MASTER THESIS

Creating the Greenest City
Stakeholder involvement in Vancouver

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Master of Science in Sustainable Management

FE306E

Spring 2014

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Bodø Graduate School of Business

UNIVERSITY OF
NORDLAND

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Bodø, 2014

Sammendrag

Denne masteroppgaven presenterer casestudiet av den kanadiske byen Vancouver og deres prosjekt hvis mål er å bli "verdens grønneste by" innen år 2020. Casestudiet prøver å forstå hvordan samfunnet i Vancouver ble involvert i prosjektet, samt hvilken effekt dette hadde på den kollektive styringen av bærekraftig utvikling i byen.

I planleggingen som munnet ut i en omfattende plan som skal lede den videre implementeringen av prosjektet ble interessenter involvert på nye og innovative måter sammenlignet med tradisjonelle offentlige høringer. De aktuelle interessentene var byens innbyggere, lokale bedrifter og industriorganisasjoner, ulike interessentorganisasjoner, høgskoler og universiteter samt andre kommunale og provinsielle etater. I tillegg ble nasjonale og internasjonale brukere involvert i prosjektet gjennom nettforum og sosiale medier.

Casestudiet viser at prosjektet utviklet seg til å bli et nettverk av flere interessenter, der ingen hadde total kontroll. Vancouver "kommune" ble dermed bare en av mange interessenter i nettverket, noe som viser hvor viktig det var at de deltok på lik linje som andre interessenter. Ansatte i Vancouvers administrasjon og drift ble involvert gjennom etableringen av arbeidsutvalg som skrev planen sammen med de interessentkomitéene som bestod av ulike organisasjoners medlemmer. Denne prosessen førte til at arbeidsutvalgene og interessentkomitéene sammen ble enige om de ulike strategiene og hvordan de skulle forstås, til tross for at dette ikke var et eksplisitt mål.

Videre viser casestudiet at kommunikasjonen som skjedde var både ensidig og toveis. Man forsøkte både å informere befolkningen om prosjektet og det viktighet i tillegg til å delta i en dypere dialog der ulike parter diskuterte problemet og forsøkte å overtale hverandre. Studiet viser at den ensidige kommunikasjonen er vel så viktig som toveis kommunikasjon; den ensidige kommunikasjonen vil bidra til å lære opp og spre kunnskap i befolkningen, noe som gjør de i stand til å bli enda mer involvert i planleggingen.

Til slutt viser casestudiet at den omfattende involveringsprosessen var i stand til å bygge sosial og institusjonell kapital for bærekraftig utvikling. Dette gjør byens innbyggere og organisasjoner i stand til å delta i og skape egne prosjekter for bærekraftig byutvikling. I tillegg vi del økte institusjonelle kapasiteten i "kommunen" gjøre at bærekraftige prinsipper er bedre integrert i byens ledende dokumenter. Totalt øker dette sannsynligheten for suksessfulle bærekraftige prosjekter i Vancouver, noe som demonstrerer prosjektets effekt på den kollektive styringen av bærekraftig utvikling i byen.

Preface

As the final work in my master's degree this work has been a great learning experience, making me test my abilities and letting me dive into a topic that interests me immensely. To road has not always been the easiest, but I come out of it with new a new understanding of research and more knowledgeable that I were to begin with.

Acknowledgements

This thesis could not have been completed without the help and support from many people and organizations.

I want to thank the University of Nordland and the Bodø Graduate School of Business for giving me the opportunity to study in both Russia and Canada, and for letting me write this thesis. I also want to thank the university and the Masterfund for financial support. A big thanks to my supervisor Anatoli Bourmistrov for guidance and help in the finalization of the thesis.

I would also like to thank the University of Alberta and Richard Dixon for letting me come and stay in Edmonton this semester to work on my thesis. I had the time of my life!

I am very grateful for all my respondents taking time out of their busy schedule to meet with me; a big thanks to Amanda Mitchell, Olive Dempsey, Sean Pander and Elizabeth Sheehan.

Thanks to my family and friends for their support during the thesis, and for being there when I needed to get rid of some frustration. Furthermore, I want to thank Karin, my one and only classmate, for sticking out with me during our crazy semester in Russia.

I finally did it!

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Lasse Røssing-Enger
May 20, 2014

Abstract

The topic of the thesis was the urban sustainability project "the Greenest City Initiative"; the project that The City of Vancouver launched in order to become the Greenest City in the world by the year 2020. The problem statement for the research is the following:

How was civil society involved in the Greenest City Initiative,
and how did the initiative affect the governance for sustainability in Vancouver?

The theoretical framework was to a great extent based on stakeholder theory by Freeman (1984), stakeholder communication theory presented by Morsing & Schultz (2006) and the multi-stakeholder network model by Roloff (2008). Additionally, the DISCUS project findings by Evans, Joas, Sundback, & Theobald (2004) made it possible to take a look at the long-term effects of the engagement. The empirical data was collected with a qualitative approach through in-depth interviews conducted with several respondents. Furthermore, official City documents were used as secondary data in order to get an understanding of the entire project. Based on the interviews with the respondents and the secondary documentation we are able to discover a City project that focused on engaging with its community in order to create a Greenest City Action Plan that would lead the way to reach its ambitious goal. The City built ownership and accountability by establishing new and innovative engagement methods to involve a completely new group of people in a public consultation process.

The main stakeholders involved were the citizens of Vancouver, local businesses, industry organizations, community-based organizations, local and non-local NGOs, academic institutions and other levels of government. Additionally, a not insignificant amount of people participated form around the world in the online engagement, showing that people want to be involved. The community were invited to participate through online tools, social media, workshops, conferences and large public events and talks. Furthermore, members from different businesses, academia and other organizations were invited to participate in External Advisory Committees that worked closely with working groups consisting of City staff to co-create the Greenest City Action Plan.

The project seems to have developed into a form of multi-stakeholder network. This is supported by the data: the City initiated the Greenest City Initiative, but quickly had to realize that it would not be able to control the entire process as stakeholders started to create independent action. This made the City one of many stakeholder in the network, making it important that the City were involved like the other actors. The engagement of regular City staff became important in order build ownership and accountability internally as well. Furthermore, the multi-stakeholder network

nature of the project seems to have driven consensus making and agreement between the staff working group and the advisory committees when creating the Greenest City Action Plan, despite this not being an explicit goal.

The type of communication varied in the different ways civil society was engaged. Some activities focused on informing the community on the Greenest City Initiative, aiming to "give sense" to the community to influence how the understand the issue. Other activities created a cycle of "sense giving" and "sense making" between the parties involved, where the parties tried to persuade each other whilst at the same time trying to understand their view. This last type of engagement was able to build great support for the project, as well as create a consensus on the planned strategies. We discover that the information activities focused on "sense giving" in not in fact inferior, but important when educating the public and to bringing them into deeper engagement process.

Finally, the research shows that the engagement project was able to build social and institutional capacity for sustainable development in Vancouver. The higher social capital and institutional capital will increase the possibilities for sustainability policy outcomes in the City, showing the effect of the Greenest City Initiative on the governance for sustainability in Vancouver.

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Abbreviations and glossary

BC   British Columbia, one of Canada's ten provinces.

CBO   Community-Based Organization

City   Capitalized, meaning the City government of Vancouver and its organization.

CoV   The City of Vancouver, or simply Vancouver. Not to be confused with the larger metropolitan area, Metro Vancouver.

EAC   External Advisory Committee

ENGO   Environmental Non-Government Organization

GC   Greenest City

GCAP   Greenest City Action Plan

GCAT   Greenest City Action Team

GCI   Greenest City Initiative

GCIP   Greenest City Implementation Plan

GHG   Greenhouse Gas

IAP2   The International Association for Public Participation

NGO   Non-Government Organization

SWG   City of Vancouver Staff Working Group

1
Introduction

The chapter introduces the background for the thesis' research project, the problem statement and the research questions that were created.

1.1 Background

Sustainable development has since its emergence on the international policy agenda in 1987 become the overarching goal for economic development on a local, regional, national and supranational level. Despite being the leading goal for governments for 25 years, environmental deterioration, global climate change, and social inequality persists. This is a clear indicator for the challenge of sustainable development and the interaction between the three pillars economic development, environmental protection, and social equality. Sustainable development challenges are present in all parts of the world and in all parts of society, both in local areas with its own specific issues and globally through the issue of global climate change.

The United Nations Conference on Environment and Development (UNCED), the Rio Earth Summit, was held in 1992 as the first major conference addressing the environment since the publication of «Our Common Future». The result of the conference was Agenda 21, a comprehensive global action plan to be used globally, nationally and locally by governments in order to «reach» sustainable development. Chapter 28 introduced Local Agenda 21, emphasizing the need for local governments to take action together with their citizens, local organizations and private enterprises. Since then many local governments and cities around the world have started to take action on sustainability.

Cities have long been considered to have a special role in sustainable development and sustainability; cities are by many considered to be hubs for «unsustainable» activities, e.g. consumption of natural resources and economic trade. Today, cities world wide house around 50% of the worlds population, and this portion is estimated to increase further (United Nations, n.d; UNFPA, 2011). In North America and Europe already 79% and 71% of the population live in urban areas, respectively (Population Reference Bureau, 2011). As one of seven critical issues in need of priority attention identified at the Rio+20 conference in 2012, the important role of cities in global sustainability is emphasized further (United Nations, 2011). The interest for sustainable cities has never been higher than now, and knowledge from good practices are highly appreciated by academia, civic society and policymakers around the world.

As a person that highly appreciates city culture and the urban lifestyle, as well as being a sustainability geek, I found the phenomenon of sustainable cities very intriguing. This led me to take a closer look at the literature with a possible master's thesis topic in mind.

1.2 Cities and sustainability

Cities and sustainability, or cities and their *unsustainability*, has been an an issue of great discussion for the last two decades. This was also discussed by Rees & Wackernagel (1996) in their article «Urban ecological footprints: Why cities cannot be sustainable - and why they are a key to sustainability». The title to a great extent summarize the debate saying cities cannot be truly sustainable; «*no city or urban region can achieve sustainability on its own. [...] A prerequisite for sustainable cities is sustainable use of the global hinterland* (Rees & Wackernagel, 1996, p. 236)». Urban settlements carry with them many challenges to sustainability, but there are also certain advantages that can contribute to sustainability; cities lead to lower cost of infrastructure, greater possibilities for recycling and remanufacturing, reduced need to convert farmland into development areas, and reduction in fossil fuel consumption because of economies of scale and shorter distances (Rees & Wackernagel, 1996; Næss, 2001). At the same time cities are complex, interconnected and highly functionally integrated entities, and the larger they are the more complex and interconnected they become (Rees & Wackernagel, 1996; Camagni, Capello, & Nijkamp, 2001; Öjendal & Dellnas, 2010). This means that we need an approach towards urban sustainability that take this into consideration, or else it is doomed to fail (ibid.).

To be able to become more sustainable, cities and those that dwell in them have to make changes in their consumption patterns and how they go about. This includes city citizens, businesses, local government, NGOs, industry etc. This is major change, and to be able to achieve this it is generally accepted that some form of urban governance centred on sustainability must happen in cities (Öjendal & Dellnas, 2010). This was also outlined in Local Agenda 21 at the Rio Earth Summit in 1992:

> *Each local authority should enter into a dialogue with its citizens, local organizations and private enterprises and adopt "a local Agenda 21". Through consultation and consensus-building, local authorities would learn from citizens and from local, civic, community, business and industrial organizations and acquire the information needed for formulating the best strategies. The process of consultation would increase household awareness of sustainable development issues.*

> Rio Earth Summit (1992, chapter 28.3)

Consultation and consensus building are clearly mentioned as recommended activities for local authorities when creating Local Agenda 21 plans. This can broadly be recognized as a process of local governance, with «*local governments reaching out to learn, to promote knowledge and understanding, to promote dialogue, to mobilise resources and energy, and through these activities to*

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generate policies and public actions that will receive consent and support (Luhde-Thompson, 2004, p. 481)».

Öjendal & Dellnas (2010) discuss inherent dilemmas in sustainable city governance and the contradictions with governing sustainable cities. They recognize the need for cities to be involved when addressing global sustainability, but argue that the ideas of democratic, decentralized and local community participation difficultly can be combined with the globality of sustainability. Because of these contradictions many urban sustainability initiatives fail or do not have outcomes that actually lead to greater sustainability. These are interesting contributions to the sustainable urban governance discourse; to see how cities try to deal with these dilemmas around the world could contribute to finding solutions to the challenges related to «sustainable cities».

We can see the clear trend within the urban sustainability literature, emphasized by governments and NGOs, that for urban sustainability to happen we need a governance scheme to come together. The prerequisite for this is involvement by all the actors in the city, and possibly also beyond. If not, actors will not necessarily make the necessary changes needed, and sustainability initiatives will fail. This might seem easy on paper, but in reality it is quite different. As Murphy (2000) says: «*nowhere is the 'one size fits all model' less appropriate*». We still have much to learn about how to involve the different actors in a city to be able to form governance schemes for lasting urban sustainability. This will be the starting point for the research in this thesis.

1.3 The Greenest City in the World

Despite being the second largest country in the world Canada is still one of the most urban countries in the world with an urban population of 80% (of a national population of almost 35 million) (Population Reference Bureau, 2011). Several Canadian cites have also taken on the challenge of sustainability, and the Canadian magazine Corporate Knight annually rate the most sustainable Canadian cities. One of these cities is the City of Vancouver, one of the major cities in North America and the host of the 2010 Winter Olympic and Paralympic Games. The City of Vancouver was named Canada's most sustainable city in 2010 and 2011 by Corporate Knight magazine (Barmak, 2011), and the most liveable city in the world several times by the Economist Intelligence Unit (Koranyi, 2011).

Vancouver has decided to become the «greenest city» in the world by 2020; an ambitious goal with an equally ambitious deadline. To be able to reach this goal Vancouver has carried out a major project involving City staff, external stakeholders and Vancouverites to make a comprehensive action plan that is going to lead the way on city action. The plan covers ten different areas, e.g. green economy, green transportation, local food and climate leadership. This is one of the most

comprehensive strategies for sustainable city development to date, and the policy outcome can be said to be a major achievement in itself. Further, they are on their way of fulfilling the goals, with some subsidiary goals already having been met.

The Greenest City Initiative has been a big project for Vancouver, and after almost two years of work they approved a final, comprehensive Action Plan for how they will become the worlds greenest city by 2020. The planning process gave the citizens of Vancouver an opportunity to provide feedback to the city working groups on the proposed goals, strategies and plans. In addition, other groups from civil society were involved in the process through External Advisory Committees, with separate committees for one for each of the 10 goals.

Throughout the Greenest City Initiative there is an emphasis on building partnerships, engaging with stakeholders and the public, promoting citizen action and building community ownership for the goals. The City recognize that it needs help from the community around it to become the Greenest City; none of the ten goals can be reached by city led actions alone. This is illustrated below, where we can see that for all of the ten goals the city will have to depend on other parties and stakeholders for action to be able to reach the goals and targets. Some of the goals are to a great extent within the City's control, e.g. Local Food and Access to Nature, whilst others are to a great extent outside the City's control, e.g. Clean Air and Green Economy.

Figure 1.1: Goal feasibility by city actions alone (City of Vancouver, 2011e).
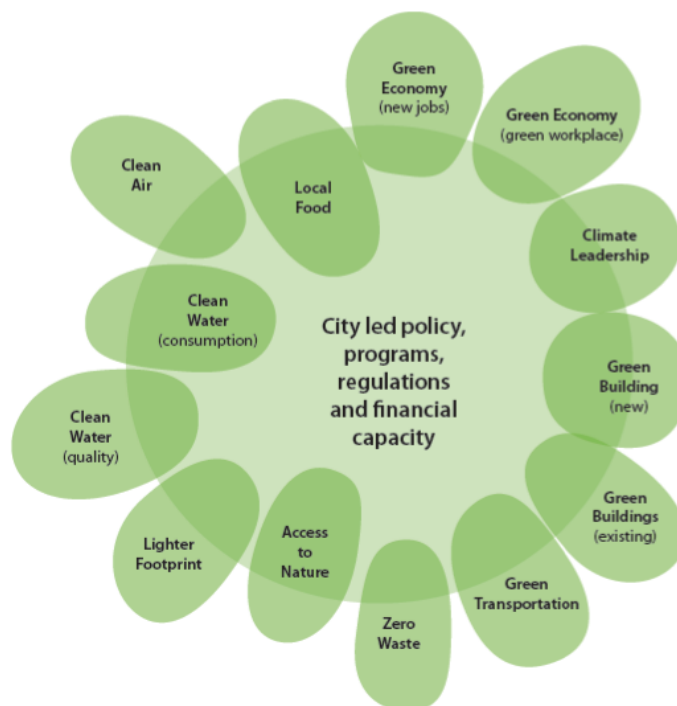
1.4 Problem statement

As one of North Americas leading examples of urban sustainability, and maybe even one of the most ambitious cities in the world with regard to sustainable development, Vancouver and its Greenest City Initiative is a very interesting case. How the city will work to reach its goal will be of great value to understand how to solve the challenges that we face when trying to achieve urban sustainability worldwide. In the thesis I thus wanted to look further on the Greenest City Initiative and how it played out. The GCI is a major project that is going to take many years to implement, but as of today a lot of work have been done already on planning and public/stakeholder involvement.

In both academic literature and in policy recommendations from international organizations like UN-Habitat, the importance of involvement and governance when addressing the issue of sustainability in urban areas is stressed. This will be the case for Vancouver as well, emphasized by their own recognition of the importance of the action from parties outside of the City to be able to reach the goal.

Despite the many different definitions of the various types of governance, a common theme is often the collaboration and inclusion of several different groups or parties in a process of governing and involvement. Central in governance is the relationship between different groups, how they interact and govern together. In an urban perspective these different groups will be found in and around the city, and the city government will be one of many. Evans et al. (2004) groups the actor in two, *government* and *civil society*; the government in this case means the local government whilst civil society mean everything except government (citizens, businesses and industry, community organizations, academic and educational institutions, non-government organizations etc.).

In my research, defined by the problem statement and research questions below, I wanted to understand the governance for the Greenest City in Vancouver better. Despite governance not being an explicit goal in the GCI, it can clearly be seen as present in the plans and the process.

The research will focus on the involvement of parties outside the city government, and then connect this to urban governance in Vancouver. How was the different groups involved and included in the initiative? What form did the relationship between the different parties take? How did this relationship affect the governance for the Greenest City in Vancouver? How will this develop further in the implementation phase? Based on these questions and topics, the problem statement was formulated.

Problem statement

How was civil society involved in the Greenest City Initiative,
and how did the initiative affect the governance for sustainability in Vancouver?

The problem statement addresses several aspects of the initiative, and also raises some questions. To clarify the problem statement and to guide the research the following questions were created:

Research questions

1. Who were, or were not, involved in the Greenest City Initiative?
2. How were they engaged in the Greenest City Initiative?
3. How did the engagement affect the governance/governing for sustainability in Vancouver?

The term «civil society» is used in the problem statement to encompass all the different groups that surrounds the City, without excluding different groups prior to the start of the research. In the research it will be important to see who were actually involved, as defined by the first research question. The second research question focuses on how they were engaged. The last question covers the relationship between the engagement and the governance, and tries to answer how the engagement affected the governance, if it did so in any way.

1.4.1 Limitations and assumptions

The Greenest City Initiative is a major project, which is still active in it's implementation phase. Furthermore, the governance is also a major topic that can be researched extensively, even inside one case. Because of the limited time and financial resources available, limitations and assumption have been identified to guide the work.

Limitation: The focus of the research is on the Greenest City work up to June 2011.

The research will for the most part focus on the planning process up to the approval of the Greenest City 2020 Action Plan by the Vancouver City Council in June 2011. As such, most of the implementation phase starting from 2011 will be outside the scope of the research. This decision was made because of several factors. First of all, with a project still in progress one should have a clear boundary for the research so as not to take on too much as one goes along. Second, in this case the planning process leading up to the GCAP was to create the foundation for the implementation, through the engagement with other groups. This policy development process will form the basis of the Greenest City. This makes this part of the process suitable for studying the

problem statement. Finally, the implementation phase is still in a very early phase, so that clear data will be difficult to get at this time.

Despite of the limitation above, the research may draw on some of the outcomes of the process that might have happened subsequent to the approval of the GCAP. In the cases where this is done, they have a direct connection to the planning process.

1.5 Thesis structure

The thesis is structured around seven main chapters, each with its own topic and purpose. In the following chapter, chapter 2, the literature and the theoretical framework for the research is presented. This chapter will include a discussion on the different phenomenons and concepts used in the thesis, as well as looking at the role of governance in cities regarding sustainability. Chapter 3 will give a description of the research methodology used in the research regarding data collection and data analysis. Furthermore, it also discusses the issues of research ethics, and validity and reliability. The City of Vancouver is introduced on chapter 4 to give a frame of reference for the project researched. Chapter 5 contains the empirical data for the thesis, and included a description of the Greenest City Initiative and the planning and engagement process. The information in this chapter is based on the interviews performed as part of the research, as well as different typed of secondary documentation published by the City of Vancouver.

Chapter 6 contains the analysis and the discussion, where the empirical data will be combined with the theoretical framework from chapter 2 to present the main findings of the research. The research and its findings are summarized in chapter 7, conclusions.

The last two chapters of the thesis include a list of the academic and non-academic sources used in the thesis, chapter 8, and the thesis' appendices, chapter 9.

2
Theory and literature

The theoretical framework presented in this chapter will shed light on the empirical data collected for the research in order to answer the problem statement and questions proposed for this study.

