

# **INNOVATIVE STRATEGIES TO INVOLVE CANADIAN COMMUNITIES IN FEDERATION OF CANADIAN MUNICIPALITIES (FCM) INTERNATIONAL PROGRAMS**

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**謝謝 / Merci / Thank You to:**

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## EXECUTIVE SUMMARY

The Federation of Canadian Municipalities' international department (FCMI) has delivered international opportunities for its member municipalities since 1987. These programs are considered *international municipal partnership* as they involve connecting Canadian municipalities with overseas partners for the purposes of capacity building and knowledge sharing.

Currently, FCMI is renewing, in partnership with the Department of Foreign Affairs, Trade and Development (DFATD), a new 5-year international program. As part of this renewal, FCMI seeks to enhance the public participation component of its program, and to encourage Canadian municipalities to increase community participation in international work. FCMI seeks to encourage its members to deliver participation activities because participation can improve public support for international municipal work, produce value added outcomes to advance the success of FCM's programs and deliver benefits for Canadian municipalities themselves.

The goal of this research project is to identify, **from FCM's perspective, what are the best opportunities to engage communities across Canada in international development through municipal governments.** Given that FCM is a member-based organization, the opportunities identified are characterized as mechanisms to *support* member municipalities in developing and delivering participation activities. Based on this research objective, there are four key issues to be explored as described in Figure 1 below.



*Figure 1.* Key research issues. To address the research goal, one key research question was identified (centre). The four key issues will inform and help answer the key research question.

Primary and secondary research information were collected from three sources: literature review, eleven (11) semi-structured interviews with Canadian municipal and non-governmental organizations' representatives, and smart practices research based on comparable organizations. As outlined in Table 1, each research source informed one or some of the key issues and questions.

Table 1.

*Information Sources for Each Key Issue*

<b>Key Issues</b>	<b>Secondary Sources</b>	<b>Primary Sources</b>
Municipal motivations for international work	Literature review	Interviews
Barriers and challenges for municipalities	N/A	Interviews
Opportunities to generate participation	Literature Review & Smart Practices	Interviews
Tips for communication and participation activities	Literature Review & Smart Practices	Interviews

The secondary and primary research conducted produced findings described in Table 2.

Table 2.

*Summary of Research Findings for Each Key Issue*

<b>Key Issues</b>	<b>Research Findings</b>
Municipal motivations for international work	<ul style="list-style-type: none"> <li>• Economic development / business relations</li> <li>• Professional development</li> <li>• In addition: aid, international development, diaspora / youth engagement</li> </ul>
Barriers and challenges for municipalities	<ul style="list-style-type: none"> <li>• Negative and/or incorrect perceptions</li> <li>• Municipal core functions &amp; budget</li> <li>• Insufficient communications know-how</li> <li>• Lack of political support</li> </ul>
Opportunities to generate participation	<ul style="list-style-type: none"> <li>• Strengthen communications</li> <li>• Leverage existing community networks</li> <li>• Deliver activities or strategies to mitigate “perception” challenges</li> </ul>
Tips for communication and participation activities	<ul style="list-style-type: none"> <li>• Target stakeholders</li> <li>• Identify appropriate level(s) of participation</li> <li>• Use tiered approach</li> </ul>

The findings from the literature review, interviews and smart practices suggested that there is a range of motivations, challenges, and opportunities for municipal implementation of participation on international programs. Thus, there are numerous opportunities for FCMI to support participation activities by municipalities.

Based on this analysis, the best approach to designing participation activities may be to use a more targeted approach, by delivering activities at different levels of participation for different stakeholder groups. Based on the targeted approach, it is recommended that FCMI can support its

member municipalities' participation activities by implementing some or all activities within the following four Key FCMI Actions:

1. Further develop external communication initiatives (i.e., regularized mailing lists or e-newsletters, FCMI website update, visual and multimedia development)
2. Create/update templates and guides (i.e., develop an internal municipal staff policy template for international projects, update existing or create new press release templates and tip sheets)
3. Facilitate opportunities for mutual learning (i.e., create a community of practice, workshops, and training opportunities for municipalities on how to advance community participation in international projects, linking small and large municipalities on international projects)
4. Conduct additional research and develop internal capacity at FCMI (i.e., collection additional information from member municipalities, FCMI staff training)

In addition, FCMI can utilize a tiered approach to implementing Key Actions #1-3 to support a greater number of municipalities as municipal motivations, barriers and opportunities vary so widely across Canada.

This research report concluded by recommending that FCMI can select the most effective Key Action(s) after or concurrent to conducting additional research to fill gaps in understanding (Key Action 4 ).

## TABLE OF CONTENTS

I.	INTRODUCTION.....	6
II.	BACKGROUND.....	7
III.	RESEARCH METHODOLOGY .....	14
IV.	LITERATURE REVIEW .....	16
V.	SUMMARY OF INTERVIEW FINDINGS.....	30
VI.	SMART PRACTICES .....	40
VII.	DISCUSSION & RECOMMENDATIONS .....	43
VIII.	CONCLUSION.....	53
	WORKS CITED.....	54
	APPENDIX I: FCM Organizational Chart .....	57
	APPENDIX II: Interview Guide (Sample).....	58
	APPENDIX III: International Association for Public Participation (IAP2) – Spectrum of Public Participation.....	60
	APPENDIX IV: Democracy Cube (Fung, 2006) .....	61
	APPENDIX V: Considerations and Evaluation Criteria based on Purposes/Motivations for Participation (Bryson & Quick, 2013) .....	62
	APPENDIX VI: Stakeholder Analysis (Joseph, 2006).....	64

## I. INTRODUCTION

International municipal partnerships, sister cities, and city to city partnerships are all terms referring to the phenomenon of international cooperation done through local and community level interactions, rather than through the traditional routes of foreign relations between national governments and multilateral agencies. The successes and benefits of international municipal partnerships are recognized by both multilateral organizations such as the United Nations, as well as local communities. It has been implemented by local governments around the world, and such partnerships are increasingly coordinated through, and promoted by, local government associations. These associations are typically organizations that represent the interest of municipalities in a single country to its national government. In Canada, the national local government association is the Federation of Canadian Municipalities (FCM). Its international activities are coordinated through the program department “FCM International” (FCMI).

FCMI has experienced many successful projects since 1987. However, there are further opportunities to grow. To maximize the advantages of international municipal partnerships for Canadian communities, FCMI is seeking to support member municipalities in increasing the involvement of their own communities on international programs. To do this FCM International has identified that it needs further information on innovative and effective participation activities, as well as a better understanding of the challenges and barriers facing Canadian municipalities when it comes to getting involved in FCMI programs, or international work more generally.

The main research question for this project is: **From FCM’s perspective, what are the best opportunities to engage communities across Canada in international development through municipal governments?** FCMI aims to support the specific objectives and interests of Canadian municipalities, with consideration of Canada’s national strategic directions in trade and development. There are two key objectives within this research topic:

- a) Identify ways and opportunities FCM can meet and/or grow existing Canadian interest in international municipal partnerships and engagement
- b) Determine how to better communicate the value-added from these international municipal partnerships and relations, to increase interest from Canadian communities

## I. BACKGROUND

To contextualize the key research question and objectives, this section will provide an overview of FCM (the client organization for the research) and its international program, background on the concept and emergence of international municipal partnerships, and the relevance of participation and engagement for FCM's international programs.

### **About the Client Organization**

Since 1901, the Federation of Canadian Municipalities (FCM) has represented Canadian communities at the national level. FCM has a current membership of over 2,000 municipalities across Canada. The FCM Board of Directors governs the organization and is composed of municipal politicians who are elected into Board positions by their peers. According to FCM's 2012-2017 Strategic Plan, the organization is to be "the national leader and voice of local governments, shaping the national agenda and fostering strong and effective local governments" (FCM, n.d.a, p. 3). This involves working collaboratively with Canadian municipal government members to:

- "Expand national understanding and support of the role local governments play in meeting national objectives;
- Shape the national agenda by influencing decision-makers and opinion-leaders to ensure that the interests of municipalities are met or exceeded;
- Build capacity and knowledge, thereby encouraging initiative and innovation, which in turn helps local governments rise to the challenges they face; and
- Share its knowledge and experience on the world's stage, so that others may improve the quality of life in their communities."

To meet these objectives, FCM represents the interest of municipalities to the federal government on key issues such as the federal budget, housing and infrastructure. FCM also runs a variety of programs, including international programs, based on key advocacy issues and interests of member municipalities (FCM, 2015b).

#### *FCM International's (FCMI) Strategic Priorities*

FCMI is a program department within FCM that focuses on connecting Canadian municipalities with the international sphere. FCM currently has about 160 staff, and FCMI represents about a quarter of that (including staff in the field abroad). There are five other departments at FCM including Policy and Government Relations, Human Resources, Operations, Communications and Membership, and National Programs. See Appendix I for FCM's Organizational Chart (by Executive Management).

FCMI's strategic priorities for international work are (FCM, 2014b):

"Strengthening local leadership by training elected officials and administrative staff, encouraging greater citizen engagement in the local decision-making process, and improving intergovernmental relations. We enhance the ability of local governments to stimulate private-sector activity, which helps promote economic development and reduce

poverty by creating jobs, trade and foreign investment. We help local governments respond to disasters or conflicts and ensure their capacity to build safer communities. By fostering environmental leadership and innovation at the municipal level, we are helping build more resilient and sustainable communities-improving the quality of life of all citizens.”

In addition, the FCM International Relations Framework 2015-18 (draft version) provides a set of guiding principles which supports bolstering participation and engagement of member municipalities. Relevant principles include “capacity building and knowledge sharing” and “learning, improvement and excellence” (FCM, 2014a, p. 3-4). The Framework also identifies the engagement of Canadian municipalities as a strategic objective and to take action to “improve and mainstream FCM’s current international communication and engagement practices, drawing on FCM’s network of 2,000 Canadian municipalities, to make Canadians more aware of, and engaged in, Canada’s development assistance” by spring 2016 (FCM, 2014a, pp. 5-6).

### *History of FCM International*

The first international activities of FCM go back to 1941, when Canadian municipalities organized visits with Americans. In 1987, FCM International was created as an official unit (FCM, n.d.b). Since 1987, there have been two main phases of FCMI’s mandate. When it was first created, the focus was on facilitating international travel for elected officials and select staff of municipalities in terms of making connections and providing responsive short-term technical assistance – there were no real expectations of results reporting (only activities were reported). Over the last 15 years since the new millennium, there was a notable shift towards results-based programming by what used to be the Canadian International Development Agency (now merged with DFATD), which is FCMI’s primary source of funding. As a result, FCMI programs started to be designed with a focus on addressing development challenges (e.g., economic growth), disaster relief etc.

Since its inception, FCMI has leveraged Canadian municipal expertise to address challenges identified by overseas partner municipalities in over 50 countries (FCM, 2015c). There are currently five international programs with different regional or thematic interests. Of the five programs, MPED has the largest geography with involvement in seven countries, and a five-year budget of \$24.2 million.

### *FCMI Programs and Activities*

Current FCMI work includes both policy and program activities. In terms of policy work, FCMI collaborates with other municipal associations around the world (at the national and global levels), and contributes to global policies (e.g., work with the United Nations, World Bank etc.) related to urban and/or local development. In addition, one of FCMI’s key functions is facilitating knowledge sharing and capacity building between Canadian municipal experts and their local government counterparts around the world, through five international programs:

- Municipal Partners for Economic Development (MPED – misc. countries)
- Municipal Local Economic Development (MLED - Ukraine)
- Caribbean Local Economic Development (CARILED)
- Municipal Cooperation Program (MCP – Haiti)
- Sustainable and Inclusive Communities in Latin America (CISAL) program

In total, FCMI programs engage 18 countries around the world. These programs mobilize Canadian municipal experts, including through individual assignments and partnerships between Canadian municipalities and international counterparts using a “peer-to-peer” approach to capacity development (FCM, 2014b).

#### *Funding and Federal Partnerships for FCMI Programs*

The Department of Foreign Affairs, Trade and Development (DFATD) funds most of FCM’s international programs. Canadian municipalities have had existing interest to be involved internationally. Historically, involvement through FCM has been motivated by desire to make international connections, trade interests, altruism. The current/recent alignment of interest between municipalities and federal government for trade development (i.e., DFATD’s Global Markets Action Plan) provides FCM and Canadian municipalities with new support to advance mutual goals. FCM’s relationship with DFATD is similar to other Canadian international cooperation organizations like Aga Khan Foundation (AKF), CARE Canada, World Vision, etc. Although DFATD’s funding is a significant contribution to FCMI programs, FCM also invests its own resources in other international initiatives. For example, FCM is the secretariat of the North America chapter of United Cities and Local Governments (UCLG). It also invests its own resources to join global events and networks (such as global negotiations on post-Millennium Development Goals, climate change, others). In addition, FCM’s member municipalities (especially the big cities) are actively involved internationally, outside of FCM’s regular programming work; FCM/FCMI collaborates with those external programs. Lastly, 10-25% of FCMI programs come from Canadian municipal in-kind contribution (i.e., municipal experts are paid for by the municipal not federal government). Thus, the commitment and interest of FCM and its members for international relations and cooperation is strong.

FCMI’s primary approach is to implement the programs it develops and designs, in collaboration with partners overseas. Before a funding proposal to DFATD is submitted, DFATD staff cannot speak to FCMI about its programming ideas. When a proposal is submitted, DFATD either accepts or does not accept the proposal. Once the proposal is accepted, there is some negotiation on program objectives and implementation during the first 6 months of a program, but changes are mostly for clarification purposes. The reasons for the ongoing success of FCM’s funding proposals to DFATD includes: Alignment of programs with the Government of Canada’s (GoC) priority sectors AND countries. In addition, FCM has a reputation of quality work, plus sound track record for international programming. Lastly, over the last few years, the GoC has been seeking to enhance its visibility throughout the country, which is best supported by working with FCM which represents municipalities across Canada.

Currently, FCMI is seeking to renew the international program funded by the Partnerships for Development Innovation (PDI) branch at the DFATD: the MPED program will conclude in the latter part of 2015 (FCM, 2015b). PDI manages and administers the proposal process “when DFATD wishes to work with multiple partners to achieve certain results in international development, a call for proposals is launched through a notice on its website” (DFATD, 2014b, para. 1). FCM has begun discussions with DFATD on funding for a new five-year program. FCM hopes to strengthen its proposal with innovative engagement strategies and improve on identified challenges. Some of these challenges include:

- Barriers to Canadian municipal participation due to limited resources, unfavourable public perception, and/or lack of awareness on the value-added of municipal partnerships
- Unrealized opportunities by FCM to support and expand existing Canadian interest in international partnerships, due to insufficient information about what is needed and/or lack of capacity, including opportunities to mobilize the private sector in development and international cooperation

Thus, as part of funding renewal request, FCM is seeking to strengthen the engagement component and include innovative practices to expand the participation of Canadian communities in international development. Public participation is of shared importance for both FCMI (to continually improve and advance programs, and provide meaningful and productive opportunities to its members) and for DFATD (in terms of connecting international activities with Canadian constituents). PDI aims to mobilize the Canadian civil society for development. The engagement component seeks “to better involve Canadian partners and their communities” (FCM International, 2014, p. 1).

#### *Existing participation, communication and engagement practices at FCM and FCM International*

There are corporate level FCM staff who focus on engagement and participation strategies targeting member municipalities as well as the general public. Currently, the largest initiative is the Hometown Champions Campaign, which was developed to support municipal voice on federal issues at the community level – individuals can sign up to be Champions for their municipality and receive periodic information on messaging and activities to share with their community to build awareness and conversations. FCM’s international priorities have been considered as part of the messaging. However, the integration of these priorities is still at the beginning stages and has opportunity to be more robust and influential.

More specifically, existing tools related to supporting participation activities for FCMI include the following:

- FCM Guide on Engaging Your Community in International Projects provides information such as how municipalities can communicate international work to its constituents (e.g., communication checklist for press releases, website updates etc.).
- FCM International’s online webpages within the FCM website that provides summaries of different international programs, press releases, program news, FCM International contact information, and information on how and why to get involved. There is also a resources/toolkits/reports page for different international program thematic areas such as gender and environmental sustainability, but no tools on participation is shared there.
- According to the draft of the engagement plan (as part of the new partnership renewal proposal for DFATD), potential activities moving forward include:
  - Updating the Public Engagement Toolkit to better inform member municipalities for potential participation activities for their consideration
  - Building and supporting a Canada-wide community of practice
  - Organizing Canada-based workshops

This research project seeks to build on existing FCM experience, resources and guides for municipal engagement, address these challenges and recommend innovative engagement and communications strategies for FCM International's consideration, in particular as part of the new international program.

