mentioned above, deliberative civic engagement processes can be organized by public, private, government, and non-government organizations and allow for participants to include any combination of citizens, civic leaders, government officials, and private sector representatives.

One challenge common for civic engagement is identifying which approach among many possibilities should be used to engage the public. How best to categorize and explain these

processes are complicated further by the diverse conceptual and methodological frameworks presented in the literature. Even though discussion and analysis in the field has significantly evolved since the mid-1960's, "work ... remains fragmented" (Nabatchi et al., 2012, p. 4). Dorcey and McDaniels (2000) note that a central challenge is that "the topic is characterized by widely differing ideological, disciplinary, and academic/practitioner perspectives [that are] distributed among diverse literatures" (p. 248). Consequently, civic engagement and the methods used within it are often described by overlapping terms such as *public involvement*, *public deliberation*, and *citizen involvement*. The discussion becomes even more disjointed when words such as *public*, *civic*, *community*, *stakeholder*, *citizen*, *participation*, *engagement*, *involvement*, and *consultation* are used interchangeably and at times for a specific purpose (Dorcey & McDaniels, 2000). In some cases *participation* can be distinguished from *involvement* or *engagement* as being more passive if citizens are informed instead of actively contributing to a process, while "*consultation* is commonly seen as being a purely advisory process as opposed to providing a method for direct citizen decision making" (Dorcey & McDaniels, 2000, p. 250).

The following definitions are offered to help illustrate some of the intersecting ideas and range of language that is used in the field:

- *Public involvement* is "the practice of involving members of the public in the agenda-setting, decision-making, and policy forming activities of organizations/institutions responsible for policy development" (Rowe & Frewer, 2005, p. 253).
- *Public deliberation* is a particular kind of talk around the subject of public issues with the goal of moving participants from opinion to judgement and achieving high quality solutions through rigorous problem analysis (Nabatchi et al., 2012; Mathews, 1994).
- *Citizen involvement* represents "processes for the involvement of citizens in advising and making decisions on matters under government authority that augment or supplant decision making through established channels of representative government" (Dorcey & McDaniels, 2001, p. 249).

The lack of agreed upon terms is problematic because "researchers [and practitioners] disagree with the scope of activities [and processes] implicitly or explicitly included within a concept as [defined] by others, and synonyms of uncertain equivalence may be used in place of a [specific] term" (Rowe & Frewer, 2005, p. 252). Despite notable similarities between definitions and some procedural differences, Nabatchi et al. (2012) argue that the varied approaches "can fit under the deliberative civic engagement umbrella because they share a common denominator – respectful and rigorous communication about public problems" (p. 8). While not explicitly stated by the authors this perspective is reasonable if we accept that civic engagement processes exist along a deliberative continuum. However, the choice and weight of a definition or combination of terms is necessary to unpack because of the prevailing theoretical model that grounds the meaning behind the words.

*The Spectrum of Theory*

To better understand the foundation of civic engagement processes and the evolution of public participation, it is useful to survey the spectrum of theoretical models available in the literature. In a seminal contribution Arnstein (1969) introduced a model of citizen participation that explored the relationship of power between civic decision-making and government. The model centered on two fundamental questions: “*what* is citizen participation and what is its relationship to the social imperatives of our time” (p. 216)? To illustrate her response, as shown in Figure 2, Arnstein identified different levels of citizen power using the metaphor of an eight rung ladder with each step corresponding to an increasing degree of participant influence on the outcome of a civic engagement process. For Arnstein (1969), “citizen participation is a categorical term for citizen power; [it] is the redistribution of power that enables the have-not citizens, presently excluded from the political and economic processes, to be deliberately included in the future” (p. 216).

**Figure 2. The Ladder of Citizen Participation**

8	Citizen control	Citizen Power
7	Delegated power	
6	Partnership	
5	Placation	Tokenism
4	Consultation	
3	Informing	Non participation
2	Therapy	
1	Manipulation	

*Note: Eight rungs on a ladder of citizen participation Adapted from Arnstein, 1969, p. 217.*

A fundamental concept of the Ladder is the “critical difference between going through the empty ritual of participation and having the real power needed to affect the outcome of the process” (Arnstein, 1969, p. 216). For Arnstein (1969), citizen power is seen to evolve over eight distinct process rungs:

- *Rung 1 and 2* represent levels of non-participation where citizens have no power to influence decisions. Arnstein (1969) identifies that “the real objective [of these levels] is not to enable people to participate in planning or conducting programs, but to enable power holders to “educate” the participant” (p. 217).
- *Rung 3 and 4* allow citizens to have a voice in a civic engagement process, but “lack the power to insure that their view will be *heeded*” (Arnstein, 1969, p. 217).
- *Rung 5* has those in power continuing to possess sole decision making rights but allows “citizens to advise or plan ad infinitum, but retain for power holders the right to judge the legitimacy or feasibility of the advice” (Arnstein, 1969, p. 220).

- *Rung 6* indicates a balancing of power as groups agree to share planning and decision making responsibilities after groundrules have been established which are not subject to unilateral change (Arnstein, 1969, p. 221).
- *Rung 7* enables citizens to maintain a dominant decision making role with engagement
- *Rung 8* represents the final rung of citizen participation as *Citizen Control*.

In practical terms, Arnstein recognized that absolute control by citizens is an idealized state of participation: at this apex of public decision making power citizens “can govern a program or institution, be in full charge of policy or managerial aspects, and be able to negotiate the conditions under which “outsiders” may change them” (Arnstein, 1969, p. 223). This is perhaps one of the most criticized elements of Arnstein’s work because in practical application citizen control may be highly desirable in certain situations and not desirable at all in others.

Arnstein’s framework offers a continuum for how citizen participation can be categorized with a specific focus on the range and transfer of citizen power to influence policy decisions; however Bishop and Davis (2002) point out that “defining participation as a continuum avoids difficulties of precision with a contested concept, but also misses the different reasons for participation” (18). The model puts value on increasing citizen power regardless of the issue and context of why public participation is needed. As observed by Fung (2006) and Bishop and Davis (2002), this is problematic because:

The policy problem stays constant, with only the approach taken by officials varying. Yet if policy problems are fundamentally different in character, then participation types too would be separate and discontinuous. Participation may serve different ends in each [situation so that] form follows function [and] the character of a policy problem decides whether, and through what instrument, participation is possible. (p. 18)

Therefore lower rung participation may be an appropriate form of engagement in situations where total citizen control is not feasible or even demanded by the public. Connor (1988) also identifies that Arnstein’s model does not easily allow for the logical progression of participation to occur moving rung to rung. For Connor (1988), it was important to develop a model that could be applied to a diverse range of situations and that was cumulative in effect. Connor’s alternative framework (see Figure 3, next page) sets out “to provide a systematic approach to preventing and resolving public controversy about specific policies, programs and projects whether in urban, suburban or rural settings and whether governmental or private sector in sponsorship” (p. 250). His model helps explain how different forms of participation can impact one another and provides a participation strategy that could be used to resolve or prevent public disagreement.

For each category of participation Connor (1988) identifies different methods of citizen engagement such as formal and informal media, advisory groups and planning workshops that could be used as well as reasoning for the intended impact and outcome of the process. In contrast to Arnstein (1969), at the heart this model is the understanding that “a systematic

process appropriate for the specific situation must be designed and implemented; at times several approaches will be used simultaneously in order to meet the needs of the parties involved” (Connor, 1988, p. 257). He recognizes the complexity of issues that can be addressed through citizen participation and offers the possibility that multiple processes can be deployed simultaneously to encourage resolution or prevention of disagreement. A limitation of the model is that it appears to be reactive in nature to decide, announce, defend policies and could be strengthened by addressing the drawbacks of introducing change in this way.

**Figure 3. A New Ladder of Citizen Participation**

<b>Goal = Resolution/ Prevention of Public Controversy Towards Change</b>		
<b>Process</b>	<b>Purpose</b>	<b>Participants</b>
<b>Litigation and Mediation</b>	To involve third party facilitators to navigate disagreement and rejection of change between stakeholder groups.	<b>Process Convenor and Public and/or Private Leaders</b>
<b>Joint Planning</b>	To involve key leaders from different jurisdictions such as municipalities, counties, and state [provincial] and federal agencies to resolve disagreement.	
<b>Consultation</b>	To identify additional evaluation criteria for the proposed project, policy, or initiative; gather opinions from an informed public; and find technically sound and economically acceptable alternative solutions.	<b>Process Convenor and the General Public</b>
<b>Information Feedback</b>	To encourage indirect two way communication between parties involved in a process so that additional “information about the proposal [can be] disseminated and at the same time, people's views on the proposal and its alternatives [can be] solicited” through methods such as surveying.	
<b>Education</b>	To publically explain the key objectives, activities, effects, and plans that are being considered.	

*Note: A new ladder of citizen participation Adapted from Connor, 1988, pp. 251-257.*

Thomas (1990) breaks away from the continuum approach to public participation and civic engagement, and firmly situates civic engagement as an initiative of officials and government. He and others suggest that the degree of group involvement and value of participation desirable in decision making depends on the attributes of the core problem (Vroom & Yetton, 1973; Connor, 1988). Thomas (1990) notes that public managers are often left to make these choices and offers a menu of five decision making approaches: *autonomous managerial*

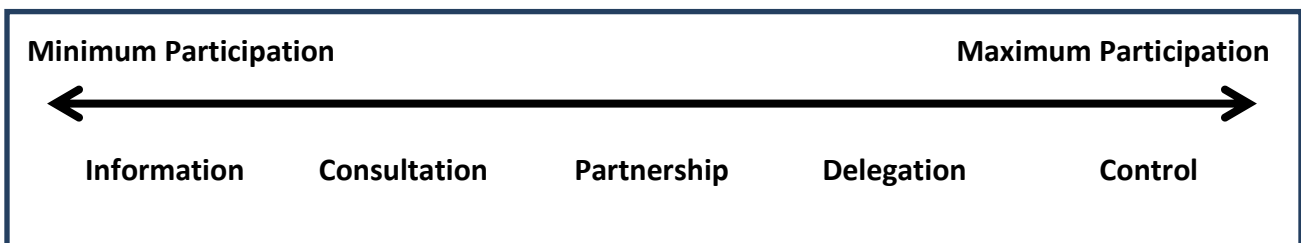
*decision, modified autonomous managerial decision, segmented public consultation, unitary public consultation; or public decision* (p. 437). Thomas (1990) makes a distinction that “applying theory to public involvement [raises the question] of how to define the relevant publics” (p. 436) to be involved in a decision making process and when involvement is needed; extensive involvement is desirable in resolving some cases, but minimal or no involvement is preferable for others (Bishop & Davis, 2002, p. 19). For Thomas (1990):

The relevant publics on a given issue encompass all organized or unorganized groups of citizens or citizen representatives who (a) could provide information useful to solving [an] issue or (b) could otherwise affect the ability to implement the eventual decision. Included are traditional interest groups, consumer and environmental groups, other public interest groups, residential groups, and advisory committees. (p. 436)

Thomas (1993) also defines key variables to consider when deciding how best to implement a specific civic engagement process: what is the nature of the problem? What participation strategy is best suited to the problem? And what tools can be used to implement the process? As a result, Thomas (1990, 1993) poses a rational and tangible model that allows practitioners to link a policy problem with a specific strategy for engagement.

In the analysis of civic engagement methods used to inform the delivery of government services in OECD countries, Shand and Arnberg (1996) identify five key categories (see Figure 4 below) which public officials could select from (Bishop & Davis, 2002, p. 20) that reflect influence from Arnstein’s (1969) seminal work and Thomas (1990, 1993). Among the range of participation categories, the authors note that for most OECD countries civic engagement takes place in the *Consultation* and *Partnership* categories with very limited levels of maximum participation in the form of *Control* (Bishop & Davis, 2002).

**Figure 4. The Shand – Arnberg OECD Participation Continuum**



*Note: The Shand-Arnberg OECD Participation Continuum* Adapted from Bishop & Davis, 2002, p. 255.

Similar to Thomas (1990), Shand and Arnberg (1996) present several methods for decision makers to consider in contrast to value weighted levels of public participation (Arnstein, 1969) and a compounding progression of involvement to reach policy resolution (Connor, 1988).

With the evolution of theoretical models since Arnstein (1969), Rowe and Frewer (2005) recognize two key trends in the field: the persistent challenge of how best to achieve and

consistently discuss effective citizen involvement given the variety of methods that have been created to address a variety of different issues. To overcome this barrier, Rower and Frewer (2005) present a streamlined model that categorizes interaction variables under the umbrella of *public engagement* (p. 254). For Rowe and Frewer (2005) the conceptual differences among different public participation situations “render it inappropriate to describe them all using a single term” (p. 254). Instead, the authors suggest that a further division of concepts along the lines of *public communication*, *public consultation*, and *public participation* (see Figure 5 below).