This calls for a theoretical framework that can be used to understand the engagement process that happened in Vancouver as part of the Greenest City Initiative. The choice of which literature to use and not to use as a theoretical framework guides the research and determines the the variables to be used.

2.1 Sustainability and urban governance

2.1.1 Sustainable development

Sustainable development is development that meets the needs of the present without compromising the ability of future generations to meet their own needs.

<div align="right">Brundtland Commission (1987, chap. 2, art. 1)</div>

This famous definition of sustainable development was established by the Brundtland Commission in the report *Our Common Future* in 1987. Since then sustainable development has been interpreted in many different ways, but it appears to be mainly concerned with system maintenance: to ensure that our actions does not threaten the long-term viability of the system in question (Crane & Matten, 2010).

Satterthwaite (1997) criticize the many ways in which sustainability has been defined by many organizations around the world, in a way that the meaning have been lost and that «everything» is sustainable; he suggests that we go back to the definition from the Brundtland Commission, and analyzes it further. The term sustainable development can be divided in two; «sustainable» is connected to avoiding depletion of environmental capital («without compromising the ability of future generations to meet their own needs»), whilst «development» is concerned with «meet[ing] the needs of the present» (ibid.). Based on this it can be said that the concept of sustainable development takes on a strong view on sustainability, since this means that natural capital cannot be successfully replaced by economic or social capital (Williams & Millington, 2004). Williams & Millington (2004) say that strong and weak sustainability are just two extremes on a scale, and propose to use the terms stronger and weaker sustainability to better reflect the different levels of strength.

Recently, the concept of sustainability has become divided in three components: economic, social and environmental (Crane & Matten, 2010). This reflects the world we live in, a social system with economic activities dependent on the resources provided by the environment that surround us. Based on this way of thinking, sustainability is reached when economic, social and natural capital are maintained or increased. The tripartite model of sustainability can also give three types of sustainability: environmental sustainability is related to the management of natural resources so that they are concerned for the future; social sustainability is often associated with social justice and social equity; and economic sustainability relates to long-term economic development (ibid.).

2.1.2 The Sustainable City

By combining the sustainability discourse with urban studies we can start to understand the challenges and opportunities for sustainability in cities. Much attention has been given to the carrying capacity of a sustainable city, especially because of the increased interest in the positive and negative externalities of cities (Camagni et al., 2001). This can be connected to the ecological footprint, a tool used to visualize the amount of resources consumed by a city in relation to the city itself (Rees & Wackernagel, 1996). Most major cities around the world have an ecological footprint considerably larger than the area they occupy (ibid.); this «...*means essentially that a necessary condition for a city to survive is to import carrying capacity from the outside world* (Camagni et al., 2001, p. 124)».

Defining a «sustainable city» is difficult, and Blassingame (1998, p. 9) writes that «*the question of whether sustainable cities are an oxymoron or an inevitability probably depends on how one defines the term*». Both representatives of academia and international organizations and institutions have tried to come up with definitions that can be used in the work on urban sustainability:

> A *sustainable city is a city where achievements in social, economic, and physical development are made to last. It has a lasting supply of the environmental resources on which its development depends, using them only at a level of sustainable yield. A sustainable city maintains a lasting security from environmental hazards that have the potential to threaten development achievements, allowing only for acceptable risk.*
>
> UNEP/UN-Habitat (2001, p. 4)

> A *sustainable city is where achievements in the physical, economic, social and cultural development of a city are delivered to all inhabitants without threatening the viability of the natural, built and social systems upon which the achievement of such development depends.*
>
> Murphy (2000, p. 241)

> [Urban sustainable development] *is a process of synergic interaction an co-evolution among the basic sub-systems that constitute the city - namely the economic, the social, the natural and built environment - which guarantees a non-decreasing welfare level to the local population in the long run without jeopardizing the development options of the surrounding territories, and which contributes to the reduction of the negative effects on the biosphere.*
>
> Camagni et al. (2001, p. 133)

We can use Satterthwaite's (1997) interpretation of the sustainable development definition to understand these further. The definitions have incorporated development in a similar way by

focusing on the economic, social, cultural, and physical aspects of urban development to meet human needs by increasing long-term welfare. The sustainability perspective on the other hand is addressed differently. According to the two first definitions development must happen at «*sustainable yield*» or not to threaten the «*viability of the natural [...] systems*», whilst the last definition merely focus on not jeopardizing the development potential in surrounding areas and to reduce the negative effects on the biosphere. The definitions proposed by UNEP/UN-Habitat and Murphy thus take on a stronger view on sustainability than Camagni et al. Camagni et al. (2001) argue that approaches based on strong sustainability are meaningless in an urban environment because in that situation only limited substitution between natural resources and general capital is allowed.

In my opinion the definition proposed by Camagni et al. (2001) lacks ambition and clarity, and the environmental aspect is not present to a large extent. By rejecting the possibility for strong sustainability in an urban context, they present a definition for urban sustainability that merely focus on reducing negative externalities affecting the biosphere. The phrase «... *without jeopardizing the development options of the surrounding territories ...*» is also ambiguous, and it is not clear if the natural environment is actually part of the development options mentioned. By using a definition with a stronger view on sustainability, like UNEP/UN-Habitat and Murphy, the environmental aspect will become more central in the work with urban sustainability.

We also have to take into consideration that cities are complex structures, making change and addressing sustainability more difficult. Lieberherr-Gardiol (2009) point to the main factors that will influence our understanding of sustainable cities: institutional constraints - a great number of decision-making levels and countless public and private stakeholders are linked together through complex infrastructure; a high degree of interdependence between urban functions, stakeholders, local initiatives and management bodies within the city; and the cultural, ethnical, social and professional diversity you find in a city can be both a source of tension and conflict, as well as an asset for positive multiculturalism that reinforce and define identity. This complexity makes urban sustainability challenging to implement. If the interconnectedness that exist in the city is not acknowledged as part of the sustainability work, it is sure to fail.

Satterthwaite (1997) point to the ambiguity of the concept of sustainable cities by emphasizing that it is not the cities or urbanization that have to become sustainable, but the consumption of the people living in the cities. He says that the goal of urban sustainability is to seek «... *the institutional and regulatory framework in which democratic and accountable urban and municipal authorities ensure that the needs of the people within their boundaries are addressed while minimising the transferring of environmental costs to other people or into the future* (Satterthwaite,

1997, p. 1682)». This means that action has to be taken by both the city governments as well as the citizens and the other institutions and organizations within the city. For urban sustainability to be successful some form of joint governance is needed where different groups can come together to make decisions and come up with solutions.

2.1.3 Urban sustainability, stakeholder involvement and governance

Without good urban governance it is not possible to achieve more sustainable cities.

Murphy (2000, p. 239)

Governance, and thus stakeholder and citizen involvement, has been recognized and emphasized by academic authors and international organizations as the key factor in achieving urban sustainability, and has since become central in the urban sustainability discourse (Murphy, 2000). Urban sustainability address both typical environmental issues within cities as well as issues of sustainable consumption (Satterthwaite, 1997); urban sustainability requires change in the behaviour of several groups in the city, not only local authorities. Lieberherr-Gardiol (2009, p. 334) states that «*urban sustainability is an approach and a process that engages all members of society, from decision-makers to the general population, and it* [sic] *to achieve it requires negotiation between the various social stakeholders as the basis for an urban project*», and thus equals urban sustainability with stakeholder involvement.

UNESCAP (2006) defines governance as «*the process of decision-making and the process by which decisions are implemented (or not implemented)*». Policies are formulated and implemented by different actors pursuing different goals in networked environments; the actors are interdependent of each other and have to work together to achieve their goals (van Bueren & ten Heuvelhof, 2005). Some argue that governance is the new alternative to government, making governance something to be desired whilst government has become "bad" (Evans et al., 2004; Pierre, 2011). The opponents on the other hand argue that it is the *role* of governments that are being redefined, and that «*governments remain very much at the centre of governance* (Pierre, 2011, p. 18)». Simone Gross and Hambleton (2007, p. 9, as cited in Pierre, 2011) even say that «*governance in the the absence of strong government can lead to urban breakdown*».

The type of governance that will support the study of stakeholder involvement in this thesis is urban governance or city governance, centred on sustainability. UN-Habitat, one of the United Nations' programmes working explicitly on urban living and sustainability, defines urban governance as the following:

The sum of the many ways individuals and institutions, public and private, plan and manage the common affairs of the city. It is a continuing process through which conflicting or diverse interests may be accommodated and cooperative action can be taken. It includes formal institutions as well as informal arrangements and the social capital of citizens.

UN-Habitat (2009, p. 73)

Other definitions are presented in academic literature, for example the following:

Urban governance refers to the process whereby elements in municipal society wield power, authority, and influence and enact policies and decisions concerning public life, environmental, economic, social and cultural development. [...] Governance involves the interaction between formal institutions, the private sector and civil society.

Murphy (2000, p. 243)

[Governance is] … the sphere of public debate, partnership, interaction, dialogue and indeed conflict and dispute entered into by local citizens and organizations and by local government.

Evans, Joas, Sundback, & Theobald (2006, p. 850)

From these definitions we can identify a common understanding of urban governance. Urban governance is an ongoing process involving several and diverse actors, both from within and outside the local government, whose purpose is to make decisions for action and development within the city. This process involves many different types of interaction, dialogue, discussion and partnerships, both formal and informal, and may often include conflicts and disputes in order to reach some kind of commonly agreed upon decision regarding sustainability.

Good governance has been established to assist the work with urban governance and sustainability, and UN-Habitat has defining seven criteria for good urban governance: sustainability, decentralization, equity, efficiency, transparency and accountability, civic involvement and citizenship, and security (Lieberherr-Gardiol, 2009). Murphy (2000) emphasize inclusion, tolerance, and participation and interaction of the private sector and civil society organizations in addition to the political and public sector institutions. Blanes (2008) mentions several principles for good governance that at some points differ from the normative concept above. This is interesting, since these principles are derived from the experience from Local Agenda 21 projects and the Sustainable Cities Programme. This show the challenges with promoting good governance. Despite the good practices that have been identified there is no ideal model of good urban governance; each governance model have to be developed based on the local circumstances to be successful (Murphy, 2000).

2.1.4 Governance dilemmas of sustainable cities

Urban local governance would seem to be an oxymoron. Urban areas – and especially emerging megacities - are far more functionally interconnected than local participatory and/or democratic efforts can deal with, particularly from the perspective of sustainable development.

Öjendal & Dellnas (2010, p. 5)

According to Öjendal & Dellnas (2010), good governance of sustainable cities is fraught with contradictions and dilemmas. They even goes as far as saying that «*the impetus to develop sustainable government for major cities based on active participation by citizens who enjoy local decision-making power may be largely wishful thinking by policy makers who are driven by ideological principles that rarely work in practice (Öjendal & Dellnas, 2010, p. 1)*».

The main dilemmas that we are faced with when working towards urban sustainability come from combining of the three academic fields of local governance, sustainable development and urban studies (Öjendal & Dellnas, 2010). *Local governance* focuses on democratic participation and decision-making closer to the people, and aims to create a level of autonomous local governments to be able to address local issues. S*ustainable development* has become a global issue through climate change and globalization, and global and system wide solutions are thus necessary. Finally, *urban studies* is concerned with the study of the city, and how it functions. Cities house an increasing majority of the word population, and are becoming more complex and functionally interconnected. The dilemmas can be summarized in the following categories (ibid.):

Table 2.1: Governance dilemmas, summarized

Sustainability vs. local governance	Cities vs. sustainability	Local governance vs. cities
Local governance, with democracy and participation as important elements, may conflict with the issue of sustainability. Sustainable development has become a global issue where global solutions and system wide change is the «only» way forward.	Cities are usually thought of hubs for unsustainability as major emitters and consumers of natural resources. They might actually undermine sustainability more than they contribute to it, as discussed above.	There is a tradeoff between *democracy and participation* and *functionality*; the complex governing of major cities can difficultly be done though local decision-making and governance. The local «*becomes either ridiculously large or increasingly irrelevant (Öjendal and Dellnas, 2010, p. 5)*»

2.2 Stakeholder theory

Stakeholder theory originated as opposed to the traditional view of the firm in business literature, and has since gained a central role in literature concerned with sustainability. Traditionally the role of the firm is to create value for its shareholders, in other words to maximize the firms profits; businesses' responsibility is to increase its shareholders profits (Friedman, 1970). Stakeholder theory on the other hand takes on the view that business also has a responsibility towards a whole range of groups with legitimate interests in the company, the stakeholders (Crane & Matten, 2010). The stakeholder concept has since then become very popular in academia, and among businesses, policymakers and NGOs. The most commonly referenced definition defines stakeholders as:

> *... those groups and individuals who can affect or are affected by the achievement of an organization's purpose.*

Freeman (1984, p. 54)

This definition has be criticized for being too broad and too inclusive, with «everyone» being a stakeholder. Consequently, many have tried to classify stakeholders in order to make the management of stakeholders easier. One way is the distinction between **primary and secondary stakeholders** (Gibson, 2000); primary stakeholders are those groups or individuals with a formal, official, or contractual relationship, whilst all other stakeholders are classifies as secondary stakeholders. Whilst one does still have to pay attention to the secondary stakeholders, this classification may lead to the priority of the interests of the primary stakeholders (Roloff, 2008).

Another way of classifying stakeholders is by the «**stakeholder salience**» model (Vos, 2003). This model proposes three key stakeholder attributes that can be used to group stakeholders, placing stakeholders in 8 different classes, showing their role.

Figure 2.2: Qualitative classes of stakeholders (Vos, 2003)

1. Dormant Stakeholder
2. Discretionary Stakeholder
3. Demanding Stakeholder
4. Dominant Stakeholder
5. Dangerous Stakeholder
6. Dependent Stakeholder
7. Definitive Stakeholder
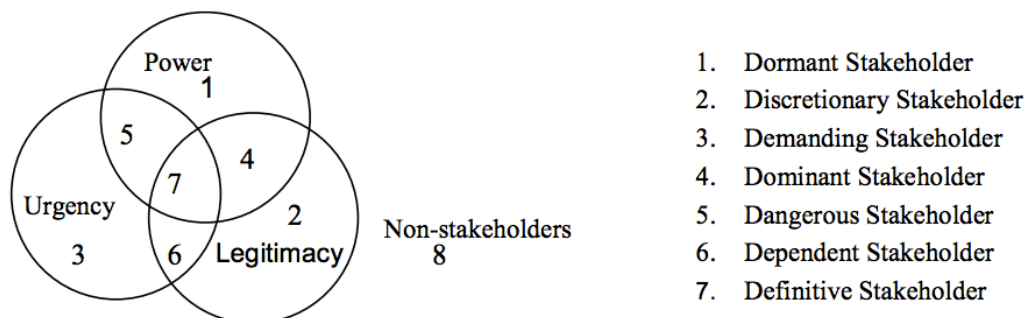
The purpose of the different ways of classifying stakeholders is to make it easier to identify the most important stakeholders, so to aid organizations when addressing stakeholder interests. Benn et al.

(2009, p. 1568) says that «*a successful organization is one which at least satisfies but preferably adds value for all stakeholders, not just shareholders*».

In recent years the focus within stakeholder theory and stakeholder management has developed in a way to start focusing on the importance of engaging stakeholders in long-term value creation though mutual relationships (Morsing & Schultz, 2006). The emphasis has moved from managing stakeholders to a focus on interaction based on a relational and process-oriented view. This brings the notion of participation, dialogue and involvement into stakeholder theory, clearly inspired from democratic ideals (ibid.). With this, stakeholder theory comes closer to the governance agenda. Andersen & Nielsen (2009) show how stakeholder theory also can be used to understand and conceptualize cities.

2.3 Stakeholder Communication Strategies

Morsing & Schultz (2006) presents three different strategies for communicating with stakeholders centred around the theory of *sensemaking* and *sensegiving*. Sensemaking happens as we «*make sense of things in organizations while in conversation with others, while reading communications from others, while exchanging ideas with others* (Morsing & Schultz, 2006, pp. 323-324)». Sensemaking is this the process when we try to understand and give meaning to our conceptions while receiving input from other groups or individuals. «*Sensemaking is followed by action in terms of articulating an abstract vision that is then disseminated and championed by corporate management to stakeholders in an process labelled 'sensegiving', i.e. attempts to influence the way another party understands or makes sense* (Morsing & Schultz, 2006, p. 324)». Sensegiving is thus concerned with trying to transfer a particular perception of an issue or organization to someone else.

The main components of the three different communication strategies are shown below.

Table 2.3: Stakeholder communication strategies (adapted from Morsing & Schultz, 2006, p. 326)

	1. Information strategy	2. Response strategy	3. Involvement strategy
Communication ideal	Public information, one-way communication	Two-way asymmetric communication	Two-way symmetric communication
Sensemaking vs. sensegiving	Sensegiving	Sensemaking ↓ Sensegiving	Sensemaking ↕ Sensegiving

	1. Information strategy	2. Response strategy	3. Involvement strategy
Stakeholder role	Support or oppose	Respond to actions	Involved: participate and suggest actions
Communication department's task	Design concept message	Identify relevant stakeholders	Build relationships

The *informations strategy* (1) is a simple one way communication strategy, where no effort is made to hear from the stakeholders. This method is often used by governments, businesses and NGOs. The main purpose of the communication is to «give sense» to the audience by communicating a pre-designed understanding that is to be adopted by the stakeholders. The *response strategy* (2) on the other hand has two-way *asymmetric* communication, in favour of the company. The company does not try to change as a result of the public communication, but rather tries to change the stakeholders' attitudes. The company uses feedback from its stakeholders to change future communication. The final strategy, the *involvement strategy* (3), consist of *symmetric* communication, and in this strategy a dialogue between the company and the stakeholders happens. Through dialogue the company and the stakeholders will try to persuade each other, and this should ideally lead to change in both parties: a process of progressive iterations of sense making and sense giving. Here, a relationship is formed between the company and the stakeholders for creating mutual benefits.

The model can be used to understand the communication and stakeholder involvement process that has been used in the Greenest City Initiative. Despite the fact that the article is mainly concerned with corporate social responsibility from a business perspective, it can also be used to understand the communication, involvement and engagement used by the City of Vancouver in the GCI.

2.4 Multi-Stakeholder Networks

Stakeholder theory has traditionally been organization focused, where the different stakeholders are seen as connected to the organization located in the centre (Andersen & Nielsen, 2009). This emphasizes stakeholder management from the organizations point of view; the organization should manage their stakeholders' expectations, needs and objectives in order to achieve their own strategic objectives. This traditional view on stakeholder theory has been criticized for not reflecting the reality of stakeholder interaction today (Andersen & Nielsen, 2009; Roloff, 2008; Benn, Dunphy, & Martin, 2009). Different approaches have been suggested, but they have in common that they recognize that the organization is one of many stakeholders in a multi-

stakeholder arena, where the organization traditionally placed in the centre is actually just one of many connected together in a stakeholder network.

2.4.1 Issue-Focussed Stakeholder Management

Roloff (2008) argues that stakeholder theory does not reflect what happens in what she calls multi-stakeholder networks; in these networks a single organization can only control part of the process, and other stakeholders can be equally or even more influential. Here, the stakeholders are centred around a specific issue that concerns the different actors.

> *Multi-stakeholder networks are networks in which actors from civil society, business and governmental institutions come together in order to find a common approach to an issue that affects them.*

<div align="right">Roloff (2008, p. 238)</div>

These types of networks often come to be because the complexity of the issue needs a collaborative approach. When studying these networks further we see that they demand a different definition of what a stakeholder is since there is no focal organization, but a focal issue (Roloff, 2008).

> *In the context of multi-stakeholder networks a stakeholder is any group or individual who can affect or is affected by the approach to the issue addressed by the network.*

<div align="right">Roloff (2008, p. 238)</div>

Roloff (2008) calls the different approach that multi-stakeholder networks needs for *issue-focussed stakeholder management.*

Multi-stakeholder networks go through seven different phases, as shown in figure 2.4. The four stages as shown in the figure are summarized below {Roloff, 2008, #59969}.

- *Initiation*
  Multi-stakeholder networks are often initiated by a stakeholder or a focal organization because of an issue than becomes urgent, and they don't believe that they can or should approach it by themselves. The number of included actors should be limited to get the work started, and a small number of experts might be asked to represent larger stakeholder groups in the initial work.

- *Deliberation*
  The acquaintance phase consist of the different stakeholders meeting each other; they exchange opinions and information, learn each other's points of view, and learn how to communicate with each other. Continuing with the first agreement phase, the stakeholders

get a greater understanding of the issues complexity and the other stakeholders motivations and positions. Discussion between the stakeholders take place, and the first agreements are reached concerning the understanding and the defining of the problem at hand. The aim of the second agreement phase is to come up with different approaches that can be implemented to address the issue of concern.

