

# Municipality of North Cowichan

## Public Engagement Committee

### AGENDA

Tuesday, August 4, 2020, 6:00 p.m.  
Electronically

Pages

**1. CALL TO ORDER**

This meeting, though electronic, is open to the public and all representations to the Public Engagement Committee form part of the public record.

At this time, due to the COVID-19 Pandemic, public access to Council Chambers is not permitted, however, this meeting may be viewed on the District's live stream webcast at [www.northcowichan.ca/meetings](http://www.northcowichan.ca/meetings).

**2. APPROVAL OF AGENDA**

Recommendation:

That the Committee approve the agenda as circulated [or as amended].

**3. ADOPTION OF MINUTES**

2 - 3

Recommendation:

That the Committee adopt the minutes of the meeting held June 29, 2020.

**4. BUSINESS**

**4.1 Draft Public Engagement Plan**

4 - 22

Purpose: Review the draft engagement plan to canvass community members and stakeholders for input that will help shape the engagement framework for our organization.

**5. NEW BUSINESS**

**6. ADJOURNMENT**

# **Municipality of North Cowichan**

## **Public Engagement Committee**

### **MINUTES**

**June 29, 2020, 6:00 p.m.**  
**Electronically**

Members Present	Mayor Al Siebring Councillor Rob Douglas Councillor Rosalie Sawrie
Staff Present	Ted Swabey, Chief Administrative Officer Megan Jordan, Acting, Manager, Communications and Public Engagement Terri Brennan, Executive Assistant

#### **1. CALL TO ORDER**

There being a quorum present, the Chair called the meeting to order at 6:00 p.m.

##### **1.1 Open Meeting Transparency Resolution**

IT WAS MOVED AND SECONDED:

That pursuant to Ministerial Order No. M192 and the procedures established by the Municipality of North Cowichan to protect the health and safety of the public and municipal staff while they perform work within the Municipal Hall, the attendance of the public at today's Public Engagement Committee meeting cannot be accommodated because of the limitations placed on mass gatherings by the Provincial Health Officer; our inability to provide for adequate physical distancing between members of Council, the Committee, staff, and the public or to create separate entrance and exits with one-way walkways for the public in Council Chambers; and further that to ensure openness, transparency, accessibility and accountability for this meeting, the Municipality of North Cowichan:

- is live streaming the meeting to enable the public to hear and see the proceedings;
- has provided notice of today's meeting; and
- has made the meeting agenda, as well as all other relevant documents, available on the municipal website prior to the meeting.

**CARRIED**

#### **2. APPROVAL OF AGENDA**

IT WAS MOVED AND SECONDED:

That the Committee approve the agenda as circulated.

**CARRIED**

**3. DELEGATIONS AND PRESENTATIONS**

**3.1 Presentation from Delaney and Associates**

Jessica Delaney, Delaney and Associates workshopped with the Committee on the process for developing a public engagement policy and engagement framework.

**4. BUSINESS**

**4.1 Committee Terms of Reference**

IT WAS MOVED AND SECONDED:

That the Public Engagement Committee Terms of Reference, be amended, to change the words 'Engagement Policy and Plan' to 'Engagement Policy and Framework' in paragraph two of the Preamble, in section 1. Mandate/Purpose and in section 2. (c) Establishment and Authority; and

That the Public Engagement Committee Terms of Reference, as amended, be forwarded to Council for their endorsement.

**CARRIED**

**5. NEW BUSINESS**

No items.

**6. ADJOURNMENT**

The meeting ended at 7:11 p.m.

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Signed by Chair

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Certified by Recording Secretary

# NORTH COWICHAN

ENGAGEMENT + COMMUNICATIONS PLAN

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## Executive Summary

This engagement and communications plan will guide the project team in developing the Municipality of North Cowichan's Community Engagement Policy and Framework. The goal of the policy and supporting framework is to establish a step-wise approach for municipal-led engagement and communications activities. The goal is to support staff with the tools they need to plan, implement, evaluate and report on engagement activities and to communication with the community the municipality's policy on engagement and how communications will support implementation.