**Figure 5. The Three Types of Public Engagement**

Engagement Type	Flow of Information	Public
<b>Public Communication:</b>		
Sponsor	→	Public Representatives
<b>Public Consultation:</b>		
Sponsor	←	Public Representatives
<b>Public Participation:</b>		
Sponsor	← →	Public Representatives

*Note: The three types of public engagement* Adapted from Rowe & Frewer, 2005, p. 255.

A critical and distinguishing feature of the model is the concept of differentiating between engagement initiatives based on the flow of information between participants. Instead of categorizing citizen engagement processes based on the level of citizen power (Arnstein, 1969) or degree of citizen involvement (Shand & Arnberg, 1996) Rowe and Frewer (2005) delineate among methods of engagement according to levels of dialogue. Information flow is one way for *public communication* and *public consultation* initiatives where “public feedback is not required or specifically sought” (Rowe & Frewer, 2005, p. 255) in the former and “no *formal* dialogue exists between individual members of the public and the sponsors” of engagement initiatives in the latter. It is not until a level of *public participation* is reached when information is exchanged between parties, allowing some degree of dialogue, deliberation or negotiation and the transformation of opinions in group members to occur (Rowe & Frewer, 2005, p. 256).

The conceptual differences that have evolved since Arnstein (1969) demonstrate the diverse theoretical perspectives that surround the field of public participation and support civic engagement. Bishop and Davis (2002) reflect that:

There is no single methodology for participation, no shared theoretical base. Participation is shaped by the policy problem at hand, the techniques and resources available and, ultimately, a ... judgement about the importance of the issue and the need for public involvement. (p. 21)

As a result, it is not surprising that a multidimensional range of civic engagement methods exist in response to varied problems and challenges that require public attention.

## *Methods of Engagement*

Leighninger (2012) suggests that civic engagement methods tend to display four key characteristics:

1. They assemble a large and diverse “critical mass” of citizens or a smaller demographically representative set of people intended to serve as a proxy for the larger population.
2. They involve those citizens in structured, facilitated small-group discussions, punctuated by large forums for amplifying shared conclusions and moving from talk to action.
3. They give participants, in some form, the opportunity to compare values and experiences, and to consider a range of policy options and relevant arguments and information.
4. These activities aim to produce tangible actions and outcomes [that can range from] applying citizen input to policy and planning decisions to seeking change within organizations, institutions, public attitudes, and behaviors. (p. 20)

However, it is a challenge to identify the complete range of civic engagement methods due to the limitations of inconsistent terminology used to describe them, the variety of methods that are applied, and many processes are difficult to track because they are not linked to an established institution or practitioner (Leighninger, 2012). In an attempt to capture current trends, Rowe and Frewer (2005) identified over 100 methods found in the literature from the United Kingdom and the United States. Some of the most widely recognized processes included the deliberative poll, the citizen’s assembly, participatory budgeting, 21<sup>st</sup> century town hall meetings, referenda, public hearings/inquiries, public opinion surveys, negotiated rule making, citizen’s jury, citizen’s panel, citizen/public advisory committee, and focus groups (Rowe and Frewer, 2000 p. 10; Gastil, Knobloch, and Kelly, 2012, p. 205). Even though Row and Frewer (2005) offer a widespread account of current methods, the authors note that “some are composite processes, some specific techniques, and others tools [for engagement]” (p. 256). The comprehensiveness of methods may also be limited by different terminology that is used in other countries, but not included in the review, and due to the uncertainty of nomenclature that describes similar methods using different terms (Rowe & Frewer, 2005).

Crosby, Kelly, and Schaefer (1986) introduced citizen panels to the civic engagement literature based on their work at the Center for New Democratic Processes in St. Paul, Minnesota. The authors note that “discouragement over modes of political participation [in the United States] seemed matched in the 1960’s – 70’s by a hope that new and viable forms of [citizen] participation might be found” (Crosby et al., 1986, p. 170). Stemming from their work in 1974, Crosby et al. (1986) present citizen panels as a new participation process modeled after the jury system and based on six criteria for a successful citizen participation method:

- (1) The participants should be representative of the broader public and should be selected in a way that is not open to manipulation;
- (2) the proceedings should promote effective decision making;
- (3) the proceedings should be fair;
- (4) the process should be

cost effective; (5) the process should be flexible; and (6) the likelihood that the recommendations of the group will be followed should be high (p. 171).

Crosby et al. argue that a process of stratified random sampling helps to meet the first criteria of representative participant selection to best characterize the broader public view. In contrast to “lobbying by the committed few” (Crosby et al., 1986, p. 171) the authors clarify that the proceedings of general citizen participation should be evaluated for effectiveness based on the process rather than a particular result. To help achieve this criterion “one of the most obvious requirements is that citizens be provided with accurate ... information... that is presented in way which is meaningful, without being patronizing” (Crosby et al., 1986, p. 172). Participants should also be given sufficient time to learn and reflect on the information, group size should allow for dialogue to occur, views must be heard, and conversation should be facilitated (Crosby et al, 1986). In terms of fairness, Crosby et al (1986) caution that “it is important that the issue at hand not be defined so as to leave out the most important questions; [if] a clear majority of the participants feel that an important underlying assumption needs to be considered, then they should be allowed to deal with it” (p. 172). The authors acknowledge that while often difficult to achieve, “recommendations from the citizen participation process should have a high probability of being heeded” (Crosby et al., 1986, p. 173), be adaptable to different tasks and environments, and be cost effective.

As Crosby et al. (1986) reflect “complex issues are often the ones which have the most significant impact on our lives; it is important that these be seen as amenable to review by participatory methods; if one general participatory method can overcome these perceived limitations, it will result in a significant democratic reform” (p. 173). This standard is relevant today and speaks to the importance of understanding the challenges and opportunities that exist within the civic engagement field. Kathlene and Martin (1991) expand upon Crosby et al.’s work and identify that “citizen panels can overcome many of the limitations to effective citizen participation” (p. 46). However, as with challenges to other civic engagement methods, such as true representativeness of participants, access to information, and exchange of communication, the effectiveness and success of the citizen panel processes is inherently subjective and depend on diverse criteria established by the convenor of the process.

#### **4.2 Opportunities, Challenges, and the Measurement of Success**

The depth of identified civic engagement methods and range of theoretical perspectives has allowed the field to evolve and respond to important social needs. There is an intrinsic benefit in the potential balancing of power when civic engagement processes allow for nuanced communication and dialogue to occur between decision makers (public and or private) and the public. Sceptics argue that “research has neither adequately convinced nor vindicated those who believe that ... civic engagement has educative potential” (Pincock, 2012, p. 136), but for individuals it can be argued that “through the active and reflective exchange of ideas and perspectives, participants can help to clarify, understand, and refine their open positions on public issues” (Nabatchi et al., 2012, p. 9). Even if participant preferences do not change, civic engagement processes offer opportunities to increase mutual understanding or engender

tolerance among persons with divergent views (Nabatchi et al., 2012, p. 9). Regardless of if collaborative solutions are achieved from a civic engagement process, the combination of local knowledge and facilitated conversation that allows decision makers and community members to come together is a powerful outcome on its own.

From a collective social perspective, civic engagement “can also help to build the capacity of communities (whether they be geographic, political, social, or defined some other way) to understand and address the most important issues they face” (Nabatchi et al., 2012, p. 9). As Kinney (2012) notes, research on “civic engagement and community capacity building has been neglected because...it is not always the primary goal” (p. 168) of a process, but can be a by-product and important outcome recognized after the fact. However, significant qualitative evidence suggests that civic engagement can contribute to community capacity building by strengthening the sense of community and ability to solve problems, accessing resources, and “facilitat[ing] organizational collaboration by helping diverse organizations [and community groups] find common ground and create coalitions” (Kinney, 2012, 176). While greater understanding is needed on how civic engagement enables these linkages and “whether they are sustained beyond the scope and time frame of the original initiative” (Kinney, 2012, p. 177) there will be opportunities to explore these questions as collaborative dialogue processes are introduced to address new challenges.

### *Challenges*

Despite the opportunities presented by civic engagement, the lack of agreed upon terminology and process variance raise recognized challenges that are important to discuss. Nabatchi et al. (2012), Fung (2006), Bingham, O’Leary, and Nabatchi (2005), Rowe and Frewer (2005), and Rowe and Frewer (2000) point out that key differences and challenges exist in the degree of public involvement, flow of communication between participants, and how discourse is linked to the policy, action, or outcome of a civic engagement process that impact its overall effectiveness. Some of these differences can easily be attributed to the goals of the process convenor and level of citizen involvement that has been determined appropriate for a certain issue. However, at a higher level, who participates in civic engagement is an important variable. Participation tends to go up and “people commit to participation when they perceive the costs (for example, time, money, attention, or energy) to be low and the benefits relative to those costs to be high” (Ryfe & Stalsburg, 2012, p. 46). Therefore designing a process that people will want to take part in is part of the challenge.

Who participates also depends on the recruitment method. Strategies range from the election of deliberative participants by community members, random sampling or purposive sampling by the process convenor, and participant self-selection when an event is publically advertised and open to anyone who is interested (Ryfe & Stalsburg, 2012). The challenge of participant representativeness is present in each recruitment method and presents a significant obstacle; “individuals who are wealthier and better educated tend to participate more than those who lack these advantages, as do those who have special interests or stronger views” (Fung, 2006, p. 67; Fiorina 1999). Who is involved in the conversation will influence the positions, interests, and

opinions that are discussed and impact the decision or course of action following the engagement process. For an outcome or decision to be fair there is a “need for participants to be representative of the broader public (or affected subgroups within the population), rather than simply representing some self-selected subset” (Rowe and Frewer, 2000, p. 12).

How participants communicate is also a challenge. Process design decisions can either allow for “participants to learn about issues and, if appropriate, transform their views and opinions by providing them with educational materials or briefings and then asking them to consider the merits and trade-offs of several alternatives” (Fung, 2006, p. 68) or do not. Methods of communication are linked to transparency and impact participant influence on the process outcome. If participant influence and participant expectations are misaligned, then the integrity and ultimate effectiveness of a process are compromised. How are participant interests, recommendations, and or opinions linked to what the process convenor actually does with the information? Rowe and Frewer (2000) observe that “one of the main complaints about participation methods is that they often have been perceived as ineffectual, simply being used to legitimate decisions or to give an appearance of consultation without there being any intent of acting on recommendations” (p.14). This is problematic as public distrust can render a process ineffective and is extremely difficult to rectify once formed.

### *Measurement of Success*

A consistent recommendation in the literature is that further research is needed about how to measure the effectiveness and outcomes of civic engagement. Part of the challenge is that process convenors measure variables specific to their needs and select processes they believe best suited to their objectives. Often this information is not made public or widely published, which makes evaluation more difficult. Effectiveness is also a subjective concept that makes the standardization of an evaluation framework difficult to achieve. Rosener (1981) identifies four problems in evaluating participatory processes: participation is complex and value laden; there are no standard criteria for judging success and failure of an exercise; there are no agreed-upon evaluation methods; and reliable measurement tools need to be developed (Rowe, Marsh, and Frewer, 2004, p. 90). Rowe and Frewer (2000) identify that a more consistent measurement framework is needed to address:

In a practical sense, [that] it is important for sponsors and authorities to appreciate the key characteristics of the various available public participation methods and to [collectively] understand what these have to offer. In particular, the effectiveness of the various methods needs to be established. (p. 10)

The authors point out that “most of the criteria discussed in the literature are procedural rather than substantive (Middendorf & Busch, 1997), in that they relate to what makes for an effective process, rather than how to measure effective outcomes” (Rowe & Frewer, 2000, p. 10). For example, Gastil, Knobloch, and Kelly (2012) suggest that measurement can be approached from two angles: process evaluation and outcome evaluation, explaining that “process evaluations examine the implementation and unfolding character of a project [program or initiative and

look] at how the structure of the event and the way that discussions take place affect its deliberative quality”(p. 207). In contrast, outcome evaluations tend to focus on “the end results and long-term consequences, particularly as they relate to the project’s original intended effects” (Gastil et al., 2012, p. 207). Both types can include assessment of the following variables:

- *Purpose.* Is the process designed to explore an issue and generate understanding, resolve conflict, or help make decisions on policy issues?
- *Convener.* Is the process organized by an individual group or organization or by a consortium of interested parties? By an elected official? By a government agency?
- *Deliberative Methodology.* Are the events of the process convened under a specific methodology such as short discussions or complex multi-stage decision making dialogues?
- *Locus of Action.* Where are the proposed actions and outcomes intended to occur? Are they within an organization, neighbourhood, community, municipality, province, or country?
- *Connection to Policy Process.* Is the process designed with a specific link to policy or decision makers or if there is no connection is the hope to bring about changes in individual attitudes or behavior or to spur collective action? (Adapted from Nabatchi et al., 2012, p. 5)

Rowe and Frewer (2000) suggest different levels of evaluation focused on acceptance and process criteria. They present acceptance based variables, “which are related to the effective construction and implementation of an [engagement] procedure” (p. 11) and “process criteria which are related to the potential public acceptance of a procedure” (p. 11) to create an overall measurement framework. For Rowe and Frewer (2000) the use of both categories is necessary to conduct sufficient evaluation that can be applied to participation exercises as a whole. Table 5 (see next page) summarizes the recommended evaluation benchmarks.

