

Public Involvement Plan Results



June 2009



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EXECUTIVE SUMMARY PUBLIC INVOLVEMENT PROJECT CITY CENTRE AIRPORT LANDS REVIEW OF POSSIBILITIES AND CHALLENGES

1. PUBLIC INVOLVEMENT APPROACH

When the Public Involvement Plan was approved by Executive Committee of Council on March 4, 2009, we articulated a clearly defined commitment, copied below.

Public Involvement Plan Commitment

We will engage the community at large, including all interested and affected stakeholders in a process that:

- *Is multi faceted and dialogue based so that all community members and stakeholders can engage in discussion about their own interests, while understanding and considering the interests of others*
- *Has multiple opportunities for engagement throughout the process, along with techniques and/or outreach to specific groups that brings people together in a transparent, inclusive way*
- *Is focused on stakeholder perspectives and options so that information that is presented to Executive Committee includes a complete picture of the perspectives of all stakeholders.*
- *Explores the challenges and opportunities of existing and future land use*
- *Includes complete information sharing in a timely, accessible and transparent manner*
- *Has as a foundation ground rules for participation that supports an environment where all participants balance advocacy of their interests with inquiry into the interests of others, and where constructive participation is the rule, not the exception.*
- *Includes full transparency and reporting on all discussions and events in the public involvement process.*

We commit to developing a final report to Executive Committee that provides a number of options that each reflect the full range of views and perspectives on the possibilities and challenges of existing and future land use so that Executive Committee and ultimately, City Council, can review all of the options and identify one clear path.

Our job throughout this public involvement project has been to understand these different interests and then to facilitate a series of discussions that enable stakeholders to “unpack” their positions and identify the range of interests that underlay those positions. Helping all stakeholders engage in productive discussions and to see common interests has been key to developing options that reflect community interests and values, and that have resulted in a more fuller understanding of all perspectives by participants. Throughout the public involvement process, we designed and facilitated events that encouraged participants to:

- readily identify their interests,
- explore the values they brought to discussions that would support development of options for a path forward,

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- Margaret Mead



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- where possible, reach common ground or understanding, and
- gain a deeper understanding of various perspectives, including those different from their own

We believe that the hard task of decision making requires deliberation on BOTH the facts and technical details and the values held by the community, as demonstrated below.

FACTS + VALUES = DELIBERATION FOR DECISION MAKING

We believe that the technical reports and studies on economic & impacts, heritage and history and medevac and public health also being presented to Executive Committee of City Council will provide the necessary “facts”, that combined with community values, will allow City Council to undertake the hard task of deliberation for decision making.

2. PUBLIC INVOLVEMENT RESULTS

The project was broken into 4 distinct phases of involvement, and two additional phases of analysis, as noted below.

Phase 1 – Understanding the Issues - December 2008-March 2009

- Research
- Interviews & Email Submissions to understand the issues from all perspectives
- Reporting of what was said, executive summary & issues analysis
- Terms of Reference & creation of Citizen Advisory Group
- Develop & present the Public Involvement Plan & Evaluation Framework
- Design project website

Analysis Phase – February-March 2009

“Frame” the public involvement process based on Phase 1 input = “The possibilities & challenges of existing & future land use” based on 3 distinct approaches:

- Approach 1 – Operational Airport
- Approach 2 – Aviation Centre of Excellence & transportation hub
- Approach 3 – Smart Growth, Sustainable Community
- Approach 4 – Your Ideas

Phase 2 – Exploring the Possibilities & Challenges - March-May 2009

- Launch the project website
- April 4 Community Conversation

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- Community Conversation Worksheets distributed
- Community Conversation Discussion Host Training
- Community members host Conversations
- Online Discussion Forums
- Citizen Advisory Group Meetings
- Photo Voice Project
- Worksheet, Email & letter submissions
- Reporting of What Was Said
- Event Evaluations

Summarize & Analyze What Was Said – May 18-22, 2009

- Identify Key themes from input – Transportation, Environment, Public Health & Safety, Economy, and History & Community Character

Input categorized into 2 distinct approaches:

- Approach 1 – Operational Airport with aviation centre of excellence & transportation links
- Approach 2 – Mixed use, transit oriented and sustainable community

Phase 3 – Refining the Possibilities & Challenges - May 22-June1, 2009

- Summarize & Analyze all input to date
- May 23 Engagement Review Workshop
- Analyze results of Workshop
- Citizen Advisory Group Meeting
- May 27, 28 & 30 Open Houses
- Reporting on Workshop & Open Houses
- Event Evaluations

Phase 4 – Supporting Decision Making - June 1-12, 2009

- Refine the Analysis of Input
- Project Evaluation
- Develop & Present Final Report

In addition, extensive communications activities were undertaken throughout the project to support the public involvement process

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In our final report we also provide some analysis on the dynamics and impact of participation on this issue, including timing, other avenues for involvement, interested versus affected stakeholder involvement, and discussing concerns in the absence of a clear direction.

3. OPTIONS BASED ON PARTICIPANT INPUT

We have presented a number of suggestions for consideration, regardless of the path forward that is chosen by Executive Committee of City Council, along with two specific options for consideration, along with the challenges and opportunities of each of those approaches.

STATUS QUO IS NOT AN OPTION - The existing situation is working for almost no one we spoke with. Improved governance, economic opportunities, transportation, infrastructure, support for heritage etc need to be addressed regardless of the final decision.

TRANSPORTATION - Light rail connections, Yellowhead Trail improvements, optimizing the potential of other points of connectivity such as Via Rail – these should all be considered, especially in the context of the Capital Region Growth Plan, Edmonton's Transportation Master Plan; North LRT Expansion etc.

ENVIRONMENT - Whether the site is maintained as an operational airport, or whether it becomes a site for mixed use development, the environmental question needs to be answered. Studies are required to determine the extent of any environmental contamination, and a plan for clean-up needs to be developed.

PUBLIC HEALTH & SAFETY - Regardless of the final decision, the importance of medevac and public safety is critically important to citizens. The results of the medevac and health service studies will need to address how these services can be maintained or optimized with or without an airport.

EDMONTON'S ECONOMY - There were strongly expressed views by the majority of participants in the public involvement project that the economic benefits of either option need to be maximized, and in the case of the operational airport, this some felt this may be a squandered opportunity. Support to businesses, incentives to increase growth and economic development would maximize the benefit of the use of the site, no matter the land use. In addition, there was deep concern and recognition by participants that the costs of development (any kind of development – from mixed use, industrial and/or airport improvements), and fair compensation to businesses and employees who are negatively impacted will need to be addressed.

HISTORY & COMMUNITY CHARACTER - Citizens of Edmonton have a deep respect and appreciation for the historical and heritage importance of flight and the airport in the City's development, and there was agreement that the museum and recognition of heritage need an enhanced place in the City's future. NAIT expansion – This idea of either building new facilities or enhancing aviation related programs and training was strongly supported. Improved integration and connection to surrounding communities,

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whatever kind of additional development takes place, needs to be considered in order to improve the surrounding land use.