## Overview of International Municipal Partnerships

### *History of International Municipal Partnerships*

City to city cooperation “is not a new phenomenon” and has changed forms and purposes throughout the decades (Buis, 2009, p. 191). It first started as partnerships primarily between “developed” countries, and usually initiated by citizens rather than government officials. For example, there were local government based networks in Europe for trade purposes, such as the Hanseatic League (Saunier, 2002, p. 515). Subsequently, municipal partnerships emerged along “north-south” ties (typically “between former colonial states and former colonies”) and focused on aid or culture exchanges of diaspora population (Buis, 2009 p. 191). During the 1980s, municipal partnerships became more prevalent and focused on the development agenda. Additional motivations that emerged since include trade and business relations (Buis, 2009, p. 190).

Despite the terminology and definition overlaps, presently these partnerships have some differing characteristics due to historical and current events. These differences can be classified in two categories (that are not necessarily mutually exclusive) – historical and motivational.

In terms of **historical factors**, there are two key regional differences in municipal partnerships between what could be defined as North American and European approaches (typically “Western”) municipalities. Given the history of colonialism, European municipalities tend to focus municipal partnerships on relationship building with previous colonies. Besides, local governments in Europe are allowed to allocate a share of their own resources to engage in such international relations. On the other hand, North American municipalities, like those in Canada, are not allowed to use their resources to pursue international cooperation. As a result they typically depend on outside sources of funding from the senior orders of government to pursue development objectives. Municipal partnerships involving Canadian municipalities thus tend to be framed within results-based programs, more than to pursue broader culture and social exchanges. In addition, it could be said that, as they benefit from longer-term funding, European municipalities tend to have longer term relationship with their counterparts. That being said, there are exceptions to these general observations, and several Canadian municipalities have established friendships and cooperation agreements with cities from other countries through other means.

In terms of **motivational differences**, municipal partnerships from the perspective of local governments have had an increasingly diversified set of objectives (Cremer et al., 2001; UCLG, 2013). These objectives include building business and economic networks, discussing global/transnational issues such as climate change, linking immigrant communities and diaspora to address common challenges, building capacity for development via a more collaborative approach, and learning on various technical issues. FCM's current international programs support diverse issues, with a focus on economic development.

Although some municipal partnerships can be considered as international development work, there are also municipal partnerships that are purely motivated by economic or trade interests. Partnerships with a focus on international development can be motivated by altruism and principles of poverty reduction, reduction of global inequality, and humanitarian assistance. On the other hand, trade or economic motivations focuses on facilitating business opportunities (i.e. imports/exports, foreign investments etc.) between the municipal partners. Some municipal partnerships attempt to mix both international development and trade interests. Municipal partnerships are a general category for bilateral relationships between municipalities.

### *Definition and Terminology*

Overall, various terms have been used to describe this type of international engagement of cities for development, including sister cities, city twinning, subnational partnerships, and city-to-city (C2C) co-operation (UCLG, 2013; Cremer, de Bruin & Dupuis, 2001; Betsill & Bulkeley, 2004; de Villiers, 2009). These terms capture the formalization of bilateral relations between two or more municipal governments (often, though not exclusively, in different states) for specific purposes. In particular, C2C cooperation or partnership is often used (as it was first used by the UNDP), and defined as “a long-term partnership between communities in different cities or towns based on mutuality and equity” which usually involves “collaboration” and “mutual interests and benefits” (Tjandradewi & Marcotullio, 2009, p. 165).

International programs encompass municipal partnerships that are wider than the typical C2C relationships. FCM facilitates and connects Canadian municipalities (its members) with targeted overseas partner municipalities on specific projects based on the partner’s capacity building needs. The partnerships are fostered within wider program objectives (each program typically include several Canadian municipalities, each of which is connected to one or more partner municipality), whereas the typical city twinning relationship are initiated and maintained by the municipalities themselves. In addition, FCM International programs can also include capacity development opportunities between FCM or provincial local government associations in Canada, with local government associations overseas, which are not typically considered as a C2C. However, FCMI projects often embody the concept of C2C. This research project will describe this type of relationship as **municipal partnerships** as the Canadian and partner local governments involved are not necessarily “cities” (i.e., there are other local government categories such as regions, counties, towns etc.). In addition, “municipal partnerships” is more reflective of current FCMI terminology.

### **Relevance of Research Topic for FCM’s International Program**

This research study was requested by FCMI because engaging municipalities in international partnerships can contribute to FCM’s vision of strengthening Canadian communities’ economic and professional capacities. The research project supports some of the “Key Results Areas” identified in FCM’s 2012-2017 Strategic Plan (FCM, n.d.a). These include:

- “Develop municipalities’ national leadership role” - the goals of this research project is to improve how FCMI can support member municipalities’ participation and engagement capacity; in addition, FCMI’s international work is in alignment with DFATD priorities which strengthens FCM’s partnership with the federal government

- “Enhance member engagement” - by advancing the relevance and usefulness of FCMI’s guidance and tools for member municipalities, they may develop more interest and take advantage of opportunities to participate in FCM or FCMI work
- “Strengthen knowledge-sharing and capacity-building” - the tools and guidance identified through this research project can include opportunities to facilitate peer-to-peer sharing of information, including best practices in community participation for international work

*Desired outcomes or goals of participation*

As informed by internal draft documents created as part of the new DFATD partnerships program proposal, FCMI seeks to achieve the following short and long-term outcomes through participation activities:

- Increase in Canadian public and/or community awareness and support of international municipal partnerships by:
  - Providing guidance and technical assistance to municipalities designing community participation activities for international work (help them seek community buy-in, to secure the municipal buy-in FCMI needs to increase involvement and support for its international programs)
  - Continuously demonstrating Canadian value added of international municipal partnerships through sustainable and systematic collection and communication of qualitative and quantitative results to member municipalities and the general public.
- Increase involvement and support of FCMI programs by municipal elected officials and staff through higher rates of responsiveness (e.g., number of applicants) to international projects, and strengthened grassroots/community-level advocacy for the role of local governments in international work.
- Improve program design identifying and addressing barriers to municipal involvement in FCM International projects, understand and integrate what Canadian communities (via member municipal representatives) seek to achieve through international work etc.

FCMI’s organizational context and rationale for seeking to support participation in international programs informed the development of the research methodology, and subsequent discussion and analysis of research findings.

## II. RESEARCH METHODOLOGY

There are two key themes that guide this project's research design. First, there is the recognition that municipalities and local communities can be empowered to make change from the bottom up. Given the current globalised environment with an increasing emphasis on decentralisation, transnational networks at the local level is important and can become significant catalysts for change. This theme is linked to the concept of new localism as informed by social constructivist theories (Clarke, 2009, p. 501). Stakeholder participation and civic engagement is the second theme. This theme reflects how engagement and participation is important to democratic governance and effective community development, improved programming, and value-added results. It also relates to the usage of innovative communication strategies given technological advances and societal changes.

Based on these two themes, the research methodology used a qualitative research strategy, with a mix of case study and comparative approaches. The qualitative research methods allow the collection of holistic information and narratives to support contextualized analysis of information.

### Methods and Data Sources

The research methods or tasks used to meet this project's research objectives include both secondary and primary data collection.

#### *Academic/Background Research (secondary data collection)*

A meta-analysis of theoretical and academic literature was conducted, focusing on topics including municipal partnerships, international community-driven/decentralized economic development, and public engagement and communication techniques. However, **there is minimal literature specific to how municipal associations can support municipalities in designing participation initiatives for international development projects.** Thus, the literature review was used to develop an understanding of participation techniques that can be actioned by municipalities, in order to then determine potential mechanisms of support for development by FCM.

The information from academic research was synthesized into a literature review to inform subsequent research tasks (i.e. developing an interview guide). The literature review findings were also triangulated with other secondary and primary data collected. Academic information was collected from publicly available information online and peer-reviewed journal articles accessed through the University of Victoria online library and databases.

#### *Comparators & Smart Practices (secondary data collection)*

Smart practices and lessons learned were collected from other organizations' publically available information. This information provided context during the interview process, and was also compared with interview results. The information was collected from websites of other governments (provincial, national, international), non-profit organizations, think tanks, and/or multilateral organizations. The types of document reviewed include annual reports, policy papers, research reports, lessons learned, and program evaluations.

### *Semi-Structured Interviews (primary data collection)*

Interviewees for this research project were selected through purposive sampling. FCMI provided a list of potential interviewees based on existing networks, and an email invitation was sent to each individual with a description of the project, information about the role of interviewees. Once the individual confirmed their participation, the interview was scheduled, and information on consent, confidentiality and academic ethics was provided for their review and verification. The interviewees were selected from the following groups:

- Municipal staff and/or provincial municipal association staff (6 interviewees): included staff currently working in communications/outreach, community development, urban planning, and library services
- Municipal elected officials (3 interviewees): included members of FCM's Standing Committee on International Relations (SCIR)
- Canadian international non-governmental organizations (2 interviewees)

The 11 interviews were conducted individually for approximately 30 minutes each, though some interviews lasted over an hour at the request of the participant. The interviews were semi-structured and included themes and questions developed with consideration of the literature review. The interviews functioned as sources of information and narratives to understand needs, interests, and opportunities for increasing involvement of Canadian municipalities in international work. See Appendix II for a sample interview guide provided ahead of time to interviewees.

The literature review, interviews and smart practices will inform one or some of the key research issues and questions as follows:

- Municipal motivations for international work
- Barriers and challenges for municipalities seeking implementation of participation in international activities
- Opportunities to generate participation
- Tips for designing and implementing communication and participation activities

These key issues were identified based on the primary research objective / question of this project: what are the best opportunities for FCMI to engage communities (and thus, how can FCMI supports its member municipalities to deliver participation activities, based on these opportunities).

### III. LITERATURE REVIEW

In order to determine how FCMI can encourage, support and/or leverage member municipalities' participation and engagement activities with their communities (as related to international programs), information is required on what types of participation activities may be of most interest, and may be most effective for municipalities. This information was acquired through a literature review of academic sources on community engagement and public participation.

There is a significant amount of literature related to different facets of this research topic. However, there is minimal literature specific to municipal participation initiatives for international development projects. Existing studies tend to focus on public participation and community engagement as related to either local government work in general, or in the international development context (i.e. donor countries or organizations engage beneficiaries to improve development projects). Alternatively, there is also significant literature on the effectiveness and lessons learned on international municipal partnerships (i.e., city-to-city or sister city partnerships), but without specific focus on how municipal associations or municipalities of the "donor" or "developed" country can engage their communities to improve partnerships. There are also existing literature reviews and annotated bibliographies (Bodie et al., 2009; Community Engagement Resources, 2011) related to participation in general, with varying degrees of applicability to this research topic. Thus, the intent of this section was to develop a general understanding of the history, structure, and trends, as well as best practices in participation, which can then be compared and contrasted with information specific to Canadian municipal and FCMI contexts in subsequent sections of the paper.

The literature review will first discuss key definitions and terms to support clarity and consistent understanding of concepts. This will be followed by an overview of public participation theories, and targeted participation approaches.

#### **Key Terms and Definitions**

##### *Participation, Consultation or Engagement*

To ensure clarity and consistent understanding of concepts throughout this research project, definitions for key terms are outlined in this section. Brackertz and Meredyth (2009, p. 153) have identified that there is confusion in the use of terms related to participation and engagement by local government elected officials and administrators (in Victoria, Australia). Some Canadian public sector guides also confuse these three terms – in particular, they use the terms engagement and participation interchangeably (e.g., City of Ottawa, Manitoba Family Health Services), while some use "public involvement" instead (e.g., City of Edmonton). This confusion may result in the ineffectiveness of participation plans. This is because lack of clarity in terms may cause issues when managing expectations of stakeholders/participants, inconsistencies when implementing plans, and inability to produce expected results due because the appropriate causality between the participation methods, outputs and outcomes/goals have not been defined adequately. A distinction has to be made to ensure clarity.

Brackertz and Meredyth (2009, p. 154) made the key distinction between the terms "participation", "consultation" and "engagement." They described "participation [as] a broad category that encompasses various ways of involving the community in governance, while

consultation is one form that such participation can take” (Brackertz & Meredyth, 2009, p. 154). In addition, “engagement” is defined as “an outcome” that results from “good ongoing information flow, consultation and participation between council and community” (Brackertz & Meredyth, 2009, p. 154); it is more long term, sustainable and may refer to the collective impact of various participation programs (of different or all projects), whereas participation may or may not be a one off event or circumstance. On the other hand, Nbatchi and Amsler (2014, p. 655) considers engagement to be a broader term than participation: “public engagement is...distinct from, but includes ‘public participation,’ which is a legal term of art.” However, the broadly cited IAP2 in addition to the “classic” original theorist for participation, Arnstein, both refer to participation as the process (instead of engagement). For example, IAP2 (n.d., p. 3) defines public participation “any process that involves the public in problem-solving or decision-making and that uses public input to make better decisions” which parallels Brackertz and Meredyth’s approach. In addition to definitions for public participation, key terms and references related to the international development dimension of this research should be addressed.

### *Categorization of Countries in the International Context*

One key issue that can be observed in during the literature is how to (and whether we should) categorize different countries around the world based on their level of “development.” The principle issue here is how to define development, and whether there is an equitable and/or accurate way to do so. For example, historically the reference used has been the “Global North” versus “Global South” which is no longer accurate as many countries traditionally belonging to the latter category have a higher gross domestic product (GDP) now, and/or are not in the southern hemisphere. Thus, terms such as low-income countries (LIC), or less industrialized versus industrialized countries were conceived to categorize countries through economic terms. However, critics argue that looking at countries in economic performance only is not a holistic way to portray standard of living, development, equality and other measures of well-being by multilateral organizations such as the United Nations – thus an alternative conception is level of Human Development Index (HDI) and other similar tools, which have strengths and flaws of their own. There is a growing trend towards mutuality and recognition of nuances instead of one-size-fits-all.

FCM approaches international municipal partnerships through a peer-to-peer approach with an emphasis on mutual learning. In recognition of these nuances, any terms used to reference the categorization of countries, will be represented with quotations based on the source of information. For FCM international programs, this paper will use the term “partner municipalities” and “Canadian municipalities” to differentiate between the two groups, and to ensure consistency with FCM’s existing terminology.

### **History of Community Engagement and Public Participation**

Participation gained prominence in the 1980s and 1990s due to various factors in the global context, events and technological advances of globalization (Head, 2008; Cornwall, 2002). There are several key, interrelated factors for its increased emphasis by government. First, current events at the time were undergoing significant change. According to Head (2008, p. 443), the increase in emphasis on public participation coincided with the shift towards social democracy in “industrialized countries” in the late 1980s. This shift is also compounded by the fall of communism in Eastern Europe, and the need to rethink the relationship between society and

government due to drastic change in political institutions. It is within this context of global events that discussions about the need to increase public and stakeholder groups' participation, localisation of governance, and emphasis on community and building of social capital emerged. Thus, both the roots for international municipal partnerships (sister city relationships and so forth) and community level participatory governance emerged during this time.

In addition to current events in the late 1980s and early 1990s, multilateral organizations produced discussion papers on participatory elements of good governance around the same time period. The United Nations Development Programme (UNDP, 1997p. 9) noted that participation is a key element of good governance, democracy and sustainable human development. Participation also emerged as a potential solution to the newly recognized and identified "wicked" policy issues (Head, 2008, p. 443). Lastly, OECD (2003) observed that globalization accelerated the development of communication technologies that enabled people from different localities to communicate to each other (as cited in Head, 2008, p. 443). It also made it easier for the government to receive information and communicate with the general public and key stakeholder groups (Head, 2008, p. 443). All these interrelated factors contributed to an increased emphasis on participation and engagement as a potential approach for government delivery of services and programs, including programs geared towards international partnerships and cooperation at the local level.

### **Participation as a Success Factor for International Municipal Partnerships**

From a program implementation perspective, participation is cited in literature as a success factor for international municipal partnerships. De Villiers (2009, p. 151) argues that a group of factors for successful municipal partnerships can be identified based on practitioner and academic studies (e.g., ICMA's comparative case studies on US cities). The success factors were grouped into "a conceptual framework of city to city partnership formation and management" (de Villiers, 2009, p. 151). The framework describes the key phases of successful partnerships, and the issues to consider under each phase. Community participation, communications and engagement are themes that were cited multiple times within this framework. De Villiers argues that "broad-based community involvement, including sub-alliances between institutions, groups, organisations and the business sector, are important for success" and that increasing community awareness and citizen involvement "has a significant positive correlation with success...and a higher degree of sustainability" of the municipal partnership (2009, p. 150).

Buis (2009) argues that local government associations (like FCM) in both developed and developing countries are key to facilitating and supporting successful C2C or municipal partnerships. A critical factor in local government associations being successful in this role is their position within society (its context) in terms of leveraging policies for between constituents of member municipalities and the central government – both of which are considered key stakeholders. Thus from FCM's perspective as a municipal association, building capacity and knowledge of participation can further its mandate to support Canadian municipal governments. Participation can also support the effective delivery of its programs (including international programs).

