

DRAFT COMMUNITY ENGAGEMENT MATRIX August 2017

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Introduction

Community Engagement – Definition

Community engagement is a developing field of practice within local government but one that now has prominence in terms of contributing to good governance and the delivery of good practice outcomes for Council.

The International Association of Public Participation (IAP2), a leader in the field, defines community engagement as: "Any process that involves the community in problem solving or decision making and uses community input to make better decisions."

Well planned and inclusive engagement processes are vital to the success of Council. This framework aims to assist Council staff in the design and delivery of community engagement across the Edward River and should be read in conjunction with the Community Engagement Policy.

The Community Engagement Framework

The Community Engagement Framework reflects Edward River Council's ongoing commitment to engaging with its community and includes:

- The community engagement policy that identifies the principles that underpin council's commitment to community engagement.
- This community engagement matrix provides staff with direction on engagement planning and guidance on when and how they should engage with the community in different situations.
- The publication, 'Techniques for Effective Public Participation', (IAP2), provides specific information
 and advice on 'how to' undertake different types of engagement with the community.

This matrix is an implementation tool of the Community Engagement Framework.

Benefits of Community Engagement

Some of the benefits of effective community engagement include:

- Improved decisions and better outcomes for the community and council;
- increased community awareness about Council's services, planning and program delivery;
- increased awareness of community views and issues that should be considered as part of the decision-making process;
- increased awareness of the needs and diversity of the local community;
- Development of solutions and outcomes that are broadly supported by the community;
- Increased satisfaction with council and strengthening of trust between Council and community;
- Increased understanding, community ownership and acceptance of decisions;
- Enhanced relationships, with Council and the community working together to address local issues;
- Potential for time, resource, and cost savings.
- Increased transparency and accountability with the council decision making process.

Principles Underpinning Council's Approach to Community Engagement

The following principles underpin Council's approach to all community engagement activities. Our principles are consistent with the social justice principles of equity, access, participation, and rights as prescribed by the *Local Government Act 1993*.

1. Committed

Community engagement will be conducted in a way that demonstrates a genuine commitment to quality consultation with the community and a desire to listen and consider community views and aspirations.

2. Planned

Community engagement will be well planned and directed to getting a better understanding of community views on issues that are important to them.

Engagement planning is a critical process to deliver successful outcomes. Community engagement plans will be prepared for all high impact projects.

3. Inclusive

Community engagement will be designed to involve the wider community, especially those hardest to reach. Specific strategies will assist in Council's engagement approach with these groups.

Engagement activities will provide opportunities for meaningful dialogue and input from all stakeholders.

4. Respect

Our processes will treat all participants in the engagement process with respect and dignity.

Our approach is impartial and free from bias toward any stakeholder involved in the process.

We are accountable, accessible, and ethical in all dealings with the community.

5. Timely

Community engagement will seek to engage the community and stakeholders at the earliest stage possible and continue to keep them informed or involved throughout the process.

6. Transparent

The objectives and scope of the engagement process will be well defined from the outset including the level of engagement and the decision-making process.

Information provided to the community will be comprehensive and provide objective, balanced content about the issues/s being considered.

7. Engaging

Unique, tailored, and innovative processes will be implemented where possible to encourage and enhance participation and engagement of the wider community.

8. Consideration

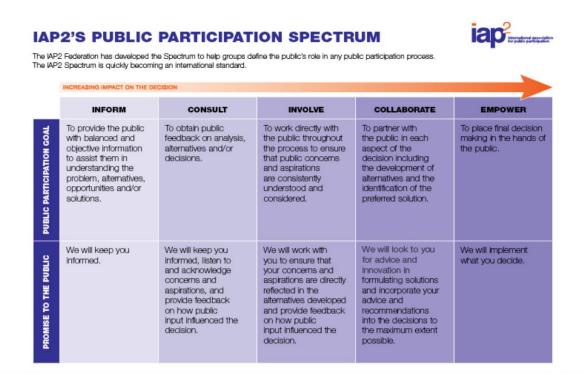
We must demonstrate that we have considered community input and all relevant information in the decision-making process.