It is planned that the new *Community Engagement Policy and Framework* will articulate the municipality's high-level commitment to public, community and stakeholder engagement. The engagement objectives contained within this plan seek to engage the community and stakeholders in exploring how they would like to be engaged, understanding the barriers to public engagement, identifying key elements to supporting engagement equity and mapping communities values related to engagement. In addition, there are opportunities for the community and stakeholders to better understand municipal government decision making and how their input can affect the decision-making process.

The engagement approach outlined in this plan focusses on engaging members of the community already participating in engagement processes to reach them where they are and then to specifically engage those who are rarely heard, through other means. This approach is being recommended to minimize stakeholder fatigue and burnout, to leverage existing processes in a coordinated and respectful manner and to manage the project budget in a sustainable manner.

Specific techniques will include:

- 1) Interviews of key stakeholders (5)
- 2) Virtual Workshop/Open Houses (2)
- 3) Presentations at Regular Community/Committee Meetings (4)
- 4) An online survey

The active engagement period will be between early September 2020 and late November 2020, with analysis and reporting taking place in January 2021. A draft policy and framework are anticipated by spring 2021 and will be presented to the Select Committee first and then to Council as a whole, for decision.

Engagement findings will be reported back to the public in a concise "What we Heard" report.

## Context and Decision Statement

The Municipality of North Cowichan is developing a new *Community Engagement Policy and Framework* that will articulate the municipality's high-level commitment to public, community and stakeholder engagement.

In 2012, a Council Communication Plan was created to guide civic engagement and manage Council communications. Over time, the community and municipality have come to recognize the need and desire for more community engagement and participation in decision making.

The project goal is that:

***By late spring 2021, the Municipality of North Cowichan's Council will receive for approval, a Community Engagement Policy and Framework which will articulate the high-level commitment and step-wise approach to planning, implementing, evaluating and reporting on community engagement activities within the Municipality's jurisdiction. The policy and framework will be informed by community and stakeholder input and recognized best practices.***

The policy and framework will bring community members and key stakeholders together so that we can provide input on barriers to participation and to identify strategies to encourage broader engagement by all members of the community.

## Design Considerations / Risks and Mitigation

The following table identifies potential engagement and communications risks and associated mitigation strategies have been identified below.

Risk		Mitigation Strategy
<b>INTERNAL RISKS</b>		
1.	Engagement fatigue by the community and staff	<ul style="list-style-type: none"> <li>Leverage engagement opportunities with existing meetings and events.</li> <li>Offer opportunities for engagement that require less resources through social media or website postings or videos</li> </ul>
2.	Divergent Council views on engagement	<ul style="list-style-type: none"> <li>Provide evidence-based responses</li> <li>Document all input</li> <li>Seek clarity on the givens/non-negotiables</li> <li>Document and ensure that any Council-provided direction is consistent with the project's approach</li> </ul>
3.	Heavy staff workload	<ul style="list-style-type: none"> <li>Provide clear information to staff of their role in the process.</li> <li>Include City staff in the process, as possible, to better understand their expectations and document their feedback.</li> <li>Provide regular updates to staff so they have up-to-date information on the engagement process and initial feedback (these may be shared with Council).</li> </ul>
<b>EXTERNAL RISKS</b>		
4.	COVID-19/Physical Distancing	<ul style="list-style-type: none"> <li>Ensure clear communication is provided on the website and shared over social media around how to safely participate in the process.</li> <li>Provide online opportunities for engagement that provide choice and reduce barriers for people wanting to participate.</li> <li>Create online engagement tools including interactive mapping, online surveys etc.</li> <li>Develop small in-person engagement opportunities, as approved.</li> </ul>
5.	Lack of experience or knowledge of a virtual or online platform	<ul style="list-style-type: none"> <li>Use well-known and user-friendly technology</li> <li>Include telephone interviews and engagement</li> <li>Provide access to live customer service support</li> <li>Limit the number of platforms used</li> <li>Ensure adequate time to provide technology orientations</li> </ul>
6.	Multiple Community Engagement Processes at the Same Time	<ul style="list-style-type: none"> <li>Leverage engagement opportunities with existing meetings and events.</li> <li>Clearly communicate the project goals and how they support enhanced engagement and community involvement in decision making.</li> <li>Develop a project brand to stand out amongst the other projects.</li> </ul>



## Engagement Plan

This section articulates the engagement goals, objectives, techniques and stakeholders. Engagement in this plan is defined as listening to and learning from the public and using their feedback as much as possible within the constraints of the project. Meaningful and effective communications is required so that the community and stakeholders have the information they need to participate and provide informed feedback.