Figure 2.4: Life cycle model of multi-stakeholder networks (Roloff, 2008, p. 243)
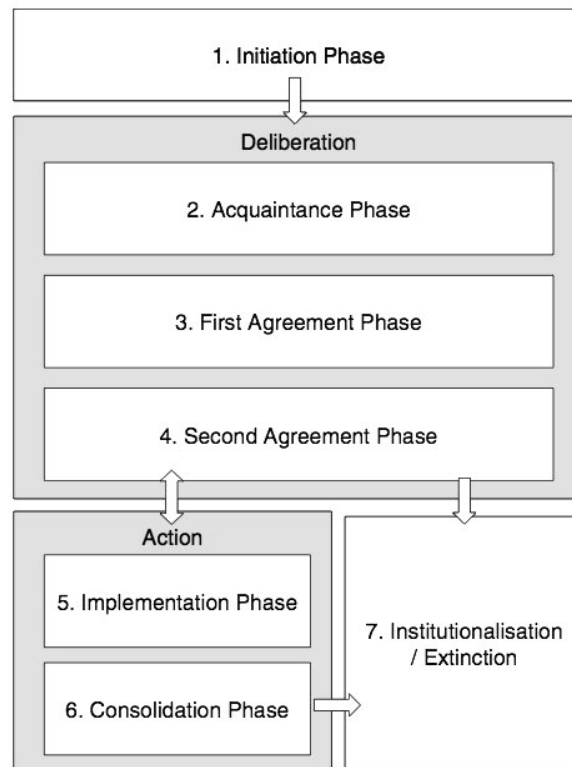
- *Action*

  The network changes from communication to cooperation and action, and it is not unusual that participants leave because they are either disappointed or unsatisfied. The implementation may encounter problems, and swift coordination between actors will be necessary. The network is put to the test in this phase, and many fail. One single implementation phase is often not enough, and stakeholder might have to come together again to define, discuss and agree on new action. In the consolidation phase substantial trust has been built between the actors, and implementation will become more sophisticated and at a greater cost for the stakeholders involved. More experimental forms of institutionalization are established, and new stakeholders might join the network.

- *Institutionalization/extinction*

  Multi-stakeholder networks tend to alternate between the deliberation and action stages throughout their life-cycle. This happens because implementation gives new information on

the issue which affects the actions that can be taken, and when new stakeholders join. Some networks will be dissolved or become something else, e.g. by incorporation in regulation or by the establishment of formal organizations.

The model show how multi-stakeholder networks come to be and how they work. Roloff (2008) does point at several challenges and critical success factors in issue-focussed stakeholder management. First of all, they need to adapt the rules of communicative action, which means that communication cannot solely be the task of a PR department. Second, managers also have to participate in the discourse to be able to develop a solution to the problem. A third challenge for especially companies are that they become political actors, and this is something they will be judged on by other stakeholders and the public.

2.4.2 The Process of Horizontal Governance

Benn et al. (2009) propose a model for environmental governance similar to the model presented by Roloff (2008). They also recognize the need for a new approach for solving today's complex and interconnected environmental problems and challenges. Their model shows the factors that have to be addressed in the "process of horizontal governance" for managing environmental risk. The sub-political arena (1) have to be identified - the nature of the risk is addressed by a a group or organizations, and the different stakeholders are identified; (2) key interests and differences in power, knowledge and resources between stakeholders are identified in order to support different stakeholders needs; (3) a networked "community of interest and dispute" is created when the stakeholders are brought together and a dialogue is established; (4) the network negotiate solutions and address issues concerning participation, timelines and funding; and finally (5) the decisions are implemented by creating action plans and monitoring systems, as well as assigning responsibilities.

Benn et al. (2009) emphasize that there are four problems that have to be overcome when establishing this process: (1) discussing and creating solutions to environmental risks and issues often require expert knowledge, which some stakeholders do not possess; (2) some stakeholder will have more power and resources that other actors, and this have to be managed so the process is not hijacked; (3) some issues are more complex than others, and this could make them unsolvable on a purely local level; and (4) the values of the organizations and individuals involved have to support the search for realistic long term solutions.

The two models presented above both show how multiple stakeholders can come together to discuss and solve complex environmental issues. We can see that there are differences between the to models, but also that they are quite similar. They both start with the issues at had is identified,

before the various stakeholders are identified and come together. At this point they start deliberating various solutions, but both models stress that this should not be rushed. Finally decisions are made and implementation starts.

The process of horizontal governance model is a one time linear model whilst Roloff presents a model that acknowledge that discussion and action are processes that will repeat themselves. Futhermore, Roloff's model is more comprehensive, and place the stakeholder network and the process in a bigger picture. Despite being a model of stakeholder networks, the model proposed by Benn et al. still put a single organisation more at the centre compared to Roloff.

By looking at the Greenest City Initiative from a multi-stakeholder point of view we can get a new understanding of the different actors' roles and how they where involved in the project. The work that happens within the network can also be called a form of governance, where different actors come together to solve a problem; this is supported by Benn et al. (2009). Therefore, multi-stakeholder networks theory might give us insight on all of the research questions for the thesis. Furthermore, the two different forms presented above will give us a better foundation to the analysis.

2.5 The DISCUS Model for Governing Sustainable Cities

The DISCUS[1] project was a major European research project whose purpose was to identify factors and conditions that will support governing for sustainability in cities based on identifiable good practices (Luhde-Thompson, 2004)».

Governance and involvement was central in the DISCUS project, but it was *governing* that was the principal interest in the project (Evans et al., 2006); governing encapsulated both *governance* and *government* as related and intertwined processes. Government is «*the sphere of local authority activity, the internal organization of local government, and the legal, financial and political processes therein as government* (Evans et al., 2006, p. 850)», whilst governance is defined as «*the sphere of public debate, partnership, interaction, dialogue and indeed conflict and dispute entered into by local citizens and organizations and by local government* (Evans et al., 2006, p. 850)». Governing is the term that is used to describe how these two processes interact.

Local governance is the process where local authorities reach out «*to learn, to promote dialogue, and to mobilize resources and energy, and through these activities to generate policies and public actions that will receive consent and support* (Evans et al., 2006, p. 852)». Here they differentiate

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government from governance, where governance is the relationship between civil society[2] and government. The important role of government in governance is also emphasized:

> *Local governments can regulate, control, invest and promote within their legal and political remit; with effective leadership, both political and administrative, they may achieve objectives well beyond their formal duties. These achievements may only be realized through consultation, dialogue and participation (the process of governance); but in most cases this will only happen if there is also effective government.*

Evans et al. (2006, p. 852)

Evans et al. (2006) use on the concepts of institutional capacity/capital and social capacity/capital in their research to explain the success of sustainability policy outcomes.

Institutional capacity is related to local government, and are «*the internal patterns of behaviour and ways of working, as well as the collective values, knowledge and relationships that exist within any organized group in society* (Evans et al., 2006, p. 853)». When local government has high levels of institutional capital it is expected that they will act efficiently and effectively, and to be proactive in undertaking sustainability initiatives.

Institutional capacity for sustainable development has several elements within local authorities (Evans et al., 2006). Key individuals, both political and city officers, can be drivers in sustainable development processes, but the process can be vulnerable if the individual would leave the organizations. Furthermore, sustainability training for both officers and politicians affect institutional capacity, as well as the «mainstreaming» of sustainability practices across the organization in all departments. Lastly, institutional learning for sustainability has a high influence on institutional capacity. Capacity is created when the local government has been effective in supporting and maintaining new ways of working and innovative ways of thinking.

Social capacity on the other hand encompass «*the complex ways in which sectors of civil society build and maintain capacity [...] for action to promote the needs of different groups* [and] *refers to the collective capacity that has been built or exists within a 'community' and within a local context* (Evans et al., 2006, p. 853)». In the research high social capacity for sustainable development was found where there was a greater «buy-in» to the local government policy-making, and the public was engaged in the process (Evans et al., 2006). When the groups in the civil society got the opportunity to participate, they responded by showing that they actually had influence. Local

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2 Civil society is defined as everything except government, and thus includes citizens, businesses, NGOs, community organizations, educational institutions, religious groups etc. (Evans et al., 2004).

social capacity is built through the organizations engaged in the process, e.g. local media, educational institutions, businesses and industry, and NGOs (ibid.).

High levels of institutional capacity for sustainable development policy making in local government will generally lead to higher possibility of sustainability policy outcomes because the government have sustainability principles integrated as part of their goals and objectives. High levels of social capacity for sustainable development policy making also increases the possibility for sustainability policy outcomes because the civil society is interested and engaged in sustainability.

Both institutional capacity and social capacity can be built, and they can also have an effect on each other as drivers for new capacity building. Especially social capacity building can be driven by local governments though their interaction with civil society. Capacity building for sustainable development are «*all measures that strengthen the governmental structures to meet the demands of sustainable development, as well as measures that create these capacities in cooperation with civil society* (Evans et al., 2006, p. 861)».

2.5.1 DISCUS Findings

Table 2.5: DISCUS Table of Capacity Relationships.

	High institutional capacity for sustainable development	Low institutional capacity for sustainable development
High social capacity for sustainable development	*1. Dynamic governing* • Active sustainability capacity-building • *High* possibility for sustainability policy achievements	*4. Voluntary governing* • Voluntary sustainable development capacity-building • *Low* possibility for sustainability policy achievements
Low social capacity for sustainable development	*2. Active government* • Medium sustainable development capacity-building • *Medium* or *fairly high* possibility for sustainability policy achievements	*3. Passive government* • *Low/no* sustainable development capacity-building • Sustainability policy failure

The relationship between social and institutional capacity, capacity-building measures and sustainable development policy outcomes (Evans et al., 2006).

Active and strong governments with institutional capacity for sustainable development are critical to achieve higher success of policy achievements. Furthermore, by interacting with civil society so to build social capacity for sustainable development as well, even higher success can be achieved.

But without a government that actively pursues sustainable development, despite of a more active civil society, the achievements towards sustainability are likely to be limited and less successful.

Other findings from the research was that stronger governance processes were found where the governments have higher levels of fiscal, legal and political autonomy; increased autonomy increased the local government's self-confidence, conviction and self-awareness, making them more responsive and adventurous in their policy-making and implementation (Evans et al., 2006). Furthermore, the cities that are making progress on sustainable development are also those cities where the local governments recognized the importance of working with stakeholders and engaging with civil society (ibid.).

Based on the model local government have to be involved for higher possibilities for sustainability policy outcomes to happen. The clearest finding in the research is that the primary mover for local sustainability policies are local governments; in order to achieve policy outcomes, an active government have to be expected (Evans et al., 2006). This is logical; they have the legitimacy and the means to implement measures supporting sustainability. Without local government, civil society will have challenges implementing different measure since it will be limited to civil society actors.

2.6 Summary

The literature that has been presented above highlight the theoretical framework that I will use for this thesis. The discussion on urban sustainability, stakeholder involvement and governance show the importance of sustainability being addressed in cities around the world. Furthermore, it shows the importance, as well as the challenges, of stakeholder involvement in urban sustainability initiatives.

This literature naturally leads to stakeholder theory, which is often used when writing about stakeholder involvement and governance for sustainability. The different conceptualizations of stakeholder theory will be used to understand the engagement process i Vancouver. This will help me to understand how the different stakeholders involved were selected to be part of the project. The theory will also make it possible to figure out how the engagement process itself has happened. The communication and interaction with stakeholders can happen in many ways, and the different communications strategies presented by Morsing & Schultz (2006)^can help us understand the degree of involvement by different actors in the project.

The Greenest City Initiative is a major project whose intention is to create wide-ranging action for sustainability in order for Vancouver to become the Greenest City. The models addressing

involvement of multiple stakeholders in a network will show how the stakeholders in the GCI have worked together to come up with the Action Plan.

Furthermore, it will be interesting to see how stakeholder theory, originally intended to understand how businesses deal with their surroundings, can be used to understand and be beneficial in planning and implementing urban sustainability policies.

Finally, the findings and the model from the DISCUS project was included to create a link between the engagement and planning preformed in Vancouver and the possible future outcomes of the Greenest City Initiative.

Together these theories will be able to show how the Greenest City Initiative have played out thus far, and make it possible to identify what have been and what have not have been successful in the project. These findings will contribute to finding the solutions of the challenges and dilemmas of urban sustainability.

3
Research Methods

In the following chapter the methods used for the research is presented. The chapter discusses the philosophical assumptions for the research, as well as the research design for the research conducted. Further it covers the collection and analysis of the research data. Finally, ethical issues are discussed, as well as validity and reliability, and strengths and weaknesses with the design.

3.1 Philosophical assumptions

Before starting your research it is important to understand the different philosophical approaches to research, mainly the two contrasting traditions positivism and social constructionism. These are the two extremes, but most researchers fall some place in between these two positions (Easterby-Smith, Thorpe, & Jackson, 2008). The positivist view is that reality is seen as something external and objective, whilst within social constructionism reality is made up by people in social situations (ibid.).

With regard to these two «extremes», I consider myself as more of a social constructionist. I agree more with the epistemological assumption found in social constructionism: knowledge is about understanding the meanings of happenings in the world (ibid.). Human interests and human interaction is what makes up the social sciences, and this cannot be reduced to simple terms that can be observed and analyzed from afar. The constructionist view takes human interaction and their experiences into consideration, and aims to create a deeper understanding of a situation or a phenomenon. I feel that the positivist view at times is very simple and artificial, not addressing the complexity and interconnectedness of human life. The positivist assumption that reality is something external, that human interests are irrelevant, and that this reality must be measured based on external observations by an independent researcher, is not always a good approach for the social sciences. Social constructionism recognize that the researcher is not completely separate from the situations being researched. As a researcher within social sciences it is important to understand how one self is part of the research being conducted.

Easterby-Smith et al. (2008) mentions a third philosophy – relativism. This view emphasize that reality, and the way to measure this reality, depends on the observers different points of view. But within the relativist view, as with the positivist view, reality is still fundamentally seen as independent of the observer and the researcher merely has to identify this reality. Due to this, I do not see myself as a relativist either, but I do not disagree with all of the relativist approaches. Consequently, I would place myself, and my research philosophy, somewhere between the relativist and the constructionist view.

In my research I wish to know more about the involvement of different stakeholders in the Greenest City Initiative. I will then have to get a deeper understanding of the GCI to be able to answer my research questions. Stakeholder interaction is about the relationship between different actors, and they may interpret this relationship differently. By being aware of my philosophical position regarding research, I will be able to construct research designs that will make me able to collect the data I need.

3.2 Research design

The research design explains, and justifies, what data that is to be collected, how it is to be collected and the sources of this data. Additionally, the design it explains how the data is to be analyzed, and how the data provided answers to the research question (Easterby-Smith et al., 2008).

3.2.1 Choice of research method

As a social constructionist I chose a design that would fit with my philosophical assumptions. This excluded designs that are typically positivist, leaving me with action research, ethnography or cooperative inquiry as possible research designs (Easterby-Smith et al., 2008). In addition, broad-based methods could also be applicable, e.g. case method and grounded theory (ibid.). The research topic and the problem statement led me to the case study.

«*The essence of the case study*», says Schramm (1971), as cited in Yin (2009, p. 19), «*is that it tries to illuminate a decision or set of decisions: why they were taken, how they were implemented, and with what result*». This definition closely matches the research questions I have for my study: how was stakeholders involved in the Greenest City Initiative, and what was the result of this involvement on the governance for sustainability.Yin (2009) further mentions three criteria for when a case study is a preferred method for research: (1) when the research is focused questions of «how» or «why», (2) when one has little control over events, and (3) when the focus is on contemporary phenomenon (in contract to historical events). The criteria fit well with my research. I am interested in how stakeholders were involved in the GCI, and I have no control over neither the City of Vancouver's or the stakeholders' actions. Even though the object for my research is the Greenest City Initiative leading up to the Greenest City Action Plan in 2011, the project is also an ongoing project; it is not an historical event as such.

Case studies have different variations depending on the researcher's ontological assumptions. Within the constructionist ontology, the researcher normally chooses a small number of cases, based on their uniqueness (Easterby-Smith et al., 2008). Constructionist case studies are often based on observations or interviews from a number of individuals, within a single organization (ibid.).

I have chosen one case for my study: Vancouver and their Greenest City Initiative. There are five rationales for choosing one case over multiple cases; critical case, extreme or unique case, representative or typical case, revelatory case, and longitudinal case (Yin, 2009). What makes the case if Vancouver stand apart from other initiatives around the world is the ambition of the project:

to be the worlds greenest city within 2020. The comprehensiveness of the of the initiative makes it unique; it means to address several different areas, and form the foundation for further implementation in different other plans and regulations for the City of Vancouver in the years to come. Furthermore, Vancouver was ranked as the most sustainable medium sized city in 2011, and tied for first place overall, by Corporate Knights Magazine (Marchington, 2011).

My choice of using a case method brings with it the several strengths and weaknesses associated with the method. It makes it possible for me to look in depth at one project and gives me a lot of data on the project in question. Yin (2009) states that the case method is not a good method for generalization, especially for me where I only have one case. This is not necessarily a big problem for me as the goal of my study is to comparing my findings in Vancouver with the current literature. These might be unique, but it can also point to areas where more research could be done.

3.2.2 Qualitative research

My philosophical stand on research, my problems statement and my research questions all point towards a qualitative approach. To answer my research question, I have gathered rich data that give me a deeper understanding of the GCI and the stakeholder involvement process. My philosophical view on research also pulled me towards qualitative data because of the view that reality is made up in social situations; data that can be expressed as numbers won't be able to reflect the involvement that has taken place in the GCI. The qualitative approach also gave me the flexibility to adjust to new ideas and concept throughout the research process.

I also made sure to be aware of the challenges associated with qualitative methods. The rich data that I collected can easily become very time consuming to work with, both in terms of data collection and analysis (Easterby-Smith et al., 2008). For me, this meant that I had to be aware of how much data I collected, and that I kept the information organized. The Greenest City Initiative is an ongoing project, and could be studied to great extent, so I also had to be aware of the limitations of my study and not to cross them.

3.3 Primary data

With a case study and a qualitative data approach, I collected natural data. Ethnographic approaches was rejected because the work that my case study is based upon had already happened, and surveys were rejected because this would not give me the rich data I was looking for. This made me choose interviews for data collection, and this gave me a deeper understanding of the

views, perceptions and opinions of the participants in the Greenest City Initiative (Easterby-Smith et al., 2008), which is just what I need to answer my research questions.

3.3.1 Sampling respondents

For my interviews I chose respondents that I thought would have considerable knowledge on the topic I am studying. Within a qualitative perspective, the need for representativeness of the respondents are not considered as important as in quantitative research; respondents are chosen because of their knowledge or understanding of the area of research (Easterby-Smith et al., 2008). The respondents did have to be part of my unit of study: Vancouver's Greenest City Initiative.

Important respondents to my research were people who were actually involved in the work on the Greenest City Initiative and the Greenest City Action Plan. Based on this criteria, suitable respondents would be found in the Vancouver city administration; the City staff that worked on the project. Consequently, I contacted the Greenest City Team in the City of Vancouver with the purpose of getting in touch with someone who knew the project more in depth. The snowball sampling method was used to find respondents further. This meant that the interviewer will ask the current interviewee if he or she knows others that might have more knowledge on the subject (Easterby-Smith et al., 2008). This way, the interviewees will point you to other people that will give you more information.

The snowball method does contains a weakness I had to be aware of; respondents will often refer you to other people that support their view on the matter. Because of this, there is a danger of only getting one view on the phenomenon you are researching. To mitigate this I made an effort to contact stakeholders directly based on the list of members in different EACs, to be sure I would get different perspectives.

Through the contact with the Greenest City Team, and standalone enquiries, I ended up with four respondents and three interviews. Three of the respondents were members of the staff involved on different parts of the GCI, and one respondent is a member of a stakeholder organization that was involved in the project. Because of time constraints I was not able to follow up on some other possible respondents. A list of the interviewees can be found in Appendix 1.

3.3.2 The in-depth interview

Easterby-Smith et al. (2008) point to a series of things one must consider when doing interviews, one if which is the degree of structure to have in the interview.

Interviews can be highly-structured, semi-structured or unstructured (Easterby-Smith et al., 2008). For my data collection process, I chose a semi-structured type of interview. I was interested in

getting an understanding of how the public and different stakeholders were involved in the GCI. To get data I needed I would not know all the questions I wanted to ask in advance. This made highly structures interviews unsuitable for this study, but I did have some idea on what I wanted to discuss during the interviews. This made a semi-structured interview, with an interview guide, a good way for me to collect data. This gave me the structure I needed as well as a high degree of flexibility to follow up on new and interesting threads that came up during the interview.

The type of interview used was the in-depth interview, performed face to face. The aim for this type of interview is to collect information that captures the respondent's meanings and interpretation of phenomena in relation to the respondents world view (Kvale, 1996, as cited in Easterby-Smith et al., 2008). The strengths of this form of data collection are that I am be able to get rich and more personal data made me get a deeper understanding of the topic I was researching. This type of interview also gave me the opportunity to get close to my respondents and build a high degree of trust and confidentiality (Easterby-Smith et al., 2008).

These types of interviews are challenging because they demand that the researcher is sensitive and skilled at drawing out the respondents insights (Easterby-Smith et al., 2008). To avoid the risk of bias, for example by me as the interviewer imposing my frame of reference on the interviewee in such a way that this will affect the information he or she gives me, I worked on developing develop my interviewing skills and learning interview techniques like asking open questions and different forms of probing.

Yin (2009) mentions skills that are important when doing interviews and data collection: asking good questions, being a good listener, being adaptive and flexible, and to have a good grasp on the issues being studied. These are things I prepared for and tried to be aware of when doing the interviews. For me, it was important to listen to the respondent, whilst at the same time thinking of the issues I want to know more about. I also had to be able to identify new and interesting issues that might be worth pursuing during the interview.

For the semi-structured interviews I prepared several interview guides, tailored for each of the interviews. This was done since the different respondents had different backgrounds, and also expertise on different areas. The guides included main topics, with some questions for each of the topics to guide the conversation. The interview guides used for this research is included in Appendix 1.

The location of the interview is important, and it should be done in a neutral space (Easterby-Smith et al., 2008). One interview was held in a cafe, and two at the office of the respondents. This was be safe and secure locations for the respondents. Furthermore, I made sure I used a language

that was familiar to the respondents, and minimized the use of academic terms and jargon. I chose to record the interview, and the respondents were comfortable with this. This gave me the opportunity to listen more during the interview, and not focus too much on making notes. In addition, this was helpful after the interview, since I had an unbiased recording of the interview for support in the analytical work (ibid.) I made sure to be aware of the possible weaknesses by recording my interviews: what the interviewee says might be affected when he or she is aware of the fact that everything is being taped. To mitigate this I made sure that the interviewees could take control of the recording device if they felt like it.