We will provide participants with timely feedback about the progress of the project and detail how community input has influenced the decision-making process.

Community Engagement Planning

Council's approach to community engagement will be informed by the internationally recognised "Public Participation Spectrum" developed by the International Association for Public Participation (IAP2) which outlines five levels of public participation. It is recognised that in most circumstances community engagement will move beyond information sharing (Inform) and move towards strategies that actively engage the community.

The IAP2's spectrum is summarised on the table below and more information is provided on page 11.



The spectrum describes the desired level of public participation and highlights that the community's role in decision making is a critical element affecting the design of any community engagement strategy.

When planning for community engagement, Council staff will need to determine the most appropriate level of participation depending on the nature and complexity of the project/issue. The Community Engagement Framework supports the development of flexible, tailored approaches determined based on the potential impact of an issue, the appropriate level of community participation and the needs of the community.

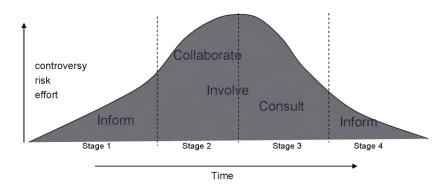
The diagram below details the Community engagement planning process



Community engagement planning steps:

A Community Engagement Plan must be developed for all high impact projects (refer to page 10 for more information about defining high impact) and is recommended for all projects. The plan should be developed as a critical element of the project plan and revised throughout the project as required.

NOTE: Community engagement activities occur throughout a project and the engagement plan should reflect these activities at key stages. The diagram below outlines an example of different engagement levels at different stages of the project over time:



Legislative Requirements

Council policy also dictates that community engagement must be undertaken according to statutory requirements identified in relevant legislation such as the *NSW Local Government Act 1993*. Staff should ensure that they are familiar with any statutory obligations concerning consultation that relates to their policy/program area within their business unit.

The Community Engagement Framework does not apply to exempt statutory processes or development applications on private land.



Effective Planning for Community Engagement

Define Issues

What are we asking the community to decide on?

Gather information (Stage 1)

Issues and Opportunities identified to be addressed.

Consider options (Stage 2)

Provision of balanced information/ alternatives that seek to address community issues and concerns

Evaluate options

Clear comparison of alternatives

Make decision

How will you inform community about decision and how they contributed to the outcome?

Staff will need to plan carefully to ensure that the scope of the community's input and decision making is made clear and incorporated into the plan for the community engagement process. Any potentially controversial or important issues should be identified at the earliest stage possible.

Identifying stakeholders is another important step in the planning and may help define the issues.

A range of methods such as community drop in sessions, stakeholder meetings, focus groups, surveys etc. may be used to gather information about the key issues and opportunities early in the project. This will be used as part of developing a plan or proposal to be further discussed with the community.

Once the draft direction, conceptual plan or policy has been developed, the community engagement plan must be carried out in a manner that maximises community involvement. A draft document/plan or proposal will seek community feedback. This would include online comments or submissions along with other forms of community forums. Drop in sessions, community meetings, stakeholder meetings, open house forums etc. may be held to discuss plans and obtain direct community feedback. This approach is more interactive and intended to identify community satisfaction, further issues, and possible solutions.

It should be made clear to the community how their input will be assessed and by whom and whether there will be further phases of consultation or the opportunity for community input before final decisions are reached.

This is also an opportunity to review and evaluate the consultation process to ensure that all the consultation objectives have been met. It may also be necessary to schedule further consultation mechanisms.

Once the community have been involved in any community engagement process they are entitled to be informed about final outcomes such as the tabling of a report to a Council meeting to seek adoption of the plan or proposal. The community should be kept updated via online platforms including social media.



Developing Community Engagement Plans

A community engagement plan must be completed for all high impact projects.