Developing a standardized evaluation framework might be desirable, but difficult to achieve in practical terms. The literature offers examples to overcome this challenge which in turn gives process convenors new or refined evaluation starting points to consider. A key challenge will be to create a framework that can be applied to different engagement processes used for a range of public issues and by organizations with specific evaluation needs and terms of reference.

While the evaluation of the CAPP citizen panel process is beyond the scope of this project, the frameworks described in this section were kept in mind during the creation of the panels as assessment will be done over time. The effectiveness of the panels is important to CAPP and will be reviewed throughout the duration of the citizen panel process especially as community interests are better understood and actions are considered to help facilitate change.

**Table 5**  
***Engagement Process Evaluation Criteria of Rowe and Frewer (2000)***

<b>Criteria</b>	<b>Definition</b>
<i>Acceptance Criteria</i>	
Representativeness	The participants should comprise a broadly representative sample of the affected population.
Independence	The participation process should be conducted in an independent (unbiased) way.
Early involvement	The participants should be involved as early as possible in the process, as soon as value judgements become salient.
Transparency	The process should be transparent so that the relevant population can see what is going on and how decisions are being made.
<i>Process Criteria</i>	
Resource accessibility	Participants should have access to the appropriate resources to enable them to successfully fulfill their brief.
Task definition	The nature and scope of the participation task should be clearly defined.
Structured decision making	The participation exercise should use/provide appropriate mechanisms for structuring and displaying the decision-making process.
Cost-effectiveness	The procedure should in some sense be cost-effective from the point of view of the sponsors.

*Note: Adapted from Rowe, Marsh, & Frewer (2004) p. 93.*

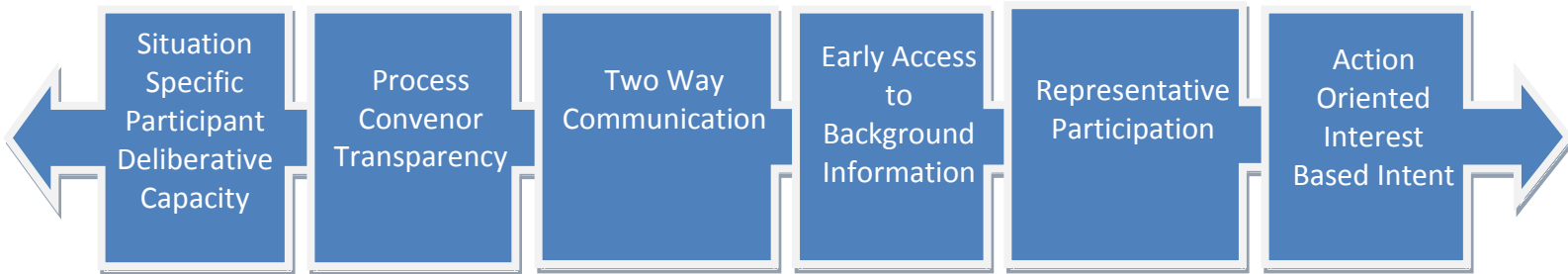
### **4.3 Conclusion**

By reviewing characteristics common to civic engagement methods, a range of theoretical perspectives, and challenges and opportunities in the field, six key themes have been identified to help to inform how durable dialogue can be supported within a civic engagement process such as citizen panel meetings. Engagement processes appear to be strongest when:

- Participant deliberative capacity and decision making power is appropriate to the challenge or issue at hand, and the role of all participants is clearly explained at the beginning of a process.
- Transparent communication by the process convenor helps to manage participant expectations, allow for discussion early in the process to clarify questions and resolve disagreement, and encourages trust and process acceptance by the group. Ideally, participants will contribute to process decisions and engagement choices along the way.

- Flexible two-way communication supports interest based dialogue to take place so that the perspectives that inform participant positions are identified.
- Informed participation is supported by giving participants access to background information about relevant issues before conversations begin, which also serves to level the collective field of knowledge in the group.
- Participant opinions and interests are assessed in context of their representativeness.
- Solutions and decisions reflect agreed upon interests of the group and action oriented goals are established early in the process to create the possibility for discussion to transition towards effective decision making outcomes. Figure 6 summarizes these findings.

**Figure 6: Themes of Effective Civic Engagement Processes**



These themes will be integrated into the conceptual framework to guide the evaluation of strategic options (Section 7.0) and final recommendations for CAPP to consider (Section 8.0) regarding how to engage with communities to create sustainable and durable dialogue related to energy development and expansion in B.C.

## 5.0 CITIZEN PANEL FINDINGS

This section reports on findings from preliminary citizen panel meeting data recorded in the target communities of Courtenay-Comox, Prince Rupert, and Fort St. John B.C. between October and November 2013. Each meeting was facilitated over two hours by a CAPP representative and revealed unique group perspectives about the future of oil and natural gas development in B.C. Data from each panel was analysed independently from other citizen panel meetings. Through qualitative analysis, key concepts from each dialogue were grouped into themes and sub-themes to identify community needs, desires, fears, hopes, and concerns related to the potential expansion of oil and LNG projects in B.C.

### 5.1 Courtenay/Comox: Inclusive Dialogue that can Shape the Future

Analysis of the Courtenay/Comox citizen panel data revealed several broad themes:

*Need for dialogue:* Perhaps the strongest element of conversation to emerge from the first meeting was a need for more balanced dialogue to occur and a call to action for stalemate to end. Participants expressed frustration with how the debate over B.C.'s energy future has evolved and described a feeling of stasis because of a dominant argument that creates a dichotomy of jobs and economic development versus the environment. As one panel member expressed:

To me the economy doesn't have to be a win lose. I think we need balance. It shouldn't be an "us – versus - them". It's a human issue.

This sentiment was complimented by the statement that "dialogue is essential – diving down into the values, issues, finding common ground, seeing what can emerge from honest conversation." The necessity of this perspective was also supported by the view that:

We need a new strategy. Not just demonizing one side or trying to downplay that or thinking that you can somehow silence someone's core values when they are being triggered by certain issues – again looking for that balanced approach.

The challenge is that when particular values are triggered, emotions are activated regardless of whether the argument is rational. The problem, as described by the panel, is that the counter argument is often very scientific which can be tuned out. This speaks to an opportunity for a new level of dialogue to occur and for industry to connect more with people so that they feel heard.

*Need for autonomy, control, and sense of change:* Conversation naturally transitioned to a discussion about what motivates people and what they value in the context of supporting or opposing oil and natural gas development in B.C. There was acceptance in the group that people want to feel empowered and in control of making decisions so that they do not feel as if

outcomes are prescribed in all aspects of their life. It was mentioned that for some, this perspective represents a paradigm shift between the generations and that there is dysfunction in society. As one participant described:

The younger generations again are looking for a transformation even language of transformation whereas I think just even the slightest impression of business as usual is inadequate. I don't trust it.

This shift can present a challenge for collaborative dialogue if the expectation of change is fundamentally different among those engaged in conversation, and is assessed in absolute terms.

*Concern about lack of leadership:* Participants expressed distinct concern over the lack of leadership they felt was being offered by both government and industry. As one panelist mentioned, "the systems or the relationships or whatever it was we had and depended on in the past has broken down". Agreement was felt around the room by the statement that "if we had a long term vision from people that are supposed to be leaders then we wouldn't even be here tonight – companies are the same way". This concern speaks to what happens when relationships break down and expectations and needs are not sufficiently met. One participant suggested that this is perhaps the cause for why the "silent majority sits at home" and does not participate or engage in public decisions. Are they disengaged because they do not care about public affairs or are they apathetic because there is no clear direction or leadership they can associate with? Other participants commented that:

CAPP means nothing to the majority of people. I've seen no oil and gas leaders come to town and hear from us and tell their story. It's all hired guns.

People in B.C. don't trust CAPP, don't trust Alberta, and don't trust the oil patch.

Industry has to connect with people and we need to get leaders to the table.

The element of trust is important to recognize because as the panel agreed "centers of power are shifting and there is more trust in peer-to-peer communications". A link can be made between lack of leadership and distrust of government and industry that will be important to reconcile.

*Need to meaningfully connect energy use and people's daily lives:* There was some disagreement between participants about the importance of how people connect with energy use in their daily lives and opposition to oil and natural gas development in B.C. Over the course of the meeting there was reference to apparent dis-connect between those who oppose energy development, their own dependency on oil and natural gas, and the connection between industry development and the funding of education, social services, and health care. As referenced by the panel, this issue speaks in part to the need for enhanced energy literacy

within the population to show the relationship between goods and services that people use and the oil and natural gas industry.

*Hope to build a legacy for the future:* A point of collaboration was identified by citizen panel participants in the desire to be part of something that positively impacts the future and legacy of their time. The need to feel part of something larger than themselves was identified as a unifying interest; both old and younger generations are concerned about what kind of future we are going to have and the long term investments needed to create a legacy. A component of this hope is working with First Nation communities to improve relationships and education within B.C. in addition to encouraging inter-provincial cooperation so that people can train and acquire practical skills to fill demand. As noted by on panel member, “we have a mobile workforce, but not a mobile plan”.

## **5.2 Prince Rupert: Development is About the People and the Community**

The Prince Rupert citizen panel was honest in their opening assessment that “it’s a very very complex situation trying to sell oil and gas to a North coast community that has been getting their food from the ocean for 6,000 years”. This perspective set the stage for conversation. Analysis of the Prince Rupert citizen panel data revealed several themes:

*Need for local community benefits from LNG industry growth:* A deep sense of urgency and importance was expressed throughout the panel meeting that for industry development to succeed in Prince Rupert, the community must see long term durable direct benefits. Of all the issues discussed, local participation and involvement in the development process and reinvestment of benefits into the local community was the pivotal point:

To make this work industry has to realize it’s a different environment now than in the 1990’s and we need to put on the table what is in it for the community.

One of the biggest pushbacks is we don’t want Exxon or BP or anybody coming in and drilling wells, taking the resources, and we get a few lousy jobs or guys from Alberta come and get the jobs while we get nothing.

Historically, the panel explained the frustration that is felt from wealth being extracted in the north – logging, fishing, and mining – and flowing directly to the lower mainland. This in turn created a level of distrust throughout the community on the follow-through of government promises to improve livability in Prince Rupert, Port Edward, and surrounding First Nation villages. Discouragement was expressed and a feeling of being passed over and missing out because of empty promises. An element of regional competition was also raised and a concern that shadow camp populations will and will not use shared community infrastructure; too much use and the fear that government investment will not come versus not enough use to justify additional government investment if services are regionalized to Terrace or Kitimat. To not hire locally was identified as a fundamental issue of concern that would seriously limit community support for industry development.

*Need for infrastructure overhaul:* Tied to the need for local community benefits to be realized from LNG industry growth is the up-front investment that is needed in basic infrastructure such as water and sewer pipes. There was a sense of moderation given that the population of Prince Rupert used to be 5,000 people larger prior to the pulp mill closure in 2001; the presence of a 3,000 – 5,000 man industry camp would return the town to this level. However, practical issues such as power outages, blackout periods, and lack of fresh water strain the current community. As there is frustration and distrust of both municipal and provincial governments to remedy these issues, attention is now directed at industry for support. This could be problematic as the Canadian cost of doing business is relatively high and companies do not view B.C. as a “bring your own infrastructure project” that would be common in Africa or Venezuela. A solution was raised by the citizen panel in terms of receiving an advance on tax benefits if and once an LNG project goes ahead to cover the cost of infrastructure repair. There was a strong indication that investment will be needed up-front to ensure the social license of industry and that Prince Rupert will not collapse if more than one project proceeds. Panel members also agreed that conditions should be placed on any funds given by companies or the provincial government to the community so that money is actually used for the projects it is intended for. General interest was also expressed in legacy or prosperity funds so that commitment is durable.

*Concern for how to prepare and “gear up” for development:* Participants expressed concern and a sense of not knowing how to prepare for changes that may come to their community. They also expressed concern about the lack of information about what companies are doing now. One panel member identified that:

It’s about keeping people informed. Letting people know what the conditions are, what the targets are, what would I need if I was in this community and had a business, what would I need to do so that I could get some work. Let the people in the North know what they have to get ready for.

The presence of industry newcomers to town is also recognized, but there is “no industry presence on Third Avenue”. Therefore there is a general uneasiness about not knowing what is happening in the community. Some residents want to start preparing, but do not know what they need to do – what skills they need, what training they should take – so they can be hired when the time comes to be part of the development process. This hope for involvement and readiness is in turn linked to community concerns for the safety of development, environmental risks associated with development, and concern for services, such as health care, that will need to meet increased demand from both local residents and camp populations. There is a need for information to reach community members about each of these issues.