### **Theories of Public Participation**

Along with the increasing use and popularity of participation techniques among government entities, there was also an increase in literature examining the nuances of participation as a

concept. These discussions ranged from issues of participation from local to national government perspectives, as well as multinational organizations' use of participation in international development context. Based on a survey of academic literature, and with consideration of Pathways UK's comprehensive review and classification of public participation literature (Bodie et al., 2009), three primary approaches to framing the idea of participation were identified:

1. 1960s: Participation as avenue to redefine power dynamics between government and citizens
2. 1990s-2000s: Participation for democratic governance and better government decision-making
3. 2000s-2010s: Participation as an approach that can facilitate both the redefinition of power dynamics, and improved democratic governance / decision making

These three approaches will be outlined below, to examine applicability for participation opportunities by Canadian municipalities, as part of FCM's international programs.

### **1. Participation as avenue to redefine power dynamics between government and citizens**

Participation first emerged academically as a political issue of empowerment of marginalized groups, as championed by Arnstein (1969). Her "ladder of participation" framework, as well as her perspective that the only way to empower the disenfranchised and improve society overall, seeks to distill government power to the citizens (the general public) through participation (Arnstein, 1969, pp. 216-217). She argues that increasing true citizen participation will result in meaningful and equitable public influence in government decisions and programs (Arnstein, 1969, p. 216). Arnstein's views have become the starting point of discussion for current literature on participation issues, and "is now both widely referred to...and widely critiqued" (Bodie et al., 2009, p. 18). Other theorists, such as Cornwall (2002), sought to nuance Arnstein's framework and apply it to a more contemporary discussion, with consideration of how spaces and approaches to participation have morphed since Arnstein's time. The power dynamics approach emphasizes the idea that if government holds all the power to make decisions on public programs, not only will marginalized and "have-not" citizens be disenfranchised further and overlooked, issues of actual concern to the public will not be addressed and society will be worse off. Thus, these two theorists reflect the view that participation can be used to change power dynamics and serve goals of empowerment and rights-based issues such as equality.

#### *Arnstein: Ladder of Citizen Participation*

Sherry R. Arnstein's "Ladder of Citizen Participation" (1969) is a foundational theorist on participation, especially in a community, urban and social planning context. Arnstein approaches the issue of participation and engagement from the public's perspective, and defines participation as a necessary mechanism for power redistribution that will benefit "have-not citizens, presently excluded from the political and economic processes" (1969, p. 216). Arnstein (1969, p. 218) states that the motivation and catalyst for her theory on participation, is that government has been misusing and misrepresenting the idea of citizen participation – they use the term but do not actually allow citizens to influence or contribute to decision making; communities and the general public (especially those who are traditionally marginalized) are not empowered. Through this misrepresentation, government is further disenfranchising marginalized constituents and contributing/perpetuating inequality (under the guise of participation and empowerment).

To identify and correct the use of public participation, Arnstein categorizes participation into an eight-level typology, from the most to least participatory as follows: citizen control, delegated power, partnership, placation, consultation, informing, therapy and manipulation (see Figure 2 below) (1969, p. 217). The key assumption in Arnstein's argument is that the more citizens are empowered through participation, the better government policies will be for the disenfranchised, and the better it will be for society overall. Although she recognizes that there are arguments against community control, she emphasizes "that every other means of trying to end [the marginalized people's] victimization has failed" (Arnstein, 1969, p. 9). From Arnstein's perspective, participation (resulting in the transfer of power from government/bureaucrats to citizens/the public) is the ultimate end goal/outcome in and of itself (Brackertz & Meredyth, 2009, p. 156). From a policy or program application point of view, Arnstein's advocacy for community control does not address challenges faced by government when it comes to the tensions between participation, decision making, and differing perspectives of democratic governance.

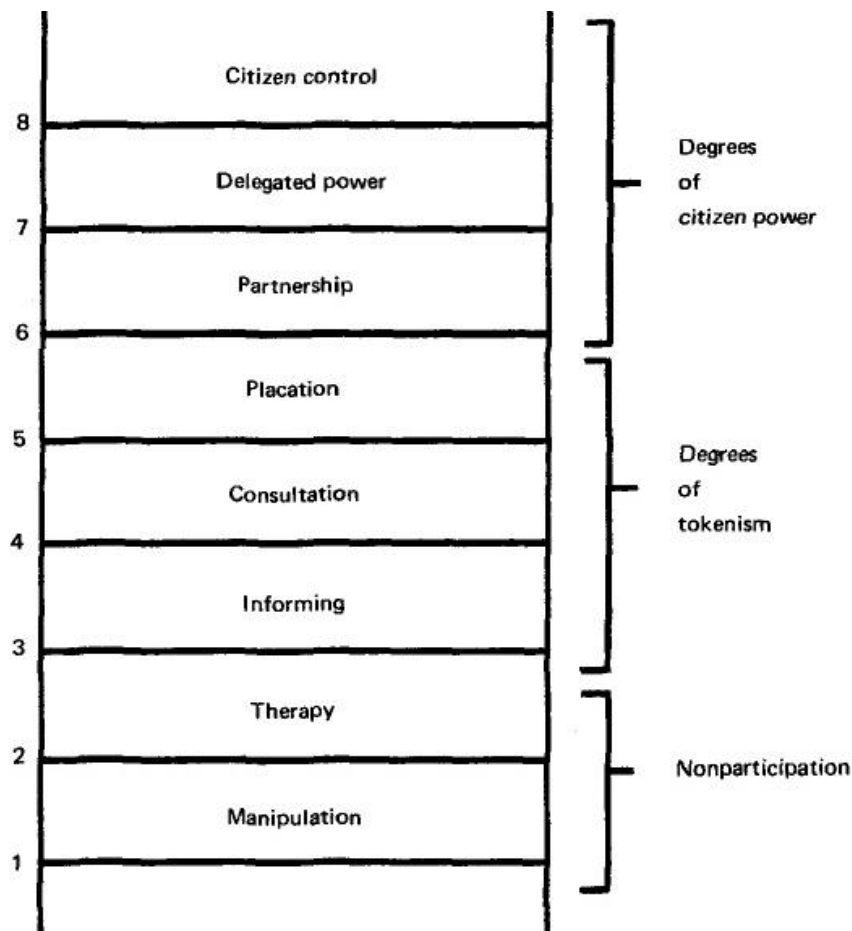


Figure 2. Eight rungs on a ladder of citizen participation. Adapted from "A ladder of citizen participation," by S.R. Arnstein, *AJP Journal*, July, p. 217.

Critics identify a number of issues with Arnstein's approach towards participation. Fung (2006, p. 67) argues that Arnstein "improperly fuses an empirical scale that describes level of influence individuals have over some collective decision with normative approval. There may indeed be contexts in which public empowerment is highly desirable, but there are certainly others in which

a consultative role is more appropriate.” Fung (2006, p. 66) also asserts that “mechanisms of direct participation are not (as commonly imagined) a strict alternative to political representation or expertise but instead complement them.” In the applied context, the International Association for Public Participation (IAP2) has adapted Arnstein’s (1969) ladder of public participation, but without subjecting the spectrum to normative judgment (IAP2, n.d.) (see Appendix III for more information). To address this issue from an academic standpoint however, Cornwall presents a slightly more nuanced approach to participation.

*Cornwall: Places and Spaces of Participation & Rights Approach to Participation*

The type of participation that Cornwall (2002) discusses applies to the context of international development assistance programs, delivered by primarily multilateral organizations. She asserts that the idea of participation in the 1990s (especially for development projects related to issues of poverty alleviation), is an echo of previous calls for “involvement of beneficiaries” by international multilateral organizations (i.e. World Bank) and domestic bodies (i.e. US Foreign Assistance) (Cornwall, 2006, p. 63). She also comments that this type of participation may also echo particular colonial patterns (i.e., engaging specific local leaders with incentives, in order to reproduce and reinforce colonial structures) (Cornwall, 2006, p. 62). Cornwall (2006, pp. 78-79) argues that participation as a concept has been reused to suit geopolitical purposes and can be framed to suit the purposes of those in power; this parallels Arnstein’s argument, but Cornwall applies the concept to events observed at an international level. Thus, she questions the feasibility of participation for empowerment, without closer examination of “the culturally embedded nature of these ideals” (Cornwall, 2006, p. 79).

To address these issues of equity and empowerment (or disempowerment), Cornwall (2002, p. 7) proposes that participation should be viewed from a rights approach (“citizens’ rights rather than...beneficiaries’ needs or consumers’ choices). The rights approach, Cornwall argues, will open up discussions about “existing spaces” of participation, and re-examine the ways in which participants are labeled in the participation plan (i.e. beneficiary versus consumer versus citizen) – she argues that labeling participants connotes a pre-determined “space” that either restricts or empowers the participants’ actions (“political ambiguities of participation”) (2002, p. 4). The rights approach will also “urge[s] us to look more closely at who is included and who is excluded from participating, as well as who excludes themselves” (Cornwall, 2002, p. 7). Thus, the motivation behind Cornwall’s political approach to participation is more indirect – for example, rather than consulting the poor directly to understand their needs on a specific, case-by-case basis, the idea is that participation can ensure government is more inclusive and accountable and thus better able to address poverty issues more broadly (as cited in Bodie et al., 2009, p. 6). Cornwall’s argument is a reminder to examine the application, motivation and assumptions behind each participation plan, which is distinct from Arnstein’s solution which assumes less participation is always negatively motivated – therefore more participation is best for society.

Overall, the power dynamics/empowerment approach to participation is useful as it highlights not only the need for genuine participation when it comes to designing programs, but that the lack thereof represents a less equitable society. For FCM’s purposes, this approach points out the importance of inclusivity and equality when working with a broad base/diverse range of Canadian stakeholders. However, Wilcox (1994) critique of Arnstein (and the empowerment approach) is that “this view of power...does not encourage partnership working” (as cited in Brodie et al., 2009, p. 19). Cornwall (2008) and Field (2003) also critiques that this approach does not adequately

address the challenges of implementation on the government side, because it is a “normative” argument that does not account for perspectives of other actors in participation (as cited in Bodie et al., 2009, p. 7). To address these gaps, other academics in the field of participation proposed alternative approaches to participation.

## **2. Participation as strategic consideration for democratic governance and better government decision making**

The second approach portrays participation as key to democracy and good governance in the contemporary context. This approach tends to be rooted in the idea that participation and consultation falls within the concept of liberal representative democracy, of which government accountability and “free and fair competitive elections” are two key features (Bodie et al., 2009, p. 34). Thus, liberal representative democracy is concerned with issues such as “democratic deficit” (e.g., citizen disengagement, low voter turnouts), which some proponents of this issue believe may be resolved through greater citizen participation (e.g., participative democracy).

Dahl (1989) discussed that the concept of liberal representative democracy includes the following characteristics: “accountable government; free and fair competitive elections; civil and political rights, and associational autonomy” (as cited in Bodie et al, 2009, p. 34). Given this model, voting is crucial to the functions of a liberal democracy. The decreased engagement (e.g. the decreasing number in voter participation during elections) is a concern because from the liberal democratic perspective, this means that government is not being “effectively held to account by its citizens and...has a questionable mandate to rule” (Power Inquiry, 2006, as cited in Bodie et al, 2009). Ginsborg (2005) stated that participation is seen as a compatible solution to the democratic deficit, by combining the two concepts are creating “participative democracy” (as cited in Brodie et al., 2009, p. 35). In addition, Ginsborg (2005) argued that participative democracy is particularly effective in addressing democratic deficit by linking the political sphere, which can seem large, separate and unrelatable to “family life”, to regular people, and over time creating a “sense or culture of everyday politics” (as cited in Brodie et al., 2009, p. 171). This approach to participation is relevant to FCM because as an organization that represents municipal governments across Canada, ensuring the efficacy of democracy and good governance is fundamental to its mandate.

### *Fung: Resolving contemporary problems of governance with the Democracy Cube framework*

Fung (2006, p. 74) goes beyond “classical participatory democracy” by creating a framework that approaches participation in a way that “mobilize[s] citizens to address pressing deficits in...less participative governance arrangements.” More specifically, Fung argues that participation can address “three important problems of democratic governance: legitimacy, justice and effective governance” (2006, p. 66). Fung argues that a “general theory” for public participation may be impossible given the wide “range of institutional possibilities” and thus “whether public institutions and decision-making processes should treat members of the public as consumers, clients, or citizens depends partly on the context and problem in question” (2006, p. 66). However, as a general guidance, Fung (2006) created the “democracy cube” which outlines three key considerations of participation. Based on the particular governance problems you want to address, there are different spectrums or level of emphasis you would want to place on each of these three considerations:

- “scope of participation” who participates

- “mode of communication” how participants exchange information and make decisions
- “decision and extent of authority” link between discussion and policy or public action

Fung argues that based on the problem of democratic governance the practitioner seeks to address, different elements of the three spectrums can be used (see Appendix IV). This model is useful because the types of policy or program problems faced by government typically falls within one or more of the legitimacy, justice or governance categories. To complement Fung’s approach, Thomas takes an even more practical and applied approach to participation by making government decision-making the starting point.

*Thomas: Typology of Decision-Making*

Thomas’s (1990) typology (or styles) of decision-making is a contrast from Arnstein’s (1969) ladder of citizen participation, because it approaches the issue from the perspective of municipal government officials (Brackertz & Meredyth, 2009). From his perspective, the benefit of participation (through this approach) is to “resolve the tension between decision quality and decision acceptability,” or “legitimacy and effectiveness” in good governance (Thomas, 1990, pp. 436; 443). It divides public participation by the type of decision-making for the issue or program in question (i.e. the reason for the engagement activity), and outlines best engagement/participation format by characteristics of stakeholder group(s) (Thomas, 1990; Brackertz & Meredyth, 2009, p. 156). In other words, Thomas contextualizes public participation as a tool that should take a different form depending on the issue, rather than as a continuum (like Arnstein), where it is assumed that more participation is always best. More specifically, “the model links a set of policy problems that are essentially different in character with types of participation that are separate and discontinuous. This avoids the value judgments implicit in continuum models (more is better) and describes participation as serving different purposes, depending on the context and problem” (Brackertz & Meredyth, 2009, p. 156).

Thomas (1990) sought to address the issue of implementing participation strategies from the perspective of the public sector employee/manager. He does so by testing and concluding that the Vroom-Yetton contingency theory for small-group decision making can be adapted to guide public managers in the context of determining how to design for public involvement (Thomas, 1990, p. 442). Thomas’s framework or guide for public involvement/participation in government starts with the need to identify what “style of decision making” (or conversely, what level of public involvement is appropriate) (1990, p. 443). Public managers can do so by answering a series of questions designed to pinpoint the “quality requirements” (e.g. amount of information sought from public needed, restrictions to potential solutions proposed such as legislative requirements etc.), and “acceptability” (e.g. level of acceptance needed during implementation as determined by public officials). After identifying the level of participation, the manager then should “estimate the number and degree of organization of the relevant publics” (Thomas, 1990, p. 443). Based on both the style of decision making/level of public involvement and the type of “relevant publics” identified, the manager can determine the appropriate mechanism for involvement by using Thomas’ “Matrix Guide to Public Involvement” (Thomas, 1990, p. 443). See Figure 3 below.

Style of Decision Making	One Organized Group	Multiple Organized Groups	Unorganized Public	Complex Public**
<b>Modified Autonomous Managerial</b>	Key contacts	Key contacts	Citizen survey	Key contacts/Survey
<b>Segmented Public Consultation</b>	Key contacts	Contacts/Series of meetings	Citizen survey	Citizen survey/Meetings
<b>Unitary Public Consultation</b>	Meeting(s) with group	CAC* or series of meetings	Series of public meetings	CAC* and/or meetings
<b>Public Decision</b>	Negotiate with group	Negotiate with CAC*	Series of public meetings	CAC*/Public meetings

\* CAC = Citizens advisory committee

\*\* Complex Public = Some combination of organized and unorganized groups

Figure 3. A matrix guide to public involvement. Modified autonomous managerial means “the manager seeks information from segments of the public” and makes the decision which “may not reflect group influence”; segmented public consultation means “the manager shares the problem separately with segments of the public...then makes a decision which reflects group influence”; unitary public consultation means “manager shares the problem with the public as a single assembled group... then makes a decision which reflects group influence”; public decision means “the manager shares the problem with the assembled public, and together...attempt to reach agreement on a solution.” Adapted from “Public involvement in public management: adapting and testing a borrowed theory,” by J.C. Thomas, 1990, *Public Administration Review*, 50(4), pp. 437, 443.

Thomas’ approach is geared towards the perspective of the government employee seeking to organize a participation activity or plan. Unlike Arnstein’s political/empowerment approach, the spectrum of low to high participation in this case is not considered from a normative perspective – in other words, less participation is not necessarily negative or undesired, it is a conscious and informed design based on an issue’s context, from a public manager’s perspective.