Step 1

Know and understand your project

- Understand the background to the project or issue
- Develop a clear purpose and scope of the engagement
- Set clear engagement objectives
- Identify any/all key issues
- Consider any legal or statutory requirements

Step 2

Determine the level of impact

• Assess the likely 'level of community impact' of the project, issue, service, or action, using the assessment criteria on **page 10**.

Step 3

Level of Community Participation

- Determine the level of community participation, from the IAP2 Public Participation Spectrum, most suited to the project
- The degree of impact and the desired outcomes will influence this. Use the guidelines on page 11 to make this decision,
- Consider any legislative or Council Policy requirements.

Step 4

Who should be involved

- Identify all key stakeholders (internal as well as external) and community members who will be affected or have an interest in the project.
- Identify target groups and ensure that they have a fair and equal opportunity to provide input
- Complete a stakeholder analysis

Step 5

Determine approach and plan engagement activities.

- Use the Matrix on **page 14** to determine the type of engagement that should occur.
- Review methods and approach to develop a communications plan including web, emails, letter box drops, media, signs etc.

Step 6

Timeframes and resources

- Develop a timeline of the key engagement activities during the project
- Develop an estimated budget required to complete the engagement plan
- Determine what skills are required and what resources are available

Step 7

Feedback, reporting and evaluation

- Detail how and when each stakeholder will receive feedback during the project and the outcomes
- Define the outcomes that are expected and how the final outcomes will be documented and circulated.
- Complete an evaluation summary including summary of process and key outcomes, and provide to participants and publish on on-line platforms



Step 1 - Know and Understand Your Project

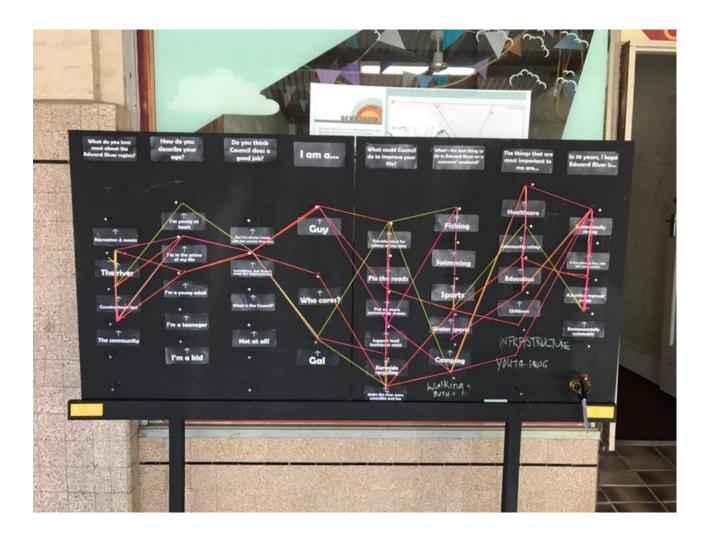
The first step of any engagement plan is to clearly identify the objectives of the engagement. This should also include a summary of the background to the project or issues and what has happened to date.

Questions that need to be answered include:

- What is the purpose of the community engagement?
- What questions do the engagement activities need to answer?
- What do you want the engagement to achieve?
- Identify key issues along with any statutory requirements?
- What is the scope of the engagement (negotiables and non-negotiables) see diagram below?



Extract from IAP2 module 1 training manual 2006



Step 2 - Level of Impact

Identifying the level of impact on the community that any project will have is critical to choosing the best level of engagement.

It is important to note that the levels of impact do not necessarily indicate that an issue is of significance to a community. More importantly the levels of impact are intended to guide the development of the most appropriate approach for that issue within a section or whole community.

It will be necessary to determine the community group/s and stakeholders that are affected by the project, issue, service, or action. A range of Council staff should be involved early in this process.

At any time during a project, issue, or action, it may be necessary to reassess the level of impact and vary the engagement approach accordingly.