Option 1 – Operational Airport with Aviation Centre of Excellence & Transportation Links

OPPORTUNITIES TO BE MAXIMIZED	CHALLENGES TO BE ADDRESSED
<p><i>Transportation:</i></p> <ul style="list-style-type: none"> • Improve roadways, add a light rail link • Enhance & Maintain northern access • Maximize and promote the proximity to the City Centre 	<p><i>Transportation:</i></p> <ul style="list-style-type: none"> • Incorporating transportation links with airport use – cost, funding sources, timing and impact were all raised as challenges
<p><i>Environment:</i></p> <ul style="list-style-type: none"> • Improve screening, greening of periphery • Encourage more environmentally friendly/newer planes • Identify extent of contamination & begin clean-up 	<p><i>Environment:</i></p> <ul style="list-style-type: none"> • Identify extent of contamination & develop a plan and funding sources for clean-up
<p><i>Public Health & Safety:</i></p> <ul style="list-style-type: none"> • Take steps to reduce noise & light pollution and work with industry to meet these requirements • Maintain the location that results in reduced transfer time for fixed wing medevac • Develop “Mayo Clinic of North” / Health Care Centre concept – a national centre of excellence for health care services promoted to Canada’s north • Educate about aviation safety 	<p><i>Public Health & Safety:</i></p> <ul style="list-style-type: none"> • Safety of airport in heavily populated area – how is this reconciled?
<p><i>Edmonton's Economy:</i></p> <ul style="list-style-type: none"> • Work with NAIT, industry and other organizations to develop education and training in aviation sector • Develop Gateway to Northern/Arctic business as an economic development strategy • Support existing aviation related business and uses, encourage growth in aviation sectors – look at enhancing and growing the aviation sector as an economic development strategy 	<p><i>Edmonton's Economy:</i></p> <ul style="list-style-type: none"> • Improve revenue generation / cost recovery from airport to City – develop a new agreement where the City sees a benefit and users pay • Extensive maintenance and upgrades to infrastructure required – timing and payment for this will need to be addressed • Improve governance and administration of airport – look at the mandate, composition and role of the Edmonton Airport Authority and consider improvements to governance structure and responsiveness
<p><i>History & Community Character:</i></p> <ul style="list-style-type: none"> • Consider higher density in surrounding communities 	<p><i>History & Character:</i></p> <p>Consider higher density in surrounding communities – the impact of the airport on building restrictions makes this challenging, and doesn't address the overall concern</p>

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OPPORTUNITIES TO BE MAXIMIZED	CHALLENGES TO BE ADDRESSED
<ul style="list-style-type: none"> Identify key opportunities in other areas close to the core to create mixed use, high density communities – make this part of the Downtown Plan and other key plans Preserve and recognize history & heritage 	<p>about urban sprawl</p> <p>Consider other areas for urban infill and commit to stopping urban sprawl – there was agreement that this was a good idea in principle, but implementation may leave something to be desired</p>
Opportunities or Challenges that were raised but not fully discussed	
<ul style="list-style-type: none"> Reduce runways & intensify use on remaining runway – is this safe or possible? 	<ul style="list-style-type: none"> Reduce to 1 runway and intensify use on remaining runway – the feasibility of 1 runway still be addressed Review Airport Protection Overlay for downtown if reduction to 1 runway - this suggestions based on the assumption there would be only runway

Option 2 – Mixed Use Transit Oriented and Sustainable Community

OPPORTUNITIES TO BE MAXIMIZED	CHALLENGES TO BE ADDRESSED
<p><i>Transportation:</i></p> <ul style="list-style-type: none"> Improve roadways and develop an improved link and/or access to Edmonton International Airport Implement multi-modal transportation hub – Via Rail, light rail, bus, roadway etc New places of work and living in close proximity to downtown – promote and recognize environmental and lifestyle benefits 	<p><i>Transportation:</i></p> <ul style="list-style-type: none"> Address traffic issues from increased development – study potential traffic issues resulting from an increase in residents and business in the area and the impact on infrastructure Work with northern communities to address needs – create a task force or consultation process designed specifically to identify alternatives that would address the needs of northern communities
<p><i>Environment:</i></p> <ul style="list-style-type: none"> Utilize Natural clean-up technologies and best practises in environmental remediation and Brownfield redevelopment Diversification of energy sources, Brownfield development, green infill building – develop a “world class” environmentally friendly sustainable community Reduce urban sprawl 	<p><i>Environment:</i></p> <ul style="list-style-type: none"> Determine extent and cost of environmental clean-up and identify feasibility of mixed use development on the site
<p><i>Public Health & Safety:</i></p> <ul style="list-style-type: none"> Improved air quality, safety, reduced noise would result 	<p><i>Public Health & Safety:</i></p> <ul style="list-style-type: none"> Develop alternative arrangements for medevac services (fixed wing and helicopter)

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OPPORTUNITIES TO BE MAXIMIZED	CHALLENGES TO BE ADDRESSED
	– feasibility and potential alternatives for implementation need to be addressed
<p><i>Edmonton's Economy:</i></p> <ul style="list-style-type: none"> ○ Work with northern communities to address their needs – solutions could be innovative and responsive, and potentially better than what exists to date ○ Potential revenue generation through implementation – from development fees, sale of land, tax revenue 	<p><i>Edmonton's Economy:</i></p> <ul style="list-style-type: none"> ● Engage northern communities in implementation – time, energy and funds to do this could be a challenge, and impacts could be negative ● Costs of breaking lease, relocation and/or payments to existing business, job loss – economic impact questions need to be answered ● Market viability for development – economic potential needs to be addressed to determine feasibility
<p><i>History & Community Character:</i></p> <ul style="list-style-type: none"> ● Maintain Aviation Museum & recognize history ● NAIT expansion ● Phased Development over time would allow for careful planning ● “World class” community with mixed use green development, integration into surrounding area, careful planning ● Wellness centre, education centres, recreation & sports uses would create opportunities that all residents could appreciate 	<p><i>History & Community Character</i></p> <ul style="list-style-type: none"> ● Viability & Funding for Aviation Museum & recognition of history
Opportunities or Challenges that were raised but not fully discussed	
Developers cover cost for clean-up, infrastructure & development	Developers cover cost for clean-up, infrastructure & development – this suggestion has been made and offered as both an opportunity and a challenge, however the answer to this question would need to be informed by input from developers themselves

4. PROJECT EVALUATION

We conducted 6 event evaluations over the course of the project, and made a number of adjustments to reflect the results of those evaluations. Overall, participants were fairly satisfied with the transparency, openness and accountability of the public involvement process. The majority felt that the process and events permitted sharing of views and perspectives, and opportunities for meaningful dialogue.

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Edmonton City Centre Airport Lands Review of Possibilities & Challenges Public Involvement Project Report Submitted June 12, 2009

This final report on the public involvement project is broken into five distinct parts, noted below.