The approaches to participation by both Fung (2006) and Thomas (1990) falls within the idea that participation fit within the concepts of liberal democracy and good governance. The starting point for this approach is the concept of “participative democracy” which argues that participation can be used to correct issues of democratic deficit (etc.) which is a challenge to the principles of legitimacy and accountability that forms the foundation of liberal democracy (Bodie et al, 2009, p. 34). Fung (2006) discusses participation’s connection to democratic governance from a more general perspective, by focusing on the three problems of democratic governance and developing a framework of participation to seeks to address those problems. Thomas (1990) on the other hand, discusses participation more specifically by developing a framework specifically for public managers needing to integrate (or not) participation into decision-making. The governance / decision-making approach to participation is directly relevant to this research project as FCM represents and supports municipal governments within a liberal democracy. Thus, the ability and ways in which participation can complement democratic governance during program implementation is key.

### 3. Participation as an approach that can facilitate both the redefinition of power dynamics, and improved democratic governance / decision making

More recent literature surveyed recognizes the merits and applicability of both empowerment/political approach to participation (i.e., Arnstein and Cornwall), and democratic governance/government decision-making approach (i.e., Fung, Thomas). Thus, the issue then

becomes how to reconcile and integrate these two perspectives in an applied manner for the practitioner's use.

*Brackertz and Meredyth: "multilayered and pluralistic model of community consultation" (2009, p. 164)*

Brackertz and Meredyth (2009, p. 156) noted that the contrasting perspectives of Thomas (1990) and Arnstein (1969) often lead to confusion from the practitioners perspective as practitioners often seeks to use both theories without reconciling their conflicting perspectives, which leads to contradictions in practice. Brackertz and Meredyth (2009, p. 156) cite the dichotomy and tensions between these two approaches, but note that despite their differences, they can be integrated (to a certain extent) when designing participation plans. However, they stated that the key is for practitioners to recognize the tensions, and make a conscious decision of which approach is best based on an analysis of their project context, in order to avoid confusion that will likely result in ineffective results or unachieved participation outcomes. Their analysis of community engagement and/or participation plans and strategies of select local governments in Victoria, Australia revealed three main issues in the practical application of participation, due to unresolved tensions between the two theories. These are as follows:

- "Where does the power lie?" (with the community/public/citizen, or local government officials)
- "What outcomes can be expected?" ("improving government decision-making and performance [or] citizen empowerment, or both")
- "Who should participate?" ("procedural legitimation" which is more focused on representativeness in democracy, or "ability of institutions to provide outcomes" which weighs outcomes more heavily than representativeness of people involved in decision making)

Brackertz and Meredyth (2009, p. 153) sought to address issues faced by Victorian local governments by identifying the challenges faced when applying theory to the practical, working level. Although, the local governments they included in their research are in Australia, their conclusions are still applicable to participation issues for municipalities in general. For this research topic, the three main issues they raised should be considered to ensure clarity when design participation strategies for FCM international programs.

*Bryson & Quick – Design guidelines for participation & design considerations/evaluation criteria based on participation purpose*

Bryson and Quick (2013, p. 23) synthesized existing literature on participation (from a wide range of perspectives and theories) to create an "explicit evidence-based design guidelines to help practitioners design better participation processes." Like Brackertz and Meredyth (2009), they seek to address practitioners' insufficient understanding of participation. However, the difference is that they have an explicit "design science" and evidence-based perspective. Design science "emphasizes a focus on desired outcomes to be achieved in a problematic real-world situation" (Bryson & Quick, 2013, p. 24). Although there are differences between the hard science tradition of "design science" (i.e., develop and test hypothesis), versus the social science tradition which tests hypothesis for "general patterns of causality", Bryson & Quick (2013, p. 24) emphasize that the key takeaway of this distinction is simply having more focus on outcome and evidence driven approach to participation design. Based on their survey of literature, Bryson and Quick (2013)

created design guidelines with three overarching categories, and 12 total “steps” or considerations. These are listed in Appendix V.

In addition to the design guidelines, Bryson & Quick (2013, pp. 24-26) also created a table that outlines design considerations and evaluation criteria based on nine purposes (or motivations) of participation (to be determined during guideline 1 & 2 – “assess and design for context and purpose”) (see Appendix V).

*Nbatchi & Amsler – key categories of direct public engagement (and gaps for further research)*

Nbatchi and Amsler (2014) incorporates both the concern about the issue of barriers to participation in the contemporary context like Brackertz and Meredyth (2009) (except with focus on local government in the United States), plus the synthesis of existing participation literature (like Bryson & Quick, 2013). Their research is further narrowed by focusing on “direct public engagement” – which they define as “in person and online processes that allow members of the public...in a [municipality] to personally and actively exercise voice such that their ideas, concerns, needs, interests, and values are incorporated into governmental decision making” (Nbatchi & Amsler, 2014, p. 65S). The term “public” refers to “the general populace”, and not just “citizens” (those eligible to vote) which has a narrower scope (Nbatchi & Amsler, 2014, p. 65S). Thus, direct public engagement in their terms, focus not just on the processes of involvement (aka participation, see above *Definitions* section), but on the outcome of ensuring the public’s voice is heard and has an impact on local decision-making.

Nbatchi and Amsler’s (2014) perspective adds a bit of Arnstein’s normative concept that participation should empower the public, into Thomas’ functional approach to designing participation from the local government perspective (they only address the “segmented public consultation” which is the third level and above) (Thomas, 1990, p. 437). The ultimate goal of their research article is to categorize and systematically determine the differences in direct public engagement, and through the categorization, identify gaps in need for further research. Some key categories in Nbatchi and Amsler’s (2014, pp.67S-79S) framework are as follows:

- Context and setting: these include the legal requirement and/or authority for implementing participation for projects. Factors identified include legal frameworks, size of municipality, political culture (i.e., those with political authority supports participation and the community has the resources and knowledge to engage with the participation activities in the manner designed/to meet outcomes and “presence and strength of civic assets” (e.g., existing community groups and other linkages between different members of the public, or connecting the populace to government) (Nbatchi & Amsler, 2014, p. 67S)
- Sponsors, conveners, their motivations for direct public engagement (Nbatchi & Amsler, 2014, p. 69S)
- Process design: general purpose and specific goals, participation mechanism and methodology, size and participation selection, participation recruitment, participant preparation, communication mode and plan, locus of action, connection to policy process and specificity of recommendations, recurrence and iteration (Nbatchi & Amsler, 2014, p. 71S)
- Outcomes: how to determine impact of different types of engagement. For example: Nabatchi & Mergel (2010) stated that “There is also emerging evidence that online engagement can facilitate the development of distributed public responsibility and digital neighborhoods.

Distributed responsibility refers to situations where people organize and take over noncritical government tasks and responsibilities” (as cited in Nbatchi & Amsler, 2014, p. 79S)

Given the wealth of existing but sometimes divergent literature on participation, theorists like Meredyth and Brackertz (2009), Bryson and Quick (2013) and Nbatchi and Amsler (2014) seek to synthesize and integrate the literature into approaches or guides that fit the contemporary context and/or navigate the practical application of participation principles. Meredyth and Brackertz (2009) identified contradictions and tensions of Victorian local government’s practical application of Arnstein versus Thomas’ approaches to participation. Bryson & Quick (2013) developed guidelines of participation and key design considerations for different participation motivations. And lastly Nbatchi and Amsler (2014) discussed key categories and variables of participation and also identified research gaps based on these categories. There are common issues discussed by each of these theorists (i.e., importance of context and identifying motivations for participation) is applicable to FCMI’s research objectives in this project. In addition, the frameworks and guidelines proposed present a balanced approach to apply both Arnstein (1969) and Thomas’ (1990) approaches in a practical manner.

From an overview of academic sources, there are three key approaches to conceptualizing and implementing participation activities and programs. The analysis revealed that all three approaches have its merits. However, some frameworks are more relevant than others for this research project. In particular, these academic sources on participation has revealed that seeking public involvement in public programs or policies, can include a wide variety of activities that range in level of participation, and can also involve groups as large as the general public, to targeted stakeholders. Based on the approaches available, further academic literature was reviewed to learn more about stakeholder analysis and targeted participation, which may be more applicable to FCMI international programs.

### **Targeted Community Participation and Stakeholder Analysis**

Public participation theories and academic works from the 1990s to the present highlight that the identification, categorization, and targeting of stakeholders are important elements for implementing participation activities successfully. This is in contrast with Arnstein (1990) and Cornwall (2002; 2006), who discuss participation from a citizen/public empowerment perspective more generally. For FCM, targeted stakeholder participation is a potential approach for member municipalities to solicit involvement from their community, instead of (or in addition to) general public participation. In particular, Phillips (2010, p. 76) argues participation and engagement activities by Canadian municipalities are evolving “from involving individual citizens to engaging whole communities.” To discuss the issue of targeted participation in the literature, this section will first outline the issue and necessity of stakeholder analyses for participation, and provide case studies from the literature.

Bryson (2004, p. 24) noted that an organization (in this case, a member municipality) can conduct a stakeholder analysis to serve a variety of purposes, which includes leveraging participation in public programs. This is because stakeholder analyses can “help...organizations perform better directly, or to help create an ‘authorizing environment’” for a particular program or policy (Bryson, 2004, p. 24). There are a variety of ways to conduct a stakeholder analysis. Some of the factors to consider include the stakeholder groups’ power and influence, motivations or interests, and roles as related to the issue (Bryson, 2004). Based on these factors, municipalities can tailor

participation activities for specific groups to, for example, maximize the group's ability and access to the activities, improve the quality of input provided by the group etc. The goal of the stakeholder analysis can be to inform a more targeted approach to determining the approach and level of participation most effective for a specific program or policy.

There are specific examples of programs designed to differentiate between public and targeted stakeholder groups when designing participation activities to meet their program goals. Jonsson (2005, pp. 496-498) discusses both public and specific stakeholder groups in context of participation for water resources management. More specifically, she makes distinctions between four stakeholder groups based on their perspective and level of influence on the issue. In particular, Jonsson (2005, p. 498) highlights hard to reach stakeholders, their motivations (or lack thereof), and what approaches to participation would work best under each circumstance. In her summary of findings, Jonsson (2005, p. 498) noted that "participants clearly distinguished between the general public...and specific stakeholder interests" and the importance of distinguishing between "the citizen, the stakeholder, and the local community."

In another case study by Joseph (2006), groups of stakeholders are also differentiated in the program's participation strategy. The targeted participation approach in this instance was designed for a waste management program in an international development context. Joseph (2006) approached the participation strategy by dividing up stakeholders into groups, then identifying their roles, as well as their perspective/concern as related to the program in question (waste management). See Appendix VI for the stakeholder analysis. The article stated that the "Identification of the stakeholders and their interests is important in coordinating their participation and involvement in various waste management activities" (Joseph, 2006, p. 864).

## **Discussion of Literature Review Findings**

This literature review has provided information on the approaches and types of participation activities that may be of most interest, and/or may be most effective for member municipalities' work with FCM International programs. The three general themes in public participation theories revealed both the differences in approaches to participation, as well as the evolution of public participation discourse and application since the 1960s. The themes approached participation as an avenue to redefine power dynamics between government and citizens, for democratic governance and better government decision-making, or as an approach facilitate both redefinition of power dynamics and improved government work. Based on these three themes, further research was completed on *targeted community stakeholder* participation, to complement the discussion on *public* or *citizen* participation.

The literature review revealed two key elements important for consideration when municipalities implement participation activities. First, there are different levels or categories of participation, and the relevance and applicability of each level is dependent on the context of the policy/program issue and stakeholders involved. Second, it is important and relevant to target stakeholders (individuals and/or community groups) for participation. These two considerations informed the development of interview questions (i.e., important to learn more about stakeholders and desired participation approach/level as related to municipal international programs).

Overall, the academic works reviewed focused primarily on participation activities in general (whether public or targeted), without specific a specific focus on international municipal partnerships. To fill the gaps, subsequent sections will explore information to understand, more specifically, how a municipal association like FCM can support its member municipalities in designing their own participation initiatives for international development projects.

## IV. SUMMARY OF INTERVIEW FINDINGS

The semi-structured interview questions were created to collect participation information specific to the FCM and Canadian municipal context. The interview design sought to fill some of the information gaps remaining after the literature review findings. See Appendix II for a sample interview guide. The goals of the interviews were to:

- Supplement general principles and approaches to public and targeted participation activities consolidated through literature
- Seek municipal practitioners' reactions
- Validate participation ideas from the academic research

To meet these goals, it was important to build a more robust understanding of the following issues through the following six interview themes:

- Motivations for Canadian municipalities to get involved in international municipal work/partnerships (whether through FCM or other venues)
- Current barriers and challenges to getting support for municipal international partnerships
- Opportunities for the municipality to generate participation on international programs
- Benefits to municipalities getting involved on international work
- What support can FCM provide to municipalities seeking to develop and/or improve participation on international work in their communities
- Participation and communication activities on international development programs that were/are successful in the Canadian context.

### *Profile of Interviewees*

The interviewees selected were from three groups: municipal or provincial municipal association staff, municipal elected officials, and Canadian international non-governmental (INGO) staff. The three groups were targeted because, based on the research objective, the rationale was that municipal staff and elected officials can provide operational, managerial, and/or political perspectives on how to increase involvement of Canadian municipalities in FCM International programs.

The local government interviewees identified represent small, medium and large municipalities. Some interviewees come from municipalities with active involvement in FCM International programs either presently or in the past, while other interviewees may be supportive of FCM International on an individual basis but the municipal organization is not yet on board. Both male and female participants were represented in the municipal staff and elected officials groups. Municipal staff interviewed included both mid-level managers and senior/executive management, in functional areas including intergovernmental relations, park and recreation, land-use planning, and library services.

In addition, Canadian INGO staff were interviewed for their expertise related to communicating and promoting international development programs and issues to stakeholders (e.g., Canadian general public, volunteers, donors).

## Motivations for Canadian municipalities to get involved in international projects

Five potential motivations for Canadian involvement internationally were identified based on current practices and trends observed at FCMI. These motivations were suggested to interview participants ahead of time to prompt their response and get them to reflect on their own experiences. Participants were also encouraged to identify additional motivations though none did. The five motivations, in no particular order, are:

1. Economic development/building trade and business relations
2. Aid, development, altruism (including participation in global movements i.e. post-2015 Millennium Development Goals)
3. Professional development (for municipal staff and Councillors)
4. Youth engagement/encouraging democratic and civic participation
5. Engaging diaspora population in your community

Interview participants were asked to identify one or more motivations that applied to their context, and explain their rationale. Participant responses ranged from selecting only one motivation, to saying all motivations apply to varying degrees. Some participants also ranked their selected motivations. INGO participants were not asked this question because did not have experience with a program at FCM International.

In general, different types of participants reported different motivations as their top choice. For municipal elected official, economic development / business relations were cited most often as the top (or sole) motivator. **Economic development** was the top priority for two participants; aid/development was the top priority for one participant, and lowest priority for another participant. Youth and diaspora engagement were of interest, due to professional background in education and/or constituent community's culture and composition (e.g. increasing diversity, some ethnic groups from FCMI partner countries represented). Youth engagement cited twice by two municipal politicians, but neither as a top vote.

For municipal employees, **professional development** received the most votes, followed by both aid/development/altruism, and economic development/business relations. However, there were also nuances. One municipal staff (management level) did identify economic development as a top motivation also. Youth engagement were discussed by some participants (primarily non-management staff), due to personal experience of engaging youth on international work, or general belief in the importance of youth participation. A municipal staff (management level) noted that from a municipality's perspective, professional development is key because all staff who participate in projects return "changed".

Participants also noted the differences in motivations between different stakeholders groups involved in international municipal partnerships. They discussed the difference between what a municipal staff thinks the municipal motivation should be on a personal level, versus the organizational/corporate direction. Or they noted the difference between the municipality's motivation versus FCM's or the federal government's priorities. In particular, one participant (senior management) spoke frankly about the disconnect of their organization's motivation (capacity building, mutual learning) versus the Department of Foreign Affairs, Trade and Development's (DFATD) trade-related angle for international relations. The interviewee stated

that “economic development is a new lens put on by the federal government...[the organization’s] role with [overseas partners] is about capacity building. So you can take any one element of local government operations...and work on it as part of...improving capacity.” Another interviewee “personally...[has] mixed feelings about the economic development” motivation because they perceive it as a “western dictated driver,” which is reminiscent of Cornwall’s (2002; 2006) observations about historical patterns of participation and engagement across national lines.

Based on the participants’ comments and observation, the main motivation for international involvement in the Canadian municipal context (with consideration of key external actors such as DFATD) is driven by economic development/business relations/trade, and professional development for both staff and elected officials. However, most participants also talked about aid/altruism dimension, as well as diaspora and youth engagement. This context is key for understanding existing tensions or opportunities when it comes to connecting international issues with local communities.

### **Current barriers and challenges to getting support for municipal international partnerships**

Both municipal elected officials and municipal staff identified a variety of barriers and challenges to participating in international municipal partnerships. Between the two participants groups interviewed, they identified four key clusters of barriers and challenges.