3.3.3 After the interview

After the interviews are performed, and the data is collected, it is important to document the information so one can use it for further analysis. One commonly used technique of doing this is by transcribing the interviews based on the recording done during the interview. These transcripts can then be used further in the analysis. Stake (1995) has a different approach to the interview, and does not recommend transcribing the interviews. He says that «*for many researchers, the tape recorder is of little value unless ultimately an audio presentation is intended* (Stake, 1995, p. 66)»; doing transcripts take a lot of time, and that the time could be more valuable spent doing other work. He argues that the interviewer should prepare a facsimile of the interview right after it is completed, which includes key ideas and episodes. It is not the exact words that the respondents said that is important, but what they meant (ibid).

I chose to prepare summary of the interview with its main topics and points after the interviews. This let me document the key ideas from the interviews. The recordings were used for support when needed, as well as in the data analysis stage. A complete transcript was not made, but by retaining the recordings I had the opportunity to go back to them when necessary.

3.4 Secondary data

In addition to interviews, I also based my research on other types of data. Since the Greenest City project was initiated and run by the city government, it is possible to find many documents regarding the project in their public records, e.g. council reports and meeting minutes. Furthermore, their different websites also have various information on the project. This data has been used as part of the research, but also as preparation for the interviews.

The following documents were the most central sources of secondary data in the research:

- Greenest City 2020 Implementation Plan (January 26, 2010)
  Administrative report to Committee of Planning and Environment (City of Vancouver, 2010)

- Draft Greenest City 2020 Action Plan (January 5, 2011)
  Administrative report to Committee of Planning and Environment (City of Vancouver, 2011d)

- Greenest City 2020 Action Plan (July 5, 2011)
  Administrative report to Vancouver City Council (City of Vancouver, 2011e)

- The Greenest City Public Engagement Story (August 2011)
  Powerpoint presentation prepared by City staff (City of Vancouver, 2011c)

The three first documents were all available on the City of Vancouver's websites. Originally written to form the basis for political decisions in council and committee, they also include comprehensive appendixes describing the project and the stakeholder involvement process in great detail. The last document was received from a respondent, and contained more information regarding the public engagement process with greater detail than found in the other documents.

The secondary data had several purposes in the research. First of all, they were used to gain an understanding of the project prior to the collection of the primary data. This made me able to know more about the project in general, which also made be able to prepare better questions for the interviews. Furthermore, the data was important in the analysis and for solving the research questions by complementing the primary data.

It was important to be aware of the fact that these documents were made for a different purpose than my research. During the interviews the information available in the secondary documentation were brought up and either confirmed or a new understanding created.

3.5 Data analysis

When the data is collected, the analysis can begin. When choosing a method of analysis, it is important that it is consistent with the philosophical and methodological assumptions that are used in the design of the study. With a constructionist view and qualitative methods, the data collection and the process of analyzing the data will overlap; these will not be two distinctly separate processes (Stake, 1995; Easterby-Smith et al., 2008). For me, some analysis happened as I was doing interviews, by connecting the data I have collected with theory and previously collected data. It was important to make field notes of these thoughts, since these could be valuable for the analysis. Also, this was helpful during later interviews, because it gave a deeper understanding of what data I am interested in.

When doing analysis of qualitative data we give meaning to, and make sense of, the information we have acquired (Stake, 1995). This is done by first taking the data apart, and then putting it back together in a way where we understand it. For qualitative case studies, there are two strategic ways

of doing analysis; direct interpretation of individual instances, and understanding through aggregation of instances until something can be said about the aggregate (ibid.). Both of these methods are used in case studies. During the data collection, I was able to understand and make sense of information right away, because of my knowledge on the topic and theory. In addition, during the analysis, I got a new understanding of the data when information was aggregated and compared.

The analysis process was very time consuming because of the rich data collected though the interviews, a common challenge with qualitative analysis (Easterby-Smith et al., 2008). The secondary data was also very comprehensive. Therefore the analysis started with going through the data several times to get to know the data thoroughly and in order to get a good understanding of the information. This eased the analysis phase remarkably. When going through the data I looked for themes, topics, ideas, concepts, and connections in the data. Codes were assigned when going though the data, and these were later categorized to make sense of the data. The use of computer software could have aided the process by spending less time and making the data more organized in the earlier phases of the analysis. On the other hand the use of software for qualitative analysis does have some challenges that I did not have to face. Because of the availability and cost of qualitative analysis software, the analysis was done manually. To be make sure nothing got missed notes and codes were made on the data, and the data was examined and gone through several times during the process. The process was aided by the use of flip-overs to be able to visualize the data, as well as keeping track of the identified themes and connections. By rearranging the empirical data, and identifying patterns and relationships within the data, I was able to use the theoretical framework to make sense of the data.

3.6 Ethical considerations

Bell & Bryman (2007), as cited in Easterby-Smith et al. (2008), identified ten principles of ethical research. These principles can be divided in two main themes: protecting the interests of the informants, and ensuring accuracy and lack of bias in the research results (Easterby-Smith et al., 2008).

In my research I interviewed several people, from both the City of Vancouver and outside, and it was important that the interests of the respondents were respected and protected. By interviewing different people at different levels of the organization, and outside the organization, I was able to get a more intricate picture of the topic I'm researching. At the same time I had to make sure that the respondents or their organizations were not harmed by giving me information. This is especially important when talking to people on different levels in the same organization, in my

case staff in the City of Vancouver administration. If personal information came up during the interviews it was kept confidential. Furthermore, during the entire research process I made sure that raw data was not circulated or lost.

An important ethical aspect is that the respondents shall be ensured a fully informed consent. I sent all my respondents a short letter with information on my research, their rights as a respondent and also how the information they gave me would be used. The respondents were also offered to be anonymous if desired. In the end the information received from the respondents was not found sensitive enough to require anonymization by neither me or the respondents.

For me as a researcher there are also ethical considerations regarding the results that I will publish. In my case, it is important not to report findings that are not rooted in the data I have collected. In addition, it is important to be transparent in the communication of the research performed. This had been considered during the entire writing process. Lastly, it is important that my relationship with the respondents, their organizations and the GCI is communicated, to make any conflicts of interest public: I did not have any prior relationship with the respondents or the organizations I interviewed or in the Greenest City Initiative in general. Furthermore, no financial support were received as part of my research except from the Bodø Graduate School of Business' Master Fund. This made it possible for be to report objectively and not to experience a conflict of interests.

3.6 Validity and reliability

The validity and reliability of research is critical. These concepts are generally concerned with the quality of the research performed, and the results from the research have to be credible and represent the reality studied (Golafshani, 2003). How one defines validity or reliability further depends on the philosophical view and the method that form the basis for the study (Easterby-Smith et al., 2008). Golden-Biddle & Locke (1993), as cited in Easterby-Smith et al. (2008), identify the following criteria to be used in constructionist designs: authenticity, plausibility and criticality. Based on these criteria, the research should convince the reader that the researcher has gained a deep understanding of the case, that the research is linked to other concerns among researchers, and that it encourages the reader to question their taken-for-granted assumptions.

Easterby-Smith et al. (2008, p. 109) raise two questions regarding validity and reliability for the constructionist viewpoint:

Validity:	Reliability:
«Does the study clearly gain access to the experiences of those in the research setting?»	*«Is there transparency about how sense was made from the raw data?»*

3.6.1 Validity

With regard to validity, the question is concerned with if I as a researcher have had the possibility to study the reality of the topic in question. Yin (2009) operates with three different validity concepts for case studies; *construct validity* is concerned with identifying the correct measures for the concept being studied, *internal validity* focuses on causal relationships, and *external validity* is concerned with the generalization of the study's findings.

For my study, the main threats to the validity of the research come from the respondents I use for the data collection. If the respondents I have for my research do not represent the reality of the research question in a good way, this will affect the validity; it will not be authentic, since there are perspectives and viewpoints that's not part of my research. Both Stake (1995) and Yin (2009) emphasize triangulation as a way of increasing validity of a case study. I made an effort to do this by interviewing different people from different parts of the project. This should give me different perspectives on the topic I am researching. In addition, I used secondary data for support when trying to makes sense of the interviews. This data can be valuable for making sure that I have understood everything correctly.

Validity is also concerned with me as a researcher being able to understand what the respondents are telling me; that I understand the reality the respondents are giving me insight into during the data collection process. To ensure this, Yin (2009) suggests doing a key informant review, where I can double check my understanding with the main respondents of the study. During the interviews I made sure to go though the main points of the things discussed to make sure I understood it correctly.

The other aspect affecting the validity was the information the respondents actually gave me. There is always a risk of respondents telling the researcher what he or she thinks the researcher wants to hear. This can be the case if the researcher does not obtain trust from the respondent. A threat can also be if the respondents wish that the project is to be perceived in a special way, and then give information that supports this view, even though it is not correct. This is a risk all researchers face, but by collecting more data, from different sources, this problem can be mitigated. Another threat to validity is concerning the people involved in the project. They might not wish to make statements that they think will be disliked by the City of Vancouver. One way to avoid this problem is to guarantee the respondent confidentiality where necessary.

3.6.2 Reliability

The question concerning reliability in qualitative methods is concerned with the transparency in my research, and how I have selected respondents, how data was created, summarized and

transformed into ideas and explanations (Easterby-Smith et al., 2008). Reliability is about the quality of the research, and if others could have come to the same conclusions if a similar study was performed.

In my study, the reliability can be increased by being open and transparent regarding the methodological decisions. By showing the readers of my research how respondents were selected and how the interview and data collection were performed, they will be able to get an understanding of how this has affected my research. I addition to the informations provided in this chapter, the interview guides used in the interviews are disclosed[3] so that the reader can see what my starting point for data collection was. Furthermore, I have explained how the analysis was conducted and how I reached my findings. This information will make it possible to evaluate the reliability of my research.

As we can see, a transparent and open approach is important for high quality research. If the reader does not know how data was collected or how it was interpreted, they might believe that I, as a researcher, have something to hide. Transparency will also make it easier for another researcher to replicate my study, which is what reliability is all about.

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3 See appendix 1.

4

The City of Vancouver

This chapter briefly presents the case study unit, The City of Vancouver. It covers the history of Vancouver, and also covers Vancouver's historic commitment to sustainability and the environment.

The chapter is meant to form the basis for subsequent chapters, by highlighting important events in Vancouver's history and also create a frame of reference for those not familiar with the city.

4.1 Introducing the City of Vancouver

The City of Vancouver is Canada's 8th biggest municipality with over 603 000 residents in 2011, and part of Canada's third largest metropolitan area, Metro Vancouver, with over 2,3 million residents (Statistics Canada, 2012). Vancouver located on the western coast of Canada, close to the US-Canadian border, in the province of British Columbia (BC).

Figure 4.1: Map of Vancouver.
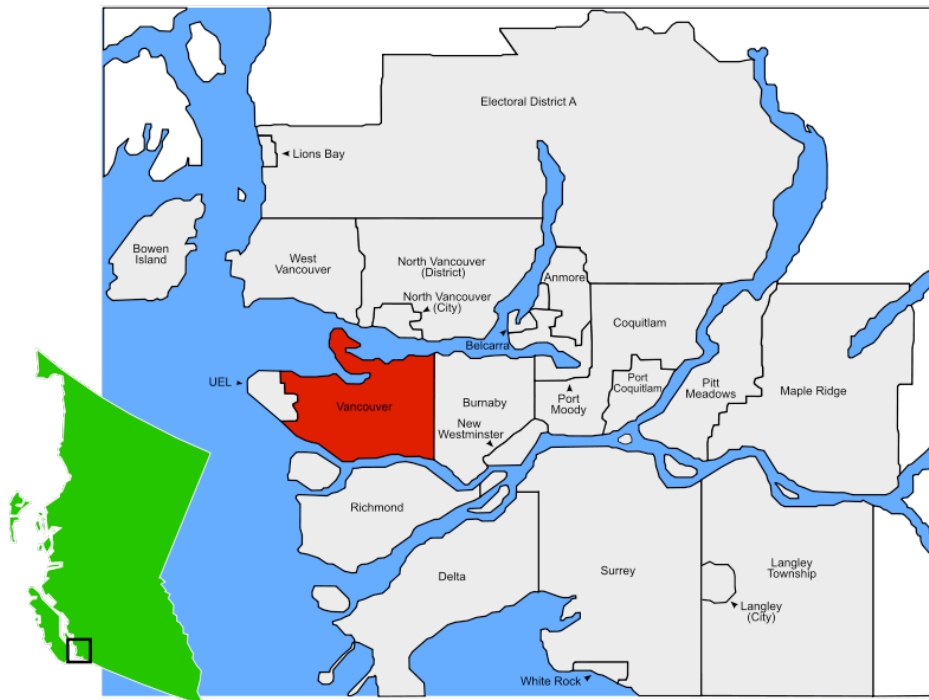
The City of Vancouver (in red) located within the Vancouver metropolitan area (in grey), in the province BC[4].

Vancouver is a city of great cultural diversity, due to immigration from other parts of the world. Over 50 % of the city's population does not have English as their first language (Statistics Canada, 2007). Furthermore, almost 55% of the population have an immigrant background, and 13% are non-Canadian citizens (ibid.).

Vancouver is the western terminus of both the Canadian transcontinental highway and the railway system, and also houses Canada's largest shipping port, Port Metro Vancouver (City of Vancouver, 2011a). This had led Vancouver to become a major economic centre in Canada and on the west coast. The Vancouver economy had become highly diversified due to strengths in many new areas, including knowledge-based sectors (Vancouver Economic Commission, 2012). The main industries and sectors in Vancouver's economy today are: international trade; natural resource development, with a focus on forestry, fishing and mining; entertainment, as major film and TV

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4 Wikimedia Commons, http://commons.wikimedia.org/wiki/File:GVRDVancouver.svg

producer in North America; tourism, boosted by the 2012 Winter Olympics and the many cruise ships visiting annually; finance; and technology, especially software development and e-commerce (City of Vancouver, 2011a; City of Vancouver, 2011b; Vancouver Economic Commission, 2012). The city already also have many businesses in the green sector, focusing on sustainability, clean-tech, green building development, and research and development associated with renewable energy (ibid.).

The City of Vancouver in governed by the Vancouver Charter, and the charter gives Vancouver more freedom to decide on issues themselves compared to other cities and municipalities within BC. «*The primary difference with other BC municipalities is that Vancouver can intervene in greater policy arenas* (Brunet-Jailly, 2008, p. 387)». Vancouver thus has a unique position in BC, giving them more autonomy compared to other municipalities in BC and Canada.

The city is governed by the mayor and a 10 member city council elected at-large every three years. The city also have a separate elected Board of Parks & Recreation, and the board maintains over 200 parks, incl. Stanley Park, as well as over 40 recreational facilities (City of Vancouver, 2011b). The City's parks, together with the city's close proximity to nature for recreation, e.g. rivers, lakes, islands, mountains, beaches and the ocean, have give the people of Vancouver a close relationship to the natural environment.

4.2 A brief history of Vancouver

Aboriginal people have lived in the area of which Vancouver is situated today for the last 10 000 years, according to archeological findings (Davis, n.d.). The first European settlement was established in 1862, and soon after the first sawmills were built. The settlement grew up around the sawmills, and was named Gastown (later renamed Granville). The settlement was connected to the railway network in the 1880s, partly because of its natural harbour. The same year as the first transcontinental train arrived, in 1886, the City of Vancouver was incorporated with a population of 1000 people. In the years following the incorporation the city's population grew quickly, and in 1911 there was over 100 000 people living in the city.

The development in Vancouver in the late 1800s and the beginning of the 1900s was largely dominated by the railway, but the forestry and timber industry remained a major part of the economy. The city boomed both culturally and economically. This also lead to waves of immigrants from China, India and Japan. The University of British Columbia (UBC) was established in the city in 1915, making a major contribution to the educational development of the city (Davis, n.d.). The opening of the Panama Canal in 1914 increased the shipping to Vancouver, and it became a world leading port (City of Vancouver, 2011b). WWII boosted the local economy

after the depression, and led to an influx of people from other parts of the country to work in shipyards and ammunition plants (ibid.). After the war several office buildings were erected in the downtown area, and it quickly became one of the most densely populated areas in North America.

In the 60s and 70s Vancouver was know for activism and social movements, and the ENGO Greenpeace was founded here in 1971 (City of Vancouver, 2011b). In 1986 the city celebrated it's 100th anniversary by hosting the Expo World Fair, with the theme «Transportation and Communication: World in Motion - World in Touch» (ibid.). The city started major construction projects to prepare for the fair, and the first part of the city's light rail transit system, the SkyTrain. A more recent event that gave the city great international attention was hosting the Olympic and Paralympic Winter Games in 2012. This also led to major construction projects, and the SkyTrain was developed further with a new line connecting the city with the airport (City of Vancouver, 2011b).

4.3 Vancouver and sustainability

A sustainable Vancouver is a community that meets the needs of the present without compromising the ability of future generations to meet their own needs. It is a place where people live, work, and prosper in a vibrant community of communities. In such a community, sustainability is achieved through community participation and the reconciliation of short and long term economic, social, and ecological well-being.

City of Vancouver (2002)

Vancouver is facing more or less the same issues concerning sustainability as other major cities in the developed world. Currently, the city's ecological footprint is equal to four planet Earths (Greenest City Action Team, 2009), which is far from the sustainable level of one. Despite having one of the lowest per capita GHG emission in North America, the main cause of these emissions are the city's dependance on fossil fuels. Motor vehicles, construction, ships and older wood stoves are also the biggest threats to Vancouver's air quality (ibid.). Furthermore, the size of the city also bring along huge amounts of waste, around 1,5 tonnes per capita annually, of which around 55% in recycled or composted (ibid.). This still leaves a huge amount of waste that is sent to incineration or landfill.

The planning and the urban design of the city, dubbed Vancouverism or the Vancouver model (Boddy, 2004), has prevented some of the major challenges that many other cities in North America is facing. For example, there are no expressways connecting the city centre with the suburbs, making the city very reliable on public transit. Vancouver is know for its high density livability, where people work, live and play nearby (City of Vancouver, 2011b). The Vancouver

model saves more energy and houses more people than other models (Boddy, 2004), as well as reducing the problems connected to urban sprawl.

Over the last decades the city government has addressed sustainability and environmental issues though different policies (City of Vancouver, 2002):

1990	The Special Office of the Environment is formed to coordinate environmental policy, produce environment reports, develop an environmental agenda and climate protection initiatives, complete environmental audits and administer a grant program. The Clouds of Change Task Force recommended the city to start cutting it's CO2 emissions.
1996	The City, though the new Environment Policy and Environmental Action Plan, commits to integrating environmental concerns in City's operations and decision making, advocating for environmental protection in other sectors, and involving and communicating with citizens regarding environmental objectives.
2002	The City Council adopts a Vancouver definition of sustainability. At the same time the city adopts several sustainability principles to better integrate sustainability in City operations, to encourage other levels of government, businesses, NGOs and the community to partner with the city to improve sustainability, and to increase awareness among the public about the importance of sustainability initiatives to the city's livability.
2003	Climate change plan aimed on cutting GHG emissions from city operations is adopted.
2004	The Sustainability Group is established, as part of the deputy city manager's office. The department has 16 full time employees working on climate protection, green buildings, incorporating sustainability in the running of the city and by seeking new ideas and ways of doing things for and with residents, businesses and stakeholders.
2005	A community climate change plan was adopted by the the City Council. This plan addressed issues related to buildings, transportation and waste, among others. Furthermore, it also included some stakeholder and community engagement in the making of the plan.

Over the years the city had become more and more committed to sustainability, all leading up to the Greenest City Initiative launched in 2009.

5

The Greenest City Project

The following chapter presents the empirical data collected during the progress of the research conducted. Vancouver's Greenest City Initiative is presented, with an emphasis on the parts of the process where stakeholders were involved.

5.1 Introduction

The Greenest City Initiative is Vancouver's biggest project focused on sustainability to date, with the goal of becoming the «greenest city» in the world. The project started with the formation of the Greenest City Action Team, and continued with a comprehensive city led planning process focus on engaging citizens, stakeholders and City staff. To get an understanding of how the project developed, a project timeline with the main events and reports can be found in Appendix 4.

5.1.1 Project timeline

The first step towards the Greenest City 2020 happened in the Vancouver municipal election in 2008; an election that led to a political shift on the City Council. Prior to the election the three political parties Vision Vancouver, COPE, and the Green Party party formed a common electoral coalition, all supporting Gregor Robertson as mayor. A key part of that platform was the Vancouver was to become «leading on Green». The coalition won all but one of the seats on the Vancouver City Council, and Robertson became the new mayor of the city.