This engagement plan is being developed in alignment with the International Association for Public Participation (IAP2) core values, code of ethics and planning protocol. It has been developed by Delaney, a third-party, neutral consultancy supporting the North Cowichan Community Engagement Framework and Policy.

## Engagement Goal

By early 2021, North Cowichan's diverse community members and stakeholders will have had the opportunity to participate in a meaningful process that will have listened, learned and documented their engagement needs, hopes and aspirations, and will work to integrate their feedback to the maximum degree possible in a draft policy and framework on engagement.

The engagement process is being considered in a phased approach.

## Engagement Objectives

Phase 1 August - September 2020

### SHARING INFORMATION AND GENERATING INTEREST IN THE PROJECT

- To share information about the new Community Engagement Policy and Framework, what is included and why it is important for members of the community and its stakeholders.
- To share information and generate interest in the engagement process so that members of the community and stakeholders have relevant and necessary information to support their participation in the engagement process.
- To share information about how input will be used and the overall project timelines.

Phase 2: September to November

### IDENTIFYING COMMUNITY VALUES AND UNDERSTANDING THE CURRENT STATE

- To involve those who have not (or do not) typically engage in municipal processes (youth, seniors, businesses and possibly others) to understand their experience in municipal processes, barriers they encountered and what would motivate them to participate in the future.

- To involve those who have participated in municipal processes in the past to understand what has worked well and what could be improved so that lessons learned, best practices and engagement and communications preferences can be incorporated into the new engagement policy and framework.
- To involve members of Council and Senior staff in clarifying expectations, roles and responsibilities, and measures of success for the new policy and framework so they can directly inform the draft policy and framework.
- To involve residents and stakeholders in identifying community values, expectations, and measures of success related to public engagement in North Cowichan.
- To involve the community in identifying key aspects, descriptions and experiences associated with their understanding of inclusive engagement.
- To involve members of the community and stakeholders in identifying community needs and values so that they can inform the development of the *Community Engagement Policy and Framework*.
- To involve members of the community and stakeholders in identifying current engagement needs and expectations as well as barriers to participation.

Phase 3: November 2020 to April 2021

## DRAFT POLICY + FRAMEWORK

- To consult community members and key stakeholders, staff, senior leadership and the Select Committee on the draft engagement policy and framework so their feedback about what they like and what they believe could be improved can be reflected in an updated draft. Upon completion of internal reviews, an updated draft will be used as the basis for engagement in the last phase with the community and stakeholders.
- To consult with community members and stakeholders on the draft policy so that their feedback can be incorporated as much as possible.
- To share information with community members and stakeholders about the final policy and how the Municipality will be applying it to public engagement in the future.

Delaney has developed a legend to translate the IAP2 spectrum language, which is helpful for internal planning purposes, into language that is more accessible and intuitive for the public. This plan applies the spectrum language internally but recognizes that it would be “translated” for external audiences. Please see appendix A.

## Targeted Public and Stakeholders

Based on the objectives listed above, the following is the stakeholder map of those groups likely interested and/or impacted by the proposed project. Please note that this list will be updated as additional stakeholders are identified.

**Primary Stakeholders:** Those with a direct impact and/or interest and likely within close proximity to the proposed location, or direct involvement in the project process. Primary stakeholders are also those individuals or groups who may experience more than one impact.

**Secondary Stakeholder:** Those with an indirect impact and/or interest and may be located within the broader community, not necessarily close to the site.

Below is a list of stakeholders who have been identified as being interested and/or impacted by this proposed project.

