

Ogden Point Master Plan & Rezoning Application Engagement Plan 2015-2016

Outline of Engagement Strategy Actions for the preparation
of the Ogden Point Masterplan



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Greater Victoria Harbour Authority



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Project Introduction
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1.0 PROJECT INTRODUCTION

1.1 INTRODUCTION

Ogden Point is located in the James Bay Neighbourhood of the City of Victoria, and has been a significant part of the history and growth of Victoria. James Bay is the oldest residential neighbourhood on the West coast of North America, north of San Francisco. Prior to European settlement, the site was part of traditional lands inhabited by the Songhees and Esquimalt First Nations. Ogden Point is utilized and enjoyed in recognition and respect, of the rights and traditions of these Nations.

For well over a century, Ogden Point has functioned as a working harbour. Over the past few decades, Ogden Point has transformed to accommodate a popular cruise port of call, and increased commercial marine activities, while maintaining a level of access to some amenities for the public. With this growth and use, there come several challenges to balancing the operational and management of the harbour with the impacts of increased tourism use and ongoing business and services on local community and the environment.

To address the future development and uses of the property an Ogden Point master planning (OPMP) process was initiated in 2009 and structured in five phases of work. Phases 1 and 2 completed 2009–2013, focused on the technical viability of the property and later a market assessment of cruise and marine opportunities. Phases 3 and 4, the focus of this engagement plan, will encompass a Functional and Facilities Plan and the Final Masterplan documentation respectively. Phase 4 will be completed by December 2016. Phase 5, will address implementation of the approved masterplan.

The GVHA intends to begin preparation of an application to rezone the site's current designation of Marine Services 1 (MS-1) to a more appropriate zoning designation that is in line with the masterplan objectives. A rezoning application will be submitted at the beginning of Phase 4 Master planning stage in accordance with the City of Victoria's planning approvals including review by the Community Association Land Use Committee (CALUC). The necessary information required to support the rezoning application will draw upon the materials prepared during the Master planning process and ongoing community engagements and reviews and discussions with the required regulatory agencies. Figure 1-1 illustrates the overall process of master planning for Ogden Point.

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Figure 1-1 Ogden Point Master planning Phase

1.1.1 How Are Masterplans Developed?

Generally, masterplans for facilities such as Ogden Point are structured in three logical stages that form a basic planning framework. This begins with the

- Development of a policy and spatially driven 'strategy' for the property
- Physical planning and layout of the property
- A summary of how and when the plan will be achieved (implementation)

1.1.2 What is a Functional and Facilities Plan?

A functional and facilities plan can be viewed as part of the "strategic" stage of the overall master planning process. In basic terms, it provides a *diagrammatic model* of the property to build a detailed plan for the project over a period of time. More importantly it provides an opportunity to check assumptions, confirm objectives and identify site components (program, uses and zones) that can be ground-truthed through additional analysis to confirm viability.

1.1.3 Key Tasks of Functional and Facilities Plan and Masterplan

Figure 1-2 and Figure 1-3 illustrate the tasks at each phase of work.

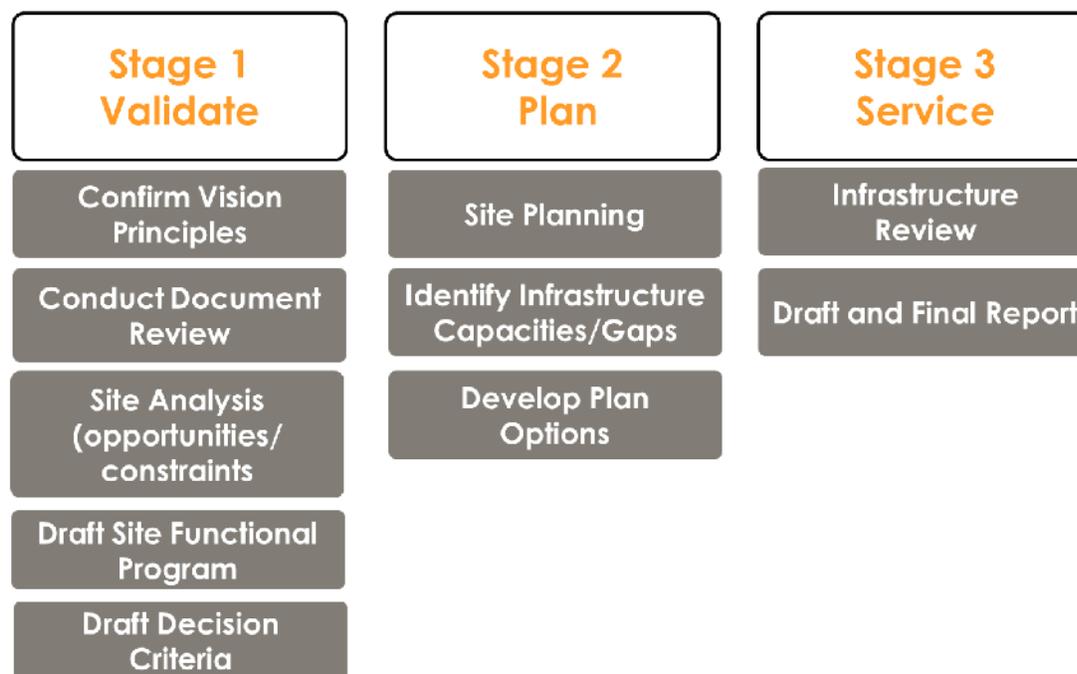


Figure 1-2 Phase 3 Functional and Facilities Plan: Key Tasks

1.1.4 What is a Masterplan?

It is important to recognize at the outset that masterplans should not be seen as rigid blueprints for development and design. Rather they set the context, within which individual projects come forward. As projects are implemented the Masterplan provides the necessary framework to determine alignment and continuity with past decisions made during its creation, which is further formalized by the specific regulatory zoning and permitting requirements for that property.

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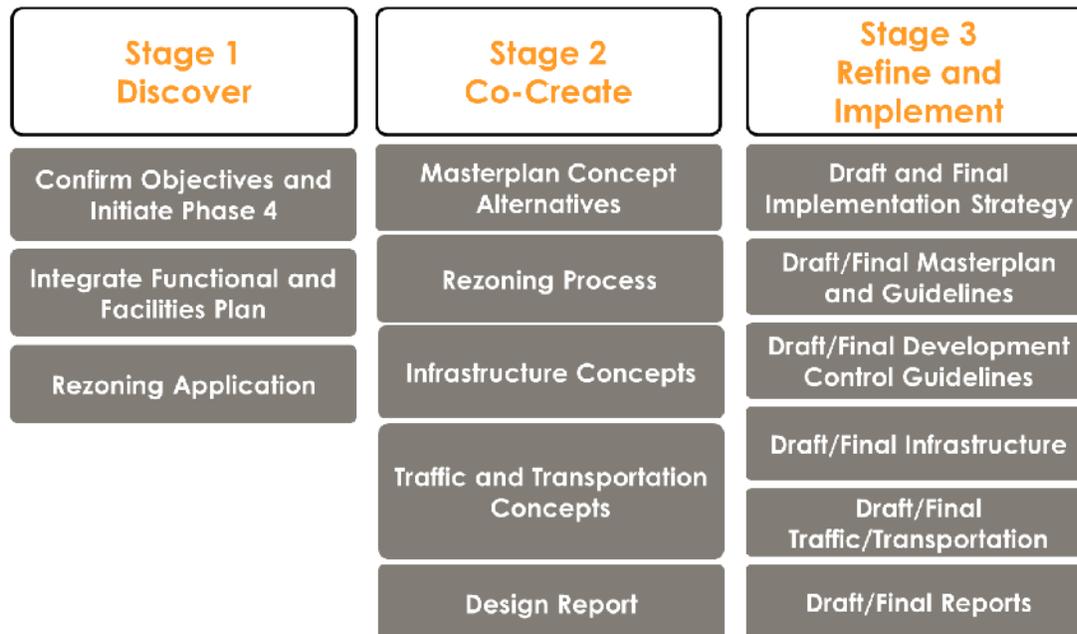


Figure 1-3 Phase 4 Masterplan: Key Tasks

1.1.5 Crafting a new vision and goals for the Ogden Point Master planning Process

A successful masterplan must have a core vision that will encapsulate a collective belief of stakeholders in how the near and future development of a site will evolve. This will remain the touchstone for all participants in checking that the process and the outcomes generated during the planning process are consistent. A key part of the initial planning work is to revisit this vision. As an example the following working vision is provided:

"Ogden Point will remain a working harbour and tourism gateway that will become an amenity and good neighbour for the James Bay community. The harbour will be operated in an environmentally and socially responsible manner within its mandate, and maintain a strong economic and cultural contribution to the City of Victoria"

The goal of the masterplan process is to provide trust, transparency, guidance and certainty to stakeholders, in the following ways:

- Demonstrate a supportable well-planned, operated and maintained harbour facility for a diverse range of marine and commercial land based uses.
- Enable GVHA's ability to operate as financially resilient and sustainable organization.
- Enable opportunity to celebrate and strengthen First Nation presence, partnership and culture.

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- Enable a safe, animated and vibrant amenity for all James Bay residents and the community at large to enjoy.
- Continue to be a welcoming tourism gateway to Victoria for visitors while effectively managing impacts to the James Bay Community within its control.
- Demonstrate by actively managing impacts; environmental, social and economic stewardship and best practices within its boundaries.

The Objectives for the Ogden Point Masterplan are to:

- Align the future development of the site with established policy and regulatory direction set through the City's Official Community Plan, James Bay Neighbourhood Plan and other policy and regulatory frameworks affecting operation and management of the site.
- Determine the distribution, type and intensity of activities/ uses that will be economically viable and permitted on the site, as well as sensitive to adjacent land uses.
- Determine viable proven physical and spatial methods to manage and mitigate noise and emissions.
- Identify strategies to avoid, control and / or mitigate social and environmental impacts of permitted activities on the local neighbourhood and the environment.
- Define the heights, massing and scale of buildings and structures.
- Set out suggested relationships between buildings, service areas, and public spaces and how these spaces are to be connected internally and to the neighbourhood.
- Identifies the network of movement patterns for people moving by foot, cycle, car or public transport and service vehicles.
- Sets out the basis for provision of other infrastructure elements such as utilities.
- Relate physical form to the socio-economic and cultural context and stakeholder interests.
- Include agreed upon performance metrics through the preparation of a Development Permit Area.