Part 1 – Background & Approach to Public Involvement

- 1.1 Background
- 1.2 Approach to Public Involvement

Part 2 – Results of Public Involvement

- 2.1 Timing and Phases of Involvement
- 2.2 Phase 1 – Understanding the Issues
- 2.3 Phase 2 – Exploring the Possibilities & Challenges
- 2.4 Phase 3 – Refining the Possibilities & Challenges
- 2.5 May 23 Engagement Review Workshop
- 2.6 May 27, 28 & 30 Open Houses

Part 3 – What We Heard: Options for the Path Forward

- 3.1 Suggestions for Improvement, regardless of the decision made about future direction
- 3.2 Opportunities & Challenges of two approaches to land use

Part 4 – Public Involvement Project Evaluation

Part 5 – Supplemental Reports available upon request



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PART 1 - Background & Approach to Public Involvement

1.1 Background

Starting in June 2008, a number of reports on the Edmonton City Centre Airport lands were considered by Edmonton City Council. After a non-statutory public hearing in September 2008, City staff members were directed to prepare a number of items related to the possible closure and subsequent redevelopment of the Edmonton City Centre Airport lands. As part of these next steps, one of the identified requirements was a comprehensive public involvement project to gather community input for decision making.

The airport has a long and important history in Edmonton, and has played an important role in Canada's development – from northern exploration, connections and linkages through to the role of the airport in World War II. In 1995 a public referendum resulted in the move of scheduled air passenger service from the ECCA to the Edmonton International Airport. As a result, the City has a lease with the Edmonton Airports until 2052 where the facility will be used and maintained as an operating and functional airport for general aviation uses. If the City wishes to change or end the use as a general aviation airport, the City would have to work cooperatively with the EA, and with the sub-tenants of the EA, to negotiate cooperative surrenders of the subleases.

There are passionately held views about the existing and future use of the ECCA lands, and there is a vast difference in history of involvement and awareness of the issues between different groups of stakeholders. In order to plan this public involvement project, we identified 26 separate stakeholder “groups” or sectors that were either affected or interested by the review of possibilities and challenges of the City Centre Airport Lands. The geographic location of stakeholders is from around the City, and includes multiple neighbourhoods directly affected by or adjacent to the airport lands and flight paths, as well as multiple areas affected by ECCA related services and uses (i.e. tourism, medevac etc). In addition, there has been a high level of overall interest from around the City, the Region, and throughout Alberta, particularly in northern communities.



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1.2 Approach to Public Involvement

In order to implement the public involvement plan, we relied on a number of best practises in the field. The International Association of Public Participation (IAP2) is the leading global organization dedicated to best practices in public participation. IAP2 describes meaningful consultation as requiring three key foundations or elements:

- I. A clearly defined goal or objective,
- II. A link between a consultation process and a resulting decision, or a clear focus, and
- III. A values-based process

I. A clearly defined goal or objective

This clearly defined goal was articulated in the Public Involvement Plan approved by Executive Committee of Council on March 4, 2009, copied below:

Public Involvement Plan Commitment

We will engage the community at large, including all interested and affected stakeholders in a process that:

- *Is multi faceted and dialogue based so that all community members and stakeholders can engage in discussion about their own interests, while understanding and considering the interests of others*
- *Has multiple opportunities for engagement throughout the process, along with techniques and/or outreach to specific groups that brings people together in a transparent, inclusive way*
- *Is focused on stakeholder perspectives and options so that information that is presented to Executive Committee includes a complete picture of the perspectives of all stakeholders.*
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- *Includes full transparency and reporting on all discussions and events in the public involvement process.*

We commit to developing a final report to Executive Committee that provides a number of options that each reflect the full range of views and perspectives on the possibilities and challenges of existing and future land use so that Executive Committee and ultimately, City Council, can review all of the options and identify one clear path.

II. A link between a consultation process and resulting decision / clear focus

We have documented in great detail the comments and input received throughout the public involvement process, and have produced “What Was Said” reports after each public involvement event. These reports have been summarized and analyzed at key points during the project. This analysis of input that has been provided from all participants forms the basis for the options presented in this report.



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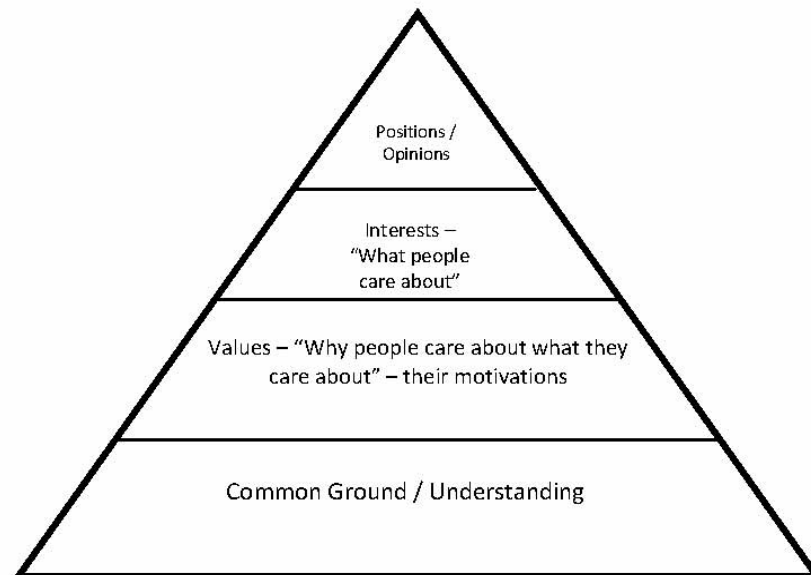
III. Values Based Process

Different stakeholders typically arrive at a consultation with varying positions and fixed ideas about what needs to be done. Our job throughout this public involvement project has been to understand these different interests and then to facilitate a series of discussions that enable stakeholders to “unpack” their positions and identify the range of interests that underlay those positions. Helping all stakeholders engage in productive discussions and to see common interests has been key to developing options that reflect community interests and values, and that have resulted in a more fuller understanding of all perspectives by participants.

Throughout the public involvement process, we designed and facilitated events that encouraged participants to:

- readily identify their interests,
- explore the values they brought to discussions that would support development of options for a path forward,
- where possible, reach common ground or understanding, and
- gain a deeper understanding of various perspectives, including those different from their own

A simple diagram below illustrates our Strategic Dialogue Model.



The idea throughout this public involvement project has been to “drill down” from the very narrow level of “positions” to establish a clear understanding of what people care about, why they care about those things, and to create a common understanding of the possibilities and challenges of various approaches to land use on the City Centre Airport Lands.



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The decision on what to do with this land long term will affect residents of Edmonton and beyond for many years to come. There are many people who are affected and interested in this issue.

Technical reports, feasibility studies and “numbers” will not provide Executive Committee with **an in-depth understanding of how the community feels** about the possibilities and challenges of existing and future land use. The public involvement project is designed to engage the community in a dialogue on their interests, values and the things they think are important.

We believe that the hard task of decision making requires deliberation on BOTH the facts and technical details and the values held by the community, as demonstrated below.