Participants agreed with the statement of one panel member that “the community is not ready. We need help just tell us what to do”. Similar to the need for leadership and information expressed by the Courtenay Comox panel, the Prince Rupert panel expressed a desire to address the issues above, but a need to know what to do and how to do it in a way that will be acceptable to industry standards. As one panel member asserted:

You simply need to tell us. We have to know what we need looking forward before we can do it because there is no sense building a whole pile of stuff and then industry says well we can't use that. The same goes for education and training. So how about if these companies that are coming in go around and tell people what they need so that the community can get ready - let's educate and build towards that.

Transparency and trust of industry are linked to the sense of not-knowing described above. There is an opportunity for industry to lead or connect more with the community to alleviate some of these concerns or work with the community and determine how best to solve them.

*Desire to learn from others past experience:* The panel was very future-focused and solution-oriented, with a desire to learn from others. Prince Rupert citizen panel participants expressed their interest to learn from other's experience of oil and gas industry development in rural communities. A panellist affirmed that:

It would be nice to talk to some of the people that were involved in Fort McMurray or Fort St. John and hear about how they accomplished what they did to hear the good, the bad and ugly, but at least you get it from the people that are living it.

The connection and importance of peer-to-peer communication and information sharing about lived experience is similar to sentiment expressed by the Courtenay Comox panel and linked to the overall theme of trust in information. Panel participants in Prince Rupert also identified a need for industry to learn from past mistakes. The example of fish farming was used and one panel member with direct experience noted that:

What we forgot to do was sell it to the people of the North Coast because we thought it was such a good idea and ran ahead, then all of a sudden we hit a brick wall and it was devastating. We didn't anticipate the level of pushback that happened and I kind of see that happening now. We are just starting to have meetings, but companies are moving ahead.

The collaborative, thoughtful, and honest comments of the Prince Rupert panel offer a significant opportunity for industry to demonstrate and work with the community in shared learning and education.

Tied to this is the importance that the panel placed on involving First Nations. A serious concern expressed by the panel is the livability of surrounding First Nation villages in the Prince Rupert area. In all conversation linked to community benefits, infrastructure renewal, and learning from past experience was the need to elevate First Nations issues alongside. Many of the panel participants worked directly in or around First Nations villages and expressed a need to answer and put an end to the following question: How do we get our First Nations people involved and educated so that they can make and be proud of who they are and make a substantial enough living to bring their kids up properly?

### 5.3 Fort Saint John: How do we Handle More When the Community is at Capacity?

Analysis of the Fort St. John citizen panel data revealed the following higher order themes:

*Fear that the community is at a tipping point:* A topic raised early on by the Fort St. John citizen panel was that the community is at a tipping point for coping with social impact issues in light of a projected increase to natural gas development in the area. This was linked to the concern about not knowing what will happen in the future, how quickly development will increase, and how to be proactive and prepare for change instead of being reactive. Many around the table felt that the community agencies were at capacity to handle the following: community health, theft, domestic violence, drug and alcohol abuse, prostitution, and sexually transmitted diseases. They felt matters would worsen with increased industry development, larger work camp populations, and an even more transient workforce. There was a communal sense of not knowing how to address this challenge and agreement that industry, which has given so many benefits to the community, is not necessarily the cause of these larger social issues. However, they saw a role for industry to play in helping to resolve these concerns, regardless of whether there is a perceived versus real connections with industry development in the area.

There was also a sense of frustration that issues have been present and not dealt with in the community over time. Participants described that:

We have huge impacts on the people who have resided and ranched and farmed and lived in these areas for 50, 60, 70 years and those concerns are not being looked at at all. We have issues of cattle being harassed, shot, we have theft, theft of food, we have no policing to speak of, very few ambulance services and the roads are just being torn up, decimated, they have not improved and I am very frustrated because I don't think that Victoria is listening.

One of the issues we are struggling with from a regional district point of view is work camps and the fact that we need 1,500 more beds.

Transition from camp life to normal life is unhealthy and this community experiences a lot of it. Stress from work/camp culture carries over which is a larger issue.

The panel further identified that, since each issue presents a significant challenge for the community, specific action and partnerships will be needed across all levels of government and with industry to address them. One analogy surfaced that compared the community of Fort St. John to the different layers of salad dressing:

There is a core group of people underneath that have invested in the community, have made it their own, and are extremely proud of themselves and their neighbours. Then there is this floating kind of component that sits on top and there we see a lot of people kind of transient moving in moving out. There is some vertical movement, but at some point that bottle is going to be shaken. Somebody is going to shake it and it's going to be

big. I don't know what is going to come out of that. Will it settle the same way? Or are we going to have a catastrophic systems failure?

*Concern that more development is not needed:* There was general agreement around the table that the reason for increased development in the Fort St. John area is not resonating with residents. As described by one participant:

Why would we want more economic development when we can't keep up with what we have already got!

This sentiment speaks to the fact that the economic and job creation argument used across the province to support expanding B.C. LNG projects is not always transferrable to specific regions. While it may resonate well in communities that have experienced economic hardship, recent job loss, and a pool of unemployed workers, the economic message does not seem to land the same way in Fort St. John. Panel participants expressed that:

We have heard over and over and over again about the economic benefit to this community for industry and it's like yeah we get it, it's awesome, but we are also intimately aware of the flip side and that part is not being spoken to. We can hear until the cows come home about how awesome industry is and how much money they are bringing to the community, but it doesn't change anything.

I can't understand the rationale for all this and it seems to be driven purely from an economic basis.

These comments suggest that, similar to Prince Rupert, the community of Fort St. John needs to know what benefit they will see from industry development in their community. While the benefits between the two regions may be different, this speaks to the need for industry and government to be responsive to community specific interests in order to receive broad based support for oil and natural gas expansion projects within operating communities.

In the context of industry expansion, education and training was raised as an issue. Fort St. John has a highly employed workforce and many people have been able to start working just after high school or even if they left before finishing high school. With industry development projected to increase, panel participants recognized that more qualified people will come into town and compete for jobs. The concern is that, when this happens, industry will be looking for more "paper qualified" workers, and there is no plan for what will happen to the population without documented qualifications and expertise.

*Need for revised industrial community relations plan:* Panel participants identified the potential need for the relationship between community agencies and investment from industry to be re-structured. As described by one participant:

Industry's community investment. It is such a random lottery. Some companies are great. Some have no policy and are operating in Fort St. John and are contributing nothing and yet their livelihood relies on a thriving community. The majority are fantastic, but no one knows what they are getting, how much, for what purpose so there is an interesting disconnect between agency, corporate, and the community need gap.

Linked to this concern is the need for the community to identify what their needs are in a way that can be presented to industry so that investment in those areas can occur. The problem is that "if you don't go in with numbers and until you have that information because data drives decisions you are meaningless". However, as one panelist identified:

I'm not sure how you are going to accomplish it, but I can say that for the most part studies that are done by industry paid for my industry are not believed by others and that this is the same for the provincial government. It's like damned if you do damned if you don't.

This perspective was supported by the group and was tied to how information can be perceived and the need for more trustworthy leadership and communication to be established.

#### **5.4 Conclusion**

Analysis of citizen panel dialogue between the three target communities revealed important higher order interest themes from each of the meeting groups. There were 7 community participants in Courtenay-Comox, 5 participants in Prince Rupert, and 5 participants in Fort St. John. While the format of conversation was left open-ended, each participant group expressed unique needs, desires, fears, hopes, and concerns about oil and gas industry expansion in B.C. and specific to their community. The nature of the key concerns and questions changed as panel meetings progressed from being located in a community that would be indirectly impacted by industry development (Courtenay and Comox) to communities already impacted by crude oil and natural gas production (Prince Rupert and Fort St. John).

- The Courtenay Comox panel was most interested in discussing higher level themes such as the need for elevated dialogue, an economy for First Nations, and better daily connection to the use of energy within the province.
- As a community with emerging development potential the Prince Rupert panel focused more on the need for local participation in the LNG industry, concern for how best to prepare for change, and was unanimous in their assessment that for industry to succeed in the North their community, including the surrounding First Nations villages, must see direct benefit from the local extraction of resources and systematic mitigation of risk.
- The community with the most industry development, the Fort St. John panel, was the only meeting where all participants were female. Primary concerns expressed by the panel were focused on social impact issues of industry development and the ability of the community to cope with increased development when they feel saturated already.

Over the course of each two hour meeting, all participants engaged in the discussion and shared personal experiences to explain why the future of energy development in B.C. is important to them. The principle findings from each citizen panel meeting are summarized in Table 6 below.

**Table 6: Principle Citizen Panel Findings in Communities of Interest**

Citizen Panel Community	Key Interest Findings
<b>Courtenay – Comox</b>	<ul style="list-style-type: none"> <li>• Need for dialogue</li> <li>• Need for autonomy, control, and sense of change</li> <li>• Concern over lack of leadership</li> <li>• Need to meaningfully connect energy use and people’s daily lives</li> <li>• Hope to build a legacy for the future</li> </ul>
<b>Prince Rupert</b>	<ul style="list-style-type: none"> <li>• Need for local community benefits from LNG industry growth</li> <li>• Need for infrastructure overhaul</li> <li>• Concern for how to prepare and “gear up” for development</li> <li>• Desire to learn from others past experience</li> </ul>
<b>Fort St. John</b>	<ul style="list-style-type: none"> <li>• Fear that the community is at a tipping point</li> <li>• Concern that more development is not needed</li> <li>• Need for revised industrial community relations plan</li> </ul>

This information is used in the following discussion section (Section 6) to answer the primary research question and explore the creation of strategic options and recommendations for consideration of the project client.

## 6.0 DISCUSSION

The objective of this report was to identify how citizen panel dialogue can help to inform CAPP about community interests of conditional supporters related to the potential expansion of oil and liquefied natural gas projects in British Columbia. It was hoped that this information would reveal qualitative feedback that could help CAPP to build a common engagement platform for sustained dialogue. What resulted is that, beyond the identification of interests from citizen panel data analysis and key engagement process themes found in the literature, the research uncovered an opportunity for industry to constructively engage with communities.

### 6.1 Shared Community Interest Themes

Analysis of citizen panel meeting data revealed themes specific to certain communities and higher order themes shared between all target groups. While the communities of Courtenay and Comox, Prince Rupert, and Fort St. John appear unrelated based on their geographic locations, economies, demographics, and relationship with the oil and gas industry citizen panel themes that are shared include:

- The need for proactive community planning.
- Desire for enhanced dialogue with industry and the community.
- Need and hope for leadership.

These themes fit with the categories from the most recent segmentation study by Ipsos Reid (2014). That study identified that conditional supporters of industry generally need to see how industry benefits might connect to their communities, have their economic expectations confirmed, be reassured of industry motives through honest open communication, see innovative industry response to environmental protection and safety concerns, and experience the priority of issues being increased by industry (p.58).

Citizen panel participants in all three communities voiced a *need for proactive community planning with industry*. For Courtenay-Comox this need included envisioning the legacy that people want to leave behind for future generations and how energy development will impact their goals. In Prince Rupert proactive planning was discussed in context of determining how and when economic benefits from potential LNG development should be reinvested into the infrastructure (such as roads, water system, education, health care, and safety) of the community and surrounding First Nations villages. For Fort St. John, dialogue focused on the need to restructure corporate giving and industry community relations to assist with larger social issues such as crime and community health.

The *desire for enhanced community dialogue* was consistently voiced by all three panels and connected to how interests and issues should be prioritized:

- In Courtenay-Comox panellists focused on how people with different views about energy development can engage in better conversation to understand each other and become informed by trustworthy information.
- In Prince Rupert the panelists evinced a desire to learn from other another community’s experience with industry development and discuss what worked and what could have been done differently.
- In Fort St. John the panel wanted better dialogue focused on understanding the motivation for increased development and discussing broader work-life themes such as standards for a respectful workplace, the transition from work camp life back to home life, and how the community can support residents to co-exist with the transient part of the population.

The theme of dialogue is directly linked to the *need and hope for leadership* from industry, government, and the community about how to address interests and prepare for potential change. All three panels expressed a hope for industry to take charge and answer community questions, concerns, and need for information in a way that helps people make sense of changes that might occur and how they can be involved in shaping the future of where they live. As one panelist in Courtenay – Comox asserted, “we need to have more dialogue with people that are decision makers, that are leaders, and that are real people”. A possible response could be to increase the visibility of industry leaders and place increased value on the influence they could have if people can get to know them. Visible leadership can also help to create trust and in turn impact the challenge of establishing trustworthy sources of information; regardless of the science or logic of fact based information, if the source it is coming from is not trusted then the material has limited weight. The theme of leadership is perhaps the greatest place for creative solutions to take shape and directed the final options and recommendations of the report. Figure 7 illustrates the shared interest findings from the three citizen panels.