Level of Impact	Criteria (one or more of the following)	Examples
Level 1 High Impact – Whole or large part of LGA	 High level of real or perceived impact, interest or risk across whole or large part of LGA. Significant impact on attributes that are of high value to the whole or large part of LGA, such as the natural environment or heritage. Significant impact on the health and safety of the whole or large part of LGA community. Potential high degree of controversy or conflict. Potential high impact on State or regional strategies or directions. 	 Council's Community Strategic Plan Local Environmental Plan Plans of Management (district or regional) A change to land categorisation, ie. community to operational land Strategic Plan eg. Youth, Disability Removal or major change of a facility or service across whole or large part of LGA, eg library services, waste management Provision of a district or regional facility, eg. skate park, indoor sports centre Changes to or impact on natural bush land or waterway (where the natural values could be affected)
Level 2 High Impact– Local	 High level of real or perceived impact or risk on a local area, small community or user group/s of a specific facility or service. The loss of or significant change to any facility or service to a local community. Potential high degree of controversy or conflict at the local level. 	 Local Environmental Plan (localised change) Removal or relocation of a local playground Change to or loss of valued activity or program, e.g. local youth activity Re-development of a sports ground Proposed removal or development of small pocket park Local street road closure Increase or removal of car parking
Level 3 Lower Impact – whole or large part of LGA	 Lower, although still some real or perceived impact or risk across whole or large part of LGA. Potential for some controversy or conflict. Potential for some although not significant impact on State or regional strategies or directions. 	 Improvements to a whole or large part of LGA wide service, eg. Emergency Services Minor change to a district or regional facility, eg. Community Hall Minor changes to Customer Service processes, eg. payment of rates Most changes to fees and charges (unless contentious) Provision of a community wide event Study or review of community needs, eg. Annual Survey, recreation needs assessment
Level 4 Lower Impact – Local	 Lower level of real or perceived impact or risk on a local area, small community or user group/s of a specific facility or service. Only a small change or improvement to a facility or service at the local level. Low or no risk of controversy or conflict at the local level. 	 Upgrade of a local playground Local street or streetscape upgrade Changes to a local activity program, eg. Opening times or venue/ location

Step 3 – Level of Community Participation

Having determined the level of impact it is important to assess the level of public participation that is appropriate. Refer to the International Public Participation (IAP2) Spectrum to determine the most appropriate level of community participation in the engagement process.

An important part of this process is to understand the scope of the community's input and the role those consulted will have in relation to the decision-making process. It is likely that most engagement processes will be conducted within the Inform to Collaborate levels of participation on the IAP2 spectrum.

Level of Participation	Definition	Promise to the Community	Examples
Inform	To provide the public with balanced and objective information to assist them in understanding the problems, alternatives, opportunities and/or solutions.	We will keep you informed.	 Advising the community of a situation or proposal. Informing on a decision or direction. Providing advice on an issue. No response is required
Consult	To obtain feedback public on analysis, alternatives and/or decisions.	We will keep you informed, listen to, and acknowledge concerns and provide feedback on how public input influenced the decision.	 Undertaking market research to identify needs or issues. Seeking comment on a proposal, action, or issue. Seeking feedback on a service or facility.
Involve	To work directly with the community throughout the process to ensure that public concerns and aspirations are consistently understood and considered.	We will work with you to ensure that your concerns and aspirations are directly reflected in the alternatives developed and provide feedback on how the public influenced the decision.	Involving the community in discussion and debate. Adopting a more personal and innovative approach through personal contact and meetings/ sessions that encourage participation. Involving at different times in the planning process, i.e. keeping informed and enabling further comment.
Collaborate	To partner with the community in each aspect of the decision including the development of alternatives and the identification of the preferred solution.	We will look to you for direct advice and innovation in formulating solutions and incorporate your advice and recommendations into the decisions to the maximum extent possible.	 Establishing a structure for involvement in decision making, eg, working party or advisory group. Enabling ongoing involvement in all stages. Allocating responsibility for achieving outcomes.
Empower	To place final decision making in the hands of the community.	We will implement what you decide.	Deliberative processes to understand community attitudes and issues to a broad scale issue or project and may consider trade off scenarios eg Citizen juries

Step 4 - Stakeholders

Learning from the community and stakeholders is a critical part of the process.