FACTS + VALUES = DELIBERATION FOR DECISION MAKING

We believe that the technical reports and studies on economic & impacts, heritage and history and medevac and public health also being presented to Executive Committee of City Council will provide the necessary “facts”, that combined with community values, will allow City Council to undertake the hard task of deliberation for decision making.

PART 2 - Results of Public Involvement

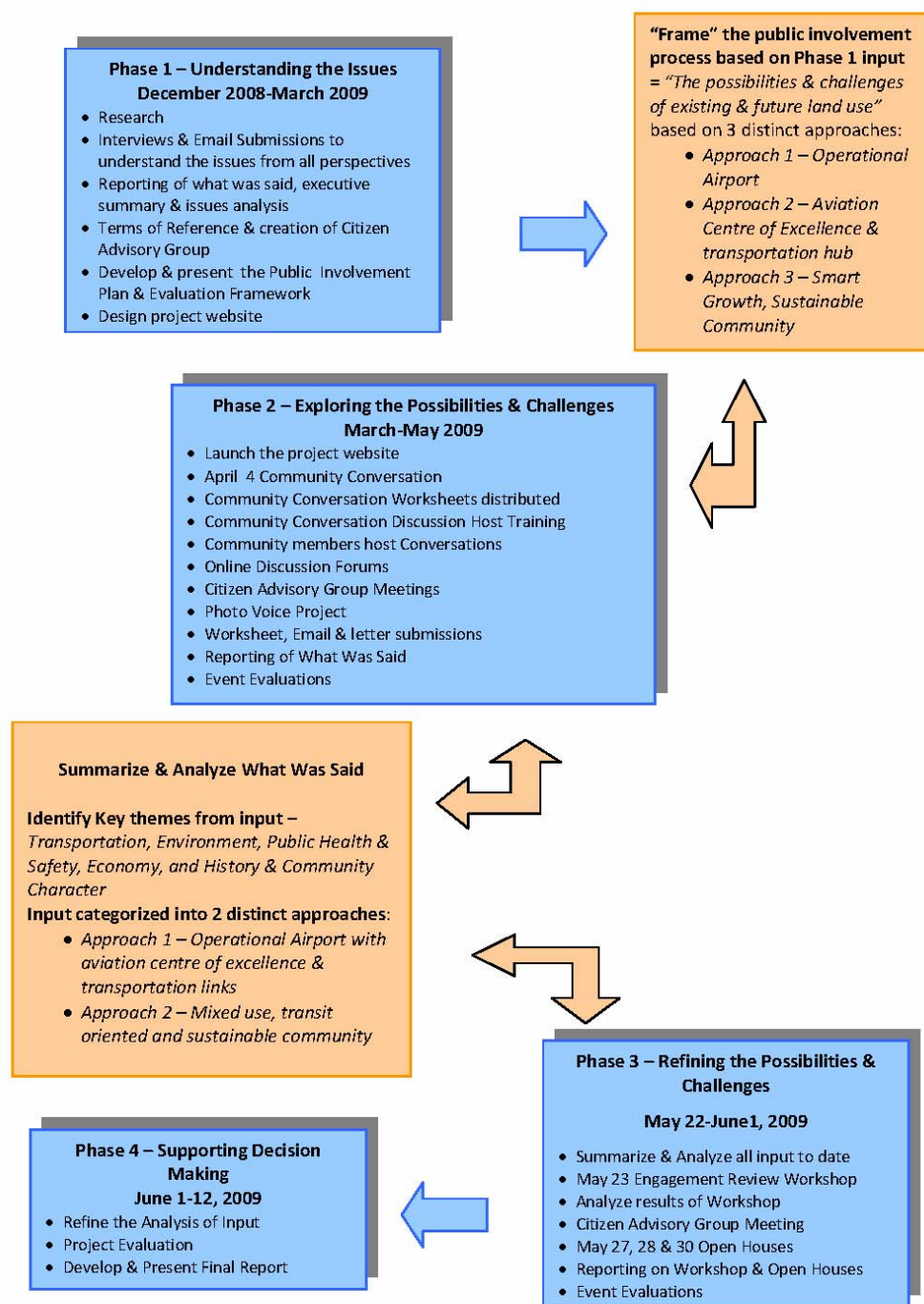
2.1 Timing and Phases

Outlined below is diagram depicting the Project Phases, including timing and activities, as well as milestones for summarizing and analyzing input for decision making.



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2.2 Phase 1 – Understanding the issues

Phase 1 Participation

- Interviews & Email Submissions = Approximately 130 +/-
- Letters, Emails, Faxes = Approximately 10 +/-
- Citizen Advisory Group Meetings

Phase 1 of the project was designed to gather detailed information directly from interested and affected stakeholders from a wide variety of perspectives. Interviews were conducted with targeted stakeholders, identified through the stakeholder identification process, and the interview questions were also posted on the City's website so that interested and affected stakeholders could answer them and provide their perspectives.

As is noted in section 2.1, the framing of the key question for engaging the community in a dialogue were created from the 130+ interviews and email submissions that gathered detailed information from participants on their perspectives of impacts, interests, challenges and opportunities. A number of specific interests were identified through these interviews and email submissions that fed directly into discussions about the possibilities and challenges of existing and future land use. These interests included: heritage; financial viability / cost; employment & livelihood; environment; tourism; noise / safety; growth & development; healthcare issues; accessibility; transportation; sports, recreation & leisure; diversity; access to balanced information; and fair and meaningful process.

In addition, three distinct approaches to land use were identified from the input gathered in these interviews and email submissions. These approaches formed the basis for the next phase of the public involvement project. The four approaches were as follows:

Phase 1 Communication Activities

- Media Advisories – January 2009
- City Web site postings – January & February 2009
- Emails to stakeholder contact list

- **Approach 1 – Operational Airport** – Keep the airport and make it viable by keeping and/or improving services and/or infrastructure (Air service issues were outside the scope of this project)
- **Approach 2 – Aviation & Business Centre of Excellence** – Inter-modal transportation hub with modified airport and/or no airport
- **Approach 3 – Smart Growth Community** – Develop a sustainable, smart growth community with mixed, high density land uses
- **Approach 4 – Your Idea** – Another Approach to Consider



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Of note, this initial phase also identified a number of areas of agreement, and also of disagreement on key issues to be discussed further. Issues where there was little or no agreement included:

- Existing air service restrictions and/or future air service provisions
- Nature and use of lands in terms of best interests for the City
- Benefit of the airport to Edmonton
- Location of air ambulance and emergency health services and support structures
- Access to, and availability of, balanced, objective, complete information

Areas of Agreement

- A viable, vibrant, sustainable City of Edmonton
- Thriving employment, business and economic development sectors
- Importance of health care and emergency services in the City
- Need for balanced, objective and complete information
- Need for fair, transparent, inclusive and collaborative process
- That the status quo is not working to fully serve anyone's interests

Finally, in this phase, a Terms of Reference and membership were created for a 25 person Citizen Advisory Group that would provide advice and input on the public involvement process throughout the project. The Citizen Advisory Group met twice during Phase 1, providing input and reviewing the Public Involvement Plan.