1. Both groups identified **perception** as a key barrier. Perception includes both internal conceptions about international work within the municipal organization (“culture” of at work), and external conceptions (community/constituent views of local government spending etc.). Multiple participants noted that it is frequent for other people within their municipality/organization or in their local community to perceive international “volunteering” work by municipalities as “paid vacation.” For example, one elected official from a city in Western Canada noted that FCMI participants are discouraged from speaking about their work abroad, because it can be perceived as spending taxpayer dollars on vacation, rather than the success of economic discussions.
2. The argument that **international municipal partnerships is not an essential or core function of local governments**, and thus other priorities takes precedence (e.g. during budget planning). One facet of this issue is the challenge of balancing short term problems and long term/strategic goals. An elected official from a medium-sized city in Eastern Ontario stated that their municipality’s priorities is tightly woven into budget and immediate needs; perception that there is no time for additional projects.
3. Some elected officials and municipal staff reiterated that a barrier they face is **not knowing how to approach the communication strategy to their constituents**. An elected official from Western Canada noted that FCMI does not provide talking points to help participants and local “champions” discuss international work, to build community awareness and support. Thus, they are not sure how to include FCMI involvement into conversation when communicating to the public; how to “package” the experience. A municipal manager in the land use planning sector linked the issue of communication strategy with perception, by stating that it is a challenge to gain managerial and community buy-in to participate in international work related to capacity building. The interviewee provided the comparative analogy that going to a

planning conference in the United States is considered acceptable despite its high financial cost, but working with an overseas municipality on land development is conversely “a difficult sell.” However, it should be noted that when this contrast was raised with other participants, they highlighted that for some municipalities, due to perception and/or budget issues (see point 2!), there is no funding for any out of town travel regardless of the purpose.

4. The last barrier is **the lack of political support**, and given that the ultimate decision-makers and direction-setters in local government are the municipal elected officials, this barrier is related to all four of the issues discussed. More specifically, the lack of support from elected officials can negatively impact municipal involvement in FCM International programs because even if the senior municipal staff approve of their staff getting involved in international work, it will be difficult to justify the staff hours spent if there is no approval from Council. Elected official’s approval may also be required to invest resources in communications and other public outreach activities, in order to derive the maximum amount of benefits from international municipal projects. In addition, without elected official’s motivation, it can also be difficult to develop a case to persuade senior municipal staff who are not in favour of municipal international work.

Some participants did not face barriers because of great support from Council (mayors with international relations focus due to family background/heritage etc.), the general recognition that international collaboration is important for trade, or community buy-in due to altruistic sentiment already present (due to nature of project i.e. disaster relief).

### **Opportunities for the municipality to generate participation on international programs**

The flip side of barriers and challenges to getting municipalities involved (or increasing current involvement), are the opportunities for improvement and innovative/unimplemented ideas. Municipal staff and elected officials spoke generally about two ideas:

1. Leverage existing community groups and networks, including youth and schools (and “children’s camp international”), diaspora communities, churches, agricultural groups and other fundraising groups.
2. Formalize and/or strengthening the communications strategy and approaches surrounding their municipalities’ international work. This includes:
  - Reports after each delegation visit and/or civic employee trip
  - Occasional news release
  - Council resolution on international projects
  - Better utilizing the municipality’s website
  - Post-trip debrief sessions identified as existing practice by multiple participants: Lunch and learn for staff, presentation to library board and management groups, one-on-one debrief with manager etc.

In addition, both participant groups have some very specific ideas for mitigating or correcting the barriers or challenges identified earlier on in the interview conversation. An elected official in Eastern Ontario noted that although their municipality has committed to developing a

communications plan during strategic planning sessions, other priorities usually takes precedence during implementation. In terms of mitigating perception challenges by different stakeholders (where it is related to idea of “paid vacation” or inability to understand tangible benefits of international work to Canadian localities), four ideas were noted:

1. *For managerial staff and/or elected officials:* an internal policy could be developed for staff who wish to do international work. A municipal manager noted that a key challenge (related to the issue of internal perception and buy-in) is the lack of a formal policy or process for when staff (or elected officials) seek to participate in international work. The type of policy could encompass procedures to account for human resource and financial considerations, such as business continuity, length of leave, required managerial sign off etc. Municipalities can host ceremony of recognition for international work, as formalized awards or public recognition . This type of activity can also contribute to dismantling perception challenges.
2. *For youth and indirectly, the community overall:* municipalities can design participation events that involve students and youth through pre-existing activities such as local government week, or separate engagement and learning opportunities such as speak at civic courses, and partnering with libraries and speaking at youth panels. An example shared by a municipal staff in the environmental education sector related to youth engagement that was shared is an international letter writing exchange program between school children of Canada and the overseas partner, which was a spin-off project of a municipal volunteer after she returned from an FCM International project assignment.
3. *For the community overall:* Another way to leverage community support is to speak the community’s language and target issues of concern for them. For example, one elected official from a prairie province stated that they would communicate international municipal partnership as helping others/altruistic (“our duty”) as that is a common value in their community – “if you make it to the top, it is your duty to send the elevator down.”
4. *For municipal governments:* To gain broader participation from more Canadian municipal governments, a stakeholder group that can be targeted is smaller and/or rural municipalities who typically have less resources to participate in international work (i.e., they have less staff time to spare, less community push for international work because of having no diaspora etc.). A municipal director from Southwestern Ontario noted that a potential opportunity is for larger municipalities, when hosting study tours/delegations, to invite representatives from smaller neighboring municipalities to join discussions. This can meet needs of the international partner/delegation (their municipality may be able to relate better to challenges of smaller municipalities) and also engage smaller Canadian municipalities on the value added of international projects.

A municipal manager from Southwestern Ontario also proposed an idea for mitigating challenges to international work based on budget or financial constraints. The suggestion was to strengthen participation by community and/or diaspora groups. For example, when overseas partners come to Canada for study tours, the municipality can get the community groups involved by hosting dinners and some activities. This allows the municipality to share and minimize costs while strengthening both personal and professional connections with the partner.

## **Benefits to municipalities getting involved on international work**

Municipal elected officials and staff identified different types of benefits for Canadian municipalities who conduct international work/partnerships. The benefits parallel the trends noted earlier when discussing motivations for international work. Elected officials focused on the economic development, trade or business relations benefits, as well as connections with diaspora communities. While municipal staff spoke more frequently about professional development.

### *Economic and trade-related benefits*

One elected official from Eastern Ontario stated that business relations are now built between localities (as part of global trend) rather than primarily top-down, with the national/federal government as the only or key source of building foreign business relations. In addition, the same elected official noted that business relations require face-to-face interaction - news and/or media is not sufficient to build a municipality as a prime business opportunity if it is done in a vacuum, without the personal relationships.

### *Professional development benefits*

Both municipal staff and elected officials noted that an unintended benefit of international municipal partnership is making connections and building relationships with other Canadian participants. Elected officials emphasized the importance of this benefit for economic development purposes, while municipal staff said it was significant for professional development and mutual learning. For municipal staff, different facets of professional development related benefits were identified. Participants stated that doing international municipal partnerships, including travels overseas (and hosting international counterparts in Canada) either with FCM or another Canadian organization, had the following professional development related benefits:

- Gain exposure to international perspectives and generate a larger discussion among colleagues back in Canada on issues of development, cultural understanding and awareness. A municipal manager from a smaller city in Western Canada noted that these discussions militate against ethnocentric views and approaches to work back in Canadian municipalities, and also enable municipal staff to redefine domestic issues such as poverty and community participation.
- Learn smart practices from an overseas partner. One interviewee from Ontario cited their exposure to Jamaica youth councils as a lessons learned for Canadian application. In addition, the participant noted Peru (from an IPAC project) as an example of international best practice, as their local government has more transparency than Canadian municipalities because it is part of national law.
- Develop further understanding on how to meet the needs and interests of diaspora citizens in their municipalities. One participant from Ontario noted that Chinese members of their community in Canada have spoken positively about municipal connections with China, through the Chamber of Commerce.

- Conduct research and learn more about a particular issue to support the international partner had unintended benefit of informing the participant's work back in their home/Canadian municipality.
- Challenge Canadian municipal staff and targeted members of the community by solving problems under a different set of circumstances on international projects. For example, a municipal manager stated that representatives from their Business Improvement Area (BIA) group benefited from exposure to different economic development issues abroad. Other interviewees commented that people who go on projects are more open to alternative approaches to solving issues at home in Canada.
- One interviewee stated that going on one international exchange / mission is the equivalent of several years of professional development back in Canada.

#### *Additional benefits*

- Continued involvement on volunteer work abroad, outside of FCM context independently (outside of FCM) on volunteer work in China (e.g., an interviewee said the municipality now has a memorandum of cooperation work with a local Chinese NGO on youth exchanges)
- Engage/benefit the university – joint advocacy and collaboration to attract international students (mutual recognition of link between economic development and education)
- Engage/benefit the Chamber of Commerce

The benefits highlighted by municipal representatives provided useful insight on how FCMI can support and strategize municipal communication and participation activities for their communities.

### **What support can FCM provide to municipalities seeking to develop and/or improve participation on international work in their communities?**

Municipal elected officials and staff identified the following as potential actions for FCM International, as part of their role in increasing and/or supporting community participation in international municipal partnership in Canada:

- *Communication activities and tips/guidance:* Elected officials noted that when they are not directly involved in a particular FCM international project or mission, they do not receive communication about the international work and thus feel disconnected (even if they are part of the FCM Standing Committee on International Relations).
  - Produce consistent and more frequent communication to all SCIR, current and past volunteers (and/or interested parties) on current and upcoming, events, projects, Canadian study tours etc.
  - Provide further support by sending reminders to participants regarding maintaining connection with international partners between missions (send prompt emails/reminders etc.)
  - Share a human resource and/or finance policy template for municipalities to create/outline internal policy or procedures for staff wishing to get involved with FCM International projects

- *Identifying and sharing successes and narratives*
  - Collect and transmit best practices and narratives from successful municipalities (corporate memory)
  - Further assistance on messaging and narrative for each project (i.e., key messages, key outcomes)
  
- *Improve marketing and public promotion of FCM International programs:* interview participants noted there is a sense that Canadians do not really understand who or what FCM is, and thus further community “grassroots” level understanding and branding of FCM will help elected officials and staff to communicate the benefits of international municipal partnerships.
  - Increase promotion of FCMI work at other conferences and events
  - Improve FCM branding (constituents don’t know what FCM is, makes it more difficult to communicate international work)
  - Improved marketing and professional photography – tell a good story (something to post on websites)
  
- *Organize workshops, training or information sharing events*
  - Organize more learning or information sharing events between current and past volunteers (i.e. teleconference hosted by FCMI)
  - Improve education/training on cross-cultural and democratic institution differences (i.e. different rules and approaches to governance, differences in municipal revenue sources)
  - Encourage participating municipalities to invite surrounding (smaller, rural) municipalities to participate during delegation visits – this can benefit the delegation’s learning experience (smaller municipalities may be more relatable for some international partners), and also expose more Canadian municipalities and their constituents (especially smaller ones with less capacity to engage internationally) to FCMI projects

The activities and tools suggested inform FCMI on current municipal needs and gaps, and identify different ways FCMI can support community involvement in international programs.

### **Successful participation and communication activities for international development programs in the Canadian context**

INGO input primarily focused on communications, engagement and participation strategies to the Canadian public on international development related issues. The INGOs surveyed did not do work in business and trade relations, and do not represent municipalities in Canada as their volunteer base. Additional differences include that one INGO delivers volunteer missions that can last a few months or more – which is a much wider timeframe than FCM International, and which also eliminates the issue of work-volunteer balance, as most participants will have to request formal temporary or permanent leave from their jobs. This is an important distinction from FCMI programs because one of the key barriers to involvement identified by municipal representatives is the perception that staff hours are spent on activities that does not benefit the Canadian community. This perception can result in lack of public, managerial and/or political support.

The participation and engagement activities used by the INGOs interviewed include:

- Developing specific communications plan for each project
- Communicating to external stakeholders by theme instead of project (their audience is more interested to learn and search for information by area of interest)
- Deliver events geared to different types of stakeholders
- Create and share promotional videos
- Create podcasts by volunteers (before, after, or during project)
- Encourage the creation and sharing of volunteer blogs

The INGO interviewees also shared tips and thoughts for the actual process of developing a communications, participation plan or strategy:

- Demonstrate why you continue to be: relevant, cost-effective, good implementers of programs
- Understand and leverage the importance of telling stories: demonstrate results (what is achieved and why should your audience care) and relevance (focus on results and tie topics/themes they care about with the relevant international project; the key is to convert the emotive story into call for action)
- Remember not try to talk to everyone – target key stakeholders (identified through stakeholder analysis) and present message in a format they prefer (e.g. conduct an audience analysis); remember that the bigger the audience, the more difficult to make messaging relevant)

These tips can help FCMI focus their approach to identifying and supporting the development of effective communication and participation activities for municipalities to implement.

## **Discussion of interview findings**

The interviews provided information on the Canadian municipal context for seeking community involvement in international programs. Using the six interview question themes, the research findings included identifying economic development and professional development as the two primary municipal motivations for international work. In addition, different types of barriers and challenges faced by municipalities, such as:

- Negative or incorrect perceptions (international programs perceived as vacation for municipal staff)
- Municipal budget priorities (international work not considered as a core function for municipal governments)
- Insufficient communication knowledge (some interviewees expressed that they did not know how to, or have sufficient performance information, to communicate the international experience or value added to their communities)
- Lack of political support by the municipal council

Interviewees also identified areas where opportunities can be leveraged to communicate benefits of international work to the community, and how FCMI can support its member municipalities in developing and implementing participation activities. Opportunities include:

- Strengthening FCMI communication to municipalities with regards to international programs
- Leveraging existing community networks in municipalities

- Support the delivery of targeted activities or strategies to mitigate “perception” challenges

Based on the interview findings, additional ideas for FCMI support to member municipalities were explored through smart practice research.

## V. SMART PRACTICES

Based on the ideas collected from interviews and through the literature review, further secondary research was conducted to collect information on smart practices related to participation strategies for international development and/or municipal partnerships. There are many prominent organizations and programs related to international municipal partnerships or similar endeavours. Based on the narrowed scope provided through interviews and the information available, three smart practices were identified for consideration: the Aga Khan Foundation, VNG (Netherlands) Millennium Municipalities Campaign and the United Nations Global Compact Cities Programme.

### **Aga Khan Foundation**

The Aga Khan Foundation (AKF) is an international non-profit organization (INGO) based in Canada, and “works with the various agencies of the Aga Khan Development Network (AKDN), and other partners, to implement projects on a regional scale in Asia and Africa” with focus areas on the civil society, education, health, and rural development (Aga Khan Foundation, 2015, para. 3). In addition, AKFC also seeks to engage Canadian on international development issues through fellowship programs, dialogue and panel discussions, and other forums (Aga Khan Foundation, 2015, para. 4).

In May 2014, AKF shared a *Research Report on Canadian engagement, attitudes and opinions on international development* (2014). The report was structured as an environmental scan on Canadian awareness and perspectives of international development issues, as well as opportunities to further engage and increase public participation on this subject. It concluded with the following recommendations for increasing Canadian participation on international development initiatives:

- “Reframe international development
- Leverage Canadian’s view of global responsibility and humanity
- Use an integrated multi-channel approach
- Target priority audiences
- Focus on awareness, education and interest to engage” (slide 62)

### **Association of Netherlands Municipalities (VNG) – Millennium Municipalities Campaign**

The Association of Netherlands Municipalities (VNG) is FCM’s equivalent in the Netherlands. They launched the Millennium Municipalities Campaign in 2007 in support of the global United Cities and Local Governments (UCLG) “Millennium Towns and Cities Campaign” (VNG, 2008, p. 5). These campaigns reflect the United Nations Development Programme’s (UNDP) longstanding Millennium Development Goals (MDGs), which will conclude in 2015.

VNG’s Millennium Municipalities Campaign uses a variety of communications and participation strategies targeted for attracting municipal participation, and for supporting participating municipalities seeking to attract their constituents’ participation. A number of participation

strategies that FCMI can consider for its programs are listed below. They were selected with consideration of comments from interviews and key points from the literature review.

Participation tips for municipalities to support citizen participation:

- Develop a policy framework after the political/symbolic “kick off” campaign: “the policy framework helps in making clear choices regarding the objectives, expected results, success indicators and, also important, the budget.” (VNG, 2008, p. 13)
- Involve youth: VNG has noted as a smart practice that some fundraising campaigns match municipal contributions with donations from the community. Volunteerism and/or educational campaigns are often designed into the fundraising campaigns (VNG, 2008, p. 16)
- Appoint prominent citizens as ambassador of the Millennium Municipalities program for your community (VNG, 2008, p. 18)

VNG (n.d.; 2008) stated that their role for supporting municipal participation includes:

- Consolidate smart practices from successful Millennium Municipalities to share with other Dutch municipalities (and beyond) through the website
- Give VNG awards for most inspiring municipality of the year: motivate through competition
- Utilize a tiered approach to municipal participation, dependent on the municipality’s existing level and familiarity with international work: VNG encourages municipalities with international relations in place to define and pursue their own (more complex projects); for municipalities just starting out they provide ideas about simpler actions, to get the municipality started
- Utilize communication and multimedia tools including an interactive map of all municipalities officially participating in the Millennium Municipalities campaign

VNG’s Millennium Municipalities campaign provides a variety of smart practices related to supporting community participation, from the perspective of a local government association.