Primary Stakeholders			
Name		Impact/Interest	Low (L) Medium (M) High (H) + = positive - = negative
1	Municipal Council	Decision makers; ensuring a transparent process; don't want surprises; sensitive to past projects	H+
2	Municipal Staff	Support decision makers; similar interest as above and want a fulsome engagement process; clear measures for evaluating the ROI and efficacy of engagement	M+
3	Members of Council	Elected officials and members of the public. Great opportunity for direct engagement but can be affected by political influence.	H-/+
4	Public Engagement Committee	Community engagement through committee membership.	M+
6	Youth (under 25 years old)	Difficult to consistently engage but necessary community voice.	M+
7	Seniors (over 65 years old)	Difficult to consistently engage but necessary community voice.	M+

Secondary Stakeholders			
Name		Impact/Interest	Low (L)/Medium (M)/High (H)
1	Resident Associations Crofton Chemainus Maple Bay Sahtlam	Broader interest in community projects and initiatives. General desire to be involved dependent on level of impact.	M+/-
2	Business Associations: Chemainus	Interest in understanding community engagement process as it relates to their specific project or item.	M+/-
3	Program/service Users	Opportunity for outreach and partnership with program users.	M+
4	Social Media/Facebook Pages	Can be used as a platform to support or challenge an engagement initiative.	M+/-

## Engagement Techniques

To begin the Public Engagement process, we will engage members of the community and stakeholder groups already participating in engagement processes. Following that, we will then reach out to those who rarely participate or whom we rarely hear from.

Offering a variety of approaches to engage broadly and reach a diversity of people and groups will help to engage youth, seniors, people who don't have internet access or use computers, different ethno-cultural communities, people with disabilities, newcomers, and others.

In the coming months, we will add questions to existing surveys, have access to a few minutes of standing meetings, and collaborate in other ways to engage people and groups throughout the community. This approach is suggested to manage stakeholder fatigue, to be as efficient as possible with the budget, and to facilitate a productive means of taking feedback (both positive and negative) and doing what we can to action it into a policy or framework. Based on the engagement objectives and the stakeholder map above, the following engagement techniques are being proposed.

## One-on-One Interviews with External Stakeholders

Due to COVID-19, these interviews will be completed by telephone.

## Virtual Workshops: As scheduled for community engagement processes

Modified to include virtual engagement opportunities in response to COVID-19. As engagement workshops are scheduled on other community projects, a brief questionnaire will be provided at the end of their session to engage existing participants and to provide the opportunity for them to share their feedback, comments and suggestions for the new policy.

## Presentations at Regular Committee/Community Meetings

This may include a presentation to the Municipalities Senior Leadership Team and /or Management Team. Modified to include virtual engagement opportunities in response to COVID-19.

## Online Survey

Engaging residents through a short online survey will reach those stakeholders who have less time yet who want to share their Ideas and aspirations for the new framework and policy. The survey will be accessible for the duration of the project and will be supported with social media promotion and will be accessible on the municipal website. By offering a prize draw for completing the survey, more participants may complete the survey. Please note that the survey is an engagement survey (an open link) that will provide important input and insights that will contribute to the overall feedback received.

# Communications Plan

The following section of the plan outlines the communications goal, objectives, tactics and target audience for communications and outreach.

## Communications Goal

To provide all members of the community and key stakeholders with clear, timely and accessible information so they can participate meaningfully in the engagement process.

## Communications Objectives

1. By early September 2020, build awareness and understanding of the Municipality of North Cowichan's project to develop a Community Engagement Policy and Framework, including the scope and goal of the policy, how it will guide municipal engagement processes including how the policy will address key issues, such as, barriers to participation in engagement, equity in engagement, the community voice and its influence on decision-making.

2. By fall 2020, generate awareness and excitement about the engagement process so that community members and stakeholders are motivated to participate.
3. By winter 2020, ensure residents, businesses and stakeholders understand what was heard and how their feedback will be used in developing the policy and framework.
4. By fall 2020, create a range of virtual and in-person (as approved) engagement opportunities to encourage participation and promote the engagement process.
5. By spring 2021, share the draft policy and framework for Council decision and demonstrate how community and stakeholder feedback was incorporated and if not, why not.