2.3 Phase 2 – Exploring the possibilities & challenges

Phase 2 Participation

- Project website – 18,237 page views & 2,532 unique visitors
- April 4 Community Conversation = Approx. 145+/-
- Community Conversation Worksheets distributed = Approx. 1000 distributed, approx 100 +/- returned (some were summaries)
- Community Conversation Discussion Host Training = 22 participants
- Community members host Conversations = Approx 20 +/- hosted conversations, unknown numbers of participants
- Online Discussion Forums
- Citizen Advisory Group Meetings = 25 members, 5 meetings
- Photo Voice Project = Approx 40 +/- organizations / individuals
- Letters, Emails & Faxes = Approx 50 +/-

Participants were engaged throughout this phase in a variety of public engagement events, which together allowed for a broad cross section of community perspectives and interests to be heard on the project.

Participants were engaged in discussion on the four approaches noted above, and were asked specific questions designed to understand at a values and interests based level their perspectives on the land.

These questions included:

- What do you believe are the opportunities and/or benefits of this approach?
- What do you believe are the challenges of this approach?
- What is most important to you about this approach?



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A number of diverse public involvement activities took place during Phase 2. All of the input and comments have been documented in comprehensive “What Was Said” reports that are available for detailed review.

In addition to gaining a greater understanding of participants’ interests on the opportunities or challenges of difference approaches, we learned a number of important things, noted below.

Timing – As noted in the Public Involvement Plan we presented for approval by Executive Committee of Council in early March 2009, the timelines for public involvement on this project were extremely tight, and this impacted the ability of some interested and affected stakeholders to participate. It also made the communication of multiple events challenging. In addition, timing of intense public involvement during April & May meant that consultation activities also competed with March Break, Easter, spring vacations, and university & college exams.

Other Avenues for Involvement – There were a number of avenues for public involvement on this project that were created by stakeholders themselves that were not part of the formal public involvement project. We participated in these avenues where possible, reviewed any available comments to input, and shared information with the organizing stakeholders on the formal public involvement process. Examples of these other avenues included Face book sites to both close and support the City Centre Airport; Connect2Edmonton – an online discussion forum; activities hosted by The Alberta Enterprise Group, created to support the airport.

While these other avenues and activities can not be formally analyzed in the development of options in this report, the same or similar discussions were taking place in those forums, and we have reviewed the available information from those forums.

Interested versus Affected stakeholders – It is a tenet of public involvement that both interested and affected stakeholders need to be contacted and involved in any meaningful process, so that multiple perspectives, interests and values are considered in decision making. That said, it is only natural that those stakeholders who are

Phase 2 Communication Activities

- Multiple Public Service Announcements, Media Advisories & Media Releases
- Extensive media coverage of public involvement process and events
- Multiple email messages to the 2000+ person contact list
- Multiple email invitations to community groups & organizations for distribution to their own networks
- Phone calls to targeted community groups & organizations to provide information & provide information
- Messages and information to the Mayor & Council for distribution to constituents
- Distribution of flyers and printed materials to libraries, City facilities and community organizations
- Mailing of flyers and printed materials on request to community groups, organizations and northern municipalities
- Project Website - Posting of News Items, reports and materials in the library
- Multiple paid ads in the Journal & Sun
- Posting of information and news on social networking sites like facebook, Connect2Edmonton
- Distribution of 2 newsletters – to entire contact list & online



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affected will be more motivated to be involved in order to be certain that their concerns and interests are contributed. Those who are only interested have ideas and interests to contribute, however, their motivation to be involved is less urgent or compelling. Over the course of multiple public involvement activities, the participation of those interested stakeholders declined compared to those affected stakeholders. This doesn't mean that they didn't have things to add, only that their motivation, time and energy were distributed among many other things along with this project.

Discussing concerns in the absence of a clear direction – We experienced a situation mid way through this Phase, where participation of interested stakeholders decreased. As a result, we increased our communications activities and methods, but we also asked some participants about their decreased participation. We learned that if Council were to make a final decision on this issue that provided a clear direction for the future, they would be prepared for additional participation, however having stated their views at one or more public involvement event in this project, they did not see the point in continuing participation until a decision had been by City Council.

2.4 - Phase 3 – Refining the Possibilities & Challenges

Phase 3 Participation

- Letters, Emails, Faxes = Approximately 10 +/-
- May 23 Engagement Review Workshop = Approx 35 +/-
- May 27, 28 & 30 Open Houses = Approx 145 +/-
- Citizen Advisory Group meeting

Phase 3 started with analysis of all the input received to date, in Phases 1 and 2. This analysis was to be used as the basis for discussion at the May 23 Engagement Review Workshop, where the objective was to review the input and work collaboratively to refine the possibilities and challenges to each approach.

2.5- May 23 Engagement Review Workshop

The Engagement Review Workshop was included in the Public Involvement Plan as a direct response to suggestions made by the Citizen Advisory Group. They understood that when Phase 3 commenced, the team at Dialogue Partners would review all the input received to date and recommend options that would be part of a report to Executive Committee and City Council. Their recommendation was that this summarizing, theming and analysis of options and potential alternative solutions that reflected community values be done in a transparent and open way at a public forum. Three facilitators designed and facilitated this workshop – all three of them from out of province, with no tie or bias to the airport lands and all with extensive experience in collaboration on complex issues.

At the Engagement Review Workshop, we presented the summarized themes of input for each Approach. More detail on each of the points noted below is available in the Summary material from the May 23 Engagement Review Workshop.



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Approach 1 – operational airport		Approach 2 – Industry / transportation**		Approach 3 – Smart growth / Mixed use	
Opportunities	Challenges	Opportunities	Challenges	Opportunities	Challenges
Proximity	Economic Impact	Air Service	Economic Impact	Proximity	Northern Access
Economic Benefits	Environment	Multi-Use	Growth / Multi-Use	Economic Benefits	Economic Impact
Air Service	Air Service	Heritage	Transportation	Phased Development	Public Health & Safety
Heritage	Growth	Economic Benefits	Administration & Governance	Mixed Use	Transportation
Public Health & Safety	Infrastructure	Transportation		Environment	Environment
Community Benefits	Proximity	Public Health & Safety		Heritage	Implementation
	Administration & Governance			Transportation	Heritage

A number of innovative and thoughtful suggestions and ideas were provided under **“Approach 4 – Your Ideas”**. The majority of these suggestions related to uses that are incompatible with an operational airport. They included Sports Central Capital, new Hockey Arena and Arena & recreational reserve.

One detailed submission related to maintaining the operational airport and creating an “Epcot type Expo” that could be created over time, and showcase the very best and innovative in arts, sports, science, history, recreation, technology, health, energy, land management etc as well as transportation, with the airport at its centre.

A number of common themes were identified out of all the input that was common to all approaches. They included: Transportation; Environment; Public Health & Safety; Edmonton’s Economy; and History and Community Character.