Figure 5.1: Greenest City Project - Timeline (talkgreenvancouver.ca, n.d.)
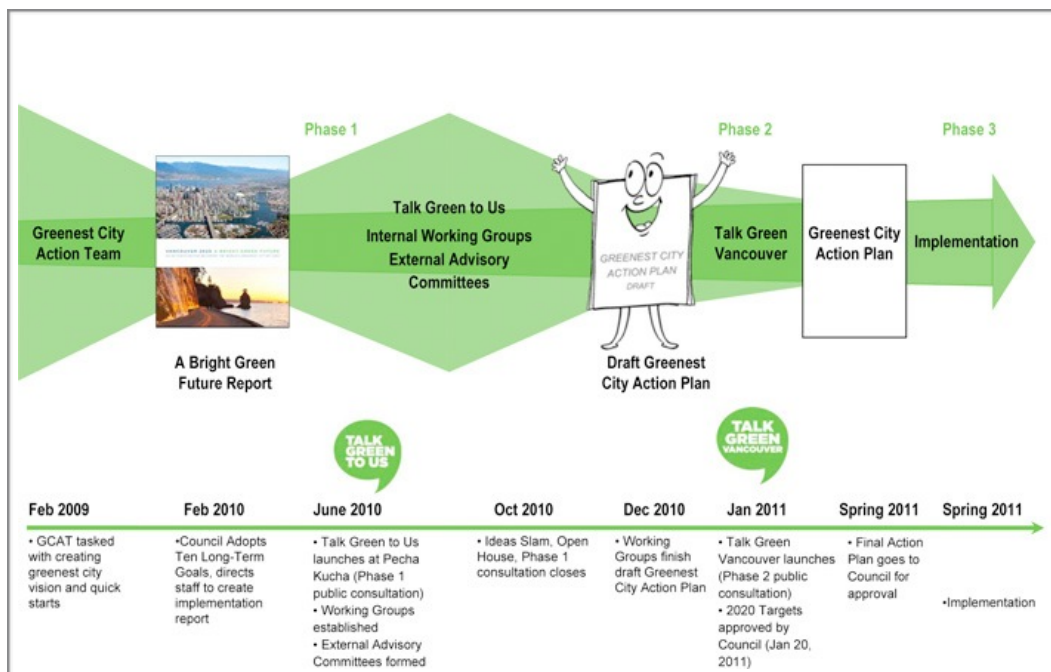
5.2 Project design

The Greenest City 2020 Implementation Plan laid out the plan for how to create the action plans as well as the design of engagement process. The project had five principles to guide the work towards the finalization of the action plans. They mainly focused on *inter-departmentally work,*

engaging organizations and the public in discussing what could be done to reach the goals, providing ways for *public and stakeholder participation* in the process, and to *ensure that the City Council is made aware of the community opinion* and other necessary information before approving the action plan.

They drew on the experience they had from the previous Community Climate Protection Plan (CCPP) from 2005. Some stakeholder and public involvement had been done, but on a much more limited scale than intended for the GCI. The CCPP was described by respondents as having little traction, not playing out successfully with few tangible outcomes, and not being perceived as very open and inclusive from the outside. A major learning point from the CCPP, according to the respondents, was the need for political will to get the plan implemented, but political will may shift. Also, political will is not enough if City staff is not bought and held accountable. In order to make the project more resilient towards changes in political leadership and City staff, a main point of the project was to give the the staff that had to *implement* the plan the freedom to *write* the plan.

5.2.1 Central project groups

The main project groups were set up as part of the organize the work on the implementation plans:

Table 5.2: Main GCI project groups

Group	Responsibility and tasks	Members
Greenest City Planning Team (GCPT)	• In charge of overall management of project • Designed and facilitated the public engagement, as well as organizing internal & external events and online engagement • Make recommendations to City Council	6 members from Corporate Communications and the Sustainability Group
Greenest City Steering Committee (GCSC)	• Coordinate the work between the SWGs • Made sure the External Advisory Committees were engaged, the public engagement was effective and that work went according to schedule	Senior staff from the City administration and all SWG chairs. Chaired by Deputy City Manager.
Internal Staff Working Groups (SWGs)	• Developing and writing the implementation plans for the Greenest City goals and targets • Create and work with the External Advisory Committees	Cross-departmental, inter-disciplinary teams chaired by a senior staff member. 10 SWGs, one pr. goal.

5.2.2 Engagement

Achieving the GCAT 2020 goals and targets will require a significant change in how the City operates and how citizens go about their lives. To build ownership of the Greenest City 2020 goals and targets (and subsequent Implementation Plans), an extensive engagement process is needed for City staff, businesses and industry, and the general public.

<div align="right">City of Vancouver (2010)</div>

The need for a wide engagement process in the work with becoming the Greenest City was mentioned already by the Greenest City Action Team in their report to the City of Vancouver. The Implementation Plan went into more detail with the engagement objectives:

- Get input, ideas and information from groups and members of civil society to find the best solutions so that goals and targets are reached and met.

- Build partnerships to utilize for implementation of action plan.

- Build ownership among civil society so that they take independent action.

- Build responsibility, accountability and ownership with city staff to create long term alignment between Greenest City goals and targets and city operations and planning.

The engagement process was designed to include a wide array of actors, groups and individuals in accordance with the engagement objectives identified above. The engagement aspect of the planning process happened on several different arenas and in different ways based on the groups being included. For the purpose of this research the engagement can be grouped accordingly:

Table 5.3: Three types of engagement

Stakeholder engagement	The involvement of organizational actors eligible for membership on the External Advisory Committees, typically businesses, NGOs, academic institutions, other levels of government etc.
Community engagament	The involvement of the general public as well as other actors and groups included in the broad based public engagement phases.
Corporate engagement	The involvement of Vancouver City employees and staff.

5.2.3 Project workflow

The starting point for the project, and the Staff Working Groups (SWGs), was the goals and targets proposed by the Greenest City Action Team. The SWGs had the central role in the project: they wrote and created the action plan for their assigned goal and also had the final say on what went into the plan. The staff were pushed to deliver their best by the executive management, and to find a way to reach the goals and targets. The actions and measures that would be used to reach the

targets were up to the city staff working on the project. They performed background research, goal and target evaluation, developed strategies, and prepared the draft and final action plan for council approval. During the process they worked closely with the EACs for feedback and ideas. They also received the ideas and feedback that was generated from the public consultation, collected by the Greenest City Planning Team. This way the SWG became hubs for all the information in the project. All SWG chairs were part of the Greenest City Steering Committee to make coordination between the groups possible. This made it possible to ease the work on interconnected goals, as well as avoiding that SWGs did the same work.

The SWGs created the draft and final action plans. The first phase focused on creating the draft plan, integrating the ideas and plans that came from the EACs, the public and the SWG members themselves. The draft plan created the basis for the second phase which focused on polishing the proposed actions, strategies and targets in cooperation with the EAC and the public.

The Greenest City Planning Team was in charge of making the recommendations to the City Council, and they reported to the Director of Sustainability. Finally, the Director of Sustainability and the City Manager presented the reports to the City Council, both the draft plan and the final plan that was approved.

5.3 Stakeholder engagement

Stakeholder engagement happened when the Staff Working Groups engaged with the External Advisory Committees (EACs), as well through the independent work done by EAC members.

5.3.1 External Advisory Committee Membership

The members of the EACs were individuals and representatives with expertise on the related long-term goal, chosen by the City staff on the SWGs working on each of the 10 goals[5]. Since the staff on the SWG that would be the ones to work with the implementation of the plan it was decided that the SWGs would pick the members for their respective EACs; they would have an idea on what would have to be done to reach their goals and targets, what was outside of their control, and thus also have some idea on where they would need help. The SWGs were given three criteria when choosing the members:

1. Members had to be representatives of groups that will be key to the successful implementation of the plan.

2. There had to be recognized academic experts on the committee.

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5 In total there were 11 EACs, with one goal having two EACs for the two different targets, with a membership varying from 10 to 35.

3. There had to be recognized and credible ENGO representatives on the committee.

The groups submitted lists with the proposed members, and got feedback from the Greenest City Planning Team before the EACs were assembled. The members ranged from the BC government to the Greater Vancouver Food Bank, and over 130 organizations from businesses and industry to non-profit organizations were involved.

5.3.2 Engagement and examples

The work between the EAC and the SWG started with the long-term goals and the related targets defined by the GCAT. The SWG would air their ideas and thoughts on their assigned goal and get feedback from the members on the EAC. The EAC members ere also able to bring their own ideas and thoughts concerning the goals and targets to the table. This way the EAC were consulted on the entire action plan, including targets, proposed actions and chosen strategies, before the draft and the final version completed. Furthermore, this engagement was also supposed to be the beginning of forming partnerships between the City and the EAC represented organizations.

According to the respondents the work that happened between the SWG and the EAC was a combination of *regular consultation* and *deeper cooperation*. On the one hand he members of the EAC gave feedback on the ideas and proposed actions that the SWG was working on by using their expertise, as well as being able to air their own views and ideas on the topic. Here, the role the EAC played was more "conventional" and more what one would normally expect the EAC work to be; starting with the work already done by the GCAT and SWG and building on that. One respondent said: "There was nothing revolutionary in terms of process on the advisory committee". The EAC provided a form of *ground truthing,* by making sure that the SWG's view was correct and making sure they didn't miss anything.

On the other hand the work also showed deeper cooperation between the parties, where the debate was opened up to include a deeper discussion on the goals, targets and what it would take to get there together. Here the SWG and the EAC focused on reaching a common understanding of the problem, what could and could not be implemented, and what's within and outside of the city's jurisdiction etc,. as well as reaching an agreement on the targets and actions included in the plan. Some of the organizations on the EACs also did work internally on the side of the EACs to be able to decide how they might support the GCI, and what their ideas and priorities were.

The respondents agree that the work with and input from the stakeholders on the EAC was both good and challenging. Whilst the SWG were focused on targets and creating the implementation plans, the EAC were interested in the bigger picture and wanted to discuss topics that the SWG

might not have seen as central to the topic. This is illustrated by several examples mentioned by the respondents:

- On the Climate Leadership goal, the EAC wanted to talk about life cycle emissions and the climate impact of the port. This was not a focus point for the SWG who based the work around the ICLEI framework[6]. With the port being a national asset outside the City's control or influence, its emissions are not to be accounted for by the City of Vancouver. This led to a larger discussion on how the city should address these issues, in relation to their limited amount of resources. In the end the SWG and the EAC agreement that the city had a role and should use their influence on e.g. port operations, but that it should first and foremost use its time and resources where it can actually make a change.

- On the Green Buildings goal, the EAC consisted of several representatives from the development industry, among others. The development industry have historically opposed changes in rules and regulations; in the GCI the developers and City staff were able to discuss the bigger picture on how to reach the long-term goals by 2020. This discussion led to a change in the development industry's view on policy changes, and gave them a context and understanding of the measures that would happen. This led to closer cooperation between the city and the industry, so that both interests are to be reflected. For example the City and the industry co-funded studies that addresses both parties' concerns.

- On the Green Buildings goal, one idea that was brought forward by the EAC was the possibility to sequester CO2 by using more wood in construction in stead of concrete. The idea was new, and more research was done by both the EAC members and the SWG to see if this was a direction the implementation plan could go. Eventually few examples and few studies were found, and they agreed on continuing with more conventional methods.

The examples show that the EAC and the SWG to a great extent reached a form of agreement or consensus despite this not being an explicit goal, as emphasised by the respondents. Despite the stakeholders and the SWG having different opinions and views they were able to find a common space on what the focus of the plan would be, showing the value of the EAC involvement.

5.3.3 Challenges

Respondents from both the City and outside point to time and resources as a challenge, and possibly a source of tension. From the City it was mentioned that even though stakeholders are

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6 ICLEI - Local Governments for Sustainability have developed the most broadly accepted protocol of how local government can account for their GHG emissions by focusing on what is within the local governments control and influence, the International Local Government GHG Emissions Analysis Protocol. Source: http://www.iclei.org/index.php?id=ghgprotocol

important and interested in the project, it is still not theirs primary focus. They also have their own responsibilities in their own organizations, and this limits the time they also have to use on engagement. This can make long-term work more difficult, especially when it's not always the same people the meet every time. From the stakeholder perspective it was mentioned that the City's limited time and resources could hold the involvement back as well, with a set work schedule and deadlines that have to met. There seemed to be a «conflict» between getting the consultation done so to finish the plan and send it further, vs opening the debate broadly to look at the bigger issues and how to really reach the goals. This shows the dilemma between consultation and deeper cooperation, caused by project deadlines as well as the wish to retain control.

Another challenge mentioned by respondents is the difficulty of different parties from different backgrounds working together in complex ways. Whilst stakeholder organizations have great ideas of what they would like happen, the City "*bureaucrats*" are more cautious towards promising and making policy changes because they don't want political problems in the future. In addition, it challenging since people have different ideas and skills in working collaboratively in complex way.

The last challenge as seen from the stakeholder perspective was the communication of the process and their role in it. Firstly, there seemed to be some confusion on what role the members on the EACs would have; whether they would be the ones that held the technical experience and contribute by «ground truthing», or if they would be be able to work on the bigger picture. Secondly, the process was not communicated properly for the EAC members. For some of the members their involvement suddenly quieted down after the plan was completed, and they were left wondering how they were part of the implementation further. With some groups the cooperation seems to have developed well, whilst for others the question if they're actually a partner at all has arisen because of what seems to be a lack of communication.

5.4 Community engagement

The *community engagement* happened in the broad-based public engagement, and included the general public as well as other groups and membership organizations. It focused on creating meaningful dialogue on what both the city and the citizens can do to reach to goals, engaging community to catalyze their own actions and building partnerships to achieve independent action.

5.4.1 Designing the community engagement

Public consultation is traditionally done through open houses, surveys and workshops, often with few participants; at turnout of 100 people is often considered good at an open house. This was not considered adequate for the Greenest City Initiative and hence made them rethink engagement.

Through the public consultation they sought to test new and innovative engagement methods and tools to the broaden the reach of the consultation and reach out to new audiences. They did not want to try an attract a crowd in person, but find out where the crowds are already going and meet them there, both literally and figurally.

When designing and planning the engagement process the city used the International Association of Public Participation (IAP2)[7] Spectrum of Public Participation to be able to engage the public in different ways. The spectrum shows different levels of public participation based on the width of the public's input:

Inform - Consult - Involve - Collaborate - Empower

At one end you have *inform*, where the public is merely made aware of the issue or decisions, whilst at the opposite end empower entail direct control over actions by the public. When designing the community engagement they made an effort to use the whole spectrum to both inform and empower, so to get a two-way dialogue and build ownership for the GCI in the community. The community engagement featured several different types of engagement and these were arranged along the Public Participation spectrum accordingly:

Figure 5.4 Greenest City public engagement tactics / IAP2 Spectrum (City of Vancouver, 2011e, p. 153)
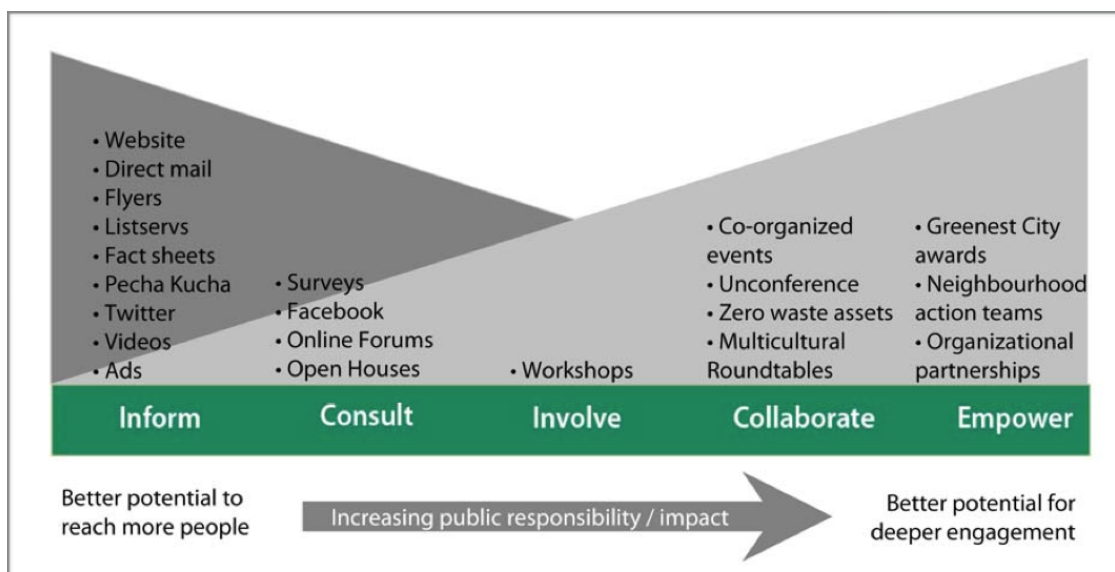
The public engagement happened in two phases; the first phase focused on collection ideas from the community on how to reach targets and goals, whilst phase 2 focused on getting feedback on the draft Action Plan that had been prepared following phase 1. For both phases separate

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7 IAP2 is an «*international association of members who seek to promote and improve the practice of public participation in relation to individuals, governments, institutions, and other entities that affect the public interest in nations throughout the world*». The organization help members with public participation training, advocate public participation, and promote research in public participation. They also provide core values and ethical guidelines for public participation, as well as a different resources for its members to use. Source: http://www.iap2.org/displaycommon.cfm?an=3

engagement objectives were created[8]. The main events and engagement methods for the two phases, including the identified challenges, are presented below.

5.4.2 Phase 1: Talk Green to Us

The public consultation was kicked of with a big «Talk Green to Us» event, where the City partnered with local Pecha Kucha[9] organizers. Over 2000 people showed up for the event, each paying $10 to enter. For the City the event's popularity exceeded all expectations. 9 out of 10 speakers came from the community, and the purpose of the event was to start a dialogue and a debate about urban sustainability and the Greenest City. During the event the participants did not give any actual feedback on a plan, but it was still a form of engagement.

5.4.2.1 The "Talk Green to Us" website

The website had several purposes: it explained the importance and the rationale for pursuing the goals of becoming the Greenest City, provided information on all of the ten goal areas, and had a forum function that would collect feedback and ideas from the public. On the website the public could submit ideas under the different goals, and also vote and comment on already posted ideas. People were also able to share their ideas with their friends and networks through social media. This made the City possible to «crowdsource»[10] green ideas to see which had the broadest public support. To get the discussion going, City staff posted their initial ideas on the website.

The SWGs reviewed all the ideas posted on the website, and the website was updated with a status telling if it was being reviewed, started, planned, completed or declined. Everyone that voted, submitted the idea or commented on it also received an e-mail with the status update. This function made the City possible to show people what happened with their feedback, and made a two-way dialogue possible between the City and the public.

The online engagement was considered a huge success by the respondents. The website generated 726 unique ideas and over 28 000 votes were cast. The visitors were mainly from the Vancouver area, but it also had visitors from over 1600 cities worldwide. Through the online engagement the City was able to tap into a demographic in the city that never would have shown up on the traditional open houses. This made people able to engage in the way they wanted to be engaged; more and more people prefer using online tools. Users appreciated getting feedback on how the

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8 See Appendix 2

9 Pecha Kucha is a form of presentation where each presenter gets 20 slides which automatically advance after 20 seconds, in total 6 minutes and 40 seconds to explain their idea before the next presenter goes on stage.

10 Meaning that they outsourced the work of coming up with ideas to the public.

SWG worked on their ideas, making them feel more included in the process. The main criticism was that the online tool were not necessarily something people initially found familiar.

Several methods were used to get people on to the website, e.g. public transit advertising, direct mail, links on City websites and social media, as well as a video shown theatres and on YouTube.

5.4.2.2 Other phase 1 engagement

In addition to the website the City also had other in-person events going on, ranging from open houses and workshops to potlucks and «Green Drinks». In total over 3700 people participated at live events. These events also drove people to the website.

The Greenest City Initiative was also the first time the City started using social media. Profiles were established on Facebook, Twitter, YouTube and Flickr. These were used to connect with people and to to get people to come to events and on the website.

5.4.3 Phase 2: Talk Green Vancouver

Phase 2 focused on getting feedback on the draft plans created by the SWGs. The plans were dense and quite specific on proposed actions and strategies, making it a challenging base for the engagement. The high level of details in the plans also made the knowledge base to understand entirely it higher, creating a possible barrier to participation. The engagement was designed to mitigate this as much as possible, for example by pursuing more face-to-face engagement. In general people were less "chatty" in the second phase; submitting ideas and voting is often more exciting than commenting on comprehensive strategies.

5.4.3.1 The «Talk Green Vancouver» website

A new website was built to present the draft action plans, organized around the 10 goals and it's proposed actions. Citizens could give feedback, rate and discuss the strategies as in phase 1. The website also features illustrated videos describing the main strategies for each goals as a way of making the information more easily understandable. The videos were considered successful based on the respondents feedback from the public.

The respondents agree that in general the second website was a more «clumsy» and did not work as well as the first one. The information, being dense and comprehensive, could have been presented better.

5.4.3.2 Multicultural outreach: «Talk Green to me in my language»

Phase 2 broadened the engagement to reach groups and people that may not have been able to participate in phase 1. Since the main tool in phase 1 had been an English website they tried to reach out groups that may not have English as their first language, a considerable group in

Vancouver. Two information videos were created in Cantonese and Punjabi, introducing the Greenest City Initiative. A challenge in the multicultural engagement was the language barrier, for example translating the term "green" to other languages. Some information was translated, but the main part of the engagement happened through cooperation with cultural ambassadors and multicultural groups.

Though cultural ambassadors and partnership organizations they spent time on getting in touch with communities, a well as learning how to talk to these communities about these issues and how to build the sense of trust needed to build relationships. The main events that came out of the work was different open houses, workshops, and advertising in multicultural media. Also, the multicultural approach was used to invite people to the other GC events.

The respondents agree that the multicultural engagement was a success since they were able to reach a new group what have mainly been "ignored" in City engagement earlier. At the same time it was characterized as a good first step. The multicultural outreach was challenging in many ways: It was a new and different group, demanding different tools and a different for of outreach. Cultural and language differences make the process challenging and time consuming; it took time to get to know these communities. The respondents thus agreed that for the multicultural engagement they could have needed more time and resources. It *did* lead to a lot of media coverage, making the GCI visible in the multicultural community for the first time.