## Communications Tactics

Based on the communications and engagement objectives above, coupled with the stakeholder map, the following communications tactics are being proposed.

### ***Promotion and Outreach Tactics***

#### E-Newsletter

Create an electronic newsletter that can be shared on the project webpage or provided to stakeholders when they register for this project on Campaigner. The purpose of this newsletter is to provide the opportunity for a more detailed account of project updates and Information.

#### Project Webpage

The project webpage will reside on the North Cowichan Municipal website and will be easily accessible to all stakeholders and will be managed and regularly updated by Municipal staff. All project Information, current updates and engagement opportunities will be shared at this location.

#### Bill Stuffer

Create communication material to Include in regular municipal mail-outs. This will help to reach a broader audience and is another example of leveraging existing communication and engagement opportunities.

#### Social Media Channels

Social media content (Twitter, Facebook and Instagram) will provide up to date Information on the engagement process and how the community and stakeholders can get involved and share their comments and ideas.

### ***Engagement-Specific Communications Tactics***

#### Online Survey

- Landing page content
- Thank-you splash page

## Workshop

- Project backgrounder
- Brief (2-4 slides) power point presentation
- Brief questionnaire (3-5 questions)

## Regular Committee and Community Meetings

- Project backgrounder
- Brief (5<slides) power point presentation
- Digital postcard/project Information

## One-on-One Interviews

- Project backgrounder
- Interview guide
- Digital postcard

## Target Audiences

The target audiences are the same as the public and stakeholders.

- Municipal Council
- Municipal Staff
- Council Groups
- Standing Committees
- Youth (under 25 years old)
- Seniors (over 65 years old)
- Neighbourhoods
- Special Interest Groups
- Program/service Users
- Social Media/Facebook Pages
- Media

## Proposed Work Plan

	Activity	Audience	Responsible	Initial Date MMM-DD-YYYY	Completion Date MMM-DD-YYYY	Deliverable
1	Receive comments on this plan by North Cowichan senior staff	N/A	N. Cowichan senior staff	July 17, 2020	July 23, 2020	Approved engagement and communications plan
2	Receive comments on this plan by Council and Select Committee	N/A	Council and Select Committee	July 28, 2020	Aug. 4, 2020	
3	Update and finalize the engagement plan	N/A	Delaney	Aug. 5, 2020	Aug. 5, 2020	
4	Logistics for events	Based on engagement event	Delaney	Aug. 2020	Aug. 2020	All public communications materials and necessary engagement supporting documents/tools
5	Develop communications materials	Based on communication s objectives	Delaney	Aug. 2020	Aug. 2020	
6	Develop engagement-specific materials	Based on engagement objectives	Delaney	Aug. 2020	Aug. 2020	
7	Receive consolidated feedback from N. Cowichan	N/A	N. Cowichan	Aug. 2020	Aug. 2020	
8	Update materials and distribute to all Council and Select Committee for comment	N/A	Council and Select Committee	Aug. 2020	Aug. 2020	
9	Update and finalize all communications materials	N/A	Delaney	Aug. 2020	Aug. 2020	
10	Draft all engagement materials	Based on engagement objectives	Delaney	Aug. 2020	Aug. 2020	



11	Receive consolidated feedback from N. Cowichan	N/A	N. Cowichan	Aug. 2020	Aug. 2020	
13	Print management	N/A	Delaney	Aug. 2020	Aug. 2020	
Active engagement period – September - November 2020 <ul style="list-style-type: none"><li>Survey launch</li><li>Website launch</li></ul>						
14	One-on-one interviews	Key stakeholders	N Cowichan			Engagement findings based on stated plan objectives
	Workshops	Stakeholders participating in other community engagement projects	Delaney			
15	Regular Community and Committee Meetings		Delaney			
21	Raw note tabulation / data entry	N/A	Delaney	Ongoing	Within three days of engagement completion	
22	Coding of the online survey (if required) Survey open from Sept. - November 2020	N/A	Delaney	Ongoing		
23	Analysis	N/A	Delaney	Ongoing		
24	Draft engagement findings report	N/A	Delaney			
25	Receive comments on the report from North Cowichan senior staff	N/A	North Cowichan			Engagement findings report
26	Receive comments on the report from Council and the Select Committee		North Cowichan			
27	Update and finalize the engagement findings report	N/A	Delaney			