We need to understand how people perceive the issues surrounding the problem / opportunity to be addressed and decision to be made.

Develop a comprehensive list of stakeholders.

Once an initial list of stakeholders is identified it is important to gain an initial understanding of how they may view the decision. This can be conducted by key contact interviews of a range of stakeholders who represent a range of likely views.

A stakeholder is defined as those with an interest in or who may be affected by the outcome. There are many ways to identify stakeholders including:

- Draw on in-house knowledge
 - Ask other people / teams who may have run similar projects
 - · Brainstorm with cross section of staff
 - Other lists of people ie Community Directory, other relevant databases, people involved in similar projects or have made submissions etc.
- Ask the community
 - Call for expressions of interest public announcements to promote the call for interest parties
 - · Ask key members of the community / groups who they think would be interested or affected
- Identify any hard to reach groups

Groups could include:

Government departments	Service providers	Businesses	Culturally diverse
Residents	Property owners	Visitors	Experts
Disabled	Youth	Aged	
Committees	Community groups	Schools and education	
Sporting groups	Environmental groups	Not for profit groups	

Other things to consider:

- Are there any barriers to involvement or support of the project eg bad experiences, lack of experience, timing?
- How will these barriers be addressed?
- Are there any cultural considerations?

Internal Stakeholders

In addition, it is useful to consider internal stakeholders, who need to be involved and the level of internal commitment. This will include identifying:

- Who are the decision makers and what is the decision-making process?
- Clarification of the scope of the decision and any non-negotiables
- Other projects that may be related or may be impacted

Encouraging participation

There are many reasons why people do not get involved in engagement activities. We need to ensure that suitable approaches are made to ensure inclusive participation.

Some of the reasons for non-participation include:

- Lack of clarity around the problem / issue to be solved
- Poor communication and lack of awareness
- Bad experiences
- Perception that it will not make a difference
- · Lack of interest, not enough time
- Accessibility venue, time, holidays etc.

The development of engagement plans should consider the timing and impact of other Council Projects to ensure that the community interest is not diminished due to conflicting time demands.

A communication plan is required to reach out to these groups and stakeholders. Each stakeholder group may have different communication needs. A single advertisement in the local newspaper is unlikely to attract all the potentially affected people.

Matching Stakeholders and Issues

Using the stakeholder analysis template (included in the Engagement Plan in the publication, 'Planning for Effective Public Participation (IAP2) '), complete a stakeholder analysis including:

- Identifying any key issues,
- Identifying key stakeholder groups,
- their likely level of concern,
- their area of interest
- any known key contacts or groups



Step 5 – MATRIX for Selecting Engagement Approaches

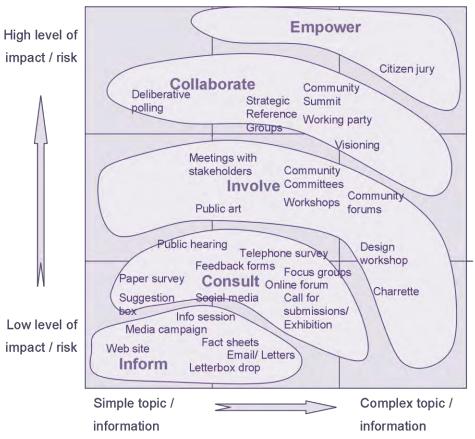
This step ensures that appropriate methods and tools are used to engage the community. Use the Matrix below to decide the specific types of engagement that are appropriate for the chosen 'Impact Level' and for the desired level of community participation.