5.4.3.3 DIY consultation kits

Do-It-Yourself (DIY) consultation kits were introduced in phase 2 as a way of promoting peer-to-peer engagement and discussion, as well as trying to deal with the information barrier that can be formed when this type of information is delivered straight from the city. The kits made it possible for people to host their own conversations with family, friends or members in the local community focused on the draft plan for one of the ten goals of their picking. The experience was that it was time consuming because of the plans density, but when people meet with the friends and family they had the patience to go through the plan and then discuss it further. They also partnered with the Undergraduate Semester in Dialogue students at Simon Fraser University, equipping students with the toolkits to have these dialogues. The process was given away to the students, and they received a lot of useful feedback.

The public engagement specialists found the DIY kits successful as a way of getting people to get more involved in the draft plans, and to try and reduce the complexity and the barriers to engagement that were much more present in this phase. Bases on this the DIY kits will continue on further engagement projects.

The public engagement process ended with an «unconference», the Greenest City Camp. The idea behind the conference was to bring the people that have been involved in the process together to meet each other. The purpose was to empower and connect people to create their own action, without the City having the be the middle man; there are so many great ideas coming from the community, but the City is not able to do everything.

The participants determined the agenda by pitching ideas that were slotted into different sessions Over 220 people attended, discussing how to empower organizations to take action, how to open government to achieve goals, and how to encourage groups to collaborate and take action..

5.4.4 Successes and challenges with the community engagement

The respondents agree that the community engagement was big success, mainly for two reasons. Firstly it completely changed the way the City thought about engagement. Engagement was broadened to cover online tools, social media, public event and organizational partnerships. Some events would traditionally not have been considered engagement, e.g. the Pecha Kucha event, but it did contribute to the discussion and conversation that would support the engagement further. Public engagement suddenly became something fun and lively, and through social media the communication became less formal and more personal. Secondly, the new ways of doing engagement made the City able to reach a whole new group of people that usually would not participate in City led public engagement, giving the City a more and better feedback.

Despite being successful the public engagement process had it's challenges, with some having been managed better than others. Working on innovative ways of doing engagement was challenging for people in the City administration, since it required higher levels of flexibility and openness, as well as being able to forgo some control, compared to traditional methods.

A challenge that was mentioned by the public engagement specialists was how to maintain relationships when doing engagement on an project-to-project basis. The public doesn't understand that it happens as part of a project, they see the City and doesn't necessarily understand that they cant talk to the same person every time. This was also the case for the GCI, and manifested itself to a greater extent on the multicultural outreach with more face-to-face events and different sets of expectations. A thought that came up during the engagement work was «be careful what you start». To be able to do engagement in the long term is an important lesson they learned, and this would especially be important when working with sustainability where you ask for long term change in behaviour.

Another lesson the engagement team learned when doing engagement on a long-term issue like sustainability is the importance of environmental education as part of the engagement process. As part of the engagement work was done to inform the public about the project, why it was needed, what would have to be done etc., but really educating people about these types of issues is also very important; if not, the people who really care about these issues are the only ones to participate. Also, many people may have preconceived ideas of «green», «sustainability» and «environmental protection» that might keep them from getting involved in the project. These "blinders" could have been handled better by the project, in the respondents view.

Finally, the community engagement could have been better integrated with the stakeholder engagement. The EAC members were all part of different organizations and networks, and the respondents saw that they could have reached more people by tapping into the stakeholders' networks.

5.5 Corporate engagement

The third type of engagement that was done as part of the Greenest City Initiative was the *corporate engagement*, focused on engaging the staff and employees with the City. Not a type of engagement usually thought of when looking at urban sustainability, but still considered central to the Greenest City Initiative. Separate engagement principles to lead the corporate engagement work; they focused on ensuring that GC 2020 *goals and targets got integrated* in the work and planning done by the city and its departments, building in *staff responsibility, accountability and ownership*, and *inter-departmental* and *inter-disciplinary* integration of efforts.

The main part of the corporate engagement happened through the ten Staff Working Groups (SWGs). The group members we picked to create cross-departmental, inter-disciplinary teams, to ensure ownership of the goals across the organization. Over 60 staff member from different departments in the city organization were involved. The SWGs were chaired by a senior staff member, and the different goals were assigned to the different City departments responsible for implementing the plans to create accountability.

Respondents praise the corporate engagement process for its success in building commitment and buy-in for the project in the organization, and a high level of ownership. The vision of becoming the Greenest City by 2020 gave the staff a goal to work towards. By letting City staff work on the engagement and meet with stakeholders also created excitement by letting them look at the bigger picture and work with experts on a board level. It made it possible to look at bigger solutions, which was different from their "normal" issue-to-issue consultation. It revitalized the work in some departments, whilst creating a new purpose for others. For example, the corporate engagement

completely changed the culture in the City's waste department; the Greenest City Initiative gave them a strong mandate to reduce and find new uses for waste, not just focusing on picking up garbage and optimizing landfills.

Other events were also organized: the planning process started with a major workshop for the City general managers, branch leaders and other key staff members focused on starting the discussion around the GC goals. The staff that were not part of the SWGs were engaged through webinars, lunches, City staff website, and presentations at different team meetings.

The main challenge with corporate engagement mentioned by respondents was the initial caution and reserve the SWG members had towards the goals and targets. Initially some found the project "too hard" and "not possible", which led to the executive management having to push them, encourage them to think new. Eventually this got better, and the SWG members got used to the "new way of working" in the Greenest City Initiative.

5.6 Evaluation - successes and challenges

The respondent all agree that the project as a whole was a great success, based on several aspects.

The ambition, the boldness and how the vision was framed was emphasized by all the respondents as a success for the project. For the City to take on such a complicated issue with ten highly interconnected goals was seen as inspiring for members of civil society and City staff alike. Furthermore, it was framed as a positive opportunity for Vancouver with support from the political leadership in the city. This, combined with hosting the 2012 Winter Olympics, set Vancouver on the global "sustainability" map, helping build support for the GCI within Vancouver as well. The feedback the City got from both stakeholders and the community was mostly positive and this contributed to the work on the action plan.

The connection that was created between the City and civil society was also mentioned by all respondents as one of the main success factors. First off all, the project completely changed how the City engages with the public and other stakeholders. By taking advantage of new technology, like online boards and social media, and creating new in-person arenas the City was able to meet a whole now group of people. This new forms of doing engagement is having a long term effect on the City's public engagement work, becoming the foundation for future engagement projects. Secondly, this was the first time City staff has been able to engage with citizens and experts broadly and to look at the bigger picture together. The value of the public engagement was bigger when the "playground" was larger, inspiring both staff and stakeholders in the process. Staff also felt more validated throughout the process; ideas previously considered "unrealistic" became doable with the external feedback and support. The project fostered creativity and made it possible for the

City staff to try out new things in other places as well, places that might not have had the same level of tolerance and openness as the GC project had; the success of the new and innovative methods used in the GCI led to an increased level of tolerance for innovation in the whole organization. Furthermore, public consultation involved many outside of the City's communications department: regular department staff. Lastly, from the stakeholder perspective the openness of the process was emphasized, compared to the Community Climate Protection Plan.

During the project the City was able to build support for the Greenest City Action Plan among both stakeholders and citizens. During the community engagement over 35 000 people visited the website, over 3400 people registered on the website to directly take part in the engagement, and over 6000 people met the City in person at phase 1 and phase 2 events. The City did surveys among the citizens in Vancouver to get feedback on the engagement process and their perception of the Greenest City, see figure 5.3. At the beginning of phase 1 over 2/3rds of the population had heard of the Greenest City Initiative.

Figure 5.5: Consultation feedback (City of Vancouver, 2011e).
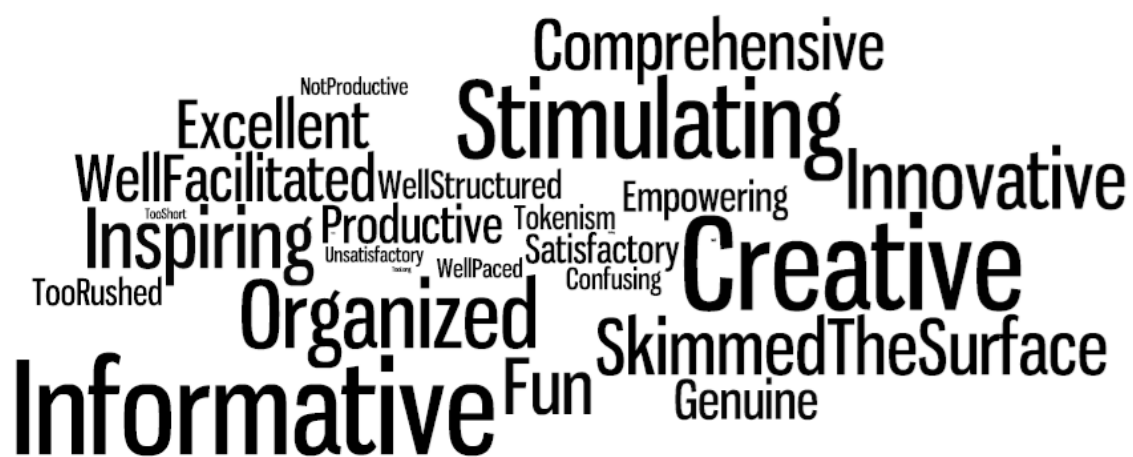
The words used by participants when evaluating the public consultation process.

Throughout the consultation there was high support for the Greenest City Vision and the course it established for Vancouver; the plan was the right way for Vancouver, but it had to be built on further. It also seemed to build community pride and give more confidence in the City Council.

> *This public support could partially be attributed to the thorough and more open approach to consultation. [...] By doing things differently and meeting people where they were, working with partner organizations, and practicing openness appeared to signify that the City was genuine about getting feedback and was serious about this plan.*

> City of Vancouver (2011e, p. 156)

The surveys show that they were successful in building ownership for the plan and the goals within civil society; in the surveys done after the engagement process over 45% of the respondents said they would take more action towards sustainability, whilst only 12% said they would make no change in their sustainability efforts. But despite the high levels of support from the general public, there was also a level of scepticism concerned with if the GC vision was «greenwashing» or not; this makes it clear the the City has to be transparent on the process towards achieving the targets.

One of the main challenges that were brought up from both City staff and stakeholders alike was the tension one can find in City governments: in cooperation with the community can be a very powerful tool to create change, but there is also a tension to avoid risk and over-promising since the City has a reputation to uphold. People can expect a lot from the City, and if expectations that can't be met get created, it can complicate the relationship between the city and the community. This was a challenge throughout the project; to be find a balance between how much control to give up when working with other the community and stakeholders. One example was the unconference and the Pecha Kucha kick off, where the City itself had little say in what was being discussed. The results were positive, but also scary from the City's point of view.

Another issues that came up was the generalness of the GCI; the Greenest City Action Plan is very general and more of a map to move forward with. As mentioned by the respondents, these types of general ideas generally create positive feedback, and the people usually interested in the particular subject are the ones to usually voice their support; this could explain the limited negative reaction. The non-place based point of view got some criticism from especially neighbourhood organizations and people wanting change on a grass-root level, with the consequence that they did not feel very included in the GCI. This has been acknowledged by the City and is planned to be addressed in future neighbourhood plans and its respective engagement. The EAC members on the other hand had less of a problem with this since their role in the project was different.

Finally, the challenge of limited resources, as with any project, was present. The GCI was fairly well funded for a City project, giving the staff quite a bit of time and money to complete the planning and engagement. Despite this there are always different aspects that could have needed more time or money to get an even better result.

We can see that for a project on this scale there are many challenges that have to be overcome, but that there are several successes as well. The table below shows a summary of the successes and challenges mentioned by the respondents, both the "project-wide" ones above, as well as the ones related to the three types of engagement summarized in chapters 5.3 to 5.5.

Table 5.6 Summary of the main successes and challenges identified in the data collected

	Successes	Challenges
GCI in general	**C**: The bold vision got people excited and inspired action, externally and internally. **C**: The high degree of involvement externally and internally. **C**: Staff was forced to engage broadly for the first time. **C**: Staff got a bigger playground and more freedom, and the stakeholder involvement «validated» their own ambitious ideas. **S**: Vision framed as a positive opportunity. **S**: Much more open that the former climate protection plan. **S**: Boldness of taking on this big a project with many interconnected goals.	**C**: Limited time and resources was an issue in parts of the project. **C/S**: A tension within the City not to give up too much control when working with civil society so not to create expectations that might not be met. **C/S**: The GCI was a general plan, and did not focus much on specific areas or neighbourhoods.
Stakeholder engagement	**C**: The EACs and SWGs to a great extent reached a form of consensus and common understanding when creating the GCAP. **C**: Built support for the GCI from stakeholders. **C**: Stakeholders provided a scan of City's ideas and gave valuable feedback. **C/S**: The engagement created the basis for future cooperation and partnerships. **C/S**: Started a dialogue with different stakeholder where one could discuss the bigger picture, and not on an issue to issue basis.	**C**: Stakeholders have other commitment and duties, and the EAC is not always their primary focus. **S**: Unclear communication on the process and how it would commence. **S**: Unclear definition and expectation of the role of stakeholders prior to the work, as well as their role further. **S**: Difficulty of working collaboratively in this complex way with very different parties.
Community engagement	**C**: Multicultural approach let the City meet new groups. **C**: Changed the way the city thinks about engagement, and broadened the concept. **C**: Innovative approaches, e.g. Pecha Kucha, social media, partnership engagement, DIY Kits. **C**: Built ownership among community. **C/S**: Online tools tapped into a new demographic, and engaged people through the City's feedback on the website.	**C**: Difficulty of doing engagement on a project-to-project basis. **C**: Complexity of draft plans and different levels of expertise among community members to understanding proposed strategies. **C**: EAC members' networks could have been used for outreach. **C**: Education could to a greater extent have been present in the outreach. **S**: Online tools not necessarily familiar.

	Successes	Challenges
Corporate engagement	C: Built internal commitment and buy-in. C: Inter-departmentally and inter-disciplinary work to create "better" plans. C: Change of culture and vision of the work that is to be done	C: Hesitation and reluctance among City staff to not be too bold when making plans so not to create expectations that won't be met.

Abbreviations: C - City view, S - Stakeholder view

5.7 The Greenest City outcomes

The greenest city in the world will be a vibrant place where residents live prosperous, healthy, happy lives with a one-planet footprint, so as not to compromise the quality of life of future generations or people living in other parts of the world.

(Greenest City Action Team, 2009)

The immediate outcome of the project is the Greenest City 2020 Action Plan that will lead the way to Vancouver becoming the Greenest City in the world by 2020. The plan was approved by the City Council and thus became part of City policy embracing all the work the City does. This includes the future Transportation Plan and Neighbourhood Plans that will follow the GCI. With the approval of the plan the City also began the implementation phase, starting with the highest prioritized actions from the plan. A biennial reporting scheme on the targets and goals was also established, starting in 2013.

By reviewing the project documents from the Greenest City Action Team to the final Greenest City Action Plan we can see how the planning process and the involvement of civil society has affected the plan. The 10 long-term goals have remained unchanged, but 8 of the proposed targets were revised while 2 more were added. The proposed actions and strategies also evolved considerably through the process.

The project have many outcomes, but some were highlighted by the respondents more than others. The main examples not already mentioned above under sections 5.3 to 5.5 were:

- **City Studio Vancouver**[11]

  Starting as an idea posted on the "Talk Green to Us" website where post-secondary students could get credit for working on Greenest City projects, it quickly became one of the top 3

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11 Website: http://citystudiovancouver.com/

rated ideas on the website. This made them able to present the idea for the Mayor, City councillors and local business leaders, who loved the idea. The idea was backed, creating City Studio. Since then they has been able to secure its own funding and has taken on a life of its own. During the first year over 300 students were involved, working on many new ideas and creating independent projects and partnerships. It has also become an asset for City departments, making them able to cooperate with the students with ideas generation, engagement activities and implementation work.

- **University of British Colombia (UBC) partnership**
  UBC came into the project by themselves; they liked the project and chose orientate their work on public engagement innovation work and research around the Greenest City Initiative. This have the city valuable feedback on the project, despite it not being a City-led project. The City has also established a partnership with the University of British Columbia (UBC) focusing on research and collaboration on implementation though the Greenest City Scholars Program[12]; UBC students get to work with City teams and a mentor to guide their work as part of summer internships with the City.

- **BC Hydro and energy production**
  Creating green and sustainable sources of energy is important to the Greenest City Initiative, and as the province's leading electricity provider BC Hydro is a central partner to the City. The GCI created a close collaboration between the City and BC Hydro where they work together with energy demand management and greenhouse gas reductions. The cooperation happens hon both a staff lever and a management level where the BC Hydro CEO and the Mayor of Vancouver come together twice a year to discuss their work and the future. Central in the work is electric vehicles, low carbon district energy and finance of building renovations and retrofits, all connected to the Greenest City goals. BC Hydro also had representatives on several EACs.

The GCI initiative had many positive outcomes despite its challenges. Respondents attribute some of these to the bold vision and how it was repeatedly articulated at the highest level in the City. This got people excited and gave them the energy to take action by themselves. This was what they wanted, but it was also challenging for the City to not be able to be in control of the work that happened under the "Greenest City umbrella".

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12 Source: http://sustain.ubc.ca/get-involved/students/greenest-city-scholars

6
Analysis and discussion

The chapter presents the analysis and discussion of the empirical data. The empirical data is combined with the theoretical framework in order to identify the differences and similarities that exist, as well as the main finding in the research.

6.1 Introduction

The Sustainable Vancouver definition (chapt. 4.3), and more recently for the Greenest City definition (chap. 5.7), sets the "goal" for the sustainability focused work in Vancouver. The Sustainable Vancouver definition starts with the general sustainable development definition seen from a city perspective, and addresses the environmental perspective through *"the reconciliation of short and long term […] ecological well-being"*. It also recognize the need for community participation. The Greenest City definition on the other hand is more focused on and more to the point regarding the environmental perspective, pledging a *"one-planet footprint"* and not to *"compromise the quality of life of future generations or people living in other parts of the world"*

Both definitions point to not to compromise the lives of future generations, something Satterthwaite (1997) argued implied a strong view on sustainability with minimal substitution of natural capital. The difference in the definitions are that the Greenest City definition explicitly takes on a world-wide view, whilst also pledging a *"one-planet footprint"*. The Greenest City definition proposes a stronger view on sustainability compared to the Sustainable Vancouver definition, who address the environment through the more ambiguous *"ecological well-being"*; it opens for much more substitution of ecological capital.

From the literature we can see that the need for involvement will be greater the stronger the sustainability initiatives will be; members from all parts of civil society must be involved to create the necessary ownership and willingness to change. By looking at the empirical data in light of the theoretical framework we should be able to see if this has been the case in Vancouver.

6.2 The involved

The literature concerning stakeholders, stakeholder involvement and urban sustainability have different views on who stakeholders are and how to involved them. The mainstream view on stakeholders define the stakeholders based on their relationship with a focal organization.

The focal organization in the GCI is the Vancouver City government. The City's "shareholders" would be it's citizens, and the City should thus be directly responsible towards them. But citizens are often quite removed from the City government; their main involvement is the local election for City Council every three years. I would then argue that citizens should be viewed as stakeholders, based on the definition by Freeman (1984). Other stakeholders would be groups affected by the City government's activities: City employees, local businesses, industry groups, CBOs and NGOs, academic institutions, other Metro Vancouver municipalities and the BC government, among others. Members from all of these groups were involved in the project, showing that Freeman's

definition to a great extent is able reflect the realities of the involved in the GCI. This is to be expected from a definition this wide. and efforts have been made to simplify the process of identifying stakeholders.

A way of simplifying the identifying of stakeholders is the distinction between *primary and secondary stakeholders*. By focusing on the primary stakeholders with a formal, official or contractual relationship with the City, those that may affect the City, many stakeholders would be de-prioritized as secondary stakeholders. This could include academic organizations, different businesses and industry groups, NGOs and CBOs; many of these would not have a direct relationship with the City government except for the fact that they are within it's jurisdiction. The *stakeholder salience model* that can be used to classify the secondary stakeholders and will prioritize which stakeholders to involve, often powerful stakeholders with some a sense of urgency or a legitimate claim. Other stakeholders would merely be informed or ignored.

These models used from a traditional stakeholder view would exclude many stakeholders that were actually a big part of the GCI, suggesting their incompatibility with urban sustainability initiatives. One example illustrates this: the EACs were required to have representatives from key implementation partners, ENGOs and academic experts. Many of these might not have a direct relationship with the City, making them secondary stakeholders. Furthermore, despite their legitimacy regarding urban sustainability many will not necessarily be very powerful in themselves, leading to being deprioritized and maybe excluded. The multicultural engagement is another example of this; these groups, who to a great extent live mostly in their own communities, would not be included by these two models since they would not seek participation themselves. But the empirical data show that they were a group whose feedback were valuable to the planning process.

Despite not defining stakeholders explicitly, the literature on urban sustainability and urban governance to a great extent address who to involve in urban sustainability projects. The emphases vary, but generally the actors included are all members of society, from decision-makers to the general population, including local citizens, local institutions and organizations and the local government. The literature is to a great extent normative, meaning that it prescribes which actors that should be involved in order to create urban sustainability that benefit the city.

The openness and inclusiveness of the urban governance definitions makes them fit well with the empirical data, showing that this literature is a great starting point when planning urban sustainability initiatives. This is not surprising. The challenge on the other hand is their lack of specificity, with everyone to be involved and included. The main form of limitation present in the governance literature seems to be the city boundaries: the focus is on the different civil society members within the city as well as the local government. Here we see a difference between the

literature and what happened in the GCI: the engagement included metropolitan, provincial and other non-local members on their EACs and on the Greenest City Action Team, as well as a not insignificant online following from outside of the city.