28	Facilitate a de-brief session to evaluate results, de-brief overall process, document best practices, and finalize external communication	Internal	Delaney			External closing the loop communications and internal documentation of best practices and lessons learned
29	Draft external communications to close the loop	External audiences	Delaney			
30	Receive comments on the external communications from North Cowichan	N/A	North Cowichan			
31	Receive comments on the external communications from Council and the Select Committee	N/A	Council and Select Committee			
32	Update and finalize the external communications	External audiences	Delaney			

## Evaluation + Measurement

Evaluation is key to demonstrating the return on investment for effective project engagement and communications. If we observe only the result of the decision, or the “noise” of the community, we can easily ignore the social capital we have spent or be distracted from our core purpose.

The evaluation framework below identifies the following:

**Measure:** The measure is the consistent core element the project will collect data on and evaluate over time.

**Evidence:** The evidence is the data collected that validates the measure.

**Source of Evidence:** The source of evidence is where and how the data is collected.

<b>MEASURE # 1: Clear Communications</b> Clear, accessible information is available to all interested parties and individuals. The information supports participants' informed feedback in the engagement process.	
Evidence	Source of Evidence
Understanding of the project	Engagement event evaluation forms
Understanding of the engagement process and how to participate	Interviews of stakeholders
Consistent messaging by stakeholders and the media	Media coverage
<b>MEASURE # 2: Accessible Engagement Process</b> Potential barriers to participants were identified and mitigated. Those who wanted to participate were supported in their participation. The engagement process was responsive to the needs of the community and stakeholders and used findings from pre-engagement when it was possible.	
Evidence	Source of Evidence
Ease of participation	Engagement event evaluation forms
Language accessibility	Interviews of stakeholders
Online accessibility	Engagement evaluation forms
Degree to which the process was “convenient”	Engagement event evaluation forms
<b>MEASURE # 3: Relevant Feedback</b> Feedback received throughout the engagement process was relevant and applicable to the engagement objectives. The community understood what project elements were open to influence.	
Evidence	Source of Evidence
Feedback is received for all the engagement objectives	Online submissions
Feedback is received within the active engagement period	Letters / correspondence
	Engagement findings raw data (comment cards, other)

	Engagement findings report (analysis of raw data) "What was heard" report
<b>MEASURE # 4: Authenticity of Engagement</b> Engagement findings that were relevant and could be integrated by the project team were used to the maximum degree possible. The project team was authentic in their desire to engage the community and stakeholders based on the engagement objectives developed.	
Indicators	Source of Evidence
Feedback for each of the engagement objectives was used/applied when possible	Draft engagement policy and framework
If feedback was not used, there was a clear understanding of why	Project de-brief
The engagement objectives were achieved	Engagement plan

