



SFU

PROPOSAL: ENGAGING CITIZENS ON CANADA'S ENERGY FUTURE



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Prepared by Simon Fraser University's Centre for Dialogue

About Simon Fraser University's Centre for Dialogue



In an increasingly polarized world, the SFU Centre for Dialogue creates opportunities for constructive engagement and solutions-oriented outcomes.

Simon Fraser University's Centre for Dialogue is Canada's go-to convenor for public engagement practice and theory. We actively work with clients and partners to create space for respectful and productive dialogue between citizens and stakeholders, moving beyond *yes* versus *no* to allow for co-created solutions, informed decision-making and collective action.

Since 2006, the Centre for Dialogue has designed and facilitated more than 400 events from a local to an international scale, reaching hundreds of thousands of citizens. We add value to our clients through our status as a trusted facilitator and our reputation as a values-based social enterprise motivated by the public good.

We design our events to adhere to best practices set out by the International Association for Public Participation (IAP2) and the Centre for Dialogue's values statement, which is provided in Annex C of this proposal. This means including the full range of interests, framing discussion materials to reflect all available information and perspectives, presenting public input using transparent methods and publishing results to participants in a timely manner.

Past partners and clients include:

Global Affairs Canada, Citizenship and Immigration Canada, National Renewable Energy Laboratory, Canadian Association of Petroleum Producers (CAPP), World Future Council, German Federal Environment Agency (UBA), Urban Development Institute, ICLEI, GLOBE Conference & Expo, Canadian Hydropower Association, Canadian Council on Renewable Electricity (CanCORE), Toronto Atmospheric Fund and the Federation of Canadian Municipalities.

Purpose and Benefits

This proposal identifies strategic opportunities for Natural Resources Canada (NRCan) to integrate deliberative citizen dialogues within its larger Generation Energy engagement strategy.

Anticipated benefits to stakeholders include:

- A rare and exciting opportunity for participating citizens to develop recommendations for critical policy issues related to energy, climate change and the economy.
- Access to a shared fact base on Canadian energy that is inclusive to diverse perspectives, credible across stakeholder groups and grounded by evidence-based information; and
- Increased knowledge and literacy about potential options for Canada's energy future, including the associated trade-offs and impacts for each option.

Anticipated benefits to Canada include:

- Providing a reference point for what policy options are acceptable to citizens with adequate knowledge and dialogue, including the degree to which participant perspectives shift on different issues throughout the dialogue process.
- Depolarizing regional and stakeholder tensions over Canada's energy future by modelling empathy and dialogue;
- Creating high quality citizen input into Canada's energy vision and roadmap from Canadians who reflect the full diversity of our country;
- Supporting NRCan's larger efforts to co-create a new narrative for Canada's energy future through citizen and stakeholder engagement.

Context

The following contextual factors have informed the development of this proposal:

- **A mandate to engage:** The Prime Minister's current mandate letters call for "work to be informed by...feedback from Canadians" and states that "Government and its information should be open by default."
- **Polarization:** Canadians have become increasingly polarized over energy issues, in part based on divergent priorities and regional interests. No national consensus exists on the appropriate energy future to achieve Canada's climate action and economic targets.
- **Declining trust:** Only 43% of Canadians now trust government to "do what is right," mirroring a global trend towards distrusting major institutions. Engaging the public and demonstrating responsiveness to public input is one means to address this trust deficit.
- **Existing policy frameworks:** The Government of Canada and nearly all provinces and territories adopted the Pan-Canadian Framework on Clean Growth and Climate Change in December 2016. This framework commits to meet or exceed Canada's Paris Agreement targets for a 30% reduction in GHG emissions over 2005 levels by 2030.

Canada has set additional targets to reduce GHG emissions by 80% over 2005 levels by 2050 in its Mid-Century Longer-Term Low-Greenhouse Gas Development Strategy.

- **Global instability:** Recent geopolitical events have led to increased uncertainty about future trade relationships, international alignment on environmental goals and economic forecasting. This instability adds uncertainty to Canadian energy policy discussions and makes the future impact of policy decisions more difficult to quantify.