At the Engagement Review Workshop, we asked participants to consider the interests and needs of those whose perspectives are different from their own. In the words of President Obama, we facilitated a process that fulfilled his belief that **“Democracy requires us to bold competing truths simultaneously.”** This workshop resulted in comments and input that refined the approaches into those that were presented to the public the following week at the Open Houses.

Phase 3 Communication Activities

- Multiple Public Service Announcements, Media Advisories & Media Releases
- Media coverage of public involvement process and events
- Multiple email messages to the 2000+ person contact list
- Multiple email invitations to community groups & organizations for distribution to their own networks
- Project Website - Posting of News Items, reports and materials in the library
- Multiple paid ads in the Journal & Sun
- Posting of information and news on social networking sites like facebook, Connect2Edmonton



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****Approach 2** – Upon analysis of the input received on Approach 1, we identified that respondents had made one of two assumptions – 1) that the approach includes an operational airport or 2) that it does not include an airport. Since the basis of Approach 1 is that the airport continues to be operational, and the basis of Approach 3 is that the land is developed for other uses that are incompatible with an operational airport, we essentially “split” the input and aligned with one of those approaches. A few supporters of the approach formerly called “Approach 2” indicated some concern with this analysis, noting that they felt that it removed a “compromise” option.

Despite extensive advertising and communication activities, participation in the May 23 Workshop was much lower than expected. At the event we identified two potential reasons for the decreased participation: the beautiful sunny Saturday and that we had advertised and communicated that the Workshop was an all day event versus a drop in session. Rather than make the assumption that these ideas were the reasons for decreased participation, we created a survey on the project website, and also sent an email to the entire contact database. The responses to the question are documented in a supplementary event evaluation report.

2.6 - May 27, 28 & 30 Open Houses

Three Open Houses were held on May 27, 28 & 30 to share information about the process, what we had heard to date, and to present the refined options for additional comment and/or input.

In addition to gaining a greater understanding of participants’ interests on the opportunities or challenges of different approaches, we learned a number of important things, noted below.



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A sampling comments from the May 27, 28 & 30 Open Houses relating to Approach 1 – Operational Airport

- I picked this approach because I do not think there is enough info or planning on the other approach. And because I think this City has other areas and opportunities to make “world class” communities without shutting down an airport. Why is Jasper Avenue, which is central to our downtown core and the City’s image, so neglected? It has so much potential and requires more attention than the airport lands. Once you get our downtown core looking like a “world class” city, then ask me about doing something different with the airport lands. Too many business and medical facilities depend on the airport right now.
- The challenge is to resist the temptation to sell the ECCA lands for a quick one time only profit. Another challenge is to change the airport authority mandate and allow the ECCA to earn a meaningful income from air services.
- We have had many opportunities to build “communities of excellence” in Edmonton, and they all look the same – vinyl siding, crowded conditions, narrow streets. Give it up already. Continue to expand underground LRT and move forward to connect the communities we already have. Keep both runways open – safety and sensibility, open up seats on the airport authority board for ordinary citizens, reveal how much money the airport authority makes and how it is spent.
- In the recent citizen panels on the future vision of Edmonton, a need for long-term vision and planning was expressed. I challenge you to a long term vision and plan for a City Centre Airport for future generations.
- Have an excellent level of care for patients from Red Deer to the North Pole by having fast access from the Edmonton City Centre airport to the major trauma/cardiac hospitals. Edmonton must also expedite air services to become transportation hub for Northern Canada.

Timing – The timing between the events in this phase was challenging and time intensive for participants, and potentially impacted participation by those not deeply committed to involvement.

Interested versus Affected stakeholders – Many affected stakeholders felt the open houses were their last chance to make sure their concerns were heard, and concentrated on providing input that would support their view over another. This deep concern had an impact on the collaborative nature of the final public involvement events.

Discussing concerns in the absence of a clear direction – the week long Phase 3 continued the trend to declining participation of interested versus affected stakeholders, as noted previously.

PART 3 - What We Heard: Options for the Path Forward

Based on the public involvement project, there appear to be only two possible options for the path forward. It is clear that the options presented here need to be considered and weighed along with the important technical information and studies that will be presented to Executive Committee and Council consideration. As noted above, sustainable decisions result from consideration of both the facts and community values.



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The options presented here for consideration of City Council fall into two categories: 1) Suggestions for improvement, regardless of the decision made about future direction and 2) Specific Opportunities and Challenges for different approaches to land use. All of the options presented here are a reflection of the public involvement input and comments received.

3.1 Suggestions for Improvement, regardless of the decision made about future direction

STATUS QUO IS NOT AN OPTION - The existing situation is working for almost no one we spoke with. Improved governance, economic opportunities, transportation, infrastructure, support for heritage etc need to be addressed regardless of the final decision.

TRANSPORTATION - This theme related to various modes and elements of the transportation system, including trains, air service, and light rail, bus and roadway infrastructure. It also includes access to northern communities, aviation cargo and flight training school. Proximity to the city centre is also included.

Light rail connections, Yellowhead Trail improvements, optimizing the potential of other points of connectivity such as Via Rail – these should all be considered, especially in the context of the Capital Region Growth Plan, Edmonton's Transportation Master Plan; North LRT Expansion etc.

ENVIRONMENT - This theme related to environmental contamination and clean-up, noise and air quality impacts. This also addresses Brownfield redevelopment, sustainable and green building development, diversification away from oil and gas to greener energy sources.

Whether the site is maintained as an operational airport, or whether it becomes a site for mixed use development, the environmental question needs to be answered. Studies are required to determine the extent of any environmental contamination, and a plan for clean-up needs to be developed.

PUBLIC HEALTH & SAFETY - This theme related to travel time and proximity for medevac services. Safety of aircraft operations in heavily populated areas and AirOne police services are also included.

Regardless of the final decision, the importance of medevac and public safety is critically important to citizens. The results of the medevac and health service studies will need to address how these services can be maintained or optimized with or without an airport.

EDMONTON'S ECONOMY - This theme related to tax revenue, employment by existing businesses, viability of two airports, and potential for revenue generation through development. Costs relate to infrastructure upgrades, transportation, compensation related to breaking leases or relocating businesses and environmental clean-up. Tourism and servicing northern market are also included here.



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There were strongly expressed views by the majority of participants in the public involvement project that the economic benefits of either option need to be maximized, and in the case of the operational airport, this some felt this may be a squandered opportunity. Support to businesses, incentives to increase growth and economic development would maximize the benefit of the use of the site, no matter the land use. In addition, there was deep concern and recognition by participants that the costs of development (any kind of development – from mixed use, industrial and/or airport improvements), and fair compensation to businesses and employees who are negatively impacted will need to be addressed.