**Figure 7: Shared Community Interest Themes**



## 6.2 Unique Community Interest Themes

Each citizen panel meeting resulted in unique community specific interests and higher order themes. While elements of each theme could be detected amongst all citizen panel groups, themes were classified as unique because of the strength and weight given to them by panel members that was not consistent between all communities. For Courtenay-Comox, the need for people to feel autonomous and in control over decisions that impact the environment around them and the desire to connect how we use energy, oil, and natural gas in our daily lives was predominant. Adding to this issue could also be the concept of 'solastalgia'. This term was introduced in conversation and described by a Courtenay-Comox panel participant:

As a feeling that people have when the places that you love or the places that give you solace appear to be under some kind of threat from forces that are not under your control. It bypasses the rational, goes straight to the gut, is a visceral reaction and trying to have a rational economic discussion when people are coming from that place is just not going to be effective.

Solastalgia was introduced to the literature by Albrecht (2006) who studied the impact of environmentally induced distress on people who experienced the, often radical, human induced transformation of natural space around them. Albrecht suggested the term solastalgia as an extension of nostalgia to connect psychological and environmental states. The concept of solastalgia is used to "describe the pain or sickness caused by the loss of, or inability to derive solace from the present state of one's home environment" (p. 35). As the author explains,

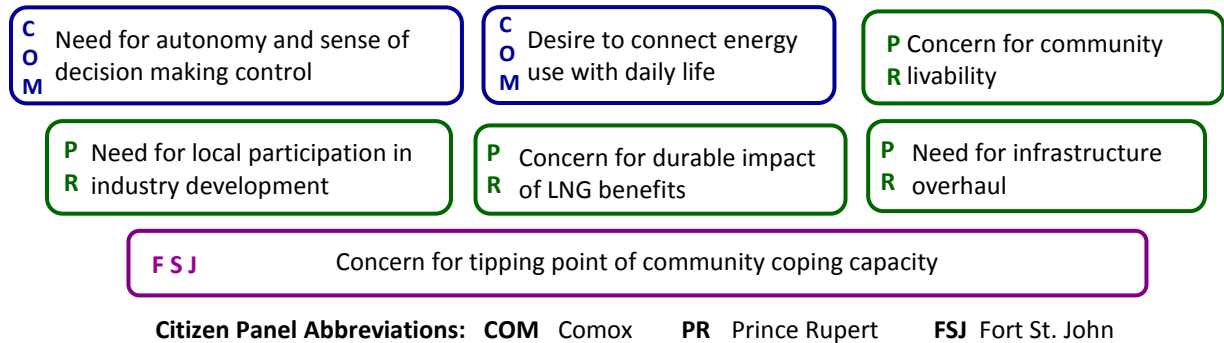
Human induced change such as war, terrorism, land clearing, climate change, mining, rapid institutional change, and the gentrification of older parts of cities can be a causal agent... The concept of solastalgia has relevance wherever there is the direct experience of negative transformation or desolation of the physical environment (home) by forces that undermine a personal and community sense of identity, belonging and control. (Albrecht, 2006, p.35)

More research is needed into the presence of this concept in the energy development debate in B.C. which could have powerful implications for any form of dialogue to move forward let alone stakeholder cooperation.

In Prince Rupert there was resounding concern about the future livability of the community. For the panel participants this concern is inclusive of surrounding First Nations villages and the issues that impact the region as a whole. Livability takes into account interests such as environmental protection concerns, need for better access to education for youth, need for local participation in the LNG industry, concern that LNG development will not produce a durable positive impact, and the need for infrastructure overhaul regardless of if LNG development happens. As a result focused group, the Prince Rupert panel was unique in their willingness to have a stronger relationship with industry and expressed significant interest in working together to support change in the community.

In Fort St. John, dialogue was grounded by the concern that the community is at a tipping point of managing industry development. The relationship between community growth as a result of development and social impact issues that are straining the community were identified as unique areas of interest. The Fort St. John panel was direct in their assessment of the community and identified the need for help in addressing how to manage areas of concern especially if increased energy expansion is likely to occur. Figure 8 illustrates unique community specific interests identified by the citizen panel participants.

**Figure 8: Unique Community Specific Interests**



### 6.3 A Combined Perspective and New Understanding of Citizen Panel Findings

When the different streams of citizen panel data analysis are combined the range of interests appear to exist in relation to the level of industry presence felt within a community. While more obvious to the researcher now, this was an unexpected connection. It can be observed that depending on the level of industry presence and development in an area, communities are faced with different challenges and questions. When community specific interests are layered in context of previous industry development in each region, it suggests that the industry response to create durable dialogue might require different kinds and degrees of formalized engagement. For communities like Courtenay and Comox, B.C., where there is low oil and natural gas industry development and low familiarity with oil and natural gas companies, a more informal engagement approach may be needed to more effectively introduce CAPP to the area, establish relationships in the community, and cultivate trust. For Prince Rupert, where there is a low - medium level of industry development with the potential for growth, and emerging familiarity with natural gas companies, an engagement approach that allows the community and industry to better know each other and proactively address needs and concerns may be most helpful. For a community like Fort St. John, where there is a high level of industry development and high familiarity with oil and natural gas companies, a more formal engagement approach may be better suited to demonstrate collaborative action in response to larger social concerns.

This continuum ultimately shifted how the researcher viewed the identification of engagement process options and prompted a re-review of the data. What was found is that reference to synergy groups and industrial relation corporations was made during the Fort St. John citizen

panel meeting as an example of how industry and communities in Alberta have communicated with each other about the impact of development and industry expansion. The weight and importance associated with these comments led the researcher to investigate synergy groups and industrial alliances as potential options for CAPP to consider in B.C. in order to sustain dialogue about similar issues in target communities.

## **6.4 From Findings to Options**

When findings from the citizen panel data analysis and literature review are combined a conceptual framework (see Figure 9, next page) is formed that guided the development of strategic options and recommendations for CAPP to consider. The literature review identified six key themes that are important to consider when designing durable dialogue models. Taking into account the characteristics common to different civic engagement methods and the range of theoretical perspectives that exist, in addition to challenges and opportunities within the field of public participation, themes that enhance dialogue within a process are:

1. Situation specific participant deliberative capacity.
2. Process convenor transparency.
3. Two-way communication within the process.
4. Early access to background information for participants.
5. Representative participation.
6. Action-oriented interest based intent.

While each theme on its own is important, it is the combination of themes that creates the greatest potential for durable process outcomes. The path towards solutions, agreement, or the better understanding of issues is also enhanced when people with decision making power and authority take part in the dialogue (Sloan & Chicanot, 2010). The framework presumes that civic engagement processes that are considered for strategic options would benefit from and encourage transparency, with early participant access to background information and action-oriented intent. Themes where a process may differ are included in the framework as criteria that were used to evaluate the appropriateness of different engagement options for citizen panel communities based on their level of current or proposed industry development. These themes include two-way communication, participant representativeness, and the deliberative capacity afforded to participants in a process. This approach is consistent with thematic findings from the literature which suggests that the flow of communication between participants and their representativeness is dependent on the level of public feedback that is required or sought to address a problem, and engagement processes appear to be strongest when participant deliberative capacity and decision making power takes into consideration the challenge or issue at hand.

## 6.5 Conclusion

The analysis of citizen panel data identified shared and unique community interests about the future of energy development in B.C. Interests appear to be impacted by the level of industry presence in an area which seems to suggest that civic engagement responses may need to be different in order to effectively respond to unique community needs. The choice of strategic options set out in the next section of the report was guided by this perspective in addition to the shared interests and engagement solutions identified in the citizen panel data. In Section 7 key civic engagement process themes from the literature are used as criteria to compare different kinds and degrees of formalized engagement approaches. In Section 8 unique community interests directed the recommendation about how strategic options could be applied in Courtenay-Comox, Prince Rupert, and Fort St. John, B.C.

**Figure 9. A Conceptual Framework for the Selection and Comparison of Strategic Options and Recommendations.**



## 7.0 OPTIONS

This section presents three options for CAPP to consider in support of fostering durable dialogue in Courtenay-Comox, Prince Rupert, and Fort St. John, B.C. based on the analysis of preliminary citizen panel meeting data and informed by literature review criteria themes. Shared interests between the communities helped direct the selection of options. The importance and weight associated with solution oriented comments made during the citizen panel meeting in Fort St. John also directed the researcher to look at two particular engagement methods used by industry and communities in Alberta to facilitate communication around the impact of industry development and expansion. These methods are seen as potentially transferrable to B.C. and are incorporated into the second and third strategic options in this section. The three options are presented in order of participant deliberative capacity and level of formalized industry engagement. The section concludes with a discussion about how the options were assessed. A final recommendation is made in section 8 that takes into account the amount of industry development in each community.

Based on the conceptual framework explained in section 6, three options for consideration are:

- **Option 1: Continuing Citizen Panels.** The continuation of citizen panels to advise and recommend about the interests of conditional supporters regarding oil and LNG development in their region and the Province.
- **Option 2: Creating B.C. Synergy Groups.** This would provide a more collective community-driven approach to resource development. Participants could include local residents, industry operators, regulators, and other interested parties based on community interests regarding oil and LNG development in their region and B.C.
- **Option 3: Forming an Industry-Community Alliance Group.** Similar to the Oil Sands Community Alliance (OSCA) model, oil and natural gas producers and developers partner with local, provincial, or federal government agencies, communities, and other industries to address shared issues in the communities where they operate.

When the options are considered in relation to literature review findings, it is assumed that if implemented they would each benefit from and encourage transparency, early participant access to background information and action-oriented intent to enhance the possibility for effective decision making outcomes. The options are compared against the remaining three literature review criteria based on the level of

- participant deliberative capacity and decision making power in relation to the issue being addressed;
- flexible two-way communication that supports interest based dialogue; and
- participant representativeness within a process.

These criteria most resemble a hybrid approach from Thomas (1990, 1993) and Rowe and Frewer (2000, 2005) who suggest that practitioners respond to a certain policy or issue with a

specific strategy for civic engagement that is selected based on the nature of the problem and from a range of tools that can be used to implement the process.

### **7.1 Option 1: Continuing Citizen Panels**

Continuing the citizen panel groups presents a relatively informal engagement option for CAPP to continue speaking with local residents about community specific interests. As relationships and trust with community members build over time, there is greater potential for support and understanding of participant and convenor interests. Citizen panels offer a direct and different entry point into communities where residents prefer to meet in smaller groups and engage in a non-confrontational way about interests they may not voice at larger meetings and events. As a bridging mechanism to help inform CAPP about local concerns, opportunities, and problems before they expand, this option is relatively low cost and low risk. However, community participants would have limited decision-making power and influence on citizen panel outcomes. As a result the perception of the panels may not meet participant expectations to create changes they could be looking for.

In keeping with CAPP specific engagement goals, this option can be strengthened if participant representativeness can increase over time as group capacity is broadened to include more residents. As the original purpose of the panels was to engage conditional supporters of industry development, representativeness could also be enhanced if other opinion groups are invited to participate in meetings or as part of the panel as a whole. This change would need to be supported by the founding group of residents to secure buy in for change.

The two-way flow of communication initiated in the first meeting was an important starting point and should continue to be supported. Over the course of each meeting it became apparent that trust in industry and information is enhanced by the presence of an industry leader who discusses tough issues, honestly connects with people as a positive face of industry, and has the power to make decisions and commitments in the room. If Option 1 is pursued and the initial meeting facilitator is replaced by other CAPP representatives it will be necessary to ensure that they continue the open, interest based exchange of information established in the first meetings and have power to make decisions. An important challenge will be to manage citizen panel expectations and communicate back to panel participants on a consistent basis about how their advice and opinions on issues that matter deeply to them will be acted upon.

Where relationships are new and familiarity with industry is relatively low the continuation of citizen panels may present a sustainable way for knowledge sharing and awareness of oil and natural gas issues to continue. This presents an opportunity for participants to support greater participation in collaborative processes by both industry and the community to occur in the future as social operating license is earned.