Project Concept

The project described in this proposal will begin with a series of five Regional Citizens' Dialogues and will culminate in a National Citizens' Dialogue, with the intention to integrate the findings of these events into NRCan's Generation Energy National Forum on October 11-12, 2017.

Citizens engaged through this process will reflect the geographic, attitudinal and demographic diversity of all Canadians. Their deliberations will be informed by a Discussion Guide that will:

- outline the purpose and context of a Canadian energy vision and roadmap;
- review the full range of ideas and perspectives on this topic; and
- provide evidence-based information about the impacts and trade-offs associated with a diverse range of policy options.

Through the use of deliberative dialogue, participants will work together in plenary and in small groups to listen deeply to each other's perspectives, consider trade-offs and develop recommendations for Canada's energy future. This process will get beyond "the usual suspects" to seek the perspectives of everyday citizens who are reflective of the broader population. These citizens will undergo a process to understand decision-making constraints and to bridge differences of opinion through dialogue, resulting in high quality, actionable recommendations. These results, once made public, may lead to useful input for NRCan's decision-making processes.

The activities and deliverables throughout this project will be designed and branded by the SFU Centre for Dialogue to leverage our credibility as a neutral third party. NRCan will be recognized as the project funder and major dialogue materials will carry Generation Energy branding to contextualize the Deliberative Citizens' Dialogues with the broader Generation Energy engagement process.

Project Activities and Deliverables

Phase/Task 1A: Scoping, Design and Materials Development

Activities during the Scoping, Design and Materials Development Phase will include creating a project plan, conducting research and reviewing existing materials and designing the dialogue process.

Through reviewing existing research materials, stakeholder position papers and previous public engagement outcomes, the project team will:

- maximize the use of existing research by scholars, think tanks, scientists, proponents, etc.;
- ensure subsequent discussion materials are credible across diverse perspectives, contextualized with evidence-based information and grounded in existing policy frameworks; and
- collect baseline data on participant knowledge, attitudes and demographics to guide the participant recruitment process and evaluate the extent to which participants reflect the full diversity of all Canadians.

The project team will design the dialogue process for five identical Regional Citizens' Dialogues (two days each), culminating in one National Citizens' Dialogue Design (two days deliberative dialogue plus one day for citizens to participate in NRCan's Generation Energy National Forum). These deliberative processes will be delivered by facilitators who are trained and experienced in deliberation and public engagement. The project evaluation framework will be designed during this phase to measure project success using both outcomes-based and principles-based methods.

Phase/Task 1B: Recruitment, Discussion Guide and Communications Collateral

The three major public-facing deliverables from this phase are a bilingual discussion guide, the recruitment of participants for the Regional Citizens' Dialogues, and release of initial communications collateral, described in the table that follows:

Deliverable	Description	Completion Date
1. Bilingual Discussion Guide	<p>The purpose of the Discussion Guide will be to:</p> <ul style="list-style-type: none"> • Support informed participant discussions • Provide evidence-based information about the impacts of diverse policy options. These policy options will be chosen to reflect the full range of existing stakeholder positions. • Establish the neutrality of discussion materials through SFU Centre for Dialogue branding and editorial autonomy. <p>The Centre for Dialogue will circulate a draft version of the Discussion Guide to a small number of independent reviewers in late June or early July who reflect knowledge from a range of sectors, industries and expertise. The purpose of this review process will not be to remove information or perspectives, but rather to ensure that no perspectives are missing and that all information is accurate.</p>	August 2017
2. Participant recruitment, outreach and logistics	<p>The project team will use a professional public opinion polling services provider to help recruit participants who reflect the most relevant geographic, attitudinal and demographic diversities of Canadians¹. The preferred minimum number of participants attending each dialogue will be 30², with the potential to recruit additional participants if sufficient project budget remains.</p> <p>Participants will be offered an honorarium of \$400 for regional dialogues and \$600 for the national dialogue to encourage participation, especially among low income earners. Once participants are selected, the project team will arrange all participant travel, logistics, and stipends, which will be paid for from the project budget.</p>	Ongoing July/August through to dates of regional dialogues

¹ Participants will be reflective of Canada's diverse population and selected using randomized techniques and/or industry standard practices. The final sample may not be considered statistically representative depending on the blend of recruitment techniques required.

