TAKING A DIFFICULT MESSAGE TO THE COMMUNITY

Community Engagement Strategic Framework
Brisbane Water Foreshore Floodplain Risk Management Study

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Abstract

Community consultation is an integral component of every stage of the Flood Risk Management process; beginning with the gathering of the historical flood information and ultimately culminates in the communication of risks back to the community. Effective communication is recognised in the Floodplain Development Manual (2005), however there is no prescriptive methodology for how this should be done. Historically community consultation is generally in the form of a public notice in the local newspaper and opportunity to respond within a short submission period, however; this approach merely informs the stakeholders but does not provide an opportunity for further involvement or collaboration. In order to provide avenues for productive participation in the Brisbane Water Foreshore Floodplain Risk Management project, Gosford City Council deviated from normal practice and exhibited the Floodplain Risk Management Study and Plan simultaneously. To achieve this social planning aspect, a framework and systematic approach that aligned with background skills of a project manager were adopted. The framework was adopted from the Public Participation Spectrum Model developed by the International Association for Public Participation (IAP²) and the systematic approach for implementing this framework was adapted from resources, techniques and templates developed and published the Victoria Government’s Department of Sustainability and Environment Department. This framework and systematic approach formed a roadmap, which established a starting point and an effective delivery method commensurate with the stakeholder position on the IAP² spectrum. This paper identifies an accepted approach adapted to meet the required outcomes of a specific project with the constraints of budget, time and limited social planning skill sets, it provides an alternative approach for determining what engagement tools would match the level of engagement required and creates a set of rules for engagement. This roadmap could be applied to other floodplain management projects where aspects of social planning are required but delivered by practitioners with engineering backgrounds.

Background

The Brisbane Water Estuary is predominately impacted by coastal flooding and is subject to the effects of climate change (Brisbane Water Flood Study, Cardno 2010). Since the exhibition of the flood study in 2007 and the increasing debate around climate change, the preparation of the Study provided a unique environment of uncertainty and debate within the community. While this presented an added challenge it also provided an opportunity to educate the community on the complexities and limitation of the proposed management options identified in the Study.
Incorporating more intensive community engagement (Box 1) into the traditional floodplain risk management processes (Figure 1) was initially driven by the passion and commitment of members within Council's Catchments & Coast Committee. Increasing the exhibition time and allowing more participation in the process by the community were the core goals of the committee, however to achieve these aspirations for this project a new approach was required.

![Figure 1.](image)

Expanding the Traditional Floodplain Risk Management Model to incorporate more community engagement, enlarging the *Publicly Acceptable* lobe.

Box 1. What is Community Engagement?

“Community engagement is mutual communication and deliberation that occurs between government and citizens. It allows citizens and government to participate mutually in the formulation of policy and the provision of government services, but often with the final responsibility lying with the elected government” (Cavaye 2002).
Introduction

The NSW Government Flood Prone Land Policy recognises the need to effectively communicate the risks associated with occupying a floodplain. While the NSW Floodplain Development Manual (2005) supports this Policy and provides a framework for decision-making that assists the formulation (Figure 2) of floodplain risk management plans, there is no prescriptive process or guidelines as to how or what is an appropriate level of community engagement.

Floodplain Risk Management Process

![Diagram of Floodplain Risk Management Process]

Community Engagement has historically been achieved primarily through the exhibition of the document in public libraries, a statutory notice in the local newspaper and establishment of Floodplain Risk Management Committees (FRMC). The FRMC refers to the NSW Floodplain Development Manual (The Manual) and, in doing so, is provided with an effective framework which addresses the hazards associated with occupying a floodplain. On the other hand, however, community engagement is somewhat delivered by efficient, rather than effective methods.

At Gosford City Council, the FRMC is represented by the Catchments and Coast Committee (C&CC). Whilst the committee is a requirement, more significantly it provides a conduit to the community, encourages debate amongst the membership and a feedback loop back to the Council. The membership of this committee includes technical experts that provide community representatives with direct access to a wide range of skills that can assist in the interpretation of complex flood studies.

The inclusion of these experts on the committee is an effective method for the development of a draft floodplain risk management study. However, ensuring that a diversity of views is incorporated into the study, maintaining enthusiasm and continuity of membership is more challenging. While this process has been adequate, there is a need to develop a new strategy that builds upon the traditional approach to community engagement.
Gosford City Council’s Community and Stakeholder Engagement Strategy 2010 set a precedent for how to deliver community engagement. This strategy outlined an approach for engaging the local community and to ensure that community, concerns and aspirations are consistently understood and considered. It is this principle that was used to develop the Community Engagement Strategic Framework (CESF) for the Study (Attachment A).