## **United Nations Global Compact Cities Programme**

The United Nations (UN) Global Compact Cities Programme targets local governments for collaborative participation in the Global Compact (United Nations Global Compact, n.d.a). The Global Compact is “ a strategic policy initiative for businesses that are committed to aligning their operations and strategies with ten universally accepted principles in the areas of human rights, labour, environment and anti-corruption” (United Nations Global Compact, n.d.b, para. 1). The Cities Programme is designed to “focuses on collaboration between all levels of government, business and civil society in order to enhance sustainability, resilience, diversity and adaptation within cities and in the face of complex urban challenges” through “a framework for translating the [ten Global Compact] principles into day-to-day urban governance and management” (United Nations Global Compact, n.d.b, para. 2).

The Cities Programme is designed with three levels of engagement for local governments: “Signatory, Leading and Innovating” and “each successive level involves a progression in terms of the commitment by the city and the commensurate advice, tools and recognition provided by the Cities Programme. A city may choose to join at any level” (United Nations Global Compact, n.d.a, para. 4). An additional communication activity to increase participation for FCM’s consideration

include featuring a city/region in the new “sustaining cities” publication to be release April 2015 (Global Compact Cities Program, n.d.a).

The smart practices identified above use a variety of communication, participation, and/or engagement techniques. A commonality between both the VNG Millennium Municipalities and UN Global Compact Cities Programmes is that their participation plans are designed for tiered and/or phased participation by local governments, depending on a number of factors including: level of experience with international work, level of finances and/or willingness/political motivation etc. This allows a larger number of municipalities to get involved, because municipalities with fewer resources can still participate, or municipalities with less political will or motivation can start “small” to accumulate successes and buy-in before increasing their level of participation. AKF’s research report also suggests a similar method to accommodate different stakeholder audiences through the suggested “multi-channel approach” (2014, p. 62).

### **Discussion of smart practice findings**

AKF, VNG Millennium Municipalities Campaign, and the UN Global Compact Cities Programme all provided smart practices for supporting participation in international work. The AKF’s research report provided perspectives on how to engage and communicate with the Canadian public on international development issues. The VNG Millennium Municipalities Campaign’s experiences include a number of best practices, the most notable of which includes using a tiered system for municipal participation, in addition to extensive and active use of interactive information on a specific Campaign website. The UN Global Compact Cities Programme also uses a tiered approach to categorizing levels of local government participation. Although the goal of this research is not to increase municipal participation in FCMI program per se, the tiered approach can be considered for categorizing the types of participation activities in a more approachable and actionable way for implementation by Canadian municipalities. Thus, these ideas, combined with literature review and interview findings, can inform the ways in which FCMI can advance participation tools and guidance for member municipalities.

## VI. DISCUSSION & RECOMMENDATIONS

This section will synthesize all research findings through the following approach: compare and contrast the different types of information collected from the literature review, interview findings and smart practices, in order to discuss how FCMI can encourage, support and/or leverage member municipalities' participation and engagement activities with their communities (as related to international programs).

The literature review highlighted the academic approaches to designing and implementing effective participation for public sector or international development projects in general. The interview findings provided Canadian and/or local government specific perspectives and context related to seeking community participation for FCM International programs. Lastly, the smart practices highlighted key approaches and tools from organizations similar to FCM, who are designing programs to facilitate and support participation *indirectly* through municipal members. The discussion and comparison will seek to identify what activities/approaches are feasible, what is not feasible, and what are potential gaps to implementation, in order to pinpoint how FCMI can better support and leverage participation activities by municipal members.

### **Activities municipalities can deliver effectively to generate participation in international programs**

Based on the literature review findings, there are two key questions to consider when municipalities design participation activities for their community: what **number/range of stakeholders** should participate? What **level of participation** is most applicable for these stakeholders? Through the interviews, Canadian municipalities identified factors which can be used to answer these questions for the international municipal partnership context: challenges and barriers to municipal international work (and level of buy-in/support) and the potential motivations for and benefits to the municipality if it participates in international work.

In terms of barriers and challenges, there is a mixed level of buy-in regarding international municipal work amongst stakeholders in member municipalities. Some municipalities (staff, management, politicians, community) are supportive, some municipalities have mixed support among some groups and not others (e.g., staff support but no political support, or support from only a few politicians etc.), and some municipalities have no stakeholder groups with interest in international work. These observations through the interview findings are indicative of the wide variety of municipalities in Canada, and thus a complex landscape of challenges and perceptions.

Municipal representatives identified two key recurring motivations / benefits to getting involved in international work: economic development and business/trade relations, and professional development opportunities. In addition, a wide range of other motivations were also identified, such as international development/aid, youth and diaspora engagement.

The mixed level of support, and wide range of motivations/benefits provides the context for determining the range of stakeholders and level of participation potentially applicable for Canadian municipalities, and can be encouraged by FCMI.

In terms of the level of participation municipalities think most appropriate for engaging their constituents, interview comments ranged from sticking with one way communication (Inform) to

targeting specific community groups on specific development topics (consult, involve or collaborate) such as Chambers of Commerce on economic development projects.

Based on the IAP2 model, different levels of participation may be applicable to the Canadian municipal context depending on the type of activities designed. To increase participation in international work by targeted community groups (i.e., Chamber of Commerce, cultural or ethnic community organizations, schools etc.) as the audience, the most applicable levels of participation would be “Inform,” “Consult,” “Involve” and/or “Collaborate” (IAP2, n.d.). Based on Thomas’ typology, the most appropriate way to structure participation activities because the audience stakeholders are classified as “complex public” (“some combination or organized and unorganized groups”) and the managerial decision-making style preferred for the issue to be resolved can be “segmented public consultation” (see Figure 2 on page 22) (Thomas, 1990, p. 443).

Given the range of motivations and challenges identified by municipal representatives, the best approach to designing participation activities may be to use different levels of participation for different stakeholder groups. For example, one way communication can be provided to the general public (i.e., press release or newsletter) to increase awareness and interest of international work in the municipality. On the other hand, the municipality can produce “consult” level participation opportunities for targeted stakeholders such as diaspora/cultural groups, community and/or business organizations with direct interest in the specific international project.

### **Ways FCMI can support and encourage municipalities to implement participation activities**

Activities implemented by FCMI to support municipalities’ participation activities in their own communities, will mostly involve elected officials and staff of member municipalities. In addition, the general public may also be the target audience for a limited amount of activities. However, any participation activities with the general public as the audience is likely to involve a lower level of participation as the mandate of FCM is to represent and support its members, who are the ones who is better place to directly engage their own communities/the public.

There are three key observations on how FCM can support participation activities by municipalities. First, **there is an opportunity to leverage existing participation work by municipalities** that were highlighted through the interviews. Although these activities may not be geared towards international municipal work specifically, the activities may involve stakeholder groups of relevance for international work, such as schools, business associations, diaspora and/or ethnic communities, non-profit organization etc. Thus, there may be an opportunity for FCM to provide guidance to municipalities on how to leverage existing participation work for international program purposes, as opposed to creating new participation activities from scratch.

Second, **there is an opportunity to improve FCMI communication of existing tools and guidance.** It is of note that that none of the interviewees mentioned the existing tools produced by FCM to support municipalities in communicating and generating participation in their communities. In fact, some interviewees expressed that more communication support and guidance is needed. This may indicate that either the tools are not adequately shared/communicated with member municipalities, or that the member municipalities feel that the content is insufficient. To address both those potential issues, a more central/organized way to provide guidance may be considered.

Lastly, **there is an opportunity to create new tools and guidance for participation**. The smart practices provided some key ideas for providing support to local governments for their participation activities, the outcomes and inputs of which can then be leveraged and used by FCMI. One key idea is the tiered system used by both VNG and the UN Global Compact to organize municipal participation activities. This idea may be applicable for the Canadian context given that the interview findings revealed a mixed level of support for international municipal work. A tiered system would address the support and tools needed to design participation in municipalities with both little and large support for international work.

Overall, the discussion on the appropriate levels of participation, stakeholders and opportunities for FCMI support, produced analysis to identify potential key actions for FCMI to support Canadian municipalities' participation programs on international municipal partnerships. However, to further narrow down the list to determine which key action is the most strategic, more information will need to be solicited by FCMI from a wider group of municipal representatives across Canada, to acquire sufficient data for a more robust strategy (see Key Action #4).

### **Key FCMI Actions**

Key actions to support Canadian municipal work on public or targeted participation activities for international programs were identified by triangulating and comparing literature review, interview and smart practices findings. Each key action is analysed based on the ways in which an action by FCMI can support municipalities (as justified through the research findings). The Key Actions suggested are:

1. Further develop external communications initiatives
2. Create and/or update templates and guides to support municipalities
3. Facilitate opportunities for mutual learning between Canadian municipalities
4. Conduct additional research and develop internal capacity at FCM International

See Table 3 below for an outline of suggested FCMI activities categorized by Key Action.

Table 3.

*Suggested FCMI Activities by Key Action*

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**Key Action 1: Further develop external communications initiatives**

FCMI Activity	How does this activity support participation work by municipalities?
<p><b>a) Mailing List / Newsletter</b></p> <p>This activity can take the form of regularized mailing list or newsletter providing updates on FCM International’s upcoming projects, Canadian study tours, training opportunities/workshops, best practices (featuring Canadian municipalities) etc.</p>	<p>Interviewees felt disconnected from FCM International programs when they were not directly participating in a country project or trip. Some interviewees noted that this resulted in missed information on opportunities to further network when international counterparts were in Canada. This may also result in reduced opportunities to connect international groups with Canadian organizations for mutual learning and benefit.</p> <p>INGO interviewees noted that a smart practice is to organize newsletter and other communiques by theme (instead of only by subject) to cater to the interest of targeted stakeholders.</p> <p>Based on smart practices findings,, the UN Global Compact Cities Programme features successful municipalities in its publication / newsletter.</p>
<p><b>b) FCM International website update</b></p> <p>This activity can involve the rebranding of the FCMI website, providing more narratives through blogs, feature pieces of participants, information on results and performance etc.</p>	<p>Both municipal and INGO interviewees identified that the FCM website can be better utilized to support participation activities. The website is useful as a marketing tool, and also helps member municipalities communicate to their constituents about the benefits of international municipal partnerships.</p> <p>Based on smart practices findings, the VNG International Millennium Municipalities Campaign has a robust website with content such as:</p> <ul style="list-style-type: none"> <li>● Stories from featured municipalities</li> <li>● Tools and guidance documents</li> <li>● Map of all participating municipalities in the Netherlands. The interactive map is also a way to generate incentive for municipalities to be involved, as it can be customized into a promotions/marketing feature for each municipality. Going beyond the VNG model, the map can be designed to feature each municipality’s specific international work, and also provide links to municipal websites.</li> </ul>
<p><b>c) Visual and Multimedia</b></p> <p>Opportunities to further develop visual and multimedia at FCM International to advance participation include professional photography, video blogs or podcasts from Canadian participants on projects, and/or other social media platforms. These activities may be linked to the website update (Activity B).</p>	<p>Interviewees identified photography as helpful in communicating narratives and qualitative aspects of positive results from international municipal projects. In addition, an INGO interviewee suggested podcasts and other forms of multimedia as alternate formats for communicating with different audiences in the general public.</p> <p>In addition, consider opportunities to inform and communicate through social media networks and tools.</p>

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## Key Action 2: Create and/or update templates and guides to support municipalities

FCMI Activity	How does this activity support participation work by municipalities?
<p><b>d) Internal Staff Policy for International Projects</b></p> <p><i>Template can be included as part of the updated version of the FCM International Public Engagement Guide.</i></p>	<p>Interviewees identified the creation of an internal staff policy as potential solution to barrier to participation from managers or council. It was suggested the FCM can support municipalities by creating and sharing a template for municipal use.</p> <p>The internal policy can provide a formalized process to international municipal work, and thus help legitimize to the public or targeted stakeholders, the municipality's involvement in FCM International programs.</p>
<p><b>e) Updated press release template</b></p> <p><i>Template can be included as part of the updated version of the FCM International Public Engagement Guide.</i></p>	<p>Interviewees suggested that FCM can provide templates for press releases, as well as share concrete deliverables and performance indicators that can be included in press releases for each project.</p>
<p><b>f) Tip Sheets</b></p> <p><i>Tips and guidance provided can include topics such as ways to engage youth, diaspora, and/or how to leverage existing community networks. This can also be included as part of the updated version of the FCM International Public Engagement Guide.</i></p>	<p>Interviewees expressed an interest (or previous experience) in getting diaspora and/or youth involved on municipal international I work. To further support such initiatives, FCM International can create an inventory for potential activities and/or identify existing smart practices in Canada.</p> <p>The VNG International Millennium Municipalities website includes a variety of tools and guides that FCM can further reference. FCMI's tip sheets for member municipalities can also suggest smart practice "activities" from VNG, such as appointing prominent citizens as an international ambassador for a municipality.</p>

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## Key Action 3: Facilitate opportunities for mutual learning between Canadian municipalities

FCMI Activity	How does this activity support participation work by municipalities?
<p><b>g) Community of Practice for Canadian Municipalities</b></p>	<p>This activity is already identified as a potential engagement / participation action for the new partnerships program with DFATD. Interviewees also expressed an interest to have opportunities for mutual learning, especially between past and new Canadian municipal volunteers going on international projects.</p> <p>Community of Practice can:</p> <ul style="list-style-type: none"> <li>• Feed into the top two motivations for municipal involvement in international work, as identified through interviews: economic development (e.g., sharing experiences in building international business networks) and professional development (e.g., general mutual learning and knowledge sharing opportunity).</li> <li>• Inform FCM International program design to better serve members on an ongoing basis.</li> <li>• Function as a platform for municipalities to share best practices on how they advance public and targeted participation in their own communities.</li> </ul>
<p><b>h) Workshops and Training</b></p>	<p>This activity is already identified as a potential engagement / participation action for the new partnerships program with DFATD. Interviewees also expressed an interest to have more robust training, especially on topics of</p>

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**Key Action 3: Facilitate opportunities for mutual learning between Canadian municipalities**

FCMI Activity	How does this activity support participation work by municipalities?
	<p>general cross-cultural learning, as well as, public sector / local government specific training on partner municipalities overseas.</p> <p>Workshops and training can also be provided on how municipalities can generate public and targeted participation in their own communities to reduce barriers to international programs, increase community and/or political support, and how to increase the benefits of international work etc.</p>
<p>i) <b>Linking small / rural municipalities with larger municipalities or municipalities with recognized successes in international work</b></p>	<p>Interviewees identified this knowledge-sharing activity as a potential opportunity to get Canadian municipalities with less resources (or reluctant elected officials / staff) exposed and contribute to international work.</p>

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**Key Action 4: Conduct additional research & develop internal capacity at FCM International**

FCMI Activity	How does this activity support participation work by municipalities?
<p>j) <b>Collect information to resolve research gaps</b></p>	<p>Additional research can also be conducted to supplement and further the information collected through this project. These include a more quantitative approach to collecting feedback from member municipalities.</p> <p>Further information can be acquired on existing participation activities in Canadian municipalities, to avoid duplication in the creation of FCMI tools, and also work strategically to amplify or leverage successful initiatives for FCMI program goals.</p> <p>In addition, FCM can further articulate the following to provide more clarity and to justify participation activities to member municipalities: a) why they feel public participation is important; and b) what do they hope to get out of public participation with respect to different aspects of international activities.</p>
<p>k) <b>Staff training and policy development / program design</b></p>	<p>Multiple municipal staff and elected officials suggested that FCM provide more guidance and tools for communications, including checklists and templates. Given that some of these communications guidance tools already exists, the interviewees' response reveal an opportunity for internal FCMI capacity development. This includes staff training and program/policy development in the area of how and when to share participation and communication tools with member municipalities so the tools are used.</p>
<p>l) <b>Continue to leverage and identify opportunities to align with FCM corporate engagement and participation initiatives</b></p>	<p>As stated in FCM International's Organizational Context, FCM International has some experience of leveraging FCM corporate initiatives to further municipal participation and awareness in international municipal work. However, FCM International can build an ongoing line of dialogue with FCM corporate engagement and communications to identify future opportunities. This can be done through developing FCM International's international communication structure, including further staff training and awareness.</p>

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For Key Actions 1-3, the activities can be organized in a tiered structure, based on the varied commitment level of different municipalities across Canada. It includes the following components:

- Three phases or tiers of participation for municipalities interested in FCM International work – FCM International can develop a series of activities that allow audience stakeholders (i.e., member municipalities) to participate in FCM International programs.
- An official “FCM International Participant” designation that applies to any member municipality that is involved at specified tiers.