## 7.2 Option 2: Creating B.C. Synergy Groups

The support for and creation of B.C. synergy groups presents a semi-formal engagement option to create durable dialogue in communities and transfer process reliance and more decision making capacity back to residents. As a group of engaged citizens who are willing to speak with industry has already been identified through the citizen panels, the introduction of synergy groups may be of interest and allow them to organize and identify key issues within the community separate from industry direction. This concept seems to have worked well in Alberta where community interest in engagement with industry began to take shape during the 1990's in response to local oil and gas development pressures (Synergy Alberta (SA), 2010). By 2006 the concept of synergy groups supported by a provincial not-for-profit society was established and Synergy Alberta was formed. Since that time there are now 25 synergy groups spread across the province that engage with industry on community specific issues that range from regional economic development, land rights, protection of surface water and water management, to flaring and air quality (SA, 2010, Groups). While each group is different and driven by specific community interests, characteristics that are common among groups include:

- *Focus:* Synergy groups are made up of community driven people “who wish to work together to raise awareness and find mutually satisfactory solutions to issues related to [oil and gas] development” (Synergy Alberta (SA), 2007, p.5). Groups can form for reasons such as needing more information, in response to particular problems or concern, or to gather community input about proposed projects (SA, 2010, Resources).
- *Structure:* Based on what participants want, groups can range from being structured informally with occasional meetings to address emerging issues, semi-formally with a regular meeting schedule but with member dues and finances spread out, and formally where groups have budgets, part-time to full time staff, board members, and elected executive and formal committees and processes (SA, 2010, Start A Synergy Group).
- *Members:* Synergy groups often invite representatives from a variety of stakeholder groups to become participating members. They can include: “community (residents and landowners), industry and regulators. Other participants more frequently include representatives from municipalities, health authorities, government agencies and other resource development industries such as forestry” (SA, 2010, Start A Synergy Group).

As a result, two-way communication and participant representation is enhanced as more voices are brought to the table. Participant deliberative capacity is also increased as the group has more control over how it is structured and governed in addition to the outcomes it hopes to achieve. Where communities have identified an interest in organizing to better interact with industry as oil and LNG projects are proposed and potentially realized, the creation of a synergy group may help them to prioritize issues and have a more unified voice when engaging with industry and other stakeholder groups.

This option could also clarify what information is needed, specifically in terms of qualitative data, for the community to better communicate concerns to industry, increase community input into energy resource development, increase accountability of industry to the community

(SA, 2010, Groups), and allow for joint lobbying of government when community-industry interests align. In turn, these benefits may increase acceptance of industry within a community through demonstrated open communication and collaboration.

The cost to industry would be time and resources required to meet with the synergy group and potentially provide financial support as needed. While supporting an organized community group that is not made up of key supporters may appear as a risk, there is potential for greater reward in the development of creative solutions to problems and concerns that may need to be addressed regardless following more costly and time consuming decision making routes such as judicial hearings.

### **7.3 Option 3: Forming an Industry-Community Alliance Group**

This option presents the most formalized form of industry engagement with communities: the formation of an industry community alliance group. It is modeled on the Oil Sands Community Alliance (OSCA) of Alberta to address larger social issues of community concern where industry operates. What started 16 years ago as the Oil Sands Developers Group, OSCA has evolved as a rebranded developer's alliance to address four priority areas within the collective Alberta oil sands operating region: First Nations, community well-being, infrastructure, and workforce (Oil Sands Community Alliance (OSCA), 2014). Each area is directed by a specific mandate to enhance the socio-economic benefits of development in communities and "to understand and manage the effects of development on social, economic, cultural and physical structure of communities" (OSCA, 2014 Community Well-Being). The Alliance accomplishes this task by working across all levels of government and the community to identify and manage specific needs, interests, and values. The Alliance recognizes that:

Partnerships with key stakeholders in the region [where we operate] are fundamental to our ability to meet the challenges of a rapidly growing community. Our partnerships are the best way to facilitate local capacity building, mobilize resources faster, leverage investment, and co-ordinate multiple activities across the region. (OSCA, 2014, Introduction)

As an engagement framework itself, the formation of an industry community alliance group in B.C. would result in proactive engagement in communities at risk of deteriorating through industry expansion. The option also presents an opportunity for industry to simplify its engagement approach in addressing larger social issues and demonstrate collective leadership.

One question is whether the group would need to represent both oil and natural gas producers, or if two distinct groups would be needed. Differentiation between some oil and natural gas impact issues may be difficult to determine as they can not necessarily be attributed to one resource group versus the other. This option has the potential to alleviate frustration within communities by simplifying communication channels with industry. A big challenge will be coordinating an Alliance across B.C. A pilot community could be used with a history of energy development and willingness to find solutions to test the sustainability of creating such a group.

There may be an opportunity for third party partnerships to evolve with the Alliance so that further research can be completed to assist at an arm’s length from government or industry as a whole.

This option supports a high level of two-way communication, participant representativeness, and medium level of deliberative capacity within the community. As a result, there is great potential to respond to significant community concerns within B.C. operating communities and demonstrate that industry has learned from past experience in Alberta to strengthen the social acceptance of development in the western-most province.

*Assessing the Options*

The three strategic options presented in this section were differentiated according to their level of formalized industry engagement. The options were compared based on the potential for participant deliberative capacity, flow of two way communication, and participant representativeness. As identified by the literature, when selecting civic engagement processes it is helpful to determine the deliberative capacity of participants based on the issues being discussed and in context of why public participation is needed to address an issue. It is also important to consider the goals of the process convenor and how participant deliberative capacity aligns with these objectives and overall purpose of the engagement process.

The purpose of the engagement process will also impact the flow of two way communication between participants. When public feedback is not required or specifically sought the flow of information tends to be one way which limits the potential for dialogue to occur (Rowe & Frewer, 2005). When public feedback is required or intentionally sought communication tends to flow between participants and dialogue is encouraged (Rowe & Frewer, 2005). The representativeness of participants is also a factor to be considered that is influenced by the issues being discussed, purpose of the process, and goals of the convenor. Table 7 summarizes the comparison of options.

**Table 7: Option Comparison for Durable Industry Engagement with Communities of Interest**

<b>Option</b>	<b>1</b>	<b>2</b>	<b>3</b>
<b>Criteria</b>			
Participant deliberative capacity	Low	Medium	Medium
Flow of two way communication	Medium	Medium - High	Medium - High
Potential for participant representativeness*	Medium	Medium	High
Level of formalized industry engagement	Informal	Semi-Formal	Formal

Note: \* for the purpose of this comparison participant representativeness is considered subject to the needs and goals of the process convenor, CAPP.

Options were assessed according to these three criteria and with CAPP's overall communications and engagement strategy for B.C. in mind. Given the focus of engaging with conditional industry supporters that directed the selection of citizen panel participants a similar view was taken when evaluating the suggested strategies. Part of the challenge identified earlier in the report is encouraging participation from the targeted demographic and securing participant buy-in to a civic engagement process. Comparison of the options is discussed with the hope of presenting solutions to this challenge in the following section.

## **8.0 RECOMMENDATION**

Given the complex issue at the core of this project, a differentiated engagement strategy may be more effective than a unilateral approach to impact public support for oil and LNG industry development in B.C. Three high-level engagement options were presented in Section 7 to create durable dialogue in target communities. In keeping with CAPP's communication and engagement objectives in B.C., it is recommended that different options be used in each of the communities of Courtenay Comox, Prince Rupert, and Fort St. John with respect to the impact of industry development and proposed expansion. Using these options in a flexible way will allow for tailored community-level engagement to align with CAPP's key messaging strategy directed at solidifying positive attitudes of conditional supporters and peaking public interest about the relevance of oil and natural gas among the disengaged (Ipsos Reid, 2014). The oil and natural gas industry can construct creative solutions to proactively address public stakeholder interests in order to realize the goals of increased industry competitiveness and social license to operate.

### **8.1 Courtenay Comox: Inclusive Dialogue that can Shape the Future**

For the community of Courtenay and Comox B.C. it is recommended that the citizen panel continue (Option 1) in response to community interests for elevated informed discussion about the oil and LNG industry and the current and potential risks and benefits of development. As a community that is indirectly impacted by oil and LNG development, the continuation of the panel could allow for a more informal approach to introduce industry to the community and develop relationships to improve awareness, familiarity, and favourability of oil and LNG industry over time (Ipsos Reid, 2014).

To accomplish this, discussion could include deeper exploration of issues connected to the social impacts and benefits of production and fear related to the transportation of oil and natural gas that were voiced by the panel to demonstrate that CAPP is prepared to listen to community concerns. This could allow CAPP to demonstrate transparency and responsiveness and explain innovative solutions that are being developed, for example, in response to marine safety and the environment. However, care needs to be taken so that polarization and extremes of opinion are not enhanced. The issue is not really if the oil and gas industry will cease to exist or that development will stop, but that even if people connect with using oil and natural gas products will that make a difference in how they weight the potential risk of further development and threats of climate change and global warming against the potential benefits.

### **8.2 Prince Rupert: Development is About the People and the Community**

For the community of Prince Rupert, B.C. it is recommended that the citizen panel continue (Option 1), but that consideration be given to the creation of a synergy group (Option 2) within the community. Given CAPP's experience of engaging with synergy groups in Alberta, there is an opportunity to transfer lessons learned to Prince Rupert if there is community interest in

forming a group. The citizen panel participants in Prince Rupert are unique in that they are results oriented, community focused, active members of the community. Their energy and willingness to work with industry to create the best possible outcome for their town is humbling.

CAPP should consider how it will introduce the concept and experience of a synergy group to the community and, if there is interest, allow community members to organize and identify key issues in the community separate from industry direction. At the conclusion of the first citizen panel meeting, participants observed that they will need to organize in order to constructively engage with the B.C. government and present a recognized contact point for the community to discuss concerns and allow more voices to be brought to the table. A synergy group may help consolidate the prioritization of issues and the generation of data so that industry and the community has a clearer path of what needs to be addressed and in what order.

### **8.3 Fort St. John: How do we Handle More When the Community is at Capacity?**

For the community of Fort St. John it is recommended that CAPP consider encouraging members to support a revised industrial relations approach through the creation of an industry alliance similar to OSCA in Alberta (Option 3). Continuation of the citizen panel (Option 1) is encouraged based on the wealth of information that participants shared at the first meeting; however, it was noticed that participant concerns reflect larger social issues that may be directly and indirectly connected to the depth and breadth of industry development in the area. Synergy groups (Option 2) may be of interest to the community, but participants would need to better understand who from industry they should be speaking with and how best to address the issues. Creating a joint industry alliance tasked with addressing larger social issues of community concern would help to simplify the challenge.

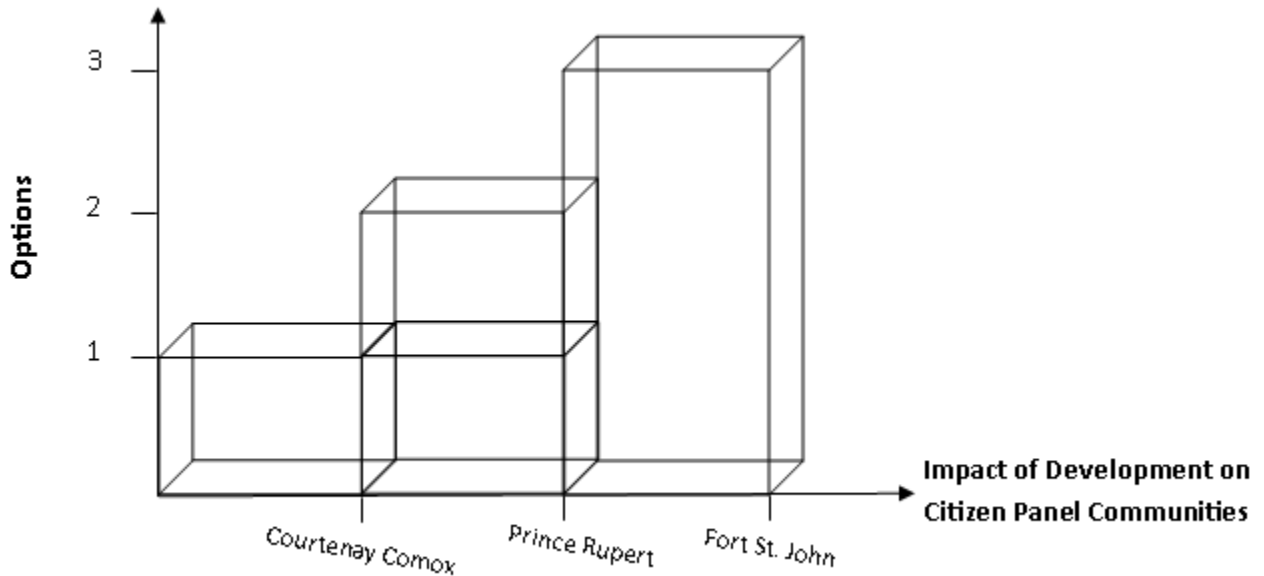
As the citizen panel recognized, the oil and natural gas industry has significantly contributed to the wealth and evolution of Fort St. John; however, the community is starting to voice issues that industry has dealt with before in communities, such as Fort McMurray, AB, which have experienced the positive and negative impacts of rapid development and population growth. The opportunity exists in Fort St. John to proactively respond to issues that no one company is responsible for. OSCA presents an excellent framework, based on over 16 years of industry experience, for responding to similar issues that are connected to First Nations, community well-being, infrastructure, and workforce planning – all of which will be necessary to address for industry competition and social operating license to expand in north-eastern B.C.