² The project team will recruit more participants than required to anticipate attrition, with a focus on over-recruiting demographics such as youth that have historically experienced higher levels of attrition.

Deliverable	Description	Completion Date
3. Micro-site, social media channels and video collateral.	To facilitate participant recruitment and support project goals, the project team will establish dedicated communications channels, including a micro-site and social media accounts. By publishing information about the dialogue process and discussion materials, and by closing the loop with participants about project outcomes, the project team will build credibility and ensure full project transparency. The information published through these channels may be mirrored by NRCan on the Generation Energy website and integrated with NRCan social media channels through use of the #genenergy hashtag.	July 2017

Phase/Task 2: Regional Citizens' Dialogues

The Centre for Dialogue will convene and facilitate five Regional Citizens' Dialogues, each with a preferred minimum of 30 participants³ who together reflect the diversity of their region. The dialogue locations and associated regions will be:

- Vancouver (British Columbia and Yukon region)
- Calgary (Alberta, Saskatchewan, Manitoba and Northwest Territories)
- Toronto (Ontario)
- Montreal (Québec and Nunavut)
- Halifax (New Brunswick, Nova Scotia, Prince Edward Island and Newfoundland and Labrador)

³ The number of participants at each regional dialogue may be increased to as many as 40 if project budget allows.

These dialogues will promote participant learning and help participants to explore trade-offs between different policy objectives. Participants will present and be exposed to diverse perspectives, allowing for the emergence of shared understanding and agreement.

The dialogue framing and discussion questions will be selected to allow citizens and stakeholders from diverse worldviews to enter into the conversation, while also connecting to key focus areas of NRCan's Generation Energy consultation. Examples of potential discussion questions include:

- What will the Canadian energy economy look like in 2040?
- What does an affordable, competitive, low carbon energy future look like over the course of a generation?
- What core values should guide us and what generational goals should we strive to achieve?
- What actions, priorities and targets should guide how Canada makes, moves and uses energy by 2040?
- How can the federal government support the work being done by the provinces and territories to create affordable energy and the innovative, green jobs Canadians want?
- How can Canadians move forward together?

Based on Canadian population statistics, we anticipate that the Regional Citizens' Dialogues in Vancouver, Calgary Toronto and Halifax will include only one or two French-speaking participants. For this reason, and because simultaneous translation is impractical during small group breakout sessions, these four regional dialogues will be conducted in English. Similarly, the regional dialogue in Montreal will be conducted in French.

Major deliverables during the Regional Citizens' Dialogues phase include:

Deliverable	Description	Completion Date
1.Regional Citizens' Dialogues	The project team will design and facilitate the Regional Citizens' Dialogues as well as organize all logistical requirements, including venue, travel, hospitality, audio/visual, promotion, public communications and media inquiries. If the project facilitators deem it to be non-disruptive, a portion of each dialogue may be opened to public observation to promote transparency and amplify the dialogue experience among the wider public.	September 27, 2017
2.Debrief of individual dialogues	The project team will provide informal presentations on Regional Citizens' Dialogue findings.	Within two business days of each regional dialogue
3.Regional dialogues summary	This 4 to 8-page document will summarize the combined themes of the five Regional Citizens' Dialogue and will serve as an input to both the National Citizens' Dialogue. This summary will be concise and focus on key outcomes, with more analysis and information provided during the reporting phase. Once posted publicly, it may provide a useful input to the Generation Energy National Forum	September 30, 2017

Phase/Task 3: National Citizens' Dialogues

October 10-12, 2017

The National Citizens' Dialogue will occur in Winnipeg concurrently with the Generation Energy National Forum and will bring together a preferred minimum of 30⁴ Canadians who participated in the Regional Citizens' Dialogues. These participants would be selected to proceed to the national dialogue through nomination by their peers and/or to reflect the diversity of Canadians.