See Table 4 below for more information. Each tier is based on a level of commitment and tied to specific municipal activities and commitments as related to FCM International programs.

Table 4.

*Three Tiers of FCMI and Municipal Roles / Activities for Implementing Participation.*

	<b>FCM International Role and Activities</b>	<b>Member Municipalities Role and Activities</b>
<p><b><u>Tier 1: Observer</u></b>  <b>Commitment Level:</b>                      Low</p> <p><b>Link to Key Actions:</b>                      1 &amp; 2</p>	<p>Provide information on FCMI’s work for viewing by municipal representatives, targeted community stakeholders and the general public.</p> <p>Reinforce messaging surrounding developing participation activities for international programs, by encouraging and providing participation tools to member municipalities.</p>	<p>Sign up for the mailing list / newsletter to stay informed on FCMI activities, including potential ways to increase involvement in their communities.</p> <p>Visit and view the website and visual / multimedia products, tip sheets and guidance products.</p>
<p><b><u>Tier 2: Communicator</u></b>  <b>Commitment Level:</b>                      Low-Medium</p> <p><b>Link to Key Actions:</b>                      1, 2, 3</p> <p>(Qualifies as “FCM International Participant”)</p>	<p>Invite municipal representatives to provide input, for consideration only, on how FCMI can develop tools to support participation and share smart practices on participation at the municipal level; FCM can commit to providing feedback and information on final decisions and actions taken.</p> <p>Organize one-off (not continuous or cyclical) activities. These may include nominations and/or comments sought for awards, feedback and input surveys on the website or through the mailing list, consultation workshops etc.</p> <p>Generate stories, press releases or other multimedia / visual products that can be shared among member municipalities to promote FCMI international programs to their communities.</p>	<p>Provide feedback on existing FCMI tools or suggest new tools to support participation activities at the municipal level.</p> <p>Include link to FCMI website on their municipal website, as a starting point for communicating / promoting international municipal work to their communities.</p> <p>Feature relevant stories or news releases from FCMI on their municipal website to inform their community of international municipal work and its benefits.</p>

	<b>FCM International</b>	<b>Member Municipalities</b>
	<b>Role and Activities</b>	<b>Role and Activities</b>
<p><b><u>Tier 3: Engager</u></b></p> <p><b>Commitment Level:</b> Medium-High</p> <p><b>Link to Key Action:</b> 1, 2, 3</p> <p>(Qualifies as “FCM International Participant”)</p>	<p>Collaborate with municipalities through the Community of Practice (a more formalized group requiring regular commitments from participants) to make decisions on projects such as:</p> <ul style="list-style-type: none"> <li>• Tools to support participation activities at the municipal level</li> <li>• How to collect and strategically disseminate narratives on successful international municipal projects, to leverage public/community support and involvement</li> </ul> <p>Commit to incorporate as much of participant input into final decision as possible.</p>	<p>Sign up for and regularly participate in the Community of Practice through attendance and active contribution to the design and/or piloting of participation tools.</p> <p>Include link to FCMI website on their municipal website, as a starting point for communicating / promoting international municipal work to their communities.</p> <p>Provide feedback and comments on the types of tools FCMI can develop to support participation activities at the municipal level.</p> <p>Feature relevant stories or news releases from FCMI on their municipal website to inform their community of international municipal work and its benefits.</p>

The tiered approach accommodates a wider range of municipalities, and allows them to start thinking about seeking community participation on international work. The goal is for FCMI to enable the maximum amount of municipalities to develop participation activities for their communities, at the level appropriate for them (e.g., how much resources they can commit, what types of barriers they face by which stakeholders etc.). Presently, generic participation tools and guides are available for municipalities involved in FCM International programs. However, the threshold for developing these participation activities may be too high for some municipalities given existing barriers, lack of buy-in from specific stakeholder groups etc. Thus, the tiered approach allows municipalities to identify and get involved in learning about participation activities most appropriate to for implementation in their own communities, then transition slowly into higher levels of involvement when sufficient support is secured.

The tiered approach also provides an incentive for municipalities to get involved as the “FCM International Participant” designation provides a way to raise the profile of the municipality: official participants can be included on an interactive map (or simply a web-page with listings) on the FCM International website. Participant municipalities can also get the opportunity to submit information, photos, and/or website links to be posted on their section of the map or webpage.

Lastly, this approach can also raise the profile of FCM and FCM International as participant municipalities would be asked to include FCM International information on their municipal website.

### **Options & Recommendations for Implementing Key Actions**

There are three options of approaches for implementing the activities described under *Key FCMI Actions*. To develop a final recommendation for implementation, this section will assess the approaches based on three criteria:

- *Flexibility*: ease of implementation in terms of preparatory (front-end) work required before participation activities can be launch.
- *Effectiveness*: ability to meet outcomes (i.e., FCMI support to municipality generates increase in public awareness of international programs; feedback from communities through municipal participation activities are looped back to FCMI to increase international program successes)
- *Cost benefit*: cost in time, labour and other resources associated with each approach

The assessments of the approaches are as follows.

### **Option 1: Comprehensive Approach**

The Comprehensive approach involves first reviewing objectives, investing in additional research and developing internal capacity (key action 4), before selecting the most promising activities from key action 1-3.

Flexibility: this approach is the least flexible for implementation because it requires the most amount of front-end work to develop strategic approach including internal procedures and external communication before FCMI activities can be launched.

Effectiveness: FCM represents a wide variety of Canadian municipalities with different context/realities of their own, as revealed through the interviews. For example, in terms of barriers and challenges to getting involved internationally include factors ranging from operational and/or practical issues such as budget deficiencies and lack of communications / public relations expertise, to abstract and intangible issues such as perception (though sometimes perception impacts ideas related to budget decisions also). Thus, by working on additional research to understand the state of participation activities in municipalities across Canada first, a more effective set of FCMI activities may be selected.

Cost benefit: This approach may require more cost (in terms of time, resources, and labour) in the short term, during the investment in research and strategic objectives. However, over time, cost may be lower compared to the other approaches because there is lower possibility of needing to change or revise activities because of ineffectiveness.

### **Option 2: Iterative Approach**

This approach works essentially in reverse of option 1. The iterative approach will involve implementing FCMI activities on present need, while collecting research information and completing preparatory work to coordinate and link participation activities under a more strategic approach over the medium or long term.

Flexibility: this approach is more flexible that option 1 but less flexible than option 3. It provides flexibility to meet immediate member municipalities' needs, but does not allow for ad hoc implementation of activities without some consideration of a strategic approach for the future.

Effectiveness: this approach allows FCMI to provide support to some municipalities (most likely the ones with less barriers and are already supportive of international municipal work) in the short term through the immediate launch of select participation activities. However, reaching a wider

range of municipalities (especially those with more barriers and less enthusiasm for international work) will not take place until farther down the line. In addition, without a strategic approach and the additional research to understand the Canadian municipal landscape, activities implemented in the short term may turn out to be irrelevant.

Cost benefit: The iterative approach may cost less in the short term because only the easiest activities will be implemented first. However, the costs may escalate over the future once the strategic approach is in place as resources may need to be invested into not only setting up new activities, but dismantling some original activities that turned out to be ineffective.

### **Option 3: Menu of activities**

This approach involves providing the list of key actions and FCMI activities as is to each international program (e.g., CARILED, MLED etc.). Each program would then be responsible for determining the activity most relevant to them. A FCMI-wide strategy for supporting and leveraging Canadian municipalities' participation work would not be created.

Flexibility: this approach is the most flexible as activities can be implemented ad hoc and/or on an as needed basis based on opportunity windows. The amount of work before designing and launching a specific activity is decided by each program manager, without the need to align or consult any wider FCMI strategy.

Effectiveness: this approach is the least strategic as each activity is implemented without formal consideration of future initiatives, or actions by other international programs (to reduce redundancies if any). In addition, internal capacity building activities under key action 4 would be difficult to coordinate and implement efficiently without a strategic approach in place.

Cost benefit: utilizing a menu of activities without an overall FCMI strategy or coordinate research would require the lowest cost compared to options 1 and 2. However, if there are redundancies in activities between different programs due to lack of corporate coordination, the cost may increase and effectiveness decrease.

**It is recommended that FCM International consider implementing option two as it achieves the best balance between the three assessed criteria.**

## VII. CONCLUSION

To determine how FCMI can support Canadian municipalities implementing or developing public / targeted participation in international work, a variety of considerations were discussed. These considerations were informed by key academic theories and approaches to participation, FCM context and background, history of international municipal work, and smart practices related to participation in international work (through municipal governments or otherwise). In addition, primary qualitative data was collected from interviews with municipal and INGO representatives to further identify barriers and challenges faced by Canadian municipalities as related to international work, ideas for participation activities for municipalities to implement, and suggestions on how FCMI can support municipalities implementing these participation activities.

Findings from both primary and secondary sources of information were compared and contrasted to inform research objectives. The findings indicated that given the range of motivations and challenges identified by municipal representatives, the best approach for municipalities designing participation activities may be to use different levels of participation for different stakeholder groups. Thus based on this approach to participation by municipalities, a set of FCMI key actions were identified to support Canadian municipalities, and also to leverage the participation input to improve FCM international programs.

This research report concluded by providing three options for approaching the implementation of key FCMI actions identified. The three approaches were assessed based on their level of flexibility, effectiveness, and cost/benefit. The recommended option is to first review FCMI's strategic approach to supporting Canadian municipalities' participation activities on international work, plus invest in additional research and develop FCMI's internal capacity. Once more robust information has been collected from Canadian municipalities, and a strategic approach is identified, then FCMI can select the most promising activities and tools for implementation.

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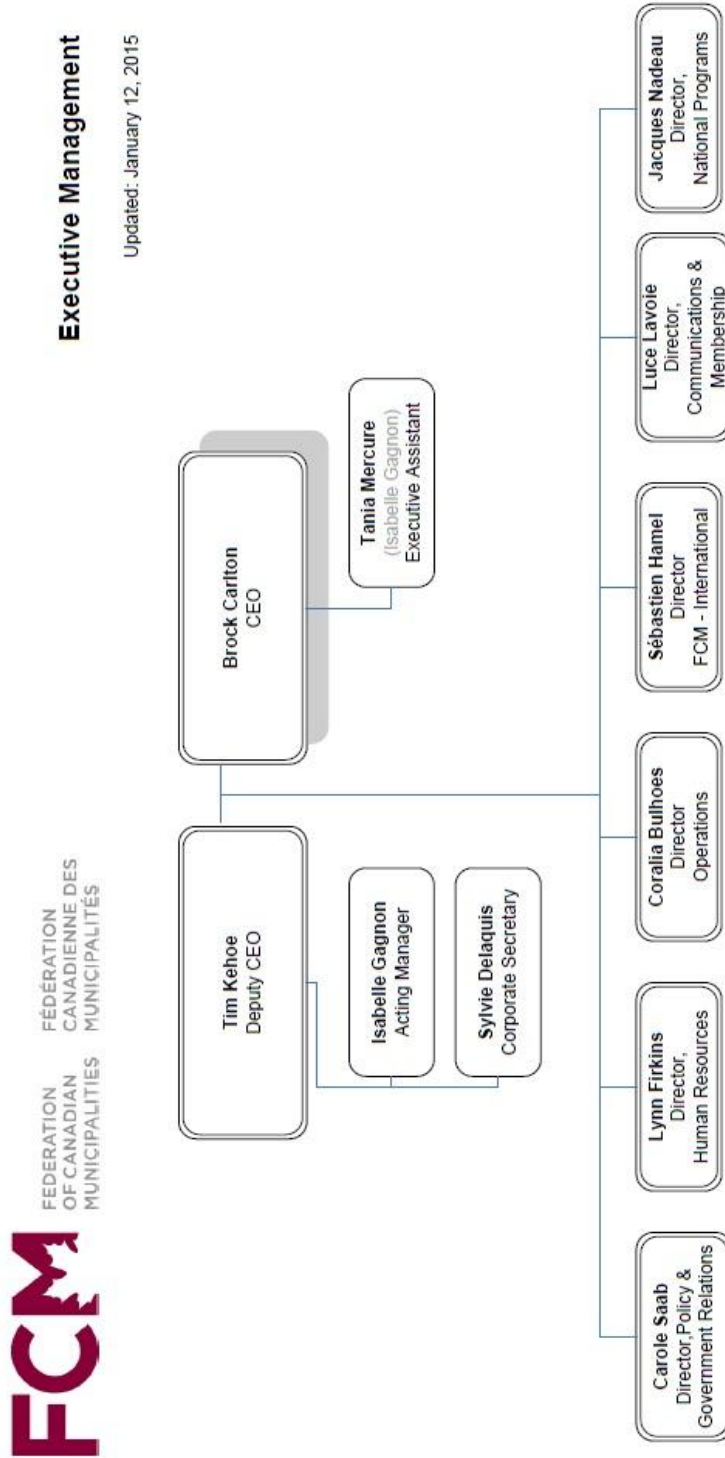
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## APPENDIX I: FCM Organizational Chart

See below for the most current FCM organizational chart, outlining FCM’s governance structure by executive management.



## APPENDIX II: Interview Guide (Sample)

See below for a sample interview guide that was sent to interviewees who were either municipal elected officials or staff. Interview guides were provided to interviewees ahead of time, to help them prepare for the discussion.



**FCM International Programs:  
Innovative Strategies To Engage Canadian  
Communities In International Development**

### *Interview Guide*

Thank you for accepting our request to be a participant in this research project! This Interview Guide is intended to serve as a **general guide for our discussion**, and help you prepare for the interview. The interview should take approximately 30 minutes. If you have any questions about this Interview Guide, or the research project in general, feel free to email me (Jenny) at [jliu@fcm.ca](mailto:jliu@fcm.ca).

This research project seeks to answer the question: **What are the best opportunities to engage communities across Canada (and the general public) in international development through municipal governments?**

As reflected in the interview discussion points below, the two key objectives of this research project are to:

- a) Identify ways and opportunities the Federation of Canadian Municipalities (FCM) can meet and/or grow existing Canadian interest in international municipal partnerships and engagement
- b) Determine how to better communicate the value-added from these international municipal partnerships and relations, to increase interest from Canadian communities

Thank you again for your participation, and I look forward to speaking with you!

#### **KEY DISCUSSION POINTS**

- Describe your current role in your municipality, and your experience/expertise as related to this research topic.
- What are the top motivations for involving your municipality with international projects:
  1. Economic development/building trade and business relations
  2. Aid, development, altruism (including participation in global movements i.e. post-2015 Millennium Development Goals)
  3. Professional development (for municipal staff and Councillors)
  4. Youth engagement/encouraging democratic and civic participation
  5. Engaging diaspora population in your community

Other (please describe): \_\_\_\_\_

- Describe ideas, strategies or smart practices for engaging your community, civil society and/or the business organizations on municipal involvement in international projects.
- Who are the key community stakeholders that your municipality engages with (or should engage with) for international projects.
- What are your experiences with the value-added of international projects for your municipality.
- Discuss any experiences with barriers/challenges to engaging your municipality on international projects.
- How can FCM provide further support for engaging communities on international projects.

## APPENDIX III: International Association for Public Participation (IAP2) – Spectrum of Public Participation

IAP2 produces research documents and other applied guidance documents on participation. It is an international organization that advocates for and produces research and professional development opportunities on public participation in decision-making (IAP2, n.d., p. 2). IAP2’s work, especially the spectrum for public participation, is cited by practitioners (such as in local government guides and other engagement/participation documents), due to its practicality and clarity in defining participation and breaking down the different options available.

The spectrum outlines five key methods of public participation: inform, consult, involve, collaborate, and empower (IAP2, n.d., p. 1). The spectrum parallels Arnstein’s (1969) ladder of public participation, but without subjecting the spectrum to normative judgement. In other words, each method of public participation is defined from a functional standpoint, rather than Arnstein’s approach that there are methods that are better/worse. IAP2’s spectrum explains what can be the intended goal of a method, what the public can expect to receive and/or influence through this method (and thus allowing organizations to manage expectations), and sample of tools to deliver public participation through this method (IAP2, n.d., p.1). The full spectrum is provided below. In addition, and a comprehensive list of public participation tools are found online [here](#).