### **8.4 Recommendations in Perspective**

A differentiated engagement strategy is recommended based on the unique interests identified across the communities of Courtenay-Comox, Prince Rupert, and Fort St. John B.C. Options are presented according to the level of formalized industry participation that may be needed to address community specific needs. These needs appear to be influenced by the level of industry development in an area. Different recommendations are made for each community to address

how CAPP can consider longer term engagement with conditional supporters to try and create sustainable and durable dialogue related to energy expansion and development. Figure 10 illustrates the overall recommendation in relation to the level of direct impact communities are seen to experience by industry development.

**Figure 10: Community Options and the Impact of Industry Development**



At a high level this strategy could support CAPP’s focus of securing and maintaining industry’s social license to operate in B.C. which would help competitiveness. Part of accomplishing this task is increasing public trust for the oil and natural gas industry in B.C. Based on quantitative opinion poll research from Ipsos Reid (2014) trust can be impacted by identifying how communities can directly benefit from industry development, listening to local concerns, and demonstrating innovation in industry and community safety. The citizen panel communities produced qualitative feedback that identified specific interests related to each of these variables. As a result, an opportunity is presented for CAPP to tailor community-level engagement response and potentially impact trust across different regions given its unique position of representing the upstream industry as a whole. However, with a differentiated engagement strategy CAPP may need to diversify resources to handle implementation and meet member and community expectations. Ultimately three pilot engagement initiatives are suggested that could help inform CAPP’s overall engagement strategy in other B.C. communities that fall along the continuum of being directly or indirectly impacted by industry development.

## 9.0 CONCLUDING REMARKS

Natural resource development and support of oil and LNG industry expansion in B.C. is a complex issue involving many interests and diverse stakeholder groups. This project set out to identify what some of the interests are for conditional supporters of industry in specific communities in B.C. to help inform future engagement options to create durable dialogue. As part of CAPP's community engagement plan, citizen panels presented a targeted entry point to produce qualitative data about people's needs, desires, fears, hopes, and concerns related to industry development and expansion in the regions of Courtenay and Comox, Prince Rupert, and Fort St. John and the province as a whole. A more nuanced understanding was developed about how the relationship between communities and industry is influenced by how direct the impact of development is on residents.

Through a review of civic engagement literature key themes were identified that support the durability of processes and can be applied to CAPP engagement decisions. Citizen panel dialogue data revealed community specific interests and three shared higher order themes: the need and want for continued dialogue, leadership, and proactive community planning. Three strategic options were developed for continued engagement and it was recommended that they be applied in context of how industry directly or indirectly impacts communities. Ultimately, a differentiated approach was suggested to meet the distinct needs of communities for engaging with industry so that processes are selected that respond to different levels of community need.

While the report produced important findings, it was limited in scope and could be strengthened by further research. A more thorough account that includes the following research initiatives would be helpful to consider:

- Additional citizen panel meeting data would help to deepen the analysis of community specific interests.
- A comparison of qualitative data to supplement opinion poll research of how interests differ between supporters, conditional supporters, disengaged, conditional opponents, and those that are strongly opposed to oil and natural gas expansion would help to put a face to each group in citizen panel communities.
- Further analysis of how best to support synergy groups and an industry community alliance in B.C. that may include an implementation strategy is warranted to better identify the challenges and opportunities of realizing these engagement options.
- The relationship between First Nations, government, and the oil and natural gas industry in B.C. was not addressed by this project. B.C. First Nations interests and history with natural resource development presents a complex challenge in need of innovative solutions to address a history of conflict and distrust to move forward.
- While citizen panels have been used by industry, future research and publication in this area could strengthen our understanding about (a) if and how they can enhance

discussion, clarify disagreement, and lead to solutions over natural resource development; and (b) the effectiveness of panels to address community specific concerns such as the impacts of industry expansion.

As one citizen panel participant remarked, energy development is not an “us versus them” issue; it is a human issue. Panel dialogue also reminded us that solutions are possible when people listen to each other and feel heard when changes to their natural environment feel beyond their control. This report believes that industry can respond to these concerns and demonstrate shared value in B.C. for the environment, economy, and well-being of communities. The future of energy development will depend on creating durable solutions that alleviate fears in all three areas; this report believes it is possible to overcome this challenge and hopes to have contributed in moving solutions forward.

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## Appendices

### Appendix A: Summarized Citizen Panel Data Analysis

<b>Citizen Panel Meeting: Courtenay-Comox, October 24<sup>th</sup> 2013</b>		
<b>Raw Data themes and Sub-themes</b>	<b>Higher Order Interest Themes</b>	<b>Shared Interest Themes</b>
<ul style="list-style-type: none"> <li>• Dialogue is essential. Diving down into the values, issues, finding common ground, seeing what can emerge from honest conversation</li> <li>• We need a new strategy</li> <li>• I want to pick up some perspective and have a two-way conversation</li> <li>• How do we break down some of the polarization?</li> <li>• I think we need balance</li> <li>• My impression is that dialogue is at a standstill, a stalemate. There is this feeling of stasis</li> <li>• Let's elevate to a new level of conversation</li> <li>• You have to get to know the people that work in the industry as people and build that trust</li> <li>• We need to figure out how to communicate and connect to move forward</li> </ul>	Need for dialogue	Dialogue with Industry
<ul style="list-style-type: none"> <li>• What motivates people?</li> <li>• People want to feel empowered, they want to feel autonomous, they want to feel like they are making the decisions and not be dictated to in all aspects of life</li> <li>• There is a big paradigm shift that I'm seeing in the generations</li> <li>• I think it comes down to 'Solastalgia'...</li> <li>• The younger generations again are looking for a transformation...</li> </ul>	Need for autonomy, control, and sense of change	
<ul style="list-style-type: none"> <li>• I think people feel like things are out of control, that there is a dysfunction in our society and this is creating really deep cynicism about any kind of establishment</li> <li>• How do you get cooperation across industry? That's where you build the trust</li> <li>• We don't have leadership</li> <li>• Centers of power are shifting and there is more trust in peer-to-peer communications</li> <li>• If we had a long term vision from people that are supposed to be leaders then we wouldn't be here tonight</li> <li>• Industry has to connect with people...</li> <li>• I think leadership needs to have conversations about those tough issues</li> </ul>	Concern about lack of leadership	Industry Leadership
<ul style="list-style-type: none"> <li>• It's like we have a disconnect – zero connection</li> <li>• People don't connect the economy to their benefits –</li> </ul>	Need to meaningfully	

<b>Citizen Panel Meeting: Courtenay-Comox, October 24<sup>th</sup> 2013</b>		
<b>Raw Data themes and Sub-themes</b>	<b>Higher Order Interest Themes</b>	<b>Shared Interest Themes</b>
<p>where does education, social services, health care come from?</p> <ul style="list-style-type: none"> <li>• Well maybe, but where does our energy come from? People don't see it</li> </ul>	connect energy use and people's daily lives	
<ul style="list-style-type: none"> <li>• A lot of people are not going to agree with you, but I think they have a vested interest in the future</li> <li>• I have grandkids here in town and of course I want the environment to be pristine who doesn't? But what else am I going to leave behind?</li> <li>• Well I think young people are concerned about what kind of future we are going to have. Like long term future and are really concerned about what kind of legacy they will be leaving. Long term investments? What legacy do we want to leave?</li> <li>• I think the older generations have a lot of similar concerns</li> <li>• People need to feel like there is something bigger than themselves</li> <li>• What is going to happen to First Nations? What about building an economy for First Nations?</li> <li>• What kind of education system do we want? Skills training? Inter-provincial cooperation? We have a mobile workforce, but not a mobile plan</li> </ul>	Hope to build a legacy for the future	Future Planning

<b>Citizen Panel Meeting: Prince Rupert, November 14<sup>th</sup> 2013</b>		
<b>Raw Data Interests and Sub-Interests</b>	<b>Higher Order Interest Themes</b>	<b>Shared Interest Themes</b>
<ul style="list-style-type: none"> <li>• People will tell you there is nothing going on. The economy is dead and yet there are thousands of dollars being spent every day on testing so it's happening, but it's not happening on 3<sup>rd</sup> Ave.</li> <li>• It's hard for the city to get prepared when the revenue isn't coming in yet from LNG for hospitals, schools, facilities</li> <li>• To make this work industry has to realize it's a different environment now than in the 1990's and we need to put on the table what is in it for the community</li> <li>• We need to figure out how to negotiate. The best thing we can do is structure something so that we can get a benefit out of this as a community. Tangible benefits – jobs are nice – but carry the jobs further</li> <li>• Prince Rupert has had tough times and hardship so if whatever industry comes here needs to help the people in the sense that everything is coming, but nothing is coming</li> </ul>	Need for local community benefits from LNG industry growth	Future Planning

<b>Citizen Panel Meeting: Prince Rupert, November 14<sup>th</sup> 2013</b>		
<b>Raw Data Interests and Sub-Interests</b>	<b>Higher Order Interest Themes</b>	<b>Shared Interest Themes</b>
<p>back to the people</p> <ul style="list-style-type: none"> <li>• One of the fears is that local people aren't going to be able to get the jobs first. And First Nations people too</li> <li>• If you want to see this program you have to do something meaningful and you can't say you are just going to give \$5,000 to the soccer club</li> <li>• It seems like all the money all the wealth that gets collected in the North flows to the lower mainland</li> <li>• There has got to be a royalty, some sort of Alaska Fund or Heritage Fund. There has to be something that is sustainable, long lasting</li> <li>• But what about the timing of benefits? There should be an incremental way like advanced payment</li> <li>• How do we get our First Nations people educated.....they still get 70% of their food out of the ocean because they have no jobs, a lot are on social assistance and they have to subsidize their food from stuff they take out of the ocean</li> <li>• It's about livability it's all about livability</li> <li>• Well and we haven't even started to talk about the environment</li> <li>• To not hire locally. I mean they need to make a special effort. People need guidance and if you don't hire locally wow that is going to be all over the community</li> </ul>		
<ul style="list-style-type: none"> <li>• Our city is in dire financial straits as far as any infrastructure rebuilding. We haven't been able to keep up with some of the things that need to be done: roads, sewer, water, stuff like that</li> <li>• We have to look at the schools. The annunciation school doesn't have room so they turn good people away. It's about education is first and foremost education of younger people and in the villages</li> <li>• The hospital is not ready. We just had a power outage two elevators went down and that crippled the hospital</li> <li>• We have blackouts all the time</li> <li>• We have to find a way of redoing our infrastructure at the same time as these people coming in otherwise we are going to collapse</li> </ul>	Need for local infrastructure overhaul	
<ul style="list-style-type: none"> <li>• A lot of people don't know what the oil and gas companies are doing and don't feel like they have been asked</li> <li>• It's the cart before the horse we have to start training now so that people will be ready, but where is the money going to come from. We are dealing with very outdated equipment here so we need to modernize the facilities in</li> </ul>	Concern for how to prepare and "gear up" for development	Industry Leadership

<b>Citizen Panel Meeting: Prince Rupert, November 14<sup>th</sup> 2013</b>		
<b>Raw Data Interests and Sub-Interests</b>	<b>Higher Order Interest Themes</b>	<b>Shared Interest Themes</b>
<p>the college</p> <ul style="list-style-type: none"> <li>• It's about keeping people informed. Letting people know what the conditions are....what they need to do to get work...</li> <li>• What about safety? Safeguards? How are we going to prepare for that?</li> <li>• The community is not ready. We need help just tell us what to do.</li> <li>• If people don't know beforehand what is coming they cannot get prepared to train for what they are needed for</li> <li>• No one has come to the airport board and said this is what we need!</li> </ul>		
<ul style="list-style-type: none"> <li>• Well I think what we actually want to do is go to the province and lobby them to give the community what we need</li> <li>• I think to get this moving you have to talk in practical terms</li> <li>• I think people feel more comfortable in a small setting and a not comfortable public speaking and offending one of their neighbors. You can have all the meetings you want, but if it's a big forum you are going to get the same 2 dozen people</li> <li>• It would be nice to talk to some of the people that were involved in Fort McMurray Fort St. John and hear about how they accomplished what they did...</li> </ul>	Desire to learn from others past experience	Dialogue with Industry

<b>Citizen Panel Meeting: Fort St. John, November 25<sup>th</sup> 2013</b>		
<b>Raw Data Interests and Sub-Interests</b>	<b>Higher Order Interest Themes</b>	<b>Shared Interest Themes</b>
<ul style="list-style-type: none"> <li>• At every level it is like oh my gosh how are we going to handle this?</li> <li>• We have reached a tipping point. What is going to happen next? How quickly? We are being reactive instead of gearing up</li> <li>• Where are the domestic violence, drug, and alcohol addiction, mental health issues coming from? Industry gives so many benefits to the community, but the pressure on families and workers I've heard is very detrimental to mental health</li> <li>• Well and the prostitution and trafficking...this isn't the fault of industry this an issue in all of Canada</li> <li>• It's the transition from camp to "normal life"</li> <li>• Well and there is a problem of oh well this is not my town</li> </ul>	Fear that the community is at a tipping point	