1.1.6 Scope and Limitations of the Ogden Point Masterplan

The proposed master planning and engagement process is structured to embrace a wide range of complex, sometimes conflicting, issues and is focused on bringing realistic and practical solutions and benefits to the GVHA, James Bay Community and the City of Victoria as a whole.

1.1.6.1 James Bay Community Concerns

The GVHA understands the concerns expressed by many members of the local community regarding air quality, noise emissions and traffic congestion and is interested in working with local stakeholders and regulators to identify practical opportunities to avoid, control and / or mitigate the impacts of permitted activities on the local neighbourhood and the environment.

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The master planning process will identify viable physical and operational opportunities to address:

- Traffic congestion within the community and access, egress and staging on and within the site
- Noise emissions from permitted activities
- Air emissions from permitted activities

A summary matrix (Figure 1-4 below) describes the focus of “planning mechanisms” to address a range of topics and issues that are important to all stakeholders for the successful completion of the masterplan. The planning mechanisms are the vehicles and processes by which the highest and best approach can be identified to address issues and opportunities. These planning mechanisms are interrelated and will be coordinated to maximise the influence the preparation of the Masterplan

1.1.6.2 Application of Performance Standards for Ogden Point

To address the environmental and social effects of the activities on the Ogden Point site, The James Bay Neighbourhood Plan (1993)¹ called for the implementation of *Performance Standards* to be applied to industrial and marine related land uses adjacent to residential areas.

Performance zoning is an approach to land use regulation that focuses on the effects of land uses rather than categories of use. Specifically, performance zoning establishes particular standards and other criteria for determining appropriate uses and site design requirements rather than prescribing specific uses and building functions. Performance zoning establishes criteria that ensure each land use is compatible with adjacent land uses, and more specifically that one land use will not adversely affect others. The purpose of performance standards in industrial and marine related areas is to translate the traditional light, medium and heavy industrial zones into well-defined terms that focus on the environmental and by extension, social and potential health effects of industry or marine related activities.

Importantly, performance standards should relate only to process and effects. Environmental effects normally regulated through performance zoning are noise, pollution, glare, heat, smoke, odor and waste.

Performance standards can be separated into two categories, site or activity standards. Site standards regulate the appearance of new developments, to the extent that the development corresponds to the community character. Many communities utilize site regulations to achieve a compatible appearance between land uses. Activity standards regulate the outputs of an industry in a manner that limits the noxious effects industries may have on adjoining property owners. It is clear, to make the masterplan acceptable to James Bay, that the bias will be to the application of activity standards, as well as ensuring that form and character are addressed. The

¹ James Bay Neighbourhood Plan 1993 – Industry– Goals and Objectives 1.1 page 8

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standards themselves may be written very precisely, giving measurements and formulas, or may be vague in nature, or simply defer to federal, provincial and municipal standards.

Site standards in conjunction with activity standards create industries that are beneficial to the community physically and economically. Most often, the building and site are regulated by means of maintenance, building floor area ratio, and site design and lot coverage. These regulatory distinctions can be broken into two classifications, regulation of the site and regulation of the activity.

Performance standards have the potential to offer a variety of solutions to alleviate incompatible activities, but to such an extent that the standards and the methods of application can become complex. Key criteria for enforceability will be to develop and implement scientifically based performance standards that work in the regulatory environment. Other challenges will be to ensure that any enforceable standards:

- Are measurable/observable
- Are direct/precise measures
- Are repeatable
- Legally enforceable within an authority's jurisdiction
- Are cost effective /practical for all parties

As the planning authority and regulator, the City of Victoria will need to make decisions on how it will integrate performance standards within the current planning regulatory framework and whether the current enabling powers of the Local Government Act and Local Government (Green Communities) Statutes Amendment Act (Bill 27), which have expanded the powers of both Development Permit Areas and Zoning, if drafted appropriately, would be sufficient to address these effects. Caution is noted in the application of performance standards that are not enforceable by the City of Victoria's jurisdiction.

		Application of Planning Mechanisms			
		Current Focus		Parallel/External Studies	
Key Focus Areas		Phase 3 Functional and Facilities Plan	Phase 4 Masterplan	Operational and Management Planning	City of Victoria Other Regulators
FOCUS	First Nations	Identify traditional uses, cultural and economic partnerships	Cultural and economic needs/ uses integrated into plan	Capacity building Business incubation Education	-
	Emissions (shipping/building and vehicle borne)	Confirm boundaries and parameters for impacts Inform site strategy Identify spatial/use options	Appropriate performance guidelines to direct mitigation of emissions impacting the community/optimize land use to manage transportation demand and buffer impacts	Tourism planning (local and regional) Phased operational mitigations Develop metrics	Coordinate with City of Victoria Bylaws Provincial/Federal Regulation
	Ground Transportation (cross referenced with emissions)	Identify improved circulation, parking and servicing options within GVHA boundary	Formalize layout and transportation management approach within GVHA boundary	Tourism planning (local and regional) Phased operational mitigations Develop metrics	Coordination with City Transportation Planning/OCP and JBNP
	Noise (cross referenced with transportation/uses)	Confirm boundaries and parameters for impacts Inform site strategy	Performance guidelines for physical and operational abatement measures and buffering to reduce impacts on community to acceptable levels	Tourism planning (local and regional) Phased operational mitigations Develop metrics	City of Victoria Bylaws Transport Canada
	Development Strategy	Site development strategy with preferred uses and layout	Implementation/phasing plan	Alignment with operational and tourism plan with development phases	Development Permit Area Rezoning
	Economic Development	Coordinate with near and long term City/regional tourism growth and GVHA business direction	Investment and financial planning tied to projected GVHA growth/strategic plan	Capital and operational expenditure strategy aligned with development plan	City of Victoria Economic Development Strategic Plan

Figure 1-4 Application of Planning Mechanisms Summary Matrix

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Purpose of the Engagement Plan
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2.0 PURPOSE OF THE ENGAGEMENT PLAN

The purpose of this engagement plan is to ensure an organized, transparent, efficient and appropriate approach to meaningfully engaging the GVHA's external stakeholders and the public in the development of the OPMP and zoning application. The plan details how those who will be affected by the future design and operations of Ogden Point can be involved in shaping the site's future. The plan also serves as a communication tool to allow the GVHA's, stakeholders, local First Nations and the public to effectively prepare for the planning process.

More specifically, the engagement plan:

- Presents the learnings and insights from stakeholders regarding past engagements
- Details the engagement approach and guiding principles
- Details the roles and responsibilities of the engagement team
- Clarifies the decisions to be made and the decision making process
- Identifies the primary and secondary stakeholders
- Articulates the GVHA's "promise to the public" at each stage of engagement, the schedule and planned engagements tactics
- Identifies the performance measures on which the engagement process will be evaluated

3.0 REFLECTING ON PAST ENGAGEMENTS

3.1 CO-CREATION

In developing this engagement plan for the OPMP and rezoning application, it was important to first reflect on the learnings from the GVHA's past engagements. The GVHA has undertaken multiple high profile internal and external engagements on a diversity of initiatives in the recent years, including, but not necessarily limited to:

- GVHA Strategic Plan (2015)
- Harbour Dialogue (2014)
- Breakwater Handrails (2012–13)
- Fisherman's Wharf Plan (2011–13)
- Cruise Tourism Partnership
- Ogden Point Masterplan–Phases 1 and 2 (2008–11)

To build trust through transparency, the GVHA wanted to understand how it's past engagement efforts were received and perceived by both internal stakeholders (staff) as well as external stakeholders. To gain some insights, GVHA staff participated in an internal workshop on February 10, 2015 while a focus group of external stakeholders and the Esquimalt Nation took part in a workshop on March 24, 2015 (see Appendix A for a list of participants). The purpose of the



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Reflecting on Past Engagements
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workshops were to introduce the project, educate participants about the scope of the OPMP and rezoning process, overview the proposed project schedule and to receive insights into:

1. What has worked well in past engagement sessions
2. How the GVHA could improve their approaches to engagement

The GVHA appreciates that many people and organizations are directly affected by the design and business operations at Ogden Point. It is also understood that many more stakeholders indirectly depend on and are affected by decisions about the site. With a commitment to enabling meaningful, yet reasonable, engagement, the GVHA was interested in working collaboratively with its stakeholders to co-create the OPMP and rezoning application engagement plan. As such, internal and external stakeholders were also asked to:

1. Review and provide input on completeness of the draft stakeholder registry
2. Propose engagement tools and tactics that they deemed would enable the most meaningful, yet cost sensitive, engagement

3.2 LEARNINGS FROM THE PAST

3.2.1 What Worked Well?

Workshop participants suggested the following worked well during past engagements:

- **Facilitation**
 - Strong facilitation and focused questions enabled targeted and clear feedback on key planning questions
- **Visualization**
 - Past engagement and communications were supported by appealing and easy to understand graphics and visualizations
- **Engagement Tools**
 - Charrette processes, drawing in dialogue and smaller group sessions (e.g., focus groups) were effective engagement tools

GVHA Commitment:

In response to the input, the GVHA has contracted certified Public Participation professionals to plan, lead and facilitate the implementation of this engagement plan. The engagements will ensure facilitators are effective and utilize appropriate engagement tools.

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Reflecting on Past Engagements
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3.2.2 How Could We Improve?

To improve its engagement approaches, workshop participants suggested that the GVHA should:

- **Project Rationale**
 - Ensure those participating in the OPMP understand the mandate of the GVHA and purpose and scope of the project
- **Communications**
 - Provide more frequent fact-based information that is tailored and targeted toward the intended audiences
 - Provide timely information to enable preparation including concise agendas and concepts
- **Education**
 - Educate the public and participants about:
 - o History and mandate of the GVHA
 - o History and evolution of Ogden Point
 - o Regulatory context (Municipal, Regional, Provincial, Federal)
 - o Manners in which stakeholders are affected positively and negatively by operations at Ogden Point
- **Meaningful Engagement**
 - Ensure that all input received is considered objectively, without bias
 - Be inclusive of all public and stakeholders who are affected by the site design and operations
 - Clearly articulate how First Nation's will be engaged in the process
- **Follow Through**
 - Ensure commitments are followed through

GVHA Commitment:

In response to the above input, the GVHA has contracted a professional communications firm to provide ongoing communications support for the OPMP and rezoning application. Effective, timely and fact-based communications will be used to ensure interested parties understand the GVHA, the planning process, the history of the site and the current policy and regulatory context.