These non-local actors are not considered relevant regarding urban sustainability and urban governance, and this could be rightly so; it is the local civil society that have to come together and create change, and it is among them that ownership has to be built. On the other hand, the knowledge, expertise and ideas that non-local actors may have can be valuable in the planning work. This is the case for the Greenest City Action Team who set created the start for the planning work. Furthermore, the success of the Greenest City project with building ownership within the city is by respondents partly accredited to the national and international attention to the project; local citizens started to believe in the project since other people started looking to Vancouver for inspiration. The inclusion of different non-city actors could thus have an effect on what happens locally within the city.

The wide array of people and groups were involved in the Greenest City Initiative challenge aspects of the literature used for identifying and characterizing stakeholders regarding urban sustainability and governance. Based on the empirical data the governance literature better illustrate which groups and actors to target and include when creating urban sustainability projects, despite it also having some shortages by not opening for non-local participation. Cities are often part of larger metropolitan areas, where many work and spend time in the City despite living in a conjoining municipalities. This demonstrate that we may need to use other types of theory with different viewpoints to understand who were involved in the Greenest City Initiative, and for urban sustainability projects in general.

6.3 The involvement

An alternative to the traditional organization focused stakeholder model is the multi-stakeholder network model presented by Roloff (2008). Here, an issue is the focal point for which a one must have a stake in to be considered a stakeholder, opposed to traditional stakeholder theory.

6.3.1 The Greenest City Initiative: a multi-stakeholder network

Multi-stakeholder networks are characterized by the creation of partnerships, tripartite involvement, control being dividid between the participants, and being focused on solving an issue that affects it involved actors from the business sector, civil society and the government sectors, focused on creating partnerships to solve urban (un)sustainability by becoming the Greenest City in the world. There were many participants, and the City was one of them as well as an initiator

and a focal point for the work that happened. Being a focal point in this view does mean the same as it does in the traditional view: the City was not in total control of the whole process and it did not focus on managing *its* stakeholder for *its* own purpose as much as it was a hub for the GCI communication, knowledge sharing and planning process.

In these networks the definition of stakeholders changes as well: one does not have to formulate a stake in the Vancouver City government to be allowed to participate, it is enough to be affected by or to be able to affect the approach to make Vancouver the Greenest City by 2020. This opens the project up for a vide array of actors, and encompass the actors included by (Freeman, 1984) and the governance literature, in *addition* to opening for the participation by non-local stakeholders! The proposed definition by Roloff (2008) seems to fit very well with the empirical data.

Roloff (2008) goes further and presents a model that look at the involvement and the different phases that multi-network stakeholders go through. We can see both differences and similarities compared the GCI process, as presented below:

The initiation stage

The issue at hand and the network is often initiated by a reputable actor, as was the case in Vancouver: it was initiated by the Mayor and the Vancouver City government. Roloff (2008) argue that for the sake of a functioning working environment the number of actors involved should be limited, and that experts can represent larger groups of stakeholders. The GCI was initiated by the creation of the The Greenest City Action Team. It consisted of experts in environmental issues and urban sustainability, with 18 members in total. The 18 experts did not represent certain stakeholder groups directly, but their area of expertise and background different stakeholder views were integrated in the their rapport.

The deliberation stage

The stakeholders meet each other, discuss the issue and finally agree on a plan. In Roloff's model the same stakeholders that came together in the initiation phase will continue their roles by getting acquainted, reaching a common understanding of the issue through discussion (the first agreement phase) and then agreeing on a course of action (the second agreement phase). This stage panned out somewhat differently in the GCI, but it still followed the main idea. The groups of stakeholders involved were completely replaced; the GCAT was dissolved by the submission of their final report. In its place the SWGs, the EACs and the community engagement were created. The interaction between the SWGs and the EACs best match the network model, but the community was also involved when their feedback and ideas were brought up to the SWGs. This led to a completely new group of stakeholders who were unfamiliar with the project, going against the Roloff's initiation phase. This was mitigated by by creating smaller EACs centred around the

10 goals. This way a huge number of stakeholder could be involved whilst at the same time ensuring a a functioning working environment and a fruitful discussion.

The stakeholders got acquainted when the EACs and the SWGs were assembled and met. The two agreement phases are more difficult to separate, since these would be simultaneous and overlapping when the work progressed. What would be the second main difference from the model presented by Roloff and the GCI is that the GCI can be said to have two "deliberation stages", one for phase 1 when the draft plans were created and one for phase two when the action plan was finalized. As mentioned in chapter 5.3 the EACs and the SWGs mostly reached a common agreement and a consensus, both when discussion their understanding of the problems and the strategies of how to solve them, despite this not being an explicit objective. This is in accordance with what Roloff describes in this stage; the multi-stakeholder network nature of the GCI drove this consensus-making.

The action stage

Implementation and consolidation are the two phases of the networks action stage, beginning when the network have decided on a course of action. The process changes from communication to cooperation and action. The consolidation phase means some form of experimental institutionalization happen. Some implementation work started early in the project, but the main part commenced when the GC Action Plan was approved by the City Council. A critical phase in all multi-stakeholder networks, this was challenge faced by the GCI as well. The lack of communication on how the involvement was to happen and how it would commence led to stakeholders feeling left out of the project and net being a partner for implementation. This could threaten the project, but it does not seem to be the case for all the stakeholders involved. Benn et al. (2009) stress the need for assigning responsibilities for the implementation phase. This seems to have been a gap for the GCI; the City might have taken over a too huge part of the responsibilities whilst other stakeholders were left without work to do until further notice.

Another way to initiate the action phase was e.g the unconference that brought parties together to catalyze independent action. This also further developed the network, creating independent action outside of the City's control but still under the Greenest City "umbrella". One example of experimental institutionalization that happened is City Studio; the organization is trying something new and working on the implementation with partners and independently.

The institutionalization/extinction stage

Eventually a multi-stakeholder network will come to an end, either through some form of institutionalization or by dissolution. At some point this will happen to the GCI as well, but with the "deadline" of year 2020 is still far away this is not likely to happen in the immediate future.

Despite this, some institutionalization had happened: regulation is one of the key drivers for some of the goals and targets, and the Sustainability Group at the City has become an organizer for the Greenest City Action Plan implementation.

Roloff (2008) state that multi-stakeholder networks often repeat the deliberation and the actions stages, as new stakeholders get involved and the implementation experience give new knowledge on the issue. The GCI is not "finished" with the approval of the action plan; the action plan is a general plan forward to lead the work, and more detailed planning has to be done. The City has already planned to continue the stakeholder involvement and partnerships going forward with the transportation plan and the neighbourhood plans that will integrate the GCI even more deeply in City policy.

The similarities that exist between the multi-stakeholder network and the GCI are many, showing that the model can be a good way to understand urban sustainability initiatives. Roloff (2008) and Benn et al. (2009) mention certain challenges and problems that will arise, and these are to a great extent present in the GCI. Roloff stress the need for managers and others outside of the PR department to be involved in the network in order to create good communication and involvement. This was just the case in GCI: All SWG members were regular City staff led by managers., done to build ownership within the City, but it also showed the City's seriousness to other stakeholders. A related challenge that raised was the tension and hesitation that led City staff to be careful not to make promises or create expectations that may not be met. Another challenge mentioned by Roloff, that was also mentioned by one of the respondents, was how good the members involved were at communication and working together on these complex issues. This shows the importance for communication training in the multi-stakeholder networks.

Benn et al. (2009) comment on the stakeholders expertise as a potential challenge if the involved parties do not have the necessary expertise. This was less of a case with the SWG and EAC work, but the need for more environmental education in the public engagement was highlighted by respondents in order to let more people take part. Benn et al. (2009) also stress the importance of managing the differences in power and resources that the different stakeholders have. This was done though the SWGs: they "controlled" the work with the EACs. Less powerful actors on the other hand were able to become involved through the community engagement process, and have their ideas and feedback brought up to the "table" by the Greenest City Steering Committee. A final challenge that the GCI found a way to mitigate is the problem that some issues are too big or to complex to be solved locally; by focusing on the ICLEI framework they were able to focus on

what was within what the local government and local civil society could actually affect. The problem is still complex, but the ICLEI framework is a way to deal with it.

A main point that the model is able to explain is the importance of the corporate engagement within the City as part of the GCI; the City is just one of many stakeholders in the network. This was mentioned by respondents as a huge part of the project, but the traditional stakeholder theory and the urban sustainability literature often focus on the involvement of groups outside of the City.

By looking at the GCI through the lenses of multi-stakeholder network theory we get an understanding of how the involvement happened, the challenges that arose as well as some of the successes. Despite being a stakeholder network, the City government is still very much a focal organization for the practical work in the GCI, as a hub for communication and information. The main outcome of this process was the Greenest City Action Plan, and because of the way the actors discussed and decided on the strategies it can be said to be a result of deliberative democracy (Roloff, 2008). The differences in the GCI compared to the model by Roloff seems to have been successful. A much larger group of stakeholder were able to be involved, and making it possible to create more change and action in the implementation phase.

6.3.2 Communication and collaboration

The communication between that happened between the parties in the GCI is the essential part of the GCI, and the network will never be better than the communication that takes place. The different activities and ways of involvement have all different types of communication and different degrees of involvement. To be able to understand the different methods on a whole we can focus on how the communication happened. When the City was planning the public engagement the City used the IAP2 Spectrum of Public Participation to balance informing and deeper engagement, as mentioned in chapter 5.4.1. The DIY consultation kits and the EAC engagement are the main engagement methods not listed in figure 5.2.

The three communication strategies mentioned by Morsing & Schultz (2006) vary from simply informing on one end to deeper involvement on the other, whilst the IAP2 spectrum has inform and empower as their two extremes for classifying engagement activities. We can see similarities with the two scales, both in theory and in the empirical data. By comparing the activities used by Vancouver with the communication strategies we can get an understanding of the degree of cooperation and involvement that happened between the City and civil society.

Table 6.1 Communications strategies with GCI engagement activities

Communication strategy	IAP2 level	Engagement activities
1. Information strategy	Inform	Website, Direct mail, Flyers, Listserves, Fact sheets, Twitter, Pecha Kucha, Videos, Ads
2. Response strategy	Consult	Surveys, Facebook, Online forums, Open houses
	+	DIY Consultation Kits
3. Involvement strategy	Involve	Workshops
	Collaborate	Co-organized events, Unconference, Zero waste assets, Multicultural Roundtables
	Empower	Greenest city awards, Neighbourhood action teams, Organizational partnerships
	+	EAC engagement

The activities classified as *inform* in the IAP2 spectrum fit closely with the information strategy; the activities are focused on giving information to civil society about the GCI and urban sustainability, and the communication is strictly one-way. The purpose here is to give sense to civil society, to influence how they understand and make sense of the Greenest City Initiative and the need for urban sustainability measures in Vancouver.

The *consult* level is more tricky. Communication happens both ways, but the communication from civil society is more restricted and the communication flows are controlled by the City; the City on the other hand can communicate freely. But the degree of asymmetry in the information flows varies. Surveys is a typical example of response strategy, which is quite different from online forums and traditional open houses. In the latter there is more communication between the parties, but the communication from civil society to the City happens through pre-defined channels. DIY consultation kits are also categorized under the response strategy as since the communication to the City after the "engagement" was a merely form of "final reporting" to the City. Common for these activities is that the City makes sense of the informations received by the actors targeted, and used this information to give sense back. The extent of sense making from the City's side differs with the activities. Surveys gave the City information on the views of civil society, making them able to alter their communication. Online forums on the other hand had a much bigger level of sense making since the ideas came up to the SWG; but a cycle of sense making and sense giving did not happen; the online forum members only got feedback on what happened with their idea.

The *involve* and *collaborate* level activities are easily placed under the involvement strategy, since these were events where City staff and civil society met and discussed the GCI back and forth

though symmetric communication. The EAC engagement is also a very good example of the involvement strategy. The City and different actors come together in different events and communicate in a symmetric way; all parties are able to talk, to listen and to persuade each other through dialogue, discussion, and negotiation. A repetitive process of sense giving and sense making happens, as seen in the multi-stakeholder network nature of the EAC-SWG interaction.

The *empower* level of the IAP2 spectrum does not easily translate to a communication strategy. With partnerships and action teams the same sense giving and sense making process happens, thus making these activities part of a involvement strategy. Greenest City Awards on the other hand focus on creating independent action, and letting the sense giving - sense making process happen within civil society, without the City present. In a way these activities fall outside of the model, but since they are a result of the work the City has done it is natural to include them to some extent.

The City encouraged two-way dialogue with the members of civil society, and worked with moving members from the *inform* level towards the *empower* level; this was to a great extent successful based on the level of participation in the activities. This can also be translated into the three communication strategies: the engagement becomes deeper when moving from the information strategy to the response strategy and finally to the involvement strategy, by increasing the level of sense making and sense giving that happens between the parties. But with deeper engagement less stakeholders can be involved because of the limited resources present; it is difficult to have a dialogue (with symmetric communication) with several hundred stakeholders present. One example of this is the multicultural engagement, it was considered a "good start" but more could have been done with more resources. Other activities, like co-organized events, were more successful since the City could take advantage of external resources when creating the dialogue.

According to Morsing & Schultz (2006) the stakeholders role in the information strategy is to either oppose or support the information coming from the City. We can see this happening in the Greenest City Initiative. The respondents could see that people that did not "care" about becoming green were likely not involved; they would then ignore the attempted sense giving in the information strategy. If people were supportive of the ideas and the information they could move along the IAP2 spectrum and become more involved. This could also have been the case if they were opposed, but with the generalness of the GCI the experience was that people either supported or ignored the project. Stakeholder support of the information strategy will then be able to move them towards the response strategy and the involvement strategy.

Being able to engage members of civil society as part of the involvement strategy is favoured because of the deeper engagement that happens; this was an objective for the public engagement project. The tension with the City to not give up control in order of not creating expectations that

won't be met challenged this process, and have to be addressed. It was seen when it came to several of the events classified under the involvement strategy in figure 6.1. City staff can be cautious when entering into dialogue and cooperation, potentially limit the cycle of sense making and sense giving. This was to a great extent resolved during the process, but non the less a challenge.

Another learning point brought up by the respondents was the need for educating civil society on environmental issues as part of the engagement process. By providing the knowledge they need makes them able to participate in the process. This was mentioned as a something that could have been handled better by engagement team. This shows the importance of the information and response strategy, and that they are not inferior to the involvement strategy. Communicating and educating the "masses" needs these two strategies by giving sense to many people at once, as well as making people engage in some way to further this education.

The activities in the GCI fall under all the three communication strategies, making the City and civil society involved in processes with different levels of sense giving and sense making. Most of the activities were centred around the involvement strategy, creating engagement with deeper involvement of civil society. This was especially the case in the EACs, creating progressive iterations of sense making and sense giving, ending with a common agreement on the different action plans. The activities in the information strategy was mostly used to get people over to the response and involvement strategies, showing the value of all three types of communication.

The model presented by Morsing & Schultz (2006) gives us a good understanding of the communication and understanding that happened in the GCI and the potential outcomes. Some differences exist, and these are mostly connected to the typical "CSR communication" point of view used by the authors. Despite this, the discussion above show that by developing the model further it has potential to understand the communication that happens in public engagement processes. For example, the name of the *response strategy* does not fit well with the public engagement purpose; I would therefore suggest using *consulting strategy* as this would better encompass the reality of the asymmetric communication that happens. By using the model and the theory of sense giving and sense making organizations will be able to create engagement processes that will meet their goals.

6.4 Looking into the future

Evans et al. (2004) argue that local governments have a central role in urban sustainability, and the GCI is a clear example of this. As the initiator of the GCI multi-stakeholder network the issue might not even have been addressed! This is similar to what Roloff talks about in her article: the initiator is often a political or a reputable organization like a level of government.

The DICUS model focuses on the effect of social and institutional capacity on governing and sustainable development policy outcomes. Both social and institutional capacity can be actively built, and there are several examples on both of these in the GCI.

The GCI made a conscious effort to create social capacity through the stakeholder and community engagement process, as summarized below:

- The public engagement process as a whole can be viewed as a social capacity building initiative. The objectives of the public engagement was to build constituency, support and ownership among the community, create partnerships, and to engage stakeholders for implementation. The broader events like the information campaigns, the websites and the Pecha Kucha were able to reach out to a large groups of people to create conversation and debate on the GCI among the community. This is supported by the feedback received form the public subsequent the engagement process. Other activities like online forums, workshops, roundtables and DIY consultation kits took the social capacity building further by really including the public in the creation of the plans by letting them come up with ideas and discuss the strategies among themselves as well as with the City. Finally, the unconference and Greenest City awards made it possible for groups and individuals in civil society to connect and continue the work independently.

- The stakeholder engagement invited a wide array of organizations to the project to engage deeply with each other and the City's SWG in a multi-stakeholder network. The involvement of organizations in order to create a dialogue to discuss and decide on the strategies and action for the 10 goals is a great example of the social capacity building that happened. Furthermore, some organizations even did individual work on the side of the EACs, showing that the GCI created independent action.

The engagement that happened in the response and involvement strategies with a high degree of sense giving and sense making happening between the actors were great capacity builders; members from civil society became involved in the project, saw that their involvement was appreciated and that they were actually able to affect the project. City Studio is an example of social capacity that became institutionalized and that will continue to build partnerships to implement the GCAP.

It is difficult to conclude on the social capacity effect of the GCI; a lot of people were engaged during the project, but what about the long run? Also, how much independent action happened and at what level will this continue? The long-lasting social capacity is difficult to quantify. But when we look at the engagement that happened we can see that the effort to build social capacity

for urban sustainability was done. Evans et al. (2004) state that social capacity is built by engaging stakeholders in the process, and Roloff (2008) point to the social capacity building potential of successful multi-stakeholder networks.

Institutional capacity building was also a central part in the project, and this was an area of focus based on previous experience in the city. The entire corporate engagement is a way of building institutional capacity for urban sustainability by making an effort to integrate the GCI throughout the whole organization. This was highlighted several times by the respondents. The SWGs were made up of regular City staff to make the implementation more resilient towards changes in political leadership and management, building ownership and accountability in the City's departments. Furthermore the City worked in new and innovative ways in the project, both in ways of doing public engagement and of how to go about their daily work. The GCI changed the way many members of the organization viewed their work, their responsibilities and their tasks. Roloff (2008) highlights the need for mangers (and staff) to be part of the process, also a way of building institutional capacity. When the City takes part in the process of cyclical sense making and sense giving processes with other stakeholders institutional capacity is built further.

The historical interest that have existed for environmental issues in Vancouver (chapter 4) combined with the social capacity building nature of the extensive engagement process point to a higher level of social capacity for sustainable development in Vancouver. This is supported by the development of City Studio, the UBC partnership and the BC Hydro involvement, among others. In the same way, the corporate engagement process was able to spread the sustainable development knowledge and capacity from the Sustainability Group (the group previously tasked with addressing this issue) to the whole organization through corporate workshops, SWG memberships and by making regular staff engage with civil society members directly. This shows a higher level of institutional capacity in the organization.

Higher levels of social capacity increases the chances of sustainable development policy outcomes because civil society is interested and motivated. Higher levels of institutional capacity also increases these chances because the goals and principles are part of all the work the City does. By looking at the DISCUS model (figure 2.5) the higher levels of both social and institutional capacity places Vancouver and the GCI in the first quadrant; *Dynamic governing*. The characteristic is active sustainability capacity building, something that have been done through the GCI, and will continue with the new plans, the transportation plan and the neighbourhood plans. The experience from other projects was that this gave high possibilities for sustainable policy achievements (Evans et al., 2004). In those cases the local governments reach out to its surrounding civil society to create debate, dialogue, partnerships, conflict and dispute on urban

sustainability and are at the same time willing to listen and learn from this process. This has very much been the case in Vancouver. Based on the model presented by Evans et al. (2004) the capacity building has led to an increased level of governance and governing for the Greenest City, and this should lead to an increased possibility for policy achievements. In the long run it is therefore expected to see considerable sustainability policy outcomes with a positive impact on the urban sustainability. Only the future will show if this is actually the case.

7
Conclusions

The chapter concludes the thesis by answering the problem statement and the research questions formulated in chapter 1.

The chapter also present limitations, research contribution and possible future research.

7.1 The Greenest City by 2020?

The research conducted as part of this thesis has focused on the engagement project that was initiated when the City of Vancouver in Canada decided to become the Greenest City in the world by the year 2020. The purpose was to get an understanding of how the engagement process: how it was conducted, who were involved and to try and have a look at the potential long-term effects of the engagement on the sustainability work in Vancouver.

7.1.1 The problem statement and research questions

Three research questions were created to guide the research, as summarized below.

1. Who were, or were not, involved in the Greenest City Initiative?

With the Greenest City Initiative the City of Vancouver wanted to involve as many as possible in the planning of the Greenest City Action Plan: if you were interested in being part of the Greenest City and the way forward you were invited to participate! The external stakeholders that were involved included local citizens, local businesses, industry interests groups, local, provincial and national non-government organizations, local and provincial academic institutions, local neighbourhood and community-based organizations, and member from the metropolitan and provincial governments. Furthermore, through the new and innovative engagement tools even citizens from around the world were involved in some way. The City of Vancouver also made a conscious effort to reach new groups of people would usually not participate in a City-led engagement process, and this was to a great extent a success through partnership events, online engagement and a multicultural outreach.