<b>Citizen Panel Meeting: Fort St. John, November 25<sup>th</sup> 2013</b>		
<b>Raw Data Interests and Sub-Interests</b>	<b>Higher Order Interest Themes</b>	<b>Shared Interest Themes</b>
<p>therefore I don't have pride in what happens here and when people come to work for 2 weeks and then go home that investment just isn't there</p> <ul style="list-style-type: none"> <li>• Analogy of community like salad dressing...</li> </ul>		
<ul style="list-style-type: none"> <li>• How do we have an open conversation about a respectful workplace and deal with this before more comes along</li> <li>• Why would we want more economic development when we can't keep up with what we have already got!</li> <li>• It comes down to capacity. We have heard over and over again about the economic benefit to this community...but that doesn't change anything</li> <li>• I can't understand the rationale for all this...</li> <li>• There is not enough housing as it is. And then with these people this prevents medical care happening to local people because there are no beds</li> <li>• I don't think anyone here has really been asked whether they think exporting LNG to China is really a good idea</li> <li>• There are a lot of respect issues. Respect for the landowner</li> <li>• ...What is going to happen to the non-paper qualified workers here?</li> <li>• It feels like we don't have a say anymore</li> </ul>	<p>Concern that more development is not needed</p>	<p>Dialogue with Industry and Industry Leadership</p>
<ul style="list-style-type: none"> <li>• Industry's community investment. It's such a random lottery. Some companies are great. Some have no policy...there is a very interesting disconnect between agency, corporate, and the community need gap</li> <li>• When companies don't have a plan in place noting causes infighting more that if we step into another territory for funding</li> <li>• Wealth is being extracted but Victoria doesn't care about us</li> </ul>	<p>Need for revised industrial community relations plan</p>	<p>Future Planning</p>

## Appendix C: Canadian Association of Petroleum Producers Guiding Goals and Strategies 2014

Goal	Strategy
<p><b>Facilitate continued improvement in environment, health and safety performance and stewardship while maintaining a viable industry</b></p>	<ul style="list-style-type: none"> <li>• Contribute to the dialogue on the economic consequences of environment, health and safety policies</li> <li>• Facilitate development of performance measures for environmental stewardship</li> <li>• Work to develop environmental liability guarantee framework that is based on principles of equity and last resort</li> <li>• Maintain environmental operating guidelines</li> <li>• Communicate standards, guidelines and industry training programs to members</li> <li>• Communicate industry environment, health and safety performance to key stakeholders.</li> </ul>
<p><b>Improve market access, growth and producer netbacks</b></p>	<ul style="list-style-type: none"> <li>• Participate in Canadian cost of service, tolls and terms of service hearings</li> <li>• Structure favourable incentive regulatory arrangements</li> <li>• Pursue mileage-sensitive and rolled-in rates on U.S. systems</li> <li>• Monitor/access /expedite pipeline expansions</li> <li>• Eliminate/modify costly regulations</li> <li>• Participate in key regulatory change dialogues</li> <li>• Respond to market damaging activities</li> <li>• Regularly communicate with government/regulators.</li> </ul>
<p><b>Seek a fiscal regime that enhances the economic well-being and sustainability of petroleum exploration and development</b></p>	<ul style="list-style-type: none"> <li>• Pursue equitable and competitive tax structures from all orders of government that individually and collectively promote the industry's economic well-being and sustainability</li> <li>• Pursue simplified and transparent royalty systems that enhance the use of improved technologies and the</li> </ul>

Goal	Strategy
<b>Develop and participate in processes that will result in the identification of non-accessible areas, the timely approval of activities and a lower cost of access to the land base</b>	<p>extraction of the maximum amount of petroleum from reserves over time</p> <ul style="list-style-type: none"> <li>• Establish consistent, all-encompassing analyses of fiscal burdens on industry to be used in communication with governments at all levels.</li> <li>• Work to improve coordinated land use planning processes</li> <li>• Streamline approval processes for exploration, development, production and reclamation activities</li> <li>• Reduce costs for access to land.</li> </ul>
<b>Work to build an efficient regulatory framework that meets industry objectives and that can be effected at the least cost</b>	<ul style="list-style-type: none"> <li>• Insist regulations be based on identified need</li> <li>• Insist regulatory impact analyses be conducted</li> <li>• Participate in efforts to simplify, harmonize and streamline federal and provincial legislation</li> <li>• Work with government to develop regulatory requirements that are clear and well understood by industry.</li> </ul>
<b>Maintain a positive, collaborative profile for the industry with governments and the public, thereby facilitating achievement of the goals of CAPP</b>	<ul style="list-style-type: none"> <li>• Maintain a proactive communication plan that supports CAPP's mission and goals</li> <li>• Implement issue-specific communication plans that deliver consistent and effective messages to internal and external audiences.</li> </ul>

*Note: Adapted from Canadian Association of Petroleum Producers. (2014). CAPP's mission. Retrieved from <http://www.capp.ca/aboutUs/mission/Pages/default.aspx>*

# Appendix D: First Nations Land Claims in British Columbia



Note: "Treaty Negotiations in British Columbia" Adapted from Aboriginal Affairs and Northern Development Canada, [http://www.aadnc-aandc.gc.ca/DAM/DAM-INTER-BC/STAGING/texte-text/trynega\\_1100100021019\\_eng.pdf](http://www.aadnc-aandc.gc.ca/DAM/DAM-INTER-BC/STAGING/texte-text/trynega_1100100021019_eng.pdf)

## Appendix E: Proposed Oil and Liquefied Natural Gas Projects for British Columbia as of March 2014

Resource	Project Name	Project Proponent	Project Description
Oil	Northern Gateway Project	Enbridge	A new twin pipeline system would run near Edmonton, Alberta to a new marine terminal in Kitimat, British Columbia to export petroleum and import condensate <sup>7</sup> .
Oil	Trans Mountain Expansion Project	Kinder Morgan	To expand the existing pipeline system between Edmonton and Burnaby that has been in operation since 1953. The expansion project would increase the capacity of the pipeline from 300,000 barrels of petroleum products per day to 890,000 barrels per day.
LNG	Aurora LNG	CNOOC (China)	Liquefied natural gas (LNG) plant and export terminal at Grassy Point near Prince Rupert, British Columbia.
LNG	Discovery LNG	Quicksilver Resources Canada	To build and operate natural gas liquefaction, storage and on-loading facilities, on the north side of Campbell River, British Columbia.
LNG	Pacific Trail Pipeline	Apache Canada Ltd. & Chevron Canada	To develop a natural gas transmission pipeline system from Summit Lake to Kitimat, British Columbia that would serve Kitimat LNG's export facility near Kitimat, British Columbia.
LNG	Kitimat LNG	Apache Canada Ltd. & Chevron Canada	To build a LNG export facility in Bish Cove near Kitimat B.C. Natural gas would be delivered to the facility by the Pacific Trail pipeline.
LNG	Kitsault Energy Project	Kitsault Energy	To build an export terminal at Kitsault for LNG operation
LNG	LNG Canada	Shell Canada, PetroChina Company Ltd., Korea Gas Corp., Mitsubishi Corp.	To build a LNG export terminal in Kitimat, B.C. Natural gas would be delivered to the facility by TransCanada Corporation Coastal GasLink pipeline system.
LNG	Coastal GasLink	TransCanada Corporation	To develop a natural gas pipeline from northeast B.C. to the LNG Canada export terminal (see above) in Kitimat, B.C.
LNG	Prince Rupert LNG	BG Group & Spectra Energy (British)	To develop a natural gas transportation infrastructure that would include an 850 km natural gas pipeline system from northeast B.C. to Prince Rupert and compressor stations that would feed into a west coast LNG terminal.
LNG	Pacific Northwest LNG	Progress Energy Canada (PETRONAS/Progress/JAPEX)	To create a liquefied natural gas export facility stationed on Lelu Island within the District of Port Edward.
LNG	Douglas Channel Energy Project	BC LNG Export Co-operative LLC: LNG Partners (Texas) and Haisla Nation	To construct and operate a liquefied natural gas facility on the west bank of the Douglas Channel.
LNG	Triton LNG	AltaGas Ltd. (Altagas) and Idemitsu Canada Corporation (Idemitsu).	The project is in the early stages of preparing preliminary engineering designs for the construction of liquefaction facilities and has identified potential site locations in the regions of Kitimat and Prince Rupert, British Columbia.

<sup>7</sup> Condensate is a diluent made of naturally occurring hydrocarbons from natural gas that is used to thin petroleum products for pipeline transport (Canadian Association of Petroleum Producers (CAPP), 2013; Enbridge, 2013).

Resource	Project Name	Project Proponent	Project Description
LNG	WCC LNG Ltd.	Imperial Oil and ExxonMobil Canada Ltd.	No export terminal site has been chosen, but an export application has been approved by the National Energy Board.
LNG	Woodfibre LNG Project	Woodfibre Natural Gas Ltd. (subsidiary of Hong Kong based Pacific Oil and Gas Group)	The project is in the early stages of planning, analysis and community engagement regarding a proposed small-scale liquefied natural gas (LNG) processing and export facility near Squamish, B.C.
LNG	Woodside Proposal	Woodside (Australian)	To build an export terminal on Grassy Point, north of Prince Rupert

Note: Adapted from B.C. Ministry of Natural Gas Development (MNGD) <http://engage.gov.bc.ca/Inginbc/first-nations-and-communities/>, <http://www.newsroom.gov.bc.ca/2013/10/triton-lng-joins-list-of-bc-proposals.html>; <http://www.northerngateway.ca/>; <http://www.transmountain.com/about-us>; <http://www.coastalgaslink.com/>; <http://www.pacificrailpipelines.com/project.aspx>; <http://www.woodfibrelngproject.ca/pacific-lng>; <http://www.newsroom.gov.bc.ca/ministries/natural-gas-development/factsheets/factsheet-lng-project-proposals-in-british-columbia.html>

## Appendix F: Citizen Panel Background Material

Citizen panel participants were sent the following published materials by the Canadian Association of Petroleum Producers prior to the first Citizen Panel meetings:

1. CAPP Oil Sands Fact Book  
<http://www.capp.ca/UpstreamDialogue/OilSands/Pages/default.aspx>
2. CAPP Natural Gas Fact Book  
<http://www.capp.ca/UpstreamDialogue/NaturalGas/Pages/default.aspx>
3. CAPP BC Fact Book <http://www.capp.ca/getdoc.aspx?DocId=234418&DT=NTV>
4. Canadian Energy Pipeline Association Fact Book [http://www.cepa.com/wp-content/uploads/2012/10/cepa-fact-book-eng\\_oct09.pdf](http://www.cepa.com/wp-content/uploads/2012/10/cepa-fact-book-eng_oct09.pdf)
5. Chamber of Shipping Brochure <http://www.cosbc.ca/index.php/about>
6. Find a Balance and BC People BC Stories Episodes  
<http://www.youtube.com/watch?v=NFAN8se4dBU>

### The Chatham House Rule

All citizen panel meetings will be held under the Chatham House Rule. The Chatham House Rule encourages openness and the sharing of information. When a meeting, or part thereof, is held under the Chatham House Rule, participants are free to use the information received, but neither the identity nor the affiliation of the speaker(s), nor that of any other participant, may be revealed.

The benefit of the Chatham House Rule is that it “allows people to speak as individuals, and to express views that may not be those of their organizations, and therefore it encourages free discussion. People usually feel more relaxed if they don’t have to worry about their reputation or the implications if they are publicly quoted.”

The Chatham House Rule will be discussed at the first citizen panel meeting.

Also see:

[www.chathamhouse.org.uk/about/chathamhouserule](http://www.chathamhouse.org.uk/about/chathamhouserule)

### Potential Citizen Panel Discussion Topics

- Environmental protection and related issues
- First Nations issues writ large
- Impact and expansion of oil sands export
- Liquefied Natural Gas (LNG) extraction and export
- Skills development and training
- Socio-economic impacts of B.C.’s expanded energy future
- Tanker traffic and pipeline safety related to the transportation of oil and LNG
- Temporary foreign workers

## Questions for Consideration

- Why has energy development and expansion become such a polarized topic in B.C.? How is energy development and expansion discussed in your community? Have we been in this place/had this conversation before on a different topic ex. Pulp and paper?
- How have your views about energy development and potential expansion changed over time? How well have your questions been answered by government and industry over time?
- What kind of energy development and expansion information do you want to know about? From whom should it be delivered?
- What are your and your community's energy needs? What do you think are British Columbia's needs? How will oil and gas development contribute/impact these needs in the future?
- What do you think people want to see the oil and gas industry support in their community so that reciprocal benefits are better known?
- What do you think it will take from government, the people of B.C., and industry to work together on energy development and expansion issues in the Province?