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3.2.3 Stakeholder Registry

Workshop participants were provided with a draft stakeholder registry for review and comment. Input received was organized into the following themes:

- Ensure that the stakeholder registry reflects those organizations and individuals that are directly or indirectly influenced by the design and operations of Ogden Point.
- The GVHA should seek opportunity to consolidate the registry to more effectively manage representation of the varying stakeholder perspectives.
- The stakeholders should be organized into common groupings based on their interests and perspective to allow engagement at appropriate points and levels throughout the planning process as well as targeted communications.

GVHA Commitment:

In response to the above input, the GVHA has reviewed the stakeholder registry, removed duplications and ensured that identified stakeholders are identified as directly or indirectly affected by the design and operations of the site. As identified in Section 5.0 below, the stakeholders have also been classified as primary (directly affected by decisions about Ogden Point) or secondary (indirectly affected by decisions about Ogden Point). Stakeholders are also organized according to the perspectives they represent in the planning process.

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Reflecting on Past Engagements
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3.2.4 Engagement Tools

When asked what engagement tools should be considered and applied during Phases 3, 4 and 5 of the OPMP, workshop participants recommended that the GVHA apply a diversity of engagement tools ranging from traditional open houses, mail outs and surveys to more innovative in-place and online tools. Some workshop participants suggested that a diversity of approaches would enable the broadest range of stakeholders and the public to engage as possible. Other participants recommended that the engagement tools should be targeted to specific subsets of the identified stakeholders. For example, the representative from the James Bay Neighborhood Association suggested that the GVHA and project consultants should strive to meet individually with their association during their regular association executive meetings.

GVHA Commitment:

In response to the workshop input, the GVHA is committed to applying a broad range of centralized (e.g., open houses) and decentralized (e.g., online forums, crowdsourcing) engagement tools (see Section 7.0 for more details) throughout the planning and rezoning application process. In alignment with available resourcing and timing, the GVHA will do its best to engage directly with key stakeholder organizations (e.g., JBNA) and will undertake appropriate levels of consultation and engagement with the Esquimalt and Songhees First Nations.

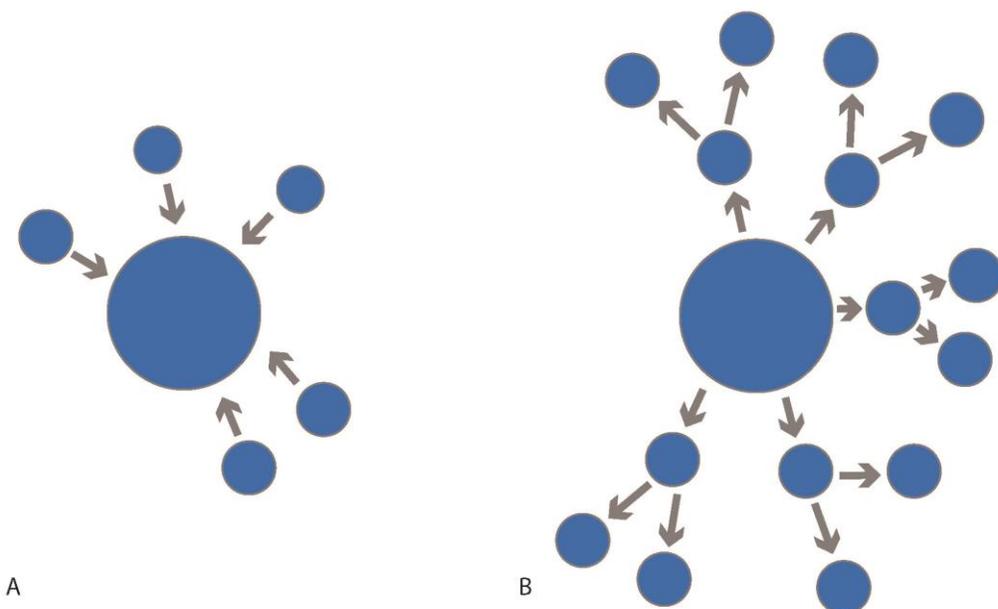


Figure 3-1 Centralized (A) vs. Decentralized (B) Engagement



4.0 OPMP ENGAGEMENT PLAN

4.1 APPROACH TO ENGAGEMENT

The engagement plan has been developed in accordance with the International Association of Public Participation's (IAP2) best practices. The IAP2 is the preeminent international organization dedicated to advancing the practice of public participation. This plan, and its implementation, will be guided by the IAP2's Core Values. In addition, the IAP2's Spectrum of Public Participation has been applied to align the engagement objectives and tools with a clear promise and commitment to the public and stakeholders for each stage of the planning process.

		INCREASING IMPACT ON THE DECISION 				
		INFORM	CONSULT	INVOLVE	COLLABORATE	EMPOWER
PUBLIC PARTICIPATION GOAL		To provide the public with balanced and objective information to assist them in understanding the problem, alternatives, opportunities and/or solutions.	To obtain public feedback on analysis, alternatives and/or decisions.	To work directly with the public throughout the process to ensure that public concerns and aspirations are consistently understood and considered.	To partner with the public in each aspect of the decision including the development of alternatives and the identification of the preferred solution.	To place final decision making in the hands of the public.
	PROMISE TO THE PUBLIC	We will keep you informed.	We will keep you informed, listen to and acknowledge concerns and aspirations, and provide feedback on how public input influenced the decision. We will seek your feedback on drafts and proposals.	We will work with you to ensure that your concerns and aspirations are directly reflected in the alternatives developed and provide feedback on how public input influenced the decision.	We will work together with you to formulate solutions and incorporate your advice and recommendations into the decisions to the maximum extent possible.	We will implement what you decide.

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Figure 4-1 IAP2's Spectrum of Public Participation

As presented in Section 2.1: Learnings from Past Engagements, the community's socio-economic and demographic profile, the manner in which GVHA's stakeholders wish to engage and the GVHA's available capacity and resourcing have influenced the design of the Engagement Plan and the engagement tools.

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OPMP Engagement Plan
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To maximize the opportunity for local First Nations, stakeholders and the public to engage in the OPMP process, **a combination of centralized and decentralized approaches to engagement will be used**. These approaches will provide multiple entry points into the planning process, and account for the diversity of ways the public, First Nations and stakeholders prefer to engage in the process. Rather than relying exclusively on the typical “workshop” and “open house” formats, which require the public, First Nations and stakeholders to come to us, we are intentionally making the process more convenient by going to where the community is.

The following principles will guide the engagement process:

- **Communication**

- Communicate early and often on the Project process and progress
- Work to ensure stakeholders, First Nations and the public are aware of how and when they can engage
- Ensure the stakeholders, First Nations and public have the information they need to participate in the process
- Ensure the provision for timely, fact-based and targeted information throughout the planning process

- **Transparency**

- Clearly explain the decision-making process and define the intended outcomes of any engagement activities
- Enable public access to all summarized and raw input data received through the engagement process
- Where and as appropriate, communicate to stakeholders what they can and cannot influence in the engagement process and what concerns are beyond the scope of the project
- Inform participants about how their input informed, or not, decisions

- **Inclusiveness and Accessibility**

- Utilize a diverse suite of engagement tactics that mitigate as many barriers to participation in the planning process as possible
- Seek to genuinely understand stakeholder issues or concerns

IAP2 Core Values

1. Public participation is based on the belief that those who are affected by a decision have a right to be involved in the decision-making process.
2. Public participation includes the promise that the public's contribution will influence the decision.
3. Public participation promotes sustainable decisions by recognizing and communicating the needs and interests of all participants, including decision makers.
4. Public participation seeks out and facilitates the involvement of those potentially affected by or interested in a decision.
5. Public participation seeks input from participants in designing how they participate.
6. Public participation provides participants with the information they need to participate in a meaningful way.
7. Public participation communicates to participants how their input affected the decision.

4.2 OBJECTIVES OF THE ENGAGEMENT PROCESS

- Administer a transparent process that provides stakeholders, First Nations and the public with meaningful opportunities to engage in and influence the development of the OPMP.
- Ensure the engagement process and resulting input is aligned with the needs of the planning process.
- Achieve stakeholder, First Nations and public support, understanding and acceptance for the OPMP.
- Maintain and strengthen stakeholder, First Nations and public relations.
- Effectively communicate ideas, concepts and outcomes; manage stakeholders, First Nations and public expectations.
- Educate stakeholders, First Nations and the public about:
 - What a masterplan is and is not
 - History and mandate of the GVHA
 - History and evolution of Ogden Point
 - Regulatory context in which the masterplan is being prepared (Municipal, Regional, Provincial, Federal)
 - Manners in which stakeholders are affected, positively and negatively, by operations at Ogden Point

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Registry of first Nations & Stakeholders
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5.0 REGISTRY OF FIRST NATIONS & STAKEHOLDERS

The stakeholders, First Nations and public that will be directly targeted in the engagement process are identified in the table below. Stakeholders have been grouped by general interest and identified as primary or secondary stakeholders. Primary stakeholders are those organizations that are directly affected by the design and operations of Ogden Point. Secondary stakeholders are those organizations that are indirectly affected by the design and operations of Ogden Point. This classification will be used to determine which groups of stakeholders will be engaged throughout the planning process and how they will be engaged.