The main groups that were not involved were citizens and organizations that "does not care" about being green, or that are indifferent to the project. The experience was that to a general plan people were mostly positive and this consequentially brought those interested in sustainability to the table. With fewer area specific actions in the plan the groups that would be more negative to the effects of the plan fell outside of the engagement process.

The more surprising finding in the research was the importance of involving the City and its staff as one of the stakeholders! The importance of building ownership and accountability within the City was mentioned by several of the respondents, but was not a main part of the traditional stakeholder theory or the literature on urban sustainability and urban governance. The final group of stakeholders were then regular staff and managers in the Vancouver City government; not only the City's Sustainability Group.

The similarities between the stakeholders involved in Greenest City Initiative and the definitions of stakeholders used by Roloff (2008) are big, and is will better be able to explain why different individuals and groups are part of urban sustainability projects or not.

2. How were they engaged in the Greenest City Initiative?

The engagement process that was created to involve the civil society focused on creating new and innovative engagement activities in addition to the traditional ways of doing public consultation. The engagement activities included new custom-built websites, social media, ads, online forums, surveys, workshops, advisory committees, do-it-yourself consultation kits, roundtables, partnership events and large public events like Pecha Kucha and an unconference. The contrast to traditional public consultation with surveys and open houses is huge.

By using the stakeholder communication model by Morsing & Schultz (2006) we were able to understand the communication that happened between he actors involved. It shows that the activities included different levels of sense giving and sense making between the parties. Some activities focused on giving sense to civil society on the projects, its importance and the proposed strategies, whilst deeper involvement created a state of cyclical sense giving and sense making: the parties engaged in dialogue and discussion where they listened to each others view and opinions and further tried to persuade each other on a course of action. The result was relationship building between the different stakeholders and created a consensus on the strategies that went into the Greenest City Action Plan.

An interesting finding was that despite the deeper engagement that happens when a state of sense giving and sense making is achieved is often considered the best type on engagement, the information activities that to a great extent focus on "giving sense" to civil society is equally important. Educating members of civil society on environmental issues is important to create change in behaviour, and this can only be done through activities that can reach a larger group of people. In order to get people involved in the deeper engagement this knowledge is required, and by building this knowledge in the population you are able to engage people deeper.

Despite the City of Vancouver being the initiator the focal organization of the project the empirical data point to the fact that the Greenest City Initiative is in fact a multi-stakeholder network; the City is just one of many involved in the project. This shows the importance of the engagement of City staff in the project like other stakeholders' regular staff were involved. Furthermore we are better able to understand the engagement that occurred, who were in control and the challenges that arise with these kinds of urban sustainability projects. The City struggled with giving up this control, but eventually were able to see the benefits of doing just that.

3. How did the engagement affect the governance/governing for sustainability in Vancouver?

The engagement process was able to build excitement, ownership and accountability within civil society and among City staff. This is supported by the level of engagement that happened, in addition to the surveys and feedback received after the Greenest City Action Plan was approved. The entire engagement project itself involved a wide array of actors in the decision-making process of creating the strategies that will make Vancouver the Greenest City by 2020. Furthermore, the City intends to continue this involvement on future plans that will be closely aligned with the Greenest City goals.

Evans et al. (2004) focus on a society's social and institutional capacity when tying to understand governance and governing of urban sustainability, arguing that social and institutional capacity can be actively built. By looking at the engagement process as a capacity building project we are able to see its effect on the governance and governing in Vancouver. The public engagement process that involved the community and the stakeholder organizations included in the advisory committees to a great extent strove to build social capital by educating people and by letting them become part of the planning process. The processes of sense making and sense giving let people engage deeply on the Greenest City, and also made them able to create independent action. Furthermore, the corporate engagement that focused on building ownership and accountability within the organization is a great example of institutional capacity building; regular City staff were involve in the project so that it would become part of the City's regular work and policy.

High social capacity support urban sustainability initiatives because civil society is interested and want to take action. Similarly, high institutional capacity lead to higher possibilities for sustainability policy outcomes because sustainability principles becomes integrated in the City's regular goals and objectives. The conclusion based on the DISCUS model is that higher social and institutional capacity in Vancouver will lead to better governing and governance for urban sustainability and a high possibility for sustainability policy achievements.

Problem statement

How was civil society involved in the Greenest City Initiative,
and how did the initiative affect the governance for sustainability in Vancouver?

The research questions above summarize the research and the findings, and together are able to solve the problem statement that was established for the research in chapter 1. The numerous ways members from civil society _and_ the local city government were involved and engaged, separately and with each other, seems to have had a positive effect on the governance for sustainability. The

Greenest City Initiative has completely changed the way the City to involve and work with its community on solving issues, a process that is to continue in the further. The importance of the local government to be part of this process is clear; it is the clear initiator of the process. Furthermore, the comprehensive engagement that happened among City staff has made this new way of working with the community part of their new routines and tasks, as well as making it resilient to changes in management and political leadership.

Shifting the idea of what engagement is useful when addressing issues around sustainability. Traditional consultation focused on getting peoples opinion, but by using new and innovative types of engagement they were get people involved in the Greenest City on an ongoing basis. The invitation to the process was different; they did not only ask them to give their opinion on a policy draft, but also to participate in it after. This is critical to create the necessary change in behaviour that the Greenest City goals require to be met.

The Greenest City Initiative is a big project with a long implementation process, and in the end only time will tell us of the long term effects it will have on Vancouver's urban sustainability and its governance.

7.2 Concluding remarks

7.2.1 Research limitations

All research has its strengths and weaknesses, and also my research has its limitations. The main limitations that has affected the research is caused by the limited time and resources at disposal. More time and resources for data collection would have made it possible to get even more respondent to create an even more detailed and nuanced picture of the engagement that happened. Despite this, I do believe that the respondents and the extensive interviews that were held with them, together with the documentation that was used as secondary data, gave a thorough and actual representation of the project. As a City driven project a lot of information was available online, making it possible to get a good understanding in advance so that the interviews could be more effective. Nonetheless, increased validity through more respondents is always appreciated when conducting research.

Furthermore, this is a major project on urban sustainability, probably one of the largest in the world to date. For the purposes of a master's thesis it is only possible to look at part of the project, and the focus was thus placed on the engagement process up to the approval of the Greenest City Action Plan. The project could have been research more extensively by looking even further, but this is a great opportunity for future research.

One last limitation of the research is the time frame of the research. The research was conducted as part of the Master of Science in Sustainable Management program, where the final semester is reserved for the research project. The topic of stakeholder involvement and governance is a major one, and by having more time at disposal it would have been possible to take a look at the project at different points in time. But by being able to come into the project at the stage I did, I was lucky to be able to talk to people that have been part of the project for some time and were able to give me an understanding of the process so far and what have happened and changed.

7.2.2 Research contribution and future research

The research presented in this thesis contribute to the general literature on how cities around the world can become more sustainable and how city governments can address this issue together with its community. The challenges to urban governance are many, and the research can help solve some of the governance dilemmas that are summarized by Öjendal & Dellnas (2010). The experience from any real life project is valuable, and this is also the case for the GCI. The table below show some of the ways the GCI tried to mitigate the dilemmas presented in chap. 2.

Table 7.1: Possible solutions to governance dilemmas, compare table 2.1.

Sustainability vs. local governance	Cities vs. sustainability	Local governance vs. cities
• Focusing on what is within their control, e.g. through the ICLEI framework • Use their influence to address sustainability on areas outside of their control	• Focusing on the positive effects of urban sustainability on the urban environment and peoples lives • Strive for sustainability even though it may be impossible to reach	• Use new and innovative engagement methods to be able to involve civil society in an organized way • Take advantage of new technologies to deal with complex issues, e.g. online engagement and videos

The research contribution also point to areas for potential future research. The research has shows how the communication model by Morsing & Schultz (2006) can be used to understand the communication that happens in City led engagement processes, and beyond. The concepts of sense giving and sense making made us able to understand the process better, by looking in depth at how the involvement happened in the different activities and how complex it was. This also shows a potential for future research: the model by Morsing & Schultz (2006) originally focus on a corporations CSR communication. The research shows on the other had that it can be applicable for public engagement projects. By developing the model further with this in mind we may have a new and valuable tool in urban sustainability planning and governance in the future.

The research also shows the potential the multi-stakeholder network model that was presented by Roloff (2008) has for urban sustainability initiatives. The model was able to explain the many of the successes and challenges that arose in the project, despite some differences that existed. Multi-stakeholder networks are complex, and more in-depth research on the topic would be valuable. One example is to continue the research on the urban sustainability work that is going on in Vancouver thought the implementation phase. The project still has a long way to go, and new processes of deliberation and action will still happen before extinction.

Finally, the Greenest City Initiative as a whole is a huge opportunity for continued research. Because of time and resource constraints I had to limit the research to a certain area of the GCI, but with a project of this size the possibilities are endless. By employing different theories and points of view the project may supply the urban sustainability discourse a plethora of new knowledge on how to create sustainable cities and solve the challenge of sustainable development world wide.

8

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9
Appendices

Appendix 1: Interviewees and interview guides

Interview 1

Interviewees	Amanda Mitchell & Olive Dempsey
Title	Public Engagement Specialists, Corporate Communications Department, City of Vancouver
GCI Role	Involved in the web-based (AM) and in-person (OD) public engagement process.
Topic	The engagement process and their experiences from the process, incl. successes, challenges, difficulties and outcomes.

Interview 2

Interviewee	Sean Pander
Title	Assistant Director of Sustainability, Sustainability Group, City of Vancouver
GCI Role	Staff Working Group Chair for Goal 2, Climate Leadership. Also: Involved in assembling SWGs and EACs, Link between GCAT and city administration, Design of the GCI project work, Member of Clean Air SWG, Member of Greenest City Steering Committee
Topic	The project as a whole, EACs, stakeholder views, process evaluations and outcomes.

Interview 3

Interviewee	Elizabeth Sheehan
Title	President, Climate Smart Businesses Inc.
GCI Role	Member of 2 EACs: • Goal 1, Green Economy - target on greening exciting businesses. • Goal 2, Climate Leadership.
Topic	Stakeholder view on the process, work in EACs, process evaluation and outcomes.

Interview guide

Interviewees   Amanda Mitchell & Olive Dempsey
                   Public Engagement Specialists

Questions/topics:

Introductions

- Your role in the Greenest City Initiative

About the public engagement process

- How was the IAP2 Public Engagement Spectrum used, and how did this work in the engagement process?

  - Could empowerment have been strengthened further in the process, and what challenges could this have lead to?

- How was the objectives for phase 1 achieved with regard to building ownership among community, and also with regard to building partnerships with organizations for implementation?

- How did you work to reach and involve people in phase 2? Who were and who were not involved? How could this work have been improved?

Evaluation the public engagement process

- In your opinion, was the public engagement process a success?

  - Could anything have been done better??

  - What were the main challenges, and how where they overcome?

  - What were the most important factors to the success of the project?

  - Were there any external factors affecting the project?

- What part of the process was most successful and why?

Outcomes

- How will the public engagement process continue?

- Did the process lead to any concrete partnerships with other parties?

Interview guide

Interviewee   Sean Pander, Assistant Director of Sustainability

Questions/topics:

Introductions and general information about the project

- Your role in the Greenest City Initiative
- How did the project begin?

The External Advisory Committees

- How were the stakeholders chosen, and what criteria were used?
- How did they work with the staff working groups?
    - Cooperation or consultation? How involved where they in the work?
- To your knowledge, how was the work within the committees?

Incorporation of stakeholder views

- How were the stakeholders input used by the staff working groups?
    - Both from EACs and the public broad based consultation?
    - How were contradicting ideas dealt with?
- How were they used in the final product, the Greenest City Action Plan?

Evaluation of the process

- In your opinion, how did the stakeholder process influence the final action plan?
- What can you identify as central aspects of the project, those who has contributed to both satisfactory and unsatisfactory progress?
- What were the expectations to the process, and how do these compare to the outcomes?
    - Any difficulties and challenges?
- Was the project a success from your viewpoint?

The road onwards

- How will the stakeholder process affect the future work of implementation?
- How has this process affected the future climate for cooperation for and work towards sustainability in Vancouver?

Interview guide

Interviewee   Elizabeth Sheehan,
                 President of Climate Smart Businesses Inc.

Questions/topics:

Introductions

- Your and your organisations role in the GCI

About the GCI

- What is your opinion on the Greenest City Initiative in general?

- What is your opinion of how the Greenest City Initiative included different stakeholders and the public?

The External Advisory Committees

- How did the External Advisory Committee work internally?

- How did the External Advisory Committee work with the city staff working groups?

Incorporation of stakeholder views

- In your opinion, how did the External Advisory Committees influence the final product?

- In your opinion, how was the results from the public consultation process incorporated in the final product?

Effect of stakeholder consultation

- What do you think the stakeholder process influences the final action plan?

- What were the expectations to the project? How do they compare to the outcomes?

- What difficulties and challenges did you experience in the project?

- Was the project a success from your viewpoint?

The road onwards

- In your opinion, how will the stakeholder process affect the future work of implementation?

- How has this process affected the future climate for cooperation for and work towards sustainability in Vancouver?

Appendix 2: Community engagement objectives

Phase 1 Engagement Objectives
• To build constituency to achieve Greenest City goals • To build a sense of ownership among community • To build partnerships with organizations for implementation • To collect ideas from public to assist Staff Working Groups • To test new and innovative engagement methods and tool

Phase 2 Engagement Objectives
• Educate & communicate recommended actions • Collect feedback on the draft plan and gauge level of support • Reflect back public comments • Build support and ownership for the final plan • Get/keep stakeholders and staff engaged for implementation • Set expectations • Broaden reach • Model a different kind of City-led public engagement process

Appendix 3: The Greenest City 2020 Long-term Goals

Green Buildings

① GREEN ECONOMY

Vancouver already has a highly diversified home-grown green economy. Our long-term goal is to secure Vancouver's international reputation as a mecca of green enterprise. Our target is to double the number of green jobs in the City by 2020 over 2010 levels. We're also developing a target to green existing jobs.

③ GREEN BUILDINGS

Vancouver has the greenest new neighbourhood in North America – Southeast False Creek. One day, we will lead the world in green building design and construction. Our 2020 targets are to require all buildings constructed from 2020 onward to be carbon neutral in operations and to reduce energy use and greenhouse gas emissions in existing buildings by 20 per cent over 2007 levels.

⑦ LIGHTER FOOTPRINT

If everyone on earth lived as Vancouverites do now, we'd need four planets to sustain us. Each of the greenest city goals will contribute to an overall shrinking footprint, moving us towards a level more in line with what we have: only one planet to live on. Our target for 2020 is to reduce Vancouver's per capita ecological footprint by 33 per cent over 2006 levels.

② CLIMATE LEADERSHIP

Unlike many growing cities, greenhouse gas emissions in Vancouver are on the decline, currently at the same level as they were in 1990. Our goal is to eliminate dependence on fossil fuels. Our 2020 target is to reduce community-based greenhouse gas emissions by 33 per cent from 2007 levels.

④ GREEN TRANSPORTATION

To be the greenest city, we need to make walking, cycling and transit the preferred transportation options. Our first 2020 target is to have over 50 per cent of trips take place by walking, cycling and public transit. Our second is to reduce motor vehicle kilometers traveled per resident by 20 per cent from 2007 levels.

⑤ ZERO WASTE

We already divert 55 per cent of regional solid waste from disposal, but ultimately we need to create zero waste. By 2020 we aim to reduce solid waste going to the landfill or incinerator by 50 per cent from 2008 levels.

⑨ CLEAN AIR

While Vancouver already enjoys relatively good air quality, our long-term goal is to have the cleanest air of any major city in the world. Our proposed 2020 target is to meet the most stringent of British Columbian, Canadian and international air quality standards and guidelines.

⑥ ACCESS TO NATURE

Our long-term vision is that Vancouver residents enjoy incomparable access to green spaces, including the world's most spectacular urban forest.Our first 2020 target is to ensure that every person lives within a five-minute walk of a park, beach, greenway, or other natural space. Our second target is to plant 150,000 additional trees in the city between 2010 and 2020. Currently, Vancouver has more than 200 diverse parks, and an estimated 1.6 million trees.

⑧ CLEAN WATER

For Vancouverites to enjoy the best drinking water of any major city by 2020 we aim to always meet the strongest of British Columbian, Canadian, and international drinking water quality standards and guidelines. We are also developing a target for water conservation.

⑩ LOCAL FOOD

Vancouver has a growing appetite for farmer's markets and community gardens. But to become a global leader in urban food systems, we'll need to grow beyond this start. We have a 2020 target to increase city and neighbourhood food assets by a minimum of 50 per cent over 2010 levels. That means increasing all residents' access to food that is fresh and local, grown without harmful chemicals, and fairly produced and harvested.

The 10 goals in the Greenest City Initiative[13].

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13 Source: http://talkgreenvancouver.ca/goals

Goals and targets (City of Vancouver, 2010)

Green Economy

Goal 1: To secure Vancouver's international reputation as a mecca of green enterprise.

<u>2020 Target #1:</u> Double the number of green jobs in the City by 2020, over 2010 levels.

<u>2020 Target #2:</u> Double the number of companies that are actively engaged in greening their operations over 2011 levels, by 2020.

Climate Leadership

Goal 2: Eliminate dependence on fossil fuels.

<u>2020 Target #1:</u> Reduce community-based greenhouse gas emissions by 33% from 2007 levels.

Green Buildings

Goal 3: Lead the world in green building design and construction.

<u>2020 Target #1:</u> Require all buildings constructed from 2020 onward to be carbon neutral in operations.

<u>2020 Target #2:</u> Reduce energy use and GHG emissions in existing buildings by 20% over 2007 levels.

Green Transportation

Goal 4: Make walking, cycling, and public transit preferred transportation options.

<u>2020 Target #1:</u> Make the majority of trips (over 50%) on foot, bicycle, and public transit.

<u>2020 Target #2:</u> Reduce distance driven per resident 20% from 2007 levels.

Zero Waste

Goal 5: Create zero waste.

<u>2020 Target #1:</u> Reduce total solid waste going to landfill or incinerator by 50% from 2008 levels.

Access to Nature

Goal 6: Vancouver residents enjoy incomparable access to green spaces, including the world's most spectacular urban forest.

<u>2020 Target #1:</u> Ensure that every person lives within a five minute walk of a park, beach, greenway, or other natural space by 2020.
<u>2020 Target #2:</u> Plant 150,000 additional trees in the city between 2010 and 2020.

Lighter Footprint

Goal 7: Achieve a one planet ecological footprint.

<u>2020 Target #1:</u> Reduce Vancouver's per capita ecological footprint by 33% by 2020 over 2006 levels.

Clean Water

Goal 8: Vancouver will have the best drinking water of any city in the world.

<u>2020 Target #1:</u> Meet or beat the most stringent of British Columbian, Canadian and international drinking water standards and guidelines.
<u>2020 Target #2:</u> Reduce per capita water consumption by 33% over 2006 levels.

Clean Air

Goal 9: Breathe the cleanest air of any major city in the world.

<u>2020 Target #1:</u> Meet or beat the most stringent of British Columbian, Canadian, and international air quality standards and guidelines.

Local Food

Goal 10: Vancouver will become a leader in urban food systems.

<u>2020 Target #1:</u> Increase city and neighbourhood food assets2 by a minimum of 50%.

Appendix 4: Detailed timeline of the Greenest City Initiative

February, 2009	**Greenest City Action Team**
	Mayor Robertson creates the Greenest City Action Team tasked with making recommendations on how Vancouver might become the Greenest City in the world by 2020. The GCAT is made up of 19 members, chosen based on their expertise and interest in climate protection, transportation, land use, green energy, food security, environmental health, biodiversity, economic development, and finance. Local stakeholders were not targeted in the selection of the members.
October, 2009	**Vancouver 2020: A bright green future**
	The GCAT delivers its main report, recommending ten long-term goals and thirteen 2020 targets to lead the way to become the Greenest City.
	The City Council approves a motion directing staff to prepare an implementation plan for the recommended actions in the report. City staff start working on a plan for implementation of and work with the GCAT's recommendations.
February, 2010	**Greenest City 2020 Implementation Plan**
	The Greenest City 2020 Implementation Plan (GCIP) is presented to the City Council. It establishes a framework and resources to develop detailed implementation plans and how the City will work with the public and other stakeholders as part of this process. The Council adopts the ten long-term goals recommended by the GCAT, and directed city staff to proceed with the development of the Greenest City Action Plan.
June, 2010 - October, 2010	**Public Engagement, Phase 1 - Talk Green to Us**
	The first phase of the broad-based public engagement process is launched. The main goal is to collect ideas from the public on how the different Greenest City goals and targets could be met. The External Advisory Committees (EACs) are assembled and their work commences.
January, 2011	**Draft Greenest City 2020 Action Plan**
	The draft Greenest City 2020 Action Plan is presented to the City Council with a recommendation to adopt 14 targets connected to the ten long-term goals.
	Staff is directed to finalize the action plan in consultation with stakeholders and the community, as well as develop one additional target concerned with greening excising workplaces.

December, 2010 - March, 2011	**Public Engagement, Phase 2 - Talk Green Vancouver**
	The basis for the second phase of the public engagement process is the draft action plan, with the objective of getting feedback on the plan. EACs continue their work with the City.
July, 2011	**Greenest City 2020 Action Plan (GCAP)**
	City Council approves the final Greenest City 2020 Action Plan on July 12. City staff are asked to start the implementation of the action plans and the prioritized actions for the subsequent period.
2011 →	**Implementation phase**
	With the approval of the Greenest City Action Plan the city, together with it's partners, started with the work of implementing the actions in the GCAP to reach the goal of being the world's Greenest City by 2020.