	Method	Level 1 High Impact LGA	Level 2 High Impact Local	Level 3 Lower Impact LGA	Level 4 Lower Impact Local
	Written Correspondence, mail out or letter box drop				
	Notice / Advert in Local Paper				
	Displays (Customer Service, libraries)				n/a
	Social Media				
	Email – Community Register				
INFORM	Email update – feedback, close loop				
	Web Site (Your Say Page and updates)				
	On Site Sign / Display			n/a	
	Banners / Posters				
	Fact sheet, brochures, flyer				n/a
	Media Release				n/a
	Personal Telephone Contact				
	In Person Meetings				
	Online and written feedback / submissions				
	On site information session			n/a	
CONSULT	Information sessions / briefings				
	Paper Survey / feedback form				
	Hotline / Phone-in				n/a
	Telephone Survey				
	Meetings with key stakeholders / users				
	Meeting with target community groups eg				
	Resident groups, youth, businesses, CALD				
INVOLVE	Focus Group Session				
	Community workshop / forum / World Café				n/a
	Community Meeting, Public hearing				
	Online Discussion Forum (Your Say)				n/a
	Site Tour				
	Strategic Reference Groups				n/a
	Working Party or Advisory Group			n/a	n/a
COLLABORATE	Deliberative Polling			n/a	n/a
	Community Summit (TOTT)		n/a	n/a	n/a
	Citizen Jury / Panels / Summits		n/a	n/a	n/a
Essential	Desirable		Optional		

This list includes the main tools and techniques that Council uses for community engagement. There are many other tools and techniques that can also be considered.

Examples - Types of Engagement

The diagram below demonstrates graphically where different methods and tools may sit on the spectrum considering the level of impact/ risk and the complexity of the topic or issue.



Source: Adapted from Les Robinson 2002



Step 6 Timeframes and Resources

Consider the following questions and stages in determining the time frames and resources.

Develop a timeline of the key engagement activities during the project.

Consider the following points

- Early engagement is recommended for high impact projects.
- At least 2 stages are required for high impact projects:
 - Stage 1 initial ideas, opportunities, issues,
 - Stage 2 proposed solutions, draft plans.
- The recommended period for community feedback is 28 days. However, this may vary depending on statutory requirements.
- Consider key dates of other activities and events that may affect the ability of everyone to participate eg. School Holidays, special occasions, and clashes with other major events.
 - Consider extending consultation period by the length of school holiday period (excluding January Holidays).
 - Aim to complete consultation activities prior to the Dec holiday period or consider waiting until Mid – late January.
- Include any legislative timeframes that may affect the period proposed.
- Allow sufficient time to promote engagement and encourage participation:
 - Aim to allow two weeks prior to community meetings to promote and notify potential attendees.

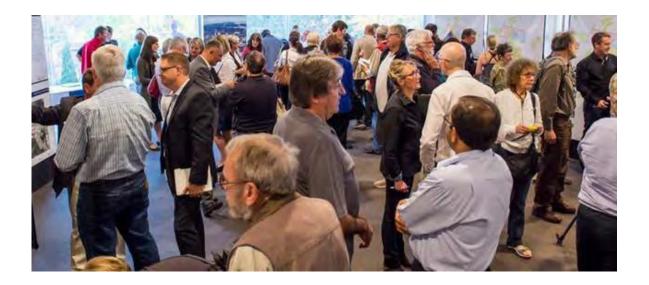
Include other factors in project and engagement plan

- Detail the budget required to complete engagement activities. This
 may include communications, adverts, staffing, flyers etc.
- Determine what skills are required and what resources are available.
 - o Consider skills of staff and if necessary use external consultants to provide or support the process.
 - If the project is high impact and likely to be controversial, consider the use of an independent facilitator/consultant to ensure a balanced and neutral approach.