A sampling of comments from the May 27, 28 & 30 Open Houses relating to Approach 2 – Mixed Use, Transit Oriented and Sustainable Community

- This approach improves transit connectivity through the centre of the City. It also reduces urban sprawl. The community has a chance to be residential, with businesses to provide everyday needs – clothing, entertainment. I also envision an expanded NAIT campus, a business centre to ensure viability of existing airports (likely requires LRT to International Airport) and neighbourhood rival to 124 Street and old Strathcona for walkability.
- The most important considerations are the quality of the planning: emulating success of similar projects around the world (Denver, Portland, many European cities), achieve high standards (environmentally, such as LEED, quality of life related), and effective promotion of the advantages of this approach to the silent majority of Edmonton.
- Biggest challenge will be buying out the leaseholders and landowners and moving them to new sites.
- This reduces urban sprawl, creates a new neighbourhood and makes Edmonton a more likable City. The cleanup of the site may pose problems, but I bet developers of both residential and commercial properties will bear some or all of the burden to own a piece of central property.
- It is unfortunate that a vocal minority mostly the Kingsway Business Association and some Edmonton residents, seem to have a disproportional voice in this issue. The advantages of approach two outweigh the disadvantages by a large margin. I hope City Council will display the fortitude and vision to quickly decide, once and for all, to proceed with Approach two.

HISTORY & COMMUNITY CHARACTER

- This theme related to the historical role of the airport, the importance of the Aviation Museum, aviation education and training, as well as the characteristics of the community Edmontonians desire. Other community elements might include - recreational use & green space, mixed use development, industrial or aviation centre of excellence, and NAIT expansion. Proximity to downtown and integration into the adjacent communities is also included, along with suggestions for phased development.

Citizens of Edmonton have a deep respect and appreciation for the historical and heritage importance of flight and the airport in the

City's development, and there was agreement that the museum and recognition of heritage need to be enhanced in the City's future.

NAIT expansion – This idea of either building new facilities or enhancing aviation related programs and training was strongly supported.



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Improved integration and connection to surrounding communities, whatever kind of additional development takes place, needs to be considered in order to improve the surrounding land use.

3.2 Opportunities and Challenges of 2 approaches to land use

Outlined below, we present two possible options, along with the opportunities they present that could be maximized on potential implementation, along with the identified challenges that may need to be addressed, should Council choose that direction.

Option 1 – Operational Airport with Aviation Centre of Excellence & Transportation Links

OPPORTUNITIES TO BE MAXIMIZED	CHALLENGES TO BE ADDRESSED
<i>Transportation:</i> <ul style="list-style-type: none"> • Improve roadways, add a light rail link • Enhance & Maintain northern access • Maximize and promote the proximity to the City Centre 	<i>Transportation:</i> <ul style="list-style-type: none"> • Incorporating transportation links with airport use – cost, funding sources, timing and impact were all raised as challenges
<i>Environment:</i> <ul style="list-style-type: none"> • Improve screening, greening of periphery • Encourage more environmentally friendly/newer planes • Identify extent of contamination & begin clean-up 	<i>Environment:</i> <ul style="list-style-type: none"> • Identify extent of contamination & develop a plan and funding sources for clean-up
<i>Public Health & Safety:</i> <ul style="list-style-type: none"> • Take steps to reduce noise & light pollution and work with industry to meet these requirements • Maintain the location that results in reduced transfer time for fixed wing medevac • Develop “Mayo Clinic of North” / Health Care Centre concept – a national centre of excellence for health care services promoted to Canada’s north • Educate about aviation safety 	<i>Public Health & Safety:</i> <ul style="list-style-type: none"> • Safety of airport in heavily populated area – how is this reconciled?
<i>Edmonton's Economy:</i> <ul style="list-style-type: none"> • Work with NAIT, industry and other 	<i>Edmonton's Economy:</i> <ul style="list-style-type: none"> • Improve revenue generation / cost

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OPPORTUNITIES TO BE MAXIMIZED	CHALLENGES TO BE ADDRESSED
<p>organizations to develop education and training in aviation sector</p> <ul style="list-style-type: none"> • Develop Gateway to Northern/ Arctic business as an economic development strategy • Support existing aviation related business and uses, encourage growth in aviation sectors – look at enhancing and growing the aviation sector as an economic development strategy 	<p>recovery from airport to City – develop a new agreement where the City sees a benefit and users pay</p> <ul style="list-style-type: none"> • Extensive maintenance and upgrades to infrastructure required – timing and payment for this will need to be addressed • Improve governance and administration of airport – look at the mandate, composition and role of the Edmonton Airport Authority and consider improvements to governance structure and responsiveness
<p><i>History & Community Character:</i></p> <ul style="list-style-type: none"> • Consider higher density in surrounding communities • Identify key opportunities in other areas close to the core to create mixed use, high density communities – make this part of the Downtown Plan and other key plans • Preserve and recognize history & heritage 	<p><i>History & Character</i></p> <p>Consider higher density in surrounding communities – the impact of the airport on building restrictions makes this challenging, and doesn't address the overall concern about urban sprawl</p> <p>Consider other areas for urban infill and commit to stopping urban sprawl – there was agreement that this was a good idea in principle, but implementation may leave something to be desired</p>
Opportunities or Challenges that were raised but not fully discussed	
<ul style="list-style-type: none"> • Reduce runways & intensify use on remaining runway – is this safe or possible? 	<ul style="list-style-type: none"> • Reduce to 1 runway and intensify use on remaining runway – the feasibility of 1 runway still be addressed • Review Airport Protection Overlay for downtown if reduction to 1 runway - this suggestions based on the assumption there would be only runway

Option 2 – Mixed Use Transit Oriented and Sustainable Community**

**Note: In Phase 1 when the initial 3 approaches were developed, there was an approach created that had the title “Smart Growth” included in it. This suggestion came from participants themselves in the interviews and email submissions, and relates to the urban planning concept of mixed use, sustainable development. It was never intended to suggest that the approach that did not include the airport was “smarter” than the other approaches, but rather to reflect the planning concept. At the May 23 Engagement Review Workshop, participants indicated to us that use of the term could be perceived as a bias for one approach over another. The name of the approach has since been changed, and we appreciate the input of participants who expressed this concern.