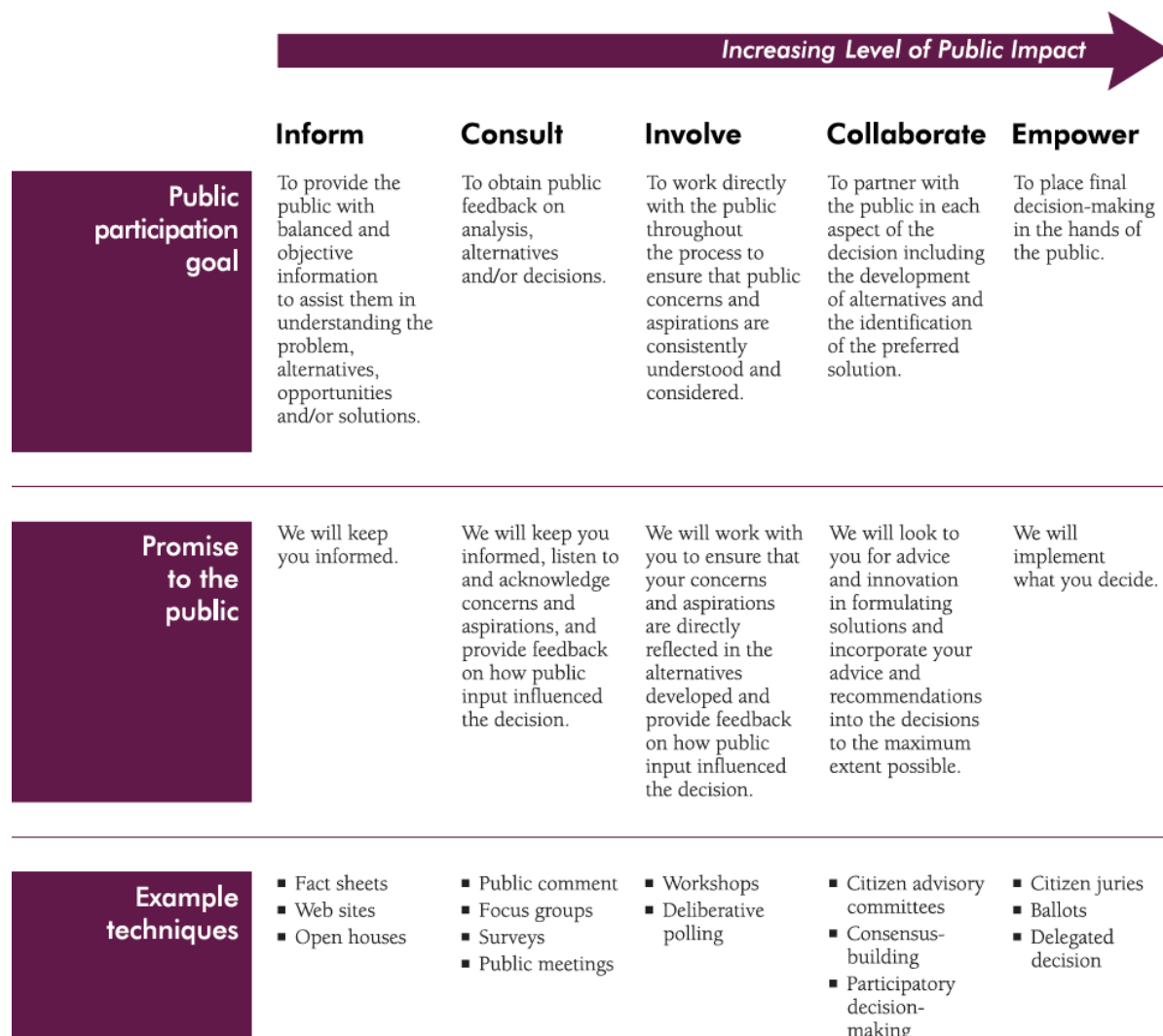
The evidence as outlined above will form the basis of the evaluation forms that will be used consistently throughout the active engagement period, and findings will be developed for in an internal report.

## Next Steps

Based on approval of this engagement and communications plan, the project team will work to develop materials and begin detailed engagement planning. This will include developing event and logistics briefs and an engagement calendar and detailed work-back schedule to include necessary staff resources.

# Appendix A: IAP2 Spectrum of Engagement

## IAP2 Spectrum of Public Participation



Spectrum Technology	Public Messaging
INFORM	<ul style="list-style-type: none"> <li>To share information...</li> <li>To support public education...</li> <li>To facilitate shared understanding...</li> <li>To help build common meaning...</li> </ul>
CONSULT	<ul style="list-style-type: none"> <li>To receive feedback...</li> <li>To provide comments on...</li> <li>To comment on...</li> </ul>
INVOLVE	<ul style="list-style-type: none"> <li>To listen and learn...</li> <li>To receive input...</li> </ul>
COLLABORATE	<ul style="list-style-type: none"> <li>To partner...</li> <li>To co-design...</li> <li>To collaborate...</li> </ul>
EMPOWER	<ul style="list-style-type: none"> <li>To share decision-making with...</li> <li>To share accountability with...</li> <li>To empower...</li> <li>To delegate one or more decision elements that fall within the scope of engagement.</li> </ul>