Category	
PRIMARY	SECONDARY
First Nations	Commercial Fishing / Industry / Marine / Development
Esquimalt Nation	FAS Seafood
Songhees Nation	RBS Seafood
Community / Public	Hi Gear
James Bay Neighbourhood Association	Marine Masters
James Bay Community at Large	Harbour Ferries
Member Agency	Pacific Pilotage (Federal)
Capital Regional District	Global Marine Systems
Greater Victoria Chamber of Commerce	Whitehall Rowing and Sail
Township of Esquimalt	King Brothers
Victoria Esquimalt Harbour Society	Cruise Line Industry Association - NWC
Tourism Victoria	International Longshore Warehouse Union
Member Agency/Regulator	Point Hope Maritime Shipyard
The City of Victoria	Tervita
Property Client	Victoria Shipyards
Breakwater Cafe	Western Stevedore
Gift Shop (Bart's Craft)	BC Coast Pilots (Provincial Body)
Helijet	Seaspan
Marine Masters	UDI Capital Region
Harbour Ferries	Yacht Industry
Pacific Pilotage (Federal)	BC Chamber of Shipping
Global Marine Systems	Recreational
Whitehall Rowing and Sail	James Bay Anglers
Victoria Marine Rescue Services	

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Level of Engagement—Promise to the “Public”
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Category	
Regulator—Primary	David Foster Foundation
Harbour Master	Ogden Point Enhancement Society
Ministry of Environment	Ogden Point Dive Shop
Transport Canada	Tourism
Island Health	Attractions Victoria
Environmental	Butchart Gardens
Represented by the Capital Regional District & DFO	Intercruises Ship Agent/Excursions
GVHA Staff/Management/Leadership	Excursion Companies–D’Costa Port of Calls Inc.
GVHA Board of Directors	Victoria AM
GVHA Staff	Transportation
Life Members	BC Taxi Association
	CVS Cruise Victoria
	Orca Spirit Ventures
	Tally-Ho
	Vic Carriage Tours
	Vic Pedicab
	Victoria Taxi Association
	Wilson’s Transportation
	Limo Association
	Commerce
	Downtown Victoria Business Association
	Greater Victoria Economic Development Agency
	Skwin’ang’eth Se’las Development Company

6.0 LEVEL OF ENGAGEMENT—PROMISE TO THE “PUBLIC”

In accordance with the IAP2’s Spectrum of Public Participation and with consideration to the degree of impact each stage of the planning process can have on stakeholders, First Nations and the public, the GVHA has determined the level of participation for each stage of the engagement process. The level of engagement and the GVHA’s promise to the public are presented in Table 6-1 (refer to Appendix B for a summary of the Engagement Plan).

The levels of engagement at each stage of the consultation process are provided below in Table 6-1.

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Level of Engagement—Promise to the “Public”
July 15, 2015

Table 6-1 Level of Engagement and GVHA’s Promise to the Public

Planning Phase	Planning Stage	Project Focus	Project/ Engagement Milestone	Level of Participation	Promise to the Public
Phase 3—Functional & Facilities Plan	Stage 1	<ul style="list-style-type: none"> Review and revise vision for Ogden Point Review site opportunities and constraints Define decision-making criteria to guide evaluation of facilities and functional plan scenarios 	A	Consult —all stakeholders	<ul style="list-style-type: none"> We will keep you informed, listen to and acknowledge concerns and aspirations, and provide feedback on how the input influenced the decision
	Stage 2	<ul style="list-style-type: none"> Provide input on Facilities and Functional Plan Scenarios Identify a preferred Facilities and Functional Plan scenario Inform stakeholders, First Nations and the public of the final Facilities and Functional Plan 	B	Collaborate —primary stakeholders Inform —secondary stakeholders	<ul style="list-style-type: none"> We will look to you for advice and innovation in formulating solutions and incorporate your advice and recommendations into the decisions to the extent possible and provide feedback on how the input influenced the decision We will keep you informed
	Stage 3	<ul style="list-style-type: none"> Completion of Facilities and Functional Plan 	—	Inform —all stakeholders	<ul style="list-style-type: none"> We will keep you informed
Phase 4—OP Masterplan	Stage 1	<ul style="list-style-type: none"> Inform stakeholders, First Nations and public about next steps in the OPMP process. 	C	Inform —all stakeholders	<ul style="list-style-type: none"> We will keep you informed
	Stage 2	<ul style="list-style-type: none"> Co-creation of potential Masterplan concept(s) and input into preferred concept 	D	Collaborate —primary stakeholders Consult —secondary stakeholders	<ul style="list-style-type: none"> We will look to you for advice and innovation in formulating solutions and incorporate your advice and recommendations into the decisions to the extent possible and provide feedback on how the input influenced the decision We will keep you informed, listen to and acknowledge concerns and aspirations, and provide feedback on how the input influenced the decision
		<ul style="list-style-type: none"> Review of preliminary 	E	Involve —	<ul style="list-style-type: none"> We will work with you to ensure that your concerns



ENGAGEMENT PLAN 2015–2016

Level of Engagement—Promise to the “Public”
July 15, 2015

Table 6-1 Level of Engagement and GVHA’s Promise to the Public

Planning Phase	Planning Stage	Project Focus	Project/ Engagement Milestone	Level of Participation	Promise to the Public
		Masterplan concept		primary stakeholders	and aspirations are directly reflected in the alternatives developed and provide feedback on how the input influenced the decision
	Stage 3	<ul style="list-style-type: none"> Review of draft Masterplan concept 	F	Consult —all stakeholders	<ul style="list-style-type: none"> We will keep you informed, listen to and acknowledge concerns and aspirations, and provide feedback on how the input influenced the decision
		<ul style="list-style-type: none"> Review of final draft Masterplan concept 	G	Involve —all stakeholders	<ul style="list-style-type: none"> We will work with you to ensure that your concerns and aspirations are directly reflected in the alternatives developed and provide feedback on how the input influenced the decision
		<ul style="list-style-type: none"> Inform stakeholders, First Nations and public of the final, GVHA and City approved, Masterplan 	H	Inform —all stakeholders	<ul style="list-style-type: none"> We will keep you informed

6.1 DECISION MAKING

6.1.1 Masterplan and Rezoning Decision Points

Two key factors are necessary for decision making in the master planning process. The first, is defining the **governance structure** (Figure 6-1) that will ultimately approve the direction and commitments of the plan in progress. Secondly, a range of collaboratively created and agreed upon criteria that will be used to evaluate the plan's consistency with the vision, principles, goals and objectives agreed to at the outset (Figure 6-2). As part of the engagement process the results of the evaluation are integrated and reported back to GVHA leadership, management and stakeholders at large.

Since the master planning process will be in parallel with a formal rezoning application “decision makers” are identified in Table 6-2 for each stream of work.

ENGAGEMENT PLAN 2015–2016

Level of Engagement—Promise to the “Public”
July 15, 2015

Table 6-2 Planning and Rezoning Decision Process

Planning Stage		Engagement Stage	Decision	Planning and Rezoning	
				GVHA	External
Phase 3—Functional and Facilities Plan	Stage 1	A	<ul style="list-style-type: none"> Approval of findings from site opportunities and constraints Approval of vision, decision criteria—environmental and community impact focus areas 	GVHA Management	
	Stage 2	B	<ul style="list-style-type: none"> Approval to release two Functional and Facilities Plan concepts for input Approval of preferred Functional/ Facilities Plan 	GVHA Management GVHA Board	Rezoning Pre Application—City of Victoria and James Bay neighbourhood Association through CALUC Process
Phase 4—OP Masterplan	Stage 1	C	<ul style="list-style-type: none"> Approval to proceed with Phase 4 masterplanning process 	GVHA Management	Rezoning Application—City of Victoria and James Bay Neighbourhood Association through CALUC Process
	Stage 2	D	<ul style="list-style-type: none"> Approval to engage on preliminary masterplan concept(s) Approval to proceed with masterplanning on the basis of any additional studies 	GVHA Management GVHA Board	City Review/Referral Period Planning and Land Use Committee Approve/Deny
		E	<ul style="list-style-type: none"> Approval to engage on a preliminary draft Masterplan 	GVHA Management	City Referral Period—Advisory Committees
	Stage 3	F	<ul style="list-style-type: none"> Approval / direction for edits to draft Masterplan Approval to consult on revised draft Masterplan 	GVHA Management	
		G	<ul style="list-style-type: none"> Approval of final Masterplan 	GVHA Management GVHA Board	Planning and Land Use Committee Council meeting First and Second Reading Application Review CALUC review
		H	<ul style="list-style-type: none"> Release of final Masterplan 	GVHA Management	Public Hearing Council Third Readings Bylaw Adoption

ENGAGEMENT PLAN 2015–2016

Level of Engagement—Promise to the “Public”
July 15, 2015

6.1.2 Governance: Decision Making

Decisions at each stage of the masterplanning process will be made in accordance with the following decision making/governance structure:

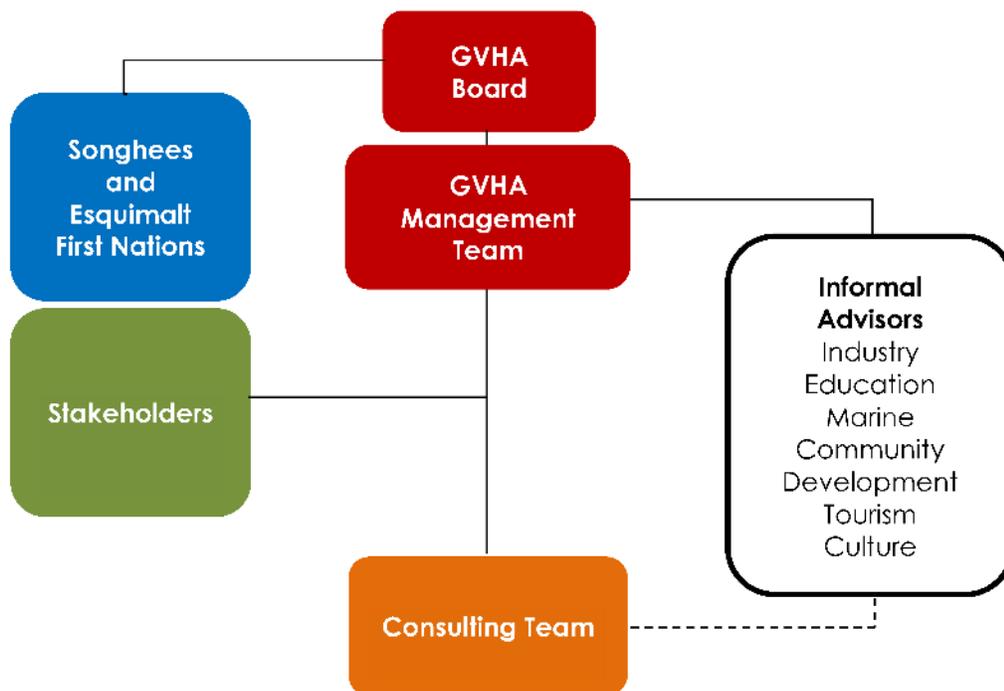


Figure 6-1 Governance Structure

6.1.3 OPMP–Decision Making Model

A decision making tool (Figure 6-2) has been prepared for the project. This tool will be applied at key points of the engagement process to help determine preferred planning strategies and solutions offered.