Participants in the National Citizens' Dialogue would explore similarities and differences of opinion between the regional dialogues, confirm shared values, and articulate shared recommendations for Canada's energy future. Participant recommendations would be released and/or presented to the public, and would ideally be observed by the Minister of Natural

⁴ This number will be increased to as many as 40 participants if the project budget allows.

Resources. Citizen participants would potentially join stakeholder participants during the final day of the Generation Energy National Forum. A major outcome would be to depolarize regional tensions by creating opportunities for Canadians from different regions and perspectives to engage in face-to-face dialogue and seek common ground.

Major deliverables for the National Citizens' Dialogue phase include:

Deliverable	Description	Completion Date
1. National Citizens' Dialogue	The project team will design and facilitate the National Citizens' Dialogue, as well as organize all logistical requirements, including venue, travel, hospitality, audio/visual, promotion, public communications and media inquiries. If the project facilitators deem it to be non-disruptive, a portion of each dialogue may be opened to public observation to promote transparency and amplify the dialogue experience among the wider public.	October 10-12, 2017

Phase/Task 4: Project Reporting and Close-Out

The process and outcomes of the Regional Citizens' Dialogues and National Citizens' Dialogue will be delivered in multiple formats, including via summary report, full report, video, web and other relevant digital artefacts from the dialogues. These reports will be published on the project micro-site. NRCan can choose to access these reports and make them available on generationenergy.ca.

Major deliverables include:

- Summary report: November 17, 2017
- Full dialogue report, video and web presence (French and English versions): December 15, 2017
- Project reporting and financial close-out: January 31, 2018

Project Budget

The budget for this project is \$893,167. Total savings to the project through use of a contribution agreement model rather than a services contract model are provided in Annex D.

Tasks	Date or Milestone	Value of Payment
	Upon Signing the Agreement	\$267,950
Task One A - Scoping, Design and Materials Development	June 30, 2017	\$178,633
Task One B – Recruitment, Discussion Guide and Communications Collateral	August 31, 2017	\$223,292
Task Two – Conduct Regional Citizens' Dialogues	October 2, 2017	\$89,317
Task Three – Conduct National Citizens' Dialogues	October 15, 2017	\$44,658
Task Four - Project Reporting and Close-out	Upon receipt of ALL required documents	\$89,317
TOTAL		\$893,167

Eligible Expenditures under this project will include:

- Salaries and benefits
- Honoraria
- Professional, scientific, technical, management and contracting services (includes public opinion polling services as well as other professional services)
- Reasonable travel costs, including meals and accommodation.
- Marketing services to include design and printing services, publicity, media placements, distribution, advertising and related activities.
- Capital expenses, including informatics hardware and software or other equipment
- Materials and supplies
- Rental of facilities, audio and visual services and other related costs associated with delivering workshops, conferences, meetings and special events
- Overhead expenses (10%)

Annex A: Centre for Dialogue Deliberative Dialogue Methodology

What is it?

A Deliberative Dialogue provides space for Canadians who reflect the diversity of their country to study an issue at greater depth than typical consultations and make recommendations.

When should Deliberative Dialogue be used?

Deliberative Dialogue should be used when:

- the Government of Canada is open to considering a range of potential solutions;
- the decision must reconcile competing perspectives to find solutions that are in the best interest of the entire country;
- choosing between solutions involves value judgements; and/or
- a gap exists between the solutions identified through other forms of citizen/stakeholder engagement and real-world decision-making constraints.

How does it work?

For national deliberative dialogues, the SFU Centre for Dialogue works with professional public opinion polling service providers to select a random group of participants who reflect the geographic, demographic and attitudinal diversity of Canadians. Prior to the dialogue, each participant receives a Discussion Guide to provide a common fact base for discussion.

At the event, participants work in small, diverse groups where they have the opportunity to hear each other's stories and build empathy for each other's needs. Together, each group reviews the full range of potential solutions and develops principles for their internal decision-making. Groups then have the opportunity to draw upon known options or develop their own solutions within relevant policy constraints such as environmental and economic targets.