Step 7 – Feedback, Reporting and Evaluation

Feedback and Closing the Loop	 Detail how and when each stakeholder group (participants, community, council, and staff) will receive feedback during the project and after completion. Offer to capture the contact details of all stakeholders and community members that would like to be involved or who participate in the process. Ensure that these contacts are informed of progress at key stages and send details of the Council report and date to all those who participated. This will provide feedback and encourage attendance at Council meetings. Feedback and monitoring should be encouraged throughout the entirety of the engagement process.
Consider outcomes and reporting	 Define the outcomes that are expected from the approach and how the final outcomes will be documented and circulated. What will happen to ensure that the opinions and views of those engaged will be considered when the decisions are made? Who will make the final recommendations and decisions and how will these be reported to Council? It is recommended that for high impact projects the final draft plan (concept, strategy, etc) should be reported to Council prior to public exhibition. Submissions will be summarised and provided to Council together with the final report. At the end of each stage of engagement, a community engagement summary will be prepared and made available on the relevant web page.
Evaluation	 Evaluation is an important part of continuing to develop and improve community engagement processes. The evaluation should focus on both the outcomes and process of community engagement. Evaluation forms are recommended for all face to face engagement activities eg. community meetings, workshops etc. An evaluation summary should be completed for all major, high impact projects.



Definitions

Key Term – Acronym	Definition
Community/ Stakeholders	Includes all the people who live, work, study, own property, conduct private or government business, visit or use the services, facilities and public spaces and places of the Edward River area. The community can be referred to as stakeholders or comprise of stakeholders.
Engagement	A broader term which includes all levels of including the community in decision making. Consultation is one level of engagement.
Consultation	A process of community engagement that seeks to inform the community or draw out the views and preferences of the community. These views are used to inform decision makers and should provide input to decision making.
Communication	Generally, refers to the exchange of information from Council to the community, and can also include the exchange of information or views from the community to Council.
Level of Impact	The degree to which a decision affects a community.
Community Participation	The degree to which a community is involved in planning or in decision making.
Edward River (Impact Level)	 Where a project, issue, service, or action: Affects people living or working in Edward River, or Affects a significant proportion of people, or Has the potential to impact on other facilities or activities within Edward River
Local (Impact Level)	Where a project, issue, service, or action primarily relates to a local community or a group of users of a specific facility or service.
IAP2	International Association of Public Participation www.iap2.org.au
Submission	A submission is a formal response to a document made available during the formal public exhibition period.
Comment	A comment or response received during early engagement or consultation that is not part of a formal public exhibition endorsed by Council.

Attachment 1 – Development on Council Land – Special Consultation Requirements

Council acknowledges that when undertaking high impact development on Council owned and managed land a community engagement process consistent with the engagement framework will be undertaken in addition to the statutory requirements. This includes early input at the concept design stage.

A. Plans of Management

Council must take into consideration feedback from the following:

- Local engagement, undertaken to reach a broad audience.
- Stakeholder engagement undertaken with specific consideration given to consulting with target groups e.g. youth, older people, culturally diverse groups, people with disabilities.
- Broad community input directed at the general community, and at specific target groups affected by the proposal, to encourage input and involvement.
- Public exhibitions undertaken to encourage submissions

B. Design Stage

The council project owner must take into consideration feedback from the following:

- Local engagement undertaken to reach a broad audience.
- Stakeholder engagement undertaken with specific consideration given to consulting with target groups eg (youth, older people, culturally diverse groups, people with disabilities).
- Include input from previous engagement activities the project owner must specifically consider engagement undertaken as part of the earlier Plan of Management process.

C. Approvals Stage eg. (Development Application)

Council must undertake:

- Statutory notification engagement activities must comply with statutory notification requirements even though notifiable persons may have been involved in previous consultations.
- The Development Application is to have the results of all previous engagement activities under this policy attached, to enable the development assessment officer to form a view of the merits of the proposal.
- Where a DA is not required, Council staff are still required to engage with the community to gain input to the development. The matrix should be used to determine the most appropriate level of engagement.

Note:

It should be noted that this Matrix relates to all community engagement undertaken by Council except the Development Approval Process. Community engagement guidelines for the Development Approval Process are outlined in Council's Development Control Plans and the Environmental Planning and Assessment Act 1979. In some cases, requirements may be imposed by the State Government and may override the policy and matrix