This CESF was used to provide a roadmap for the committee and Council by outlining key components (1) a starting point; what success looked from the perspective of each stakeholder (2) an end point; project objectives, and (3) the route; creating an acceptable and flexible framework while still recognising the role of the decision maker was a key component in delivery.

The development of this engagement strategy was challenging for a number of reasons. A limited internal capacity for engagement meant that some processes would need to be automated in order minimise process time and be cost-effective. Additionally, transitioning from a blank canvas made it difficult to find a starting point. To overcome these challenges we adopted toolkits and models previously established elsewhere in government and were able to adapt these tools to better suit the Study.

Creating the Road Map

Firstly it was necessary to set a starting point by defining the purpose or the aim of preparing a CESF for this project. This would need to be revisited through continual evaluation of the process while still maintaining the intent. It would also include some boundaries that would frame the strategy.

The aim that was considered appropriate as a start point was to determine the most suitable types of engagement for engaging the local community in the development of the Study to ensure that community concerns and aspirations are understood and considered, this will be done by:

- Providing avenues for productive participation by the community.
- Seeking input from the community to ensure decisions made are for the long term benefit and sustainability of the community.
- Taking the opportunity to educate the community on the complexities and limitations of proposed management options.
- Providing a “road map” for the Project Team that will set clear project and community engagement parameters to clarify limitations, and what is and is not negotiable.
- Set community engagement parameters to foster realistic expectations by considering legislation, geographic boundaries, technical and human resources, and budget.
- Ensure all steps in the planning phase have been worked through before selecting community engagement techniques.

What is Negotiable

- Priority/Rankings of Management Options
- How we inform the wider community through the Community Engagement Operational Plan for the Study.
What is Not Negotiable

- The terms and conditions of the NSW Floodplain Management Grants Program.
- Council is the final decision maker.

With an identified aim and established boundaries it was now necessary to present a strategy which was easily understood by the councillors, community and key stakeholders but flexible enough to change if required.

The Template

The Community Engagement Strategic Framework (Attachment A) developed for this project was adapted from the International Association for Public Participation (IAP2) Public Participation Spectrum (Figure 3). Each column of the spectrum from Inform to Empower describes how the information contained within the Study would be communicated to the identified stakeholder. This is the foundation of the community engagement strategy and the fundamental principle of understanding the stakeholder against the objective of the project (Victoria Government’s Department of Sustainability and Environment, 2005).

We utilised a toolkit developed by the Victoria Government’s Department of Sustainability and Environment - Effective Engagement: building relationships with community and other stakeholders (2005). This activity based toolkit provided for a step-by-step approach that considers each planning step in determining the stakeholder, the level of engagement and the matching engagement tool. This toolkit was able to break down the complexity of the IAP² model into discreet activities and suggested hold points for review. Critical activities included constructing mind maps (Attachment C), provided a useful technique in determining who the stakeholders were, whether or not a relationship existed between them, what their relationship was to the project and more importantly what would be the appropriate level of engagement.
Understanding the IAP\textsuperscript{2} model was the first step! Figure 4 depicts the increasing level of impact that the plan may have on the community and key stakeholders, thereby the level of engagement.

<table>
<thead>
<tr>
<th>INFORM</th>
<th>CONSULT</th>
<th>INVOLVE</th>
<th>COLLABORATE</th>
<th>EMPOWER</th>
</tr>
</thead>
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<td>Public Participation Goal:</td>
<td>Public Participation Goal:</td>
<td>Public Participation Goal:</td>
<td>Public Participation Goal:</td>
</tr>
<tr>
<td>To provide the public with balanced and objective information to assist them in understanding the problems, alternatives and/or solutions.</td>
<td>To obtain public feedback on analysis, alternatives and/or decisions.</td>
<td>To work directly with the public throughout the process to ensure that public concerns and aspirations are consistently understood and considered.</td>
<td>To partner with the public in each aspect of the decision, including the development of alternatives and the identification of the preferred solution.</td>
<td>To place final decision-making in the hands of the public.</td>
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<thead>
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<th>Promise to the Public:</th>
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<th>Promise to the Public:</th>
<th>Promise to the Public:</th>
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<tbody>
<tr>
<td>We will keep you informed.</td>
<td>We will keep you informed, listen to and acknowledge concerns and provide feedback on how public input influenced the decision.</td>
<td>We will work with you to ensure that your concerns and aspirations are directly reflected in the alternatives developed and provide feedback on how public input influenced the decision.</td>
<td>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.</td>
<td>We will implement what you decide.</td>
</tr>
</tbody>
</table>

Example Tools:
- fact sheets
- web sites
- open houses.

Example Tools:
- public comment
- focus groups
- surveys
- public meetings.

Example Tools:
- workshops
- deliberate polling.