OPPORTUNITIES TO BE MAXIMIZED	CHALLENGES TO BE ADDRESSED
<p><i>Transportation:</i></p> <ul style="list-style-type: none"> • Improve roadways and develop an improved link and/or access to Edmonton International Airport • Implement multi-modal transportation hub – Via Rail, light rail, bus, roadway etc • New places of work and living in close proximity to downtown – promote and recognize environmental and lifestyle benefits 	<p><i>Transportation:</i></p> <ul style="list-style-type: none"> • Address traffic issues from increased development – study potential traffic issues resulting from an increase in residents and business in the area and the impact on infrastructure • Work with northern communities to address needs – create a task force or consultation process designed specifically to identify alternatives that would address the needs of northern communities
<p><i>Environment:</i></p> <ul style="list-style-type: none"> • Utilize Natural clean-up technologies and best practises in environmental remediation and Brownfield redevelopment • Diversification of energy sources, Brownfield development, green infill building – develop a “world class” environmentally friendly sustainable community • Reduce urban sprawl 	<p><i>Environment:</i></p> <ul style="list-style-type: none"> • Determine extent and cost of environmental clean-up and identify feasibility of mixed use development on the site
<p><i>Public Health & Safety:</i></p> <ul style="list-style-type: none"> ○ Improved air quality, safety, reduced noise would result 	<p><i>Public Health & Safety:</i></p> <ul style="list-style-type: none"> ○ Develop alternative arrangements for medevac services (fixed wing and helicopter) – feasibility and potential alternatives for implementation need to be

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OPPORTUNITIES TO BE MAXIMIZED	CHALLENGES TO BE ADDRESSED
	addressed
<i>Edmonton's Economy:</i> <ul style="list-style-type: none"> ○ Work with northern communities to address their needs – solutions could be innovative and responsive, and potentially better than what exists to date ○ Potential revenue generation through implementation – from development fees, sale of land, tax revenue 	<i>Edmonton's Economy:</i> <ul style="list-style-type: none"> ● Engage northern communities in implementation – time, energy and funds to do this could be a challenge, and impacts could be negative ● Costs of breaking lease, relocation and/or payments to existing business, job loss – economic impact questions need to be answered ● Market viability for development – economic potential needs to be addressed to determine feasibility
<i>History & Community Character</i> <ul style="list-style-type: none"> ● Maintain Aviation Museum & recognize history ● NAIT expansion ● Phased Development over time would allow for careful planning ● “World class” community with mixed use green development, integration into surrounding area, careful planning ● Wellness centre, education centres, recreation & sports uses would create opportunities that all residents could appreciate 	<i>History & Community Character</i> <ul style="list-style-type: none"> ● Viability & Funding for Aviation Museum & recognition of history
Opportunities or Challenges that were raised but not fully discussed	
Developers cover cost for clean-up, infrastructure & development	Developers cover cost for clean-up, infrastructure & development – this suggestion has been made and offered as both an opportunity and a challenge, however the answer to this question would need to be informed by input from developers themselves

We think it is important to note that during Phase 2 – Exploring the Possibilities & Challenges, there was a wide variety of views and perspectives, and if quantity is what is being counted, there were approximately equal number of participants focused on maintaining the airport as were focused on using the land for other purposes.



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For all the possible reasons noted in this report in Phase 3 – Refining the Possibilities & Challenges, the public involvement project experienced a decreased in interested versus affected stakeholders, and the quantity of participants focused on maintaining the airport outweighed the participation of those who supported using the land for other purposes. Again, in light of all the reasons noted in this report, we do not believe that numbers of participants versus nature of input is necessarily conclusive.

PART 4 - Public Involvement Project Evaluation

Evaluation was conducted for the majority of the public involvement events that were conducted, and the results of each of these can be reviewed on the project website.

Indicators of Success for the Public Involvement Process	Evaluation Measures	Evaluation Ratings	Adjustments Made as a result of evaluations
Transparent & open Public Involvement process that ensures equitable participation of all views and perspectives	Participant satisfaction re: inclusive methods and process Public Involvement process documented, communicated and understood Participant perception of neutral, unbiased facilitation and documentation of what was said	Overall, ratings for the majority of the public involvement events were more than satisfactory for this indicator, with the exception of the final open houses, where the ratings were lower in the middle.	Distribution of materials Development of FAQ's Increased distribution of materials to contact list so they could distribute t their own networks on our behalf Phone calls to targeted organizations Additional effort and actions re: outreach and distribution of information about public involvement events Additional effort and actions re: broader stakeholder representation to reflect community demographics (more youth, more women, more ethnically diverse communities)
Public input is integrated	Direct link between	While some participants	In response to a few

Indicators of Success for the Public Involvement Process	Evaluation Measures	Evaluation Ratings	Adjustments Made as a result of evaluations
into the decision making process	input received and final report options	chose to comment on this aspect under “other comments”, we have evaluated this indicator by reviewing the public input and comment, its link to the summaries and analysis, and its relationship to the final options presented in this report. In addition, we have followed the IAP2 Code of Ethics throughout this project.	questions about our role, we posted the IAP2 Code of Ethics for Public Participation Practitioners, and the IAP2 Core Values for Public Participation on the project website.
Equal opportunity to participate, including accessible information, special needs and a variety of appropriate methods	<p>Wide range of stakeholders reached and participating in the PI program</p> <p>Participant satisfaction re: inclusive methods and process</p> <p>Participant satisfaction re: dialogue, opportunity to be heard and sharing of perspectives</p>	Overall, ratings for the majority of the public involvement events were more than satisfactory for this indicator, with the exception of the final open houses, where the ratings were lower.	<p>Increased and constant monitoring of communication activities throughout the project</p> <p>Additional effort and actions re: outreach and distribution of information about public involvement events</p> <p>Additional effort and actions re: broader stakeholder representation to reflect community demographics (more youth, more women, more ethically diverse communities)</p> <p>We asked a supplemental question of the entire contact list about non-participation in the May 23 Engagement Review Workshop in order to understand reasons for decreased participation.</p>

Indicators of Success for the Public Involvement Process	Evaluation Measures	Evaluation Ratings	Adjustments Made as a result of evaluations
<p>Participation satisfaction where roles & objectives are clear and the process is understood</p> <p>Clear understanding of the public involvement objectives and process and appropriate methods and communications</p>	<p>Public involvement phases and process documented, communicated and understood</p> <p>Participant understanding of objectives and materials</p> <p>Participant satisfaction re: inclusive methods and process</p>	<p>Overall, ratings for the majority of the public involvement events were more than satisfactory for this indicator, with the exception of the final open houses, where the ratings were lower.</p> <p>Comparison to stakeholder lists and observation on attendance</p>	<p>All public involvement events started with an overview of the entire process, project objectives, and event objectives</p>

PART 5 – Supplemental Reports available upon request

1. January & February Interviews & Email Submissions – What Was Said Report
2. Interviews & Email Submissions Executive Summary Report
3. Interviews & Email Submissions Issues Analysis Report
4. Citizen Advisory Group Membership
5. Citizen Advisory Group Terms of Reference
6. Citizen Advisory Group Evaluation Report
7. April 4 Community Conversation What Was Said Report
8. April 4 Community Conversation Evaluation Report
9. April Community Conversation Discussion Host Training Evaluation Report
10. Additional Community Conversation Worksheet Submissions – What Was Said
11. Letters, Emails & Fax Submissions – What Was Said
12. Compilation of Photo Voice Submissions
13. May 23 Engagement Review Workshop Summary of Input to Date
14. May 23 Engagement Review Workshop What Was Said Report
15. May 23 Engagement Review Workshop Evaluation Report
16. May 23 Supplemental Evaluation about responses related to low attendance
17. Summary of Challenges & Opportunities for Review at Open Houses
18. May 27, 28 & 30 Open Houses What Was Said, Results of Keypad Polling and Evaluation Report (combined into 1 report)
19. Online Discussion Forum Archive Report of Comments
20. Web Site Project Activity Report



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