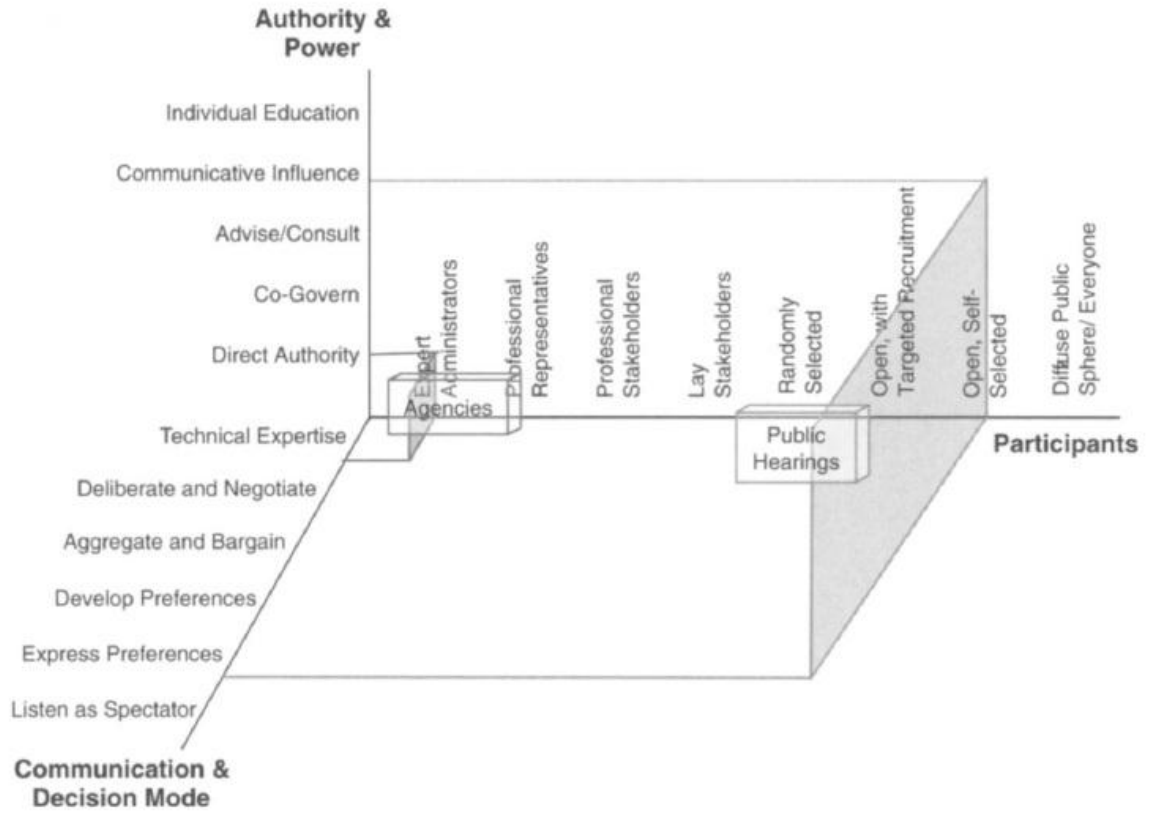
### iap2 public participation spectrum

developed by the international association for public participation

	INFORM	CONSULT	INVOLVE	COLLABORATE	EMPOWER
PUBLIC PARTICIPATION GOAL	To provide the public with balanced and objective information to assist them in understanding the problems, alternatives and/or solutions.	To obtain public feedback on analysis, alternatives and/or decision.	To work directly with the public throughout the process to ensure that public issues and concerns are consistently understood and considered.	To partner with the public in each aspect of the decision including the development of alternatives and the identification of the preferred solution.	To place final decision-making in the hands of the public.
PROMISE TO THE PUBLIC	We will keep you informed.	We will keep you informed, listen to and acknowledge concerns and provide feedback on how public input influenced the decision.	We will work with you to ensure that your concerns and issues are directly reflected in the alternatives developed and provide feedback on how public input influenced the decision.	We will look to you for direct advice and innovation in formulating solutions and incorporate your advise and recommendations into the decisions to the maximum extent possible.	We will implement what you decide.
EXAMPLE TOOLS	<ul style="list-style-type: none"> <li>• Fact sheets</li> <li>• Websites</li> <li>• Open houses</li> </ul>	<ul style="list-style-type: none"> <li>• Public comment</li> <li>• Focus groups</li> <li>• Surveys</li> <li>• Public meetings</li> </ul>	<ul style="list-style-type: none"> <li>• Workshops</li> <li>• Deliberate polling</li> </ul>	<ul style="list-style-type: none"> <li>• Citizen Advisory committees</li> <li>• Consensus-building</li> <li>• Participatory decision-making</li> </ul>	<ul style="list-style-type: none"> <li>• Citizen juries</li> <li>• Ballots</li> <li>• Delegated decisions</li> </ul>

## APPENDIX IV: Democracy Cube (Fung, 2006)

See below for the “democracy cube” used by Fung (2006, p. 71) to describe how determining the appropriate participation activities depends on identifying the intersection between authority and power, scope of participation, and the preferred communication and decision mode.



**Figure 4 Democracy Cube**

## APPENDIX V: Considerations and Evaluation Criteria based on Purposes/Motivations for Participation (Bryson & Quick, 2013)

See below for design guidelines (Table 1) and the considerations/evaluation criteria for participation motivations (Table 2) by Bryson & Quick (2013, pp. 24-26).

**Table 1** Design Guidelines for Public Participation

Assess and design for context and purpose
<ol style="list-style-type: none"> <li>1. Assess and fit the design to the context and the problem</li> <li>2. Identify purposes and design to achieve them</li> </ol>
Enlist resources and manage the participation
<ol style="list-style-type: none"> <li>3. Analyze and appropriately involve stakeholders</li> <li>4. Work with stakeholders to establish the legitimacy of the process</li> <li>5. Foster effective leadership</li> <li>6. Seek resources for and through participation</li> <li>7. Create appropriate rules and structures to guide the process</li> <li>8. Use inclusive processes to engage diversity productively</li> <li>9. Manage power dynamics</li> <li>10. Use technologies of various kinds to achieve participation purposes</li> </ol>
Evaluate and redesign continuously
<ol style="list-style-type: none"> <li>11. Develop and use evaluation measures</li> <li>12. Design and redesign</li> </ol>

Note: These are interrelated, iterative tasks, not a step-by-step template.

**Table 2** Multiple Purposes of Public Participation, with Associated Design Considerations and Proposed Outcome Evaluation Criteria

Purposes	Design Considerations	Proposed Outcome Evaluation Criteria
<b>Meet legal requirements</b> —for example, to provide public notices of upcoming actions or in preliminary scoping efforts for environmental impact assessments (Brody, Godschalk, and Burby 2003; Slotterback 2008)	<ul style="list-style-type: none"> <li>• Clarify legal requirements</li> <li>• Observe sunshine laws</li> <li>• Consider alternatives to traditional public notices and meetings—for example, use of social media and online comment boards may be effective and efficient ways to fulfill these requirements.</li> </ul>	<ul style="list-style-type: none"> <li>• Legal requirements for public noticing and comment met</li> <li>• Efficient cost of communication and outreach</li> </ul>
<b>Embody the ideals of democratic participation and inclusion</b> —for example, to achieve or represent the public interest through diverse participation, provide an opportunity for participants to enhance their own capacities to engage in democratic citizenship, or produce lasting achievements of public value (Mansbridge 1999; Young 2000; Fung and Wright 2003; Nabatchi 2010)	<ul style="list-style-type: none"> <li>• Perform stakeholder analysis and design the process to encourage active participation by those with interests at stake, making particular efforts to be inclusive</li> <li>• Act in response to participants' contributions, encouraging diverse views and reflecting them in outcomes</li> <li>• Deliberative approaches can help participants develop capacity and commitment for ongoing contributions</li> </ul>	<ul style="list-style-type: none"> <li>• Inclusiveness of composition of participants</li> <li>• Discernible, communicated impact of participation on outcomes</li> <li>• Positive effects on citizenship (e.g., participants' increased understanding of how to participate in democratic processes, greater commitment to do so, or elevated sense of efficacy in ability to affect decision making)</li> </ul>
<b>Advance social justice</b> —for example, by improving equity in distributing public services or by increasing a marginalized group's influence over decisions (Abers 2000; Andrews, Cowell, and Downe 2010; Corburn 2003)	<ul style="list-style-type: none"> <li>• Perform stakeholder analysis and recruit diverse stakeholders</li> <li>• Enable diverse participation (i.e., by enabling multiple ways to participate, providing language translation or child care, and selecting accessible meeting locations and times)</li> <li>• Consider the distribution of benefits and harms</li> </ul>	<ul style="list-style-type: none"> <li>• Adequacy and diversity of stakeholder representation</li> <li>• Improved distribution of benefits and harms ensuing from the decisions</li> </ul>
<b>Inform the public</b> —for example, about decisions that have been made or about changes in policies, resources, or programs (Nabatchi 2012b)	<ul style="list-style-type: none"> <li>• Informing the public and maintaining transparency about decisions may be sufficient</li> </ul>	<ul style="list-style-type: none"> <li>• Large number of people reached or the target population reached</li> <li>• Diversity of modes or venues used to inform public</li> <li>• Increased public awareness of targeted policy issues</li> <li>• Public satisfied they have been informed</li> </ul>
<b>Enhance understanding of public problems, and explore and generate potential solutions</b> (Deyle and Slotterback 2009; Godschalk and Stiffler 1981; Weblert et al. 1995)	<ul style="list-style-type: none"> <li>• Deliberative approaches and small-group formats can help participants understand issues and contribute to problem solving</li> <li>• Design processes for sharing information and engaging and exchanging views among participants to promote understanding and discovery of new options; help participants learn about each other's perspectives, the broader context, and possibly change their views; present information in various formats and from a variety of sources (Daniels and Walker 1996; Weblert et al. 1995)</li> <li>• Balance technical expertise and broader stakeholder representation (Innes and Booher 2010)</li> </ul>	<ul style="list-style-type: none"> <li>• Changes in individual or collective assumptions, frameworks, or preferences</li> <li>• Changes in participants' knowledge of issues, ability to articulate interests, and appreciation of other perspective</li> <li>• Generation of new problem definitions and potential solutions</li> </ul>
<b>Produce policies, plans, and projects of higher quality in terms of their content</b>	<ul style="list-style-type: none"> <li>• Use deliberative, collaborative approaches to promote learning (Forester 1999; Healey 1997; Innes and Booher 2010)</li> <li>• Shift decision making to an appropriate scale (e.g., regional, local) to take advantage of relevant knowledge and investment in outcomes (Koontz and Thomas 2006; Mandarano 2008; Margerum 2011)</li> <li>• If the problem is complex and technical quality is necessary, engage in boundary work among different ways of knowing (Feldman et al. 2006), or limit participation to content experts or give special emphasis to their role (Thomas 1995)</li> </ul>	<ul style="list-style-type: none"> <li>• Validation of the quality of decisions by informed content experts, using context-specific criteria related to, for example, economic efficiency, safety, reliability, feasibility, equity, environmental impact, etc.</li> </ul>

Table 2 Continued

Purposes	Design Considerations	Proposed Outcome Evaluation Criteria
<p><b>Generate support for decisions and their implementation</b>—for example, by producing decisions that address the public's needs and concerns; resolving disputes; creating alliances for advocacy and implementation; and generating resources for implementation (Brody, Godschalk, and Burby 2003; Godschalk and Stiffl 1981; Laurian and Shaw 2009; Moynihan 2003; Wondolleck and Yaffee 2000)</p>	<ul style="list-style-type: none"> <li>• Avoid making decisions so that stakeholders feel left out, for example, by making them narrowly or hastily or by delegating decision making to small, elite, or exclusive groups (Feldman and Quick 2009; Nutt 2002; Thomas 1995)</li> <li>• Emphasize procedural fairness to enhance acceptance of decisions even among those with a different preferred outcome (Schively 2007); encourage broad participation, especially of key stakeholders; engage in shared knowledge generation and relational work to foster joint ownership of the problem analysis and outcomes (Innes and Booher 2010; Wondolleck and Yaffee 2000)</li> <li>• Utilize conflict management and negotiation techniques (Fisher, Ury, and Patton 2011), including consensus-oriented approaches that aim for win-win solutions (Forester 1999; Innes and Booher 1999; Margerum 2002)</li> </ul>	<ul style="list-style-type: none"> <li>• Participants satisfied with the process</li> <li>• High level of agreement with fairness of decision process</li> <li>• High level of agreement with decision outcomes, possibly consensus</li> <li>• Minimal lawsuits, conflicts, delays, mistakes, or other obstacles to implementing decisions</li> <li>• Resources available for implementation</li> </ul>
<p><b>Manage uncertainty</b>—for example, to build trust, increase the quality of information informing decisions, stabilize relationships, and minimize risk from unanticipated changes in the external environment (Friend and Hickling 2005; Rowe and Frewer 2004; Wondolleck and Yaffee 2000)</p>	<ul style="list-style-type: none"> <li>• Acknowledge where uncertainty exists</li> <li>• Maximize participation and encourage information sharing to provide clarity about the external environment and values</li> <li>• Build relationships to reduce uncertainty in them and provide a holding frame for negotiating over differences and resources</li> </ul>	<ul style="list-style-type: none"> <li>• Persistence of a structure or relationships for ongoing learning and negotiation</li> <li>• Limited number of problems caused by misinterpretation of or unanticipated changes in values, relationships, or information</li> <li>• Reduced conflict among stakeholders</li> <li>• Trust in decision makers or decision-making process</li> </ul>
<p><b>Create and sustain adaptive capacity for ongoing problem solving and resilience</b>—for example, by emphasizing social and transformative learning; relationships, social capital, and trust; and sustained engagement (Forester 1999; Goldstein 2012; Innes and Booher 1999, 2010; Jordan, Bawden, and Bergmann 2008; Webler et al. 1995)</p>	<ul style="list-style-type: none"> <li>• Deliberative, consensus-based, or collaborative approaches frequently facilitate transformative learning; include diverse perspectives to optimize learning and involve key stakeholders; support developing shared meaning via interacting and learning about each other's interests, preferences, values, and worldviews through "collaborative science" (Mandarano 2008)</li> <li>• Build social capital among participants for ongoing work by building connections, enhancing relationships, and fostering trust that can carry on beyond a single decision-making process into future collaboration and communication (Innes and Booher 1999; Quick and Feldman 2011)</li> </ul>	<ul style="list-style-type: none"> <li>• Creation of new structures (relationships, partnerships, and resources) to support broad participation in ongoing planning, implementation, and evaluation</li> <li>• Sustained, diverse participation in management that adapts to changed circumstances</li> <li>• Use of collaboratively agreed criteria for decision making or performance management</li> <li>• Sustained collective ability to address new problems and support ongoing management (e.g., of program, resources, problem)</li> <li>• Improved alignment of participants' expectations and actions with collective understandings and goals</li> </ul>

Note: See also design guideline 2 on designing for purpose and guideline 11 on evaluating participation.

## APPENDIX VI: Stakeholder Analysis (Joseph, 2006)

See below for the breakdown of stakeholders used by Joseph (2006, p. 866) to inform the participation approach for the sustainable waste management program.

Table 2  
 Stakeholders for sustainable waste management

Sl. no.	Stakeholders	Role
1	Public	Practice source reduction and source segregation Cooperate with civic bodies in identification of sites for waste management facilities and their operation Pay for waste management
2	Municipalities	Keep waste management in priority Provide infrastructural inputs and services Have a definite organizational setup with trained staff Implement legislation and punish violators Compliment public/private participation Enlist informal sector participation Maintain an up-to-date database
3	City planners	Keep waste management in mind while developing city plans Demarcate space for waste management facilities with ideal buffer zones
4	NGOS/social workers	Take lead in forming ward committees and community participation  Network with the other similar minded organisations in the area and integrate the efforts rather than duplicating most of the jobs Use existing contacts with the municipality and other influential bodies to ensure maximum support Try and involve unemployed youth in the area for various jobs Organize/sponsor 'Clean City' campaigns
5	Teachers/academia	Influence minds on the culture of solid waste management  Inculcate a strict discipline in the children's mind with regard to solid waste Carry out relevant research and development
6	Senior citizens	Help NGOs/CBOs on organizing cleanliness drives in various parts of the city
7	Unemployed youth	Take up various opportunities of part/full time employment that the 'Clean City' would open for them such as: Managing collection of garbage Helping the organizers in conducting road shows Helping the promotion of the operation
8	Children/students	Segregate garbage  Influence/keep check on parents/domestic servants
9	Vendors/shop owners	Ensure that the waste/litter is properly put in a nearby garbage bin  Ensure to keep small garbage bin outside the shop Ensure that your customers do not throw the garbage just outside the shops
10	Hospitals	Follow the requirements of bio-medical rules
11	Politicians	Lead the 'Clean City' campaign and work in unison towards the interest of a 'Clean' city Pressurize the municipal corporation to make the 'Clean City' issue a priority Do not to make the 'Clean City' into a political issue
12	Corporations	Ensure that all employees understand the gravity of the situation and not only take serious actions on the cleanliness front within the office/factory premises but they also spread the message across the city Provide dustbins outside the office/company premises so that the passers-by do not throw garbage on the road Sponsor 'Clean City' programmes