Example Tools:
- citizen advisory committees
- consensus-building
- participatory decision-making.

Example Tools:
- citizen juries
- ballots
- delegated decisions.

Figure 3.
(IAP\textsuperscript{2}) Public Participation Spectrum

Figure 4.
Increasing levels of stakeholder engagement (Adapted from IAP2 Public Participation Spectrum).

With some fundamental principles established and stakeholders identified, the next step was to nominate which level of engagement was appropriate. This was achieved by progressing to the next activity in the toolkit – Stakeholder Analysis. The analysis uses a social tool known as CLIP; Collaboration and Conflict, Legitimacy, Interest and Power (Chevalier 2004). The toolkit provides a template (Re-created G. Yousef 2013). Figure 4 which can be used to create a stakeholder profile card. However, in order to input data, a key question needs to be answered – Why are you engaging this stakeholder?
At this point, defining the purpose of engagement and who the decision makers are was a critical part in the process and a time to Review & Reflect (Box 2).

**Box 2. Review & Reflect**

Creating an engagement strategy requires a “lead-in time” and resources, two important factors that were lacking for this project. At this point the author starts to understand the gravity of the situation!

Revisiting Aims and Objectives

A working group formed from the main Catchments and Coast Committee to assist with the preparation and review of the study re-affirmed the aim of the project, which was to:

- Present the draft Brisbane Water Foreshore Floodplain Risk Management Study in a format that is understandable by the community and from which a decision can be made.

Additionally the following objectives for the Draft Study included:

- Council values the community’s participation in the development of the Brisbane Water Foreshore Floodplain Risk Management Plan.
- Council will be open and transparent with the community on how their feedback has been incorporated into the overall planning process. However, the final decision on priorities and levels of service provision will be made by Council.
- Inform stakeholders of the potential flood hazards in and around the Brisbane Water Foreshore
- Derive flood management measures and strategies to address risks associated with a range of flood events as defined in the Brisbane Water Flood Study
- The above objectives provided the key messages of what success would look like for the project team, the council and the community and other key stakeholders. These key messages are embedded into the framework for reflection and reviewed throughout the project implementation phase.

What does success look like?

From the aims and objectives determined previously above, it was important to determine what success would look like for the key stakeholders.

- **The Project Team**: The document has delivered an appropriate range of management options for the public to consider.
- **The Council**: To provide information to communicate the effects of coastal flooding implications and to present suitable solutions.
- **The Community & Other Stakeholders**: Understand the issues relating to flood hazards and the management options and strategies proposed.
Stakeholder Profiling

Given the time constraints and budget for the project, a solution was needed to accelerate this subjective process of profiling the stakeholders. The solution was to re-create the paper-based template (supplied in the toolkit) into a spreadsheet format (Re-created G. Yousef (2013)). Figure 4). This would allow for quicker analysis and provide preliminary advice on what engagement type matched each stakeholder.

![Stakeholder Profile Card](Note: This worksheet may contain sensitive information. It is not for public distribution.)

Figure 4.

Stakeholder Profile Card (Adapted from Effective Engagement: building relationships with community and other stakeholders (2005))

Whilst re-creating the template was quite complex, the final product performed quite well for its intended purpose and exposed the sensitivity of the profiling process. The next step was to validate the ratings that our project group had assigned to Power, Interests and Legitimacy for each stakeholder. To achieve this, I enlisted the support of a group of colleagues who were willing to participate as a sample focus group. While there was a difference in understanding how to rate the Power, Interests & Legitimacy of the stakeholder, the results were very similar to those of the project group and it provided confidence that the methodology was within a reasonable bound.
The relationship between each stakeholder was now known in terms of the impact on the project and the level of engagement required. The next activity was to determine which engagement tool would match the level of engagement and available budget and form the basis of the operational plan (Attachment B).

**Engagement Tools**

The toolkit provided a comprehensive list of engagement tools with detailed descriptions of objectives, outcomes, uses/strengths, weaknesses, resources & time required, approximate cost and methodology. A shortlist of the engagement tools was then prepared with consideration of the project constraints such as time, resources and budget, while still meeting the objectives of the CESF.

The detailed analysis completed during the stakeholder profile exercise allowed for this step to be completed relatively quickly. A draft CESF could now be prepared for the working group to consider.

The project team reviewed the automated responses against the public participation goals of the IAP² spectrum and, following some minor amendments and the addition of one extra stakeholder, the CESF was adopted by Council. With the completion of the CESF the Community Engagement Operational Plan could now be reviewed and finalised.

**Operational Plan**

The operational plan is an enabler and transforms the CESF into a resources allocation schedule that defines who is responsible and how it will be measured. The operational plan now has a life of its own.