The ultimate goal is for each group to agree upon recommendations that are in the best interests of all Canadians. These recommendations are ideally presented directly to decision-makers or their representatives as part of the event. In addition to developing these group recommendations, participants have the opportunity to express their individual preferences through real time deliberative polling or exit surveys. The Centre for Dialogue then compiles the results in a dialogue report, which identifies common themes among group recommendations paired with statistics from the individual survey results.

The result is to reveal participants' preferences and values, while using staff and external knowledge to ground the exercise in real world technical and financial constraints. These outcomes would be shared publicly to add to a national conversation, and would then provide a valuable input into the Government of Canada's decision-making process. The opportunity would also exist to reconvene a subset of the dialogue participants at a later date to give feedback on emerging policy directions or progress to-date.

Annex B: Centre for Dialogue Discussion Guide Methodology

What is it?

A Discussion Guide uses plain language, infographics and other methods to ensure that Canadians have a common fact base when discussing important issues. These tools set public engagement up for success by helping to separate rumour from fact and by closing the gap between public input and the real world constraints faced by decision-makers.

When should Discussion Guides be used?

Discussion Guides should be used when:

- the Government of Canada wishes to receive high quality, informed public feedback;
- misinformation or confusion is preventing progress in discussions; and/or
- participants require additional information about trade-offs and impacts to support their participation.

How does it work?

Discussion Guides normally begin by providing context about the issues or opportunities under consideration. This might include historical information as well as a survey of relevant laws, stakeholder perspectives and policies. The Discussion Guide then presents a list of potential options to inform next steps. These options normally reflect both expert solutions, as well as the full range of existing stakeholder ideas without censorship. By evaluating each idea against existing policies, the Discussion Guide allows Canadians to explore the positive and negative impacts of their initial positions and compare these positions against alternatives using objective criteria.

Where circumstances allow, Discussion Guides are best developed in collaboration with Canadians through crowdsourcing commonly held questions, perspectives and solutions.

What are some examples?

In practice, Discussion Guides can take many forms to meet the needs of a particular engagement initiative. Some examples include:

- Climate Choices Issue Guide (National Issues Forum, USA focus):
<https://www.nifi.org/en/issue-guide/climate-choices>
- Creating and Enabling a Municipal Environment for District Energy (SFU Centre for Dialogue Carbon Talks Program, Canadian technical expert focus):
<http://resources.carbontalks.ca/guides/CarbonTalks-DiscussionGuide-DistrictEnergy.pdf>
- Moving in Metro Discussion Guide (SFU Centre for Dialogue, Metro Vancouver focus):
[http://www.sfu.ca/content/dam/sfu/centre-for-dialogue/MovingMetro/pdf/gional%20Dialogue%20Discussion%20Guide%20\(web\).pdf](http://www.sfu.ca/content/dam/sfu/centre-for-dialogue/MovingMetro/pdf/gional%20Dialogue%20Discussion%20Guide%20(web).pdf)

Annex C: SFU Centre for Dialogue Mission and Values Statement

Our mission

To foster shared understanding and positive action through dialogue and engagement.

Our values

We work in service of the public to generate solutions for our most pressing challenges.

We bring together and honour diverse voices and actively remove barriers to participation to reflect the full range of community interests and create conditions for innovation.

We believe in the importance of transparency in our methods and our motives, and in how we share what we learn with the wider world.

What we do

We create space for respectful conversations, where mutual curiosity and collaborative inquiry act as alternatives to adversarial approaches.

We support student success through experiential learning and participation in our research and programming.

We connect the university and community partners to work towards shared objectives in ways that value each party's unique knowledge and contributions.

We serve as a trusted convenor, grounding our work in research and evidence-based information.

We act as a hub for dialogue and engagement initiatives, fostering a culture of shared learning and support that enables ongoing improvement and innovation.

We work across sectors and across borders to support communities locally, nationally and internationally.