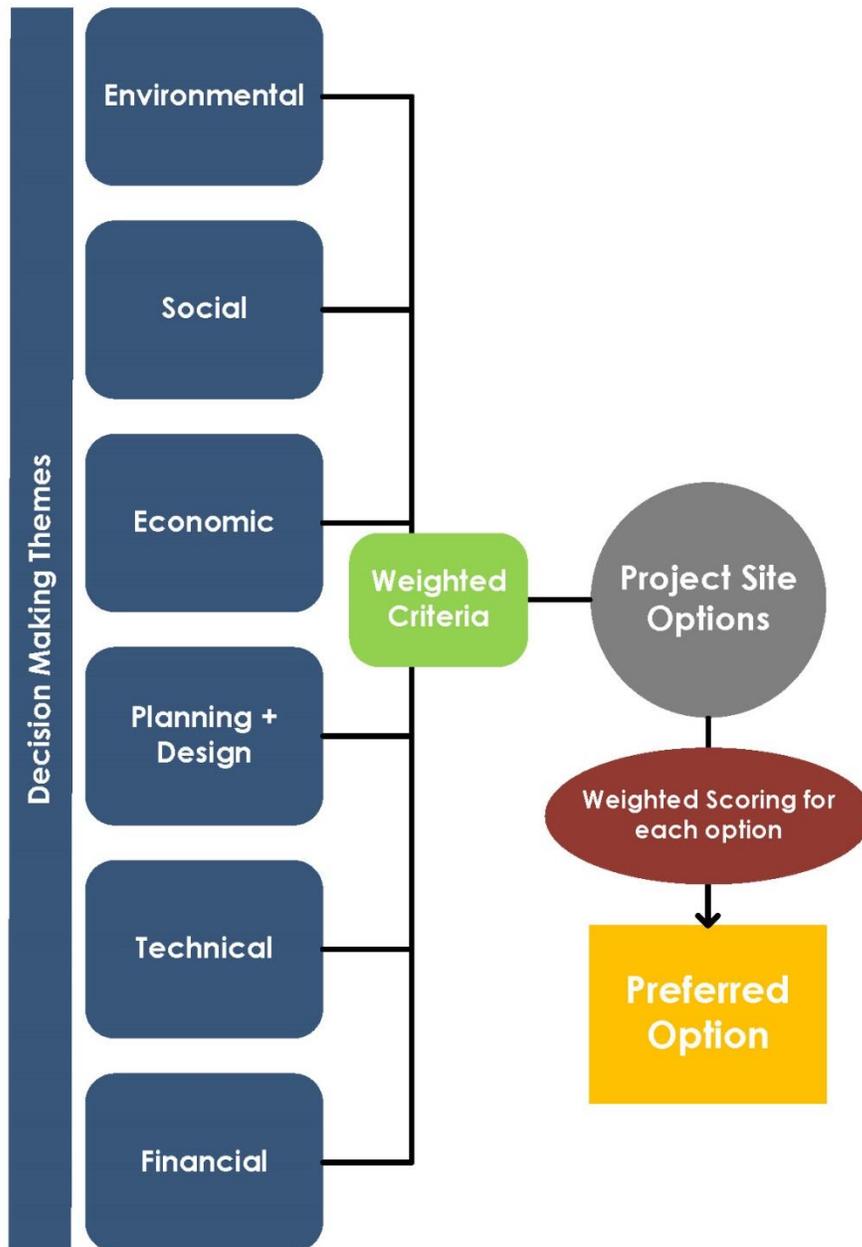


Figure 6-2 Decision Making Tool

7.0 ENGAGEMENT TIMELINES AND ENGAGEMENT TOOLS

7.1 MASTERPLAN ENGAGEMENT TIMELINES

The six engagement stages are proposed to occur as shown in Table 7-1 below. Pending the progression of the planning process, the identified dates may shift from time to time. Refer to Appendix B and Appendix C for more details.

Table 7-1 Engagement Timeline

Planning Phase	Planning Stage	Project Focus	Project/ Engagement Milestone	Estimated Timeline
Phase 3—Functional and Facilities Plan	Stage 1	<ul style="list-style-type: none"> Review and revise vision for Ogden Point Review site opportunities and constraints Define decision-making criteria to guide evaluation of facilities and functional plan scenarios 	A	June - September 2015
	Stage 2	<ul style="list-style-type: none"> Provide input on Facilities and Functional Plan Scenarios Identify a preferred Facilities and Functional Plan scenario Inform stakeholders, First Nations and the public of the final Facilities and Functional Plan 	B	October 2015
	Stage 3	<ul style="list-style-type: none"> Completion of Facilities and Functional Plan 	—	—
Phase 4—OP Masterplan	Stage 1	<ul style="list-style-type: none"> Inform stakeholders, First Nations and public about next steps in the OPMP process 	C	November 2015
	Stage 2	<ul style="list-style-type: none"> Co-creation of potential Masterplan concept(s) 	D	December 2015 – February 2016
		<ul style="list-style-type: none"> Review of preliminary Masterplan concept 	E	Mid- March 2016
	Stage 3	<ul style="list-style-type: none"> Review of draft Masterplan concept 	F	Late August -September 2016
		<ul style="list-style-type: none"> Review of final draft Masterplan concept 	G	Mid-October 2016
		<ul style="list-style-type: none"> Inform stakeholders, First Nations and public of the final, GVHA and City approved, Masterplan 	H	Early December 2016

ENGAGEMENT PLAN 2015–2016

Engagement Timelines and Engagement Tools
July 15, 2015

7.2 MASTERPLAN ENGAGEMENT OBJECTIVES AND TOOLS

Refer to Table 7-2: Masterplan Engagement Objectives and Tools on the following pages.

ENGAGEMENT PLAN 2015–2016

Engagement Timelines and Engagement Tools
July 15, 2015

Table 7-2 Masterplan Engagement Objectives and Tools

Planning Phase	Planning Stage	Project/ Engagement Milestone	Level of Participation	Engagement Objectives	Engagement Tools
Phase 3—Functional and Facilities Plan	Stage 1	A	Consult —all stakeholders	<ul style="list-style-type: none"> Advise stakeholders and public of project start up Inform stakeholders and public about the workplan for Phase 3 and Phase 4 Encourage/promote participation in upcoming engagements Educate stakeholders about the differences between Functional and Facilities Plans and Masterplans Educate stakeholders and public about site history, GVHA mandate and policy and regulatory context Review and revise vision for Ogden Point Obtain input site opportunities and constraints Identify decision criteria Confirm environmental and community impacts to be addressed through the planning process 	<ul style="list-style-type: none"> 1 workshop session—primary stakeholders Mind Mixer Discussion Board/Survey Roving Kiosks (e.g., breakwater) Regulator, CALUC and targeted stakeholder one to one meetings
	Stage 2	B	Collaborate —primary stakeholders Inform —secondary stakeholders	<ul style="list-style-type: none"> Generate functional and facility ideas for the site Co-determine the preferred site elements 	<ul style="list-style-type: none"> 1 workshop session—primary stakeholders Community Conversation—Open House Mind Mixer Discussion Board/Survey Online Interactive Mapping—StanMAP Roving Kiosks (e.g., breakwater, tourist / cruise passenger survey) Regulator, CALUC and targeted stakeholder one to one meetings
	Stage 3		Inform —all stakeholders	<ul style="list-style-type: none"> Inform the preparation of a preferred Functional and Facilities Plan 	<ul style="list-style-type: none"> Communications Strategy

ENGAGEMENT PLAN 2015–2016

Engagement Timelines and Engagement Tools
July 15, 2015

Table 7-2 Masterplan Engagement Objectives and Tools

Planning Phase	Planning Stage	Project/ Engagement Milestone	Level of Participation	Engagement Objectives	Engagement Tools
Phase 4—OP Masterplan	Stage 1	C	Inform —all stakeholders	<ul style="list-style-type: none"> Advise stakeholders and public of new phase start-up, timelines and process Inform stakeholders of the approved Functional and Facilities Plan Inform stakeholder about the interim studies and findings (if completed) Encourage / promote participation in upcoming engagements 	<ul style="list-style-type: none"> Communications Strategy CALUC Meeting with 200 m public meeting notice—notification of re-zoning application intentions
	Stage 2	D	Collaborate —primary stakeholders Consult —secondary stakeholders	<ul style="list-style-type: none"> Inform about the connection between the Functional and Facilities Plan and the Masterplan Showcase precedents and ideas Obtain input on precedents Development of preliminary site concepts , guidelines and controls 	<ul style="list-style-type: none"> 2 Design Charette Sessions—invited primary stakeholders Community Conversation—Open House Regulator, CALUC and targeted stakeholder one to one meetings 2 Advisory Committee Workshops (community and industry committees) Mind Mixer Discussion Board/Survey StanMAP Sounding Boards
		E	Involve —primary stakeholders	<ul style="list-style-type: none"> Input and refinement of preliminary Masterplan 	<ul style="list-style-type: none"> Community Conversation—Open House Regulator, CALUC (200 m community meeting notice) and targeted stakeholder one to one meetings 2 Advisory Committee Meetings (community and industry committees) Roving Kiosks (e.g., breakwater, tourist/cruise passenger survey) Mind Mixer Discussion Board/Survey

ENGAGEMENT PLAN 2015–2016

Engagement Timelines and Engagement Tools
July 15, 2015

Table 7-2 Masterplan Engagement Objectives and Tools

Planning Phase	Planning Stage	Project/ Engagement Milestone	Level of Participation	Engagement Objectives	Engagement Tools
	Stage 3	F	Consult —all stakeholders	<ul style="list-style-type: none"> Input and refinement of draft Masterplan 	<ul style="list-style-type: none"> Regulator, CALUC and targeted stakeholder one to one meetings 2 Advisory Committee Meetings (community and industry committees)
		G	Involve —all stakeholders	<ul style="list-style-type: none"> Input on final draft Masterplan 	<ul style="list-style-type: none"> Community Conversation—Open House (200 m community meeting notice) CALUC and targeted stakeholder one to one meetings 2 Advisory Committee Meetings (community and industry committees) Mind Mixer Discussion Board/Survey StanMAP Regulator Meetings (City Staff Review, Planning and Land Use Committee) Advisory Design Panel Referral (if necessary) Public Hearing
		H	Inform —all stakeholders	<ul style="list-style-type: none"> Release of final Masterplan 	<ul style="list-style-type: none"> Communications Strategy

ENGAGEMENT PLAN 2015–2016

Engagement with First Nation partners
July 15, 2015

8.0 ENGAGEMENT WITH FIRST NATION PARTNERS

As part of its guiding principles the GVHA is committed "...to working in partnership with the Esquimalt and Songhees Nations to achieve a meaningful role for them in the economy of Victoria Harbour."²

GVHA Commitment:

Recognizing the rights and traditions of Songhees First Nation and Esquimalt First Nation a separate consultation process will be conducted in parallel with the overall Engagement Plan. This will include:

- Regular updates via GVHA communications
- Information meetings on progress of the masterplanning work
- Opportunities to review and comment on materials as they are developed
- Presentations to both First Nations leadership and communities at key milestones of the masterplan
- One-on-one meetings as deemed necessary

² <http://gvha.ca/about.php>

ENGAGEMENT PLAN 2015–2016

Engagement Performance Measures
July 15, 2015

9.0 ENGAGEMENT PERFORMANCE MEASURES

The Project's engagement processes will be evaluated using both objective and subjective measures. Relevant measures that will be monitored include:

- Participant satisfaction with in-person sessions and online polling from time to time
- Number of specific meetings, open houses and other engagement sessions with First Nations, stakeholders and the public
- Online traffic statistics (e.g., number of visits, frequency, duration)
- Quantity and quality of dialogue generated (letters, comments, discussion on project website and external discussions)
- Number of and attendance at engagement sessions
- Subscribers to the project email distribution list
- Number of written complaints and approvals regarding the engagement process
- Media reports

These statistics will be tabulated and included in the project reporting, along with other indicators as part of the summary of engagement.

**APPENDIX A
EXTERNAL STAKEHOLDER ENGAGEMENT
PLANNING WORKSHOP PARTICIPANTS
AND RAW INPUT**

ENGAGEMENT PLAN 2015–2016

Appendix A External Stakeholder Engagement Planning Workshop Participants and Raw Input
July 15, 2015

Appendix A EXTERNAL STAKEHOLDER ENGAGEMENT PLANNING WORKSHOP PARTICIPANTS AND RAW INPUT

Engagement Plan 2015–2016

Victoria Executive Centre
915 Fort St, Victoria BC

March 24, 2015

In Attendance:

GVHA Community Advisors–Brian Scarfe
JBNA– Marg Gardiner
Tourism Victoria– Paul Nursey
Attractions Victoria–David Roberts
OPES–Paul Ridout
VEHS–Bernie Talbot
DVBA– Ken Kelly
Western Stevedoring–John Briant
Esquimalt Nation– Chief Thomas
Lisa Krakowski–Representing the GVHA Commercial Client Group

GVHA Staff & Stantec Consulting Ltd.

Sonterra Ross
Mike Graham
Mark Crisp
Justin Ellis
Nigel Gray
Lisa Moilanen

Regrets

Songhees Nation–Chief Sam

ENGAGEMENT PLAN 2015–2016

Appendix A External Stakeholder Engagement Planning Workshop Participants and Raw Input
July 15, 2015

Invitation List

The following organizations were invited to attend:

Songhees Nation
Esquimalt Nation
James Bay Neighbourhood Association
Downtown Victoria Business Association
Western Stevedoring
Cruise Lines International Association – North West & Canada
Tourism Victoria
Ogden Point Enhancement Society
Victoria Esquimalt Harbour Society
GVHA Community Advisors
Attractions Victoria
Representative of the GVHA Commercial Client Group
Victoria Esquimalt Harbour Society

Workshop Results

The following content is a verbatim transcription of the input participants provided in response to the questions posed and does not represent a consensus amongst the workshop participants.

1. Thinking about past engagements with the GVHA...what worked well and what could be improved?

Worked well:

- Small group sessions to review technical details (need agenda)
- Keep speaking to stakeholders

Could be improved

- Frequency of communications plus flow to stakeholders and public
- Educate public about history and regulatory obligations and purpose of port
- Ensure all stakeholders understand the “current” policy objective and consider the history
- Remain accessible to stakeholders
- Data—good process, little follow through
- Keep focused on reason for being
- Truthful communications remove spin in communications
- Appropriate time of awareness of process for engagement
- General public how to communicate with GVHA is important to make clear how to get involved
- Only ask questions you want answers to will do something about
- Ensure right stakeholders r the table for this
- What you do with the end is crucial
- Need to have a post analysis of engagement



ENGAGEMENT PLAN 2015–2016

Appendix A External Stakeholder Engagement Planning Workshop Participants and Raw Input
July 15, 2015

- Acknowledgement adjacent community as meaningful partner / stakeholder
 - Be responsive to stakeholders
 - Clear articulation of why GVHA exists and OPMP
 - Ensure all jurisdictions are respected
 - Understand what all want out of meeting to work together
 - GVHA to JBNA meetings annually
 - Clear concise ideas and agendas are important to follow objectives
 - Community advisory committee need good agendas to be successful
 - Stakeholders session – various opinions, didn't work well, no agenda
 - Be more targeted in communications who and how
 - Need to follow up
 - If GVHA had a want then a controlled engagement which is a concern – ensure all are included
 - Need to feel a part of the process including all stakeholders
 - Lack of authentic vision in engagement doing to be seen to; lack of execution
 - Open minded engagement – no preconceived notions is important
 - Follow through from engagement is important not just met
 - GVHA open public board meetings: too few meetings now
 - Hard to understand where Nation fits into this want to be, but unsure how it works best
2. Please review the draft stakeholder registry and advise which stakeholders have we missed or that should be re-considered?
- Clipper
 - Coho
 - City of Victoria is a conflict as a stakeholder list on their role
 - Should or shouldn't cruise lines be on this list? Keep them informed but not and the table
 - How the stakeholders will be involved and level is important to review
 - Bus operations
 - Excursion operations
 - Use organizations to communicate with a group: Attractions Victoria
 - BC Coast Pilots (3) should be combined with Pacific Pilotage (57)
 - Wave Venture (82) should be Global Marine Systems
3. What range of engagement tools could be used to ensure meaningful, yet reasonable, engagement of GVHA's partners, stakeholders and the public for this project?
- Open house
 - Targeted sessions for different stakeholders/groups/perspectives
 - Formal mailed notices, surveys, etc.
 - Mail outs
 - Online engagement and communications simple
 - In place
 - Steering committee balanced representation

ENGAGEMENT PLAN 2015–2016

Appendix A External Stakeholder Engagement Planning Workshop Participants and Raw Input
July 15, 2015

- Variety of communications – tools targeted to specific groups
- City of Victoria and JBA meetings to be part of the process
- Important to do engagements in steps and ensure clear to all
- Well controlled town hall – don't like otherwise
- Structured tailored questions and style not too general
- Both nations here and made to feel welcomed and heard
- Round table is critical to process such as today: could be a little larger group
- World café style is important such as today and at various stages
- Like analytical input
- Like online availability on your own time
- Depends on what you are asking if the tool works

APPENDIX B
ENGAGEMENT PLAN SUMMARY TABLE

ENGAGEMENT PLAN 2015–2016

Appendix B Engagement Plan Summary Table
July 15, 2015

Appendix B ENGAGEMENT PLAN SUMMARY TABLE

Planning Phase	Planning Stage	Project Focus	Project/ Engagement Milestone	Estimated Timeline	Level of Participation	Promise to the Public	Engagement Objectives	Engagement Tools
Phase 3 – Functional and Facilities Plan	Stage 1	<ul style="list-style-type: none"> Review and revise vision for Ogden Point Review site opportunities and constraints Define decision-making criteria to guide evaluation of facilities and functional plan scenarios 	A	June - September 2015	Consult –all stakeholders	We will keep you informed, listen to and acknowledge concerns and aspirations, and provide feedback on how the input influenced the decision	<ul style="list-style-type: none"> Advise stakeholders and public of project start up Inform stakeholders and public about the Workplan for Phase 3 and Phase 4 Encourage / promote participation in upcoming engagements Educate stakeholders about the differences between Functional and Facilities Plans and Masterplans Educate stakeholders and public about site history, GVHA mandate and policy and regulatory context Educate participants about how stakeholders are positively and negatively affected by operations at Ogden Point Obtain input site opportunities and constraints Review and revise vision for Ogden Point Identify decision criteria Confirm environmental and community impacts to be addressed through the planning process 	<ul style="list-style-type: none"> 1 workshop session–primary stakeholders Mind Mixer Discussion Board/Survey Roving Kiosks (e.g., breakwater) Regulator, CALUC and targeted stakeholder one to one meetings
	Stage 2	<ul style="list-style-type: none"> Provide input on Facilities and Functional Plan Scenarios Identify a preferred Facilities and Functional Plan scenario Inform stakeholders, First Nations and the public of the final Facilities and Functional Plan 	B	October 2015	Collaborate –primary stakeholders Inform –secondary stakeholders	We will look to you for advice and innovation in formulating solutions and incorporate your advice and recommendations into the decisions to the extent possible and provide feedback on how the input influenced the decision We will keep you informed.	<ul style="list-style-type: none"> Generate functional and facility ideas for the site Co-determine the preferred site elements 	<ul style="list-style-type: none"> 1 workshop session–primary stakeholders Community Conversation–Open House Mind Mixer Discussion Board/Survey Online Interactive Mapping–StanMAP Roving Kiosks (e.g., breakwater, tourist / cruise passenger survey) Regulator, CALUC and targeted stakeholder one to one meetings
	Stage 3	<ul style="list-style-type: none"> Completion of Facilities and Functional Plan 	—	—	Inform –all stakeholders	We will keep you informed	<ul style="list-style-type: none"> Inform the preparation of a preferred Functional and Facilities Plan 	<ul style="list-style-type: none"> Communications Strategy

ENGAGEMENT PLAN 2015–2016

Appendix B Engagement Plan Summary Table
July 15, 2015

Planning Phase	Planning Stage	Project Focus	Project/ Engagement Milestone	Estimated Timeline	Level of Participation	Promise to the Public	Engagement Objectives	Engagement Tools
Phase 4 – OP Masterplan	Stage 1	<ul style="list-style-type: none"> Inform stakeholders, First Nations and public about next steps in the OPMP process 	C	November 2015	Inform –all stakeholders	We will keep you informed	<ul style="list-style-type: none"> Advise stakeholders and public of new phase start-up, timelines and process Inform stakeholders of the approved Functional and Facilities Plan Inform stakeholder about the interim studies and findings (if completed) Encourage / promote participation in upcoming engagements 	<ul style="list-style-type: none"> Communications Strategy CALUC Meeting with 200 m public meeting notice–notification of re-zoning application intentions
	Stage 2	<ul style="list-style-type: none"> Co-creation of potential Masterplan concept(s) and input into preferred concept 	D	December 2015- February 2016	Collaborate –primary stakeholders Consult –secondary stakeholders	We will look to you for advice and innovation in formulating solutions and incorporate your advice and recommendations into the decisions to the extent possible and provide feedback on how the input influenced the decision	<ul style="list-style-type: none"> Inform about the connection between the Functional and Facilities Plan and the Masterplan Showcase precedents and ideas Obtain input on precedents Development of preliminary site concepts, guidelines and controls 	<ul style="list-style-type: none"> 2 Design Charrette Sessions–primary stakeholders Community Conversation–Open House Regulator, CALUC and targeted stakeholder one to one meetings 2 Advisory Committee Workshops (community and industry committees) Mind Mixer Discussion Board/Survey StanMAP Sounding Boards
		<ul style="list-style-type: none"> Review of preliminary Masterplan concept 	E	Mid-March 2016	Involve –primary stakeholders	We will work with you to ensure that your concerns and aspirations are directly reflected in the alternatives developed and provide feedback on how the input influenced the decision	<ul style="list-style-type: none"> Input and refinement of preliminary Masterplan 	<ul style="list-style-type: none"> Community Conversation–Open House Regulator, CALUC (200 m community meeting notice) and targeted stakeholder one to one meetings 2 Advisory Committee Meetings (community and industry committees) Roving Kiosks (e.g., breakwater, tourist/cruise passenger survey) Mind Mixer Discussion Board/Survey
	Stage 3	<ul style="list-style-type: none"> Review of draft Masterplan concept 	F	Late August - September 2016	Consult –all stakeholders	We will keep you informed, listen to and acknowledge concerns and aspirations, and provide feedback on how the input influenced the decision	<ul style="list-style-type: none"> Input and refinement of draft Masterplan 	<ul style="list-style-type: none"> Regulator, CALUC and targeted stakeholder one to one meetings 2 Advisory Committee Meetings (community and industry committees)
		<ul style="list-style-type: none"> Review of final draft Masterplan concept 	G	Mid-October 2016	Involve –all stakeholders	We will work with you to ensure that your concerns and aspirations are directly reflected in the alternatives developed and provide feedback on how the input influenced the decision	<ul style="list-style-type: none"> Input on final draft Masterplan 	<ul style="list-style-type: none"> Community Conversation–Open House (200 m community meeting notice) CALUC and targeted stakeholder one to one meetings 2 Advisory Committee Meetings (community and industry committees) Mind Mixer Discussion Board/Survey StanMAP Regulator Meetings (City Staff Review, Planning and Land Use Committee) Advisory Design Panel Referral (if required) Public Hearing
		<ul style="list-style-type: none"> Inform stakeholders, First Nations and public of the final, GVHA and City approved, Masterplan 	H	Mid December 2016	Inform –all stakeholders	We will keep you informed	<ul style="list-style-type: none"> Release of final Masterplan 	<ul style="list-style-type: none"> Communications Strategy

APPENDIX C
PROJECT ENGAGEMENT ROAD MAP

ENGAGEMENT PLAN 2015–2016

Appendix C Project Engagement Road Map
July 15, 2015

Appendix C PROJECT ENGAGEMENT ROAD MAP

APPENDIX D
FOCUS GROUP INPUT – DRAFT
ENGAGEMENT PLAN

ENGAGEMENT PLAN 2015–2016

Appendix D focus group input – draft engagement plan
July 15, 2015

Appendix D FOCUS GROUP INPUT – DRAFT ENGAGEMENT PLAN

DRAFT ENGAGEMENT PLAN 2015-2016 – FOCUS GROUP COMMENTS & GVHA RESPONSE

10.0 INTRODUCTION

Organizations that attended the March 24, 2015 engagement planning focus group session were invited to provide feedback on the draft Ogden Point Master Plan & Rezoning Application Engagement Plan. The draft plan was circulated to the following organizations on May 6, 2015:

- Esquimalt Nation
- Songhees Nation
- GVHA Community Advisors
- JBNA
- Tourism Victoria
- Attractions Victoria
- OPES
- VEHS
- DVBA
- Western Stevedoring
- Lisa Krakowski–Representing the GVHA Commercial Client Group

We are grateful to all of those organizations who were able to review and provide input. The following content presents the input received and how it was used to inform the preparation of the final engagement plan.

11.0 INPUT RECEIVED AND GVHA'S RESPONSE

11.1 JAMES BAY NEIGHBOURHOOD ASSOCIATION

Item	Input Received	GVHA Response
1	<p>1.1.3 Masterplan</p> <p>The goals suggest a focus on "distribution of activities" and "socio--economic and cultural context" while being silent on the impact on the nearby residential community and the environment.</p> <p>The goals lean heavily of physical form rather than performance standards to ensure compatibility.</p> <p>Although the goals suggest the relationships between buildings/structures and their connectivity, it misses a key potential attribute regarding the siting of such structures to minimize the noise and emissions disruptions to the neighbourhood created by commercial helicopter activities.</p> <p>Ogden Point is not isolated – it is in a residential community – the Masterplan Goals need to align to the goals and objectives within the JB Neighbourhood Plan.</p> <p>Recommendation: Create additional goals that include operational responsibilities</p>	<ol style="list-style-type: none"> 1. For clarification, the masterplan is intended as means for delineating the physical layout of a property over a prescribed time period. This is further supported by guidelines that provide direction on a range of components affecting the site use, activities and operation. This includes architecture, landscape, transportation, services, urban design and way finding. 2. The masterplan forms the basis of the application for rezoning and amendments to the OCP. What is at issue here, is the scoping of the masterplan and what it will address not only physically, but in terms of environmental and social impacts and compatibility of the property with the community. 3. Goals will be reviewed and revised to better reflect the concerns of environmental and social impacts on the community. These will in turn be incorporated into objectives and criteria used to evaluate the masterplan as it progresses. 4. Appropriate operational and management strategies, as key part of the development implementation plan, will be integrated into the masterplan.

ENGAGEMENT PLAN 2015–2016

Appendix D focus group input – draft engagement plan
July 15, 2015

Item	Input Received	GVHA Response
		<p>5. Performance standards will be addressed through the planning mechanisms available under the Local Government Act which can be enforced by the City of Victoria.</p> <p>6. Goals/objectives will be amended to specifically recognize the City's OCP and the James Bay Neighbourhood Plan as guiding regulatory and policy direction.</p>
2	<p>1.1.5 Vision</p> <p>The Vision as formulated several years ago denies the City of Victoria and the need for GVHA to be a responsible corporate citizen with regard to stewardship of land and the environment.</p> <p>The premise reflects the attitude which denies the role(s) of the City of Victoria, not only as the municipality within which GVHA properties are situated, but as one of the two key government organizations which have authority over the harbour and foreshore lands, namely Transport Canada and the City of Victoria. It was the attitude of 2008---2011 that led to the decimation of social license and trust of GVHA.</p> <p>Victoria Harbour is no more a harbour of the "region" than Esquimalt and Swartz Bay harbour; Esquimalt hosts shipbuilding and the National Graving Dock and is one of only two significant military marine centres in Canada while Swartz Bay is the vital marine transportation link for the peninsula.</p> <p>Recommendation: Create a new "Vision" statement for Ogden Point that reflects responsibilities as well as ambitions and acknowledges the oversight authorities of Victoria Harbour waters and land.</p>	<p>1. The vision has been deleted from the engagement plan. The intent of the Phase 3 is to review and refine the past vision as it pertains to the intent of masterplan and the resultant end state of the property within the James Bay community. The engagement plan objectives have been updated accordingly.</p>
3	<p>1.1.6 Scope & Limitations</p> <p>The scope is defined narrowly in terms of financial benefit and physical form, sidelining noise, emissions and traffic impacts, suggesting they be dealt with "in other mechanisms".</p> <p>The JB Neighbourhood Plan, as signed off by the JBNEA and the City states that "industries whether new or established be compatible with the neighbourhood" and that "enforceable performance standards (e.g. noise, odour, etc.)" be developed.</p> <p>Recommendation: Broaden the Scope of the Masterplan considerations to reflect the longstanding City approved</p>	<p>1. The scope and limitations section of the engagement plan has been updated to more clearly commit to using the masterplanning process to identify strategies to avoid, control and / or mitigate the effects of permitted activities on noise, air quality and traffic where these effects are within municipal regulatory control and jurisdiction. The section has also identified the</p>

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	<p>goals and objectives. Such a broadening of scope is also in keeping with the societal expectations world-wide for greener, cleaner and more responsive industrial operations</p>	<p>potential to use available and modern municipal regulatory mechanisms such as Development Permit Areas to establish performance metrics.</p> <p>2. The GVHA maintains that not all effects that are of concern to the community can be entirely addressed through the masterplan. As such, it is necessary to be transparent about these regulatory and scope requirements.</p>
4	<p>1.1.6 Figure 1--4 Application of Planning Mechanisms</p> <p>The identification of "guidelines to mitigate building emissions" as the only phase 3---4 focus under the category of "Emissions (shipping/building and vehicle borne)" is beyond a denial of issues associated with activities at Ogden Point. Whitehall Rowing states, quite correctly, that the air leaving its facility is cleaner than the air entering it.</p> <p>Site development points do not include any focus on using the siting of structures to mitigate environmental and social impacts (noise and emissions). This is a significant shortcoming in the Mechanisms Planning chart.</p> <p>Recommendation: Broaden the scope of mechanisms to encompass the realities of operations on site.</p>	<p>1. The planning mechanism table has been developed to identify where the optimum opportunity to address the concerns outlined by the JBNA. We maintain that issues such as emissions and noise cannot be fully as addressed through just physical planning and siting of structures. Indeed these strategies are generally coordinated with operation, management, and behaviour changes. Subsequently it is envisioned that the GVHA intends to conduct a parallel process that will examine operational and management opportunities which will feed into the masterplan as appropriate.</p> <p>2. We stress that use of performance standards required in the JB Neighbourhood Plan, and their potential inclusion within the future zoning and development permitting conditions of the property, will need to be drafted to reflect the jurisdictional authority for the City of Victoria. For example, aspects of air quality emissions may fall under senior government jurisdiction beyond the powers of the zoning application.</p>

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		3. The Planning mechanism matrix will be refined to reflect more detail as appropriate.
5	<p>3.1 Co--Creation</p> <p>As an invitee to the first Co---Creation workshops, JBNA appears to be considered either a GVHA partner or stakeholder. The terms internal and external, primary and secondary partners, and stakeholders and key stakeholders, are used in various sections of the document.</p> <p>The "stakeholder" registry provided at the workshop was vetted. Most comments have been incorporated in the new listing. However, some organizations remain which should be removed or shifted.</p> <p>Recommendation: Clarify which group is in each category of partner and/or stakeholder. (See Section 5 Registry and Section 6.1.2 Governance).</p>	1. Reference to "partner" was removed to avoid unintentional confusion.
6	<p>3.2.2 Improve: Education and Meaningful Engagement</p> <p>Missing from these sections is the need to educate public and participants (including GVHA) of quality of life factors and measures such as those provided by the WHO Guidelines for Community Noise.</p> <ul style="list-style-type: none"> o Such guidelines speak to JBNP compatibility requirements and increasing world--- wide expectations of cleaner, greener industrial activities, particularly within urban settings. <p>Recommendation: Include meaningful educational/informational goals that include metrics relating to impacts of activities on the residential community.</p>	1. Though the GVHA recognizes the WHO guidelines, it is beyond the scope of this project to educate stakeholders about the quality of life factors and measures referenced.
7	<p>4.1. Approach to Engagement and Transparency</p> <p>The inform section states that "balanced and objective information" is to be provided. Further that work will include the understanding of public "concerns". However, nowhere does it state that there will be any attempt to mitigate impacts or that "concerns" will be addressed.</p> <p>Recommendation: Without the inclusion of social--- environmental costs, the education and "engagement" will not be complete or honest. Changes must be made to the Scope and Limitations section to give honest meaningful engagement.</p>	1. The principles are what will guide the engagement activities. They are not principles intended to guide the physical planning of the site. It is the intent of Phase3 to establish decision making criteria to guide the design of the site. This recommendation is very relevant to the upcoming decision criteria discussion. However, please see response # 1 above for how the goals of the masterplanning project have been updated to reflect the intent to avoid, control and / or mitigate the undesirable

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		<p>effects of permitted activities on the local neighborhood and environment.</p> <p>2. Please see response #3 above for edits made to the Scope and Limitations section.</p>
8	<p>5.1 Registry of Partners, Stakeholders and the Public</p> <p>At the workshop, there was agreement between the industry and JBNA representatives that Victoria AM and GVHA Life Members should not be on the Registry.</p> <p>We have difficulty understanding how an organization such as Victoria AM can be considered as a “secondary” stakeholder on par with a secondary stakeholder such as Western Stevedoring.</p> <p>There are organizations which are represented in several ways, for example, Butchart Gardens, which does not accept responsibility for any impacts associated with Ogden Point activities, is represented by several other organizations. As a member agency through Tourism Victoria, as a Tourism Secondary through Attractions, Butchart itself and Shore---Ex providers.</p> <p>This type of over---representations creates an imbalance of interests, especially since no environmental agencies, such as Friends of the Earth, have been included.</p> <p>UDI is not a stakeholder.</p> <p>David Foster Way is, to our knowledge, not a foundation let alone a stakeholder in Ogden Point. The City of Victoria's Foster Way harbour pathway is important and must be incorporated in the plan, but not as a stakeholder since it is neither a stakeholder nor an organization.</p> <p>There are a couple of organizations that appear twice, namely Seaspan and FAS.</p> <p>The plan identifies a GVHA created group as a primary public/community organization, but which is neither a public group nor a community group. GVHA's Community Advisors group is a GVHA appointed group of people who do not represent any segment of the local community or beyond. It includes at least one GVHA client (tenant) and several of the appointees do not live in the community and hence are not living with the impacts of cruise---tourism or other activities associated with Ogden Point.</p> <p>The largest, most successful and socially responsible developers wisely consult extensively with the local community land-use consultative organization. For Ogden Point, the local organization is a committee of JBNA. JBNA has a positive reputation amongst the</p>	<p>1. The categories have been clarified and the stakeholder registry has been updated.</p>

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	<p>development community for understanding large development processes and needs and for providing local input and facilitating local review.</p> <p>Recommendation: As per recommendation under section 3.1, revise and clarify categories.</p>	
9	<p>6.1 Level of Engagement: Table 6.1</p> <p>A feedback loop needs to be included, i.e. after listening to stakeholders, rationale for rejecting any “concerns and aspirations” should be a commitment for both stage 1 and 2 in Phase 3 and going forward.</p> <p>Recommendation: Create meaningful feedback loop.</p>	<ol style="list-style-type: none"> 1. The promise to the public has been updated accordingly throughout the plan. In accordance with the International Association for Public Participation, efforts will be made to advise stakeholders about how their input has been incorporated, or not, into the plan.
10	<p>6.2 & 6.1.2 Decision--Making</p> <p>Criteria used in decision---making should include, indeed be led by, the JBN Plan objectives of compatibility and an over-riding GVHA value of not doing harm and not disturbing residents, who should be sought as partners in support of GVHA activities.</p>	<ol style="list-style-type: none"> 1. The decision making criteria will be established collaboratively during the Phase 3 stage 1 engagement. No changes were made to the engagement plan.
11	<p>Figure 6---1 Governance Structure identifies 2 categories that have not been defined, namely Key Stakeholders and Technical/Policy Advisory Committee. What is meant by these terms?</p> <p>Who is included within each group?</p>	<ol style="list-style-type: none"> 1. The decision making governance model has been updated.
12	<p>7.2 Masterplan Engagement Objectives; Table 7--2</p> <p>Stage 1 identifies targeted stakeholder (including CALUC) one to one meetings and Stage 1 is to be completed by late May. Although JBNA has offered on a couple of occasions over the past three months to schedule such a meeting, no meeting has been requested.</p>	<ol style="list-style-type: none"> 1. Currently the project remains in the engagement planning stage. Stantec and the GVHA have yet to begin formal meetings and consultations. 2. The intent is to meet with the JBNA when new materials are ready to focus the discussion. 3. Over the past 8+ years the JBNA has provided a wealth of input and information that has been reviewed by the Stantec team in preparation of beginning planning work. To that end it has not been necessary for the team to meet at this stage. However, we do recognize and expect close discussions and collaboration with the JBNA in coming weeks.

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13	<p>We have great concerns over the Stage 4 references to the CALUC process. As mentioned under comments for Section 5.0, JBNA has experience in large project community consultation. Table 7.2 raises questions about the understanding and intent of the public consultation process. We would hope that GVHA and Stantec recognize the value of respecting the process developed by JBNA with other large projects such as Capital Park and others not yet at the "formal" CALUC public process stage. (See Section 7.3)</p>	<p>1. We very much appreciate the experience of the JBNA and look forward to working with you through the process. The engagement plan, and the processes described within, have been deliberately aligned with, and exceed, the City's established land planning approval requirements. We are working within the City of Victoria's established protocols.</p>
14	<p>7.3 Community Association Engagement This section merely states "Additional Commentary Pending". The gap in this section is related to the absence of the "one to one" meetings as scheduled under Section 7.2.</p>	<p>1. This section has been deleted as engagement of the CALUC is identified throughout the engagement plan and is in alignment with the City's requirements.</p>
15	<p>Appendix A A.1–3 Planning Workshop Summary Listings of comments are raw input, hence not a list of agreed upon or consensus points.</p>	<p>1. Edits to the appendix were made to clarify that the input is raw and does not represent consensus amongst participants.</p>
16	<p>Appendix B B.1 Summary Table: Stage 1 "Confirm environmental and community impacts to be addressed through the planning process" Recommendation: Impacts must be addressed, and resolved through the Ogden Point Masterplan and rezoning process.</p>	<p>1. The opportunity for the masterplan to identify strategies to avoid, control and / or mitigate impacts on adjacent neighborhoods and the environment has been included in the list of goals (see section 1.1.3).</p>

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11.2 GVHA COMMUNITY ADVISORS

Item	Input Received	GVHA Response
1	<p>1.1.3: What is a Masterplan?</p> <p>Add a further bullet: "Determines how the social and environmental impacts of permitted activities on the local neighbourhood are to be controlled and/or mitigated."</p>	<p>1. Content has been adjusted as suggested.</p>
2	<p>1.1.5: Vision for the Masterplan</p> <p>Add the City of Victoria to the quoted section: "Ogden Point will continue for GVHA, the Esquimalt and Songhees Nations, the City of Victoria, and the region." It is (and consistently has been) an egregious error to leave the City of Victoria out of this quote, since all GVHA activities including those at Ogden Point are within the boundaries of the City of Victoria. In fact, the Phase 1 vision contained an inappropriate denial of the City's role and importance in everything that GVHA wants to achieve.</p>	<p>1. See response 2 re: Item 1.1.5</p>
3	<p>The suggestion that larger issues connected with traffic, noise and emissions are outside the scope of the masterplan and need to be addressed by other means (e.g. regulation) also suggests that "GVHA should be granted its requested rezoning, and then it will perhaps deal with these issues later". However, there are a large number of members of the James Bay community who would argue that "unless these issues are dealt with appropriately and promptly, GVHA should be denied its requested re-zoning". Zoning and performance go hand in hand, and indeed there is a workable concept of "performance zoning", which JBNA introduced to GVHA some several years ago.</p> <p>Figure 4.1 Summary Matrix</p> <p>All things important to the impacts on the James Bay community of Ogden Point activities seem to be left out of the masterplan and are considered only to be future regulatory matters, perhaps to be considered in parallel/external studies. Metrics for some of these impacts have already been developed, but operational mitigations have largely been ignored. The notion that any such mitigation would be phased in gradually, when the neighbourhood has been putting up with these impacts for several years, is really anathema.</p>	<p>1. The scope and limitations section of the engagement plan has been updated to more clearly commit to using the masterplanning process to identify strategies to avoid, control and / or mitigate the effects of permitted activities on noise, air quality and traffic where these effects are within municipal regulatory control and jurisdiction. The section has also identified the potential to use available and modern municipal regulatory mechanisms such