At this point the toolkit activities are complete. Essentially, this process scoped the project implementation phase. The project now had a start and end point which were then managed using Project Management techniques. For this project, Microsoft Project was used as the preferred tool as it was available, had the flexibility to change the schedule, if necessary, and identified any consequences of those actions.

**Implementation**

Unless otherwise noted “stick to the plan”. During the project there were times when it was suggested to change the engagement type or a venue or the like. However while this is encouraged, it should not be done in isolation from the rest of the strategy. The project scheduled needs to be reviewed against other tasks and a risk assessment would need to be completed.

**Lesson Learnt**

While reflection and review is critical within the project timeline, it is also important to evaluate what worked and what didn’t so that future projects can benefit from lessons learnt. Sharing these lessons will share knowledge. A key lesson learnt through this project is the ownership of the outcomes by the key stakeholders at the beginning.
Without support and participation, key milestones cannot be delivered in a timely manner. Time is compressed and compromises can become the normal. This then has a following effect on the project outcomes and what success looks like.

Conclusion

The road map created was effective in delivering the Draft BWFFRMS to the community for review and comments. Lessons learnt are invaluable in any project; continual evaluation and flexibility were key messages for this project.

The toolkit used for the project was very comprehensive but time consuming. This could be overcome in the future with some general understanding of the principles of social engagement. Having that basic knowledge would have credited time back into the process and allowed more activities to be completed and greater evaluation undertaken. The IAP2 principles created a pathway to follow; the toolkit provided the project with a process that substituted for a lack of social planning skills; the experience will inform future projects.

References


International Association for Public Participation (2006) Student manual, Planning for Effective Public Participation


Acknowledgements

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<td>MP’s - Local Members</td>
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**Engagement Tools**
- **INFORM**
  - Briefings
  - Displays & Exhibits
  - Interactive Videos
- **CONSULT**
  - Citizens Committee
  - Electronic Diplomacy
  - Open House
  - Public Meetings
  - Questionnaires and Response
  - Submissions
  - Technical Papers
- **INVOLVE**
  - Expert Panel
  - Simulations
  - Technical Assistance
- **COLLABORATE**
  - Workshops/Key Stakeholder Interviews
  - Field Trips
  - Websites
- **EMPOWER**
  - Catchments & Coast Committee
  - Council Stratpol Workshops
  - Council Meetings

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**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 decisions.
- To work directly with the public throughout the process to ensure that public concerns and aspirations 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.

**What Success looks like**
- The document has delivered an appropriate range of management options for the public to consider.
- To provide information to communicate the effects of coastal flooding implications and to present suitable solutions.
- Understand the issues relating to flood hazards and the management options and strategies proposed.

** Promise**
- 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 aspirations 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 formulation solutions and incorporate your advice and recommendations into the decisions to the maximum extent possible.
- We will implement what you decide.
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<th>Duration/ Number</th>
<th>Feedback Method</th>
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<th>When?</th>
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## Attachment C – Mind Map

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<td>Councillors</td>
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<td>Coast &amp; Catchment Committee</td>
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<td>Gosford Council Business Units</td>
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<td>Community Interest Groups</td>
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<td>State Agencies</td>
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<td>Other Utilities</td>
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<td>Emergency Services</td>
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<td>Affected Residents</td>
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### What success looks like for:
The Project Team

- Councillors

### What success looks like for: The Council

- State Government Sec 117 Direction

### What success looks like for: The Community

- Community Interest Groups:
  - Community Environment Network
  - Waterfront Action Group
  - Resilience Action Group
  - Corea Bay
  - Heritage Groups
  - Chambers of Commerce

- State Agencies:
  - Road & maritime Services
  - Office of Environment & Heritage

- Emergency Services:
  - SES
  - Police
  - Ambulance

- Commercial Groups:
  - Insurance Council of Australia
  - Real Estate Institute

### Project Goal:
To develop a Floodplain Risk Management Study with the assistance of the community.

### Level of Service Agreement with community

### Utilities:
- Telstra

### LEP guidance

### Infrastructure

### Engagement

### Potential Gains for Stakeholders:
- Integration of Projects
- Opportunities to create synergies
- Access to flood model data
- Access to current policy
- Good community relationship/communication
- Fully informed
- Fully aware of potential impact of flooding
- Adequate information to prepare a DFD PLAN
- Forward establish business plan

### Potential Losses for Stakeholders:
- Processes will slow down impacting on performance indicators
- A delay in meeting our milestone targets for OEH
- Complaints from the community regarding the document
- Wouldn't be fully informed to make a decision
- Fully understand the implications of the flooding effects on their business outcomes
- Document conflicts values (environmental people etc.)
- Impacts on availability of land for commercial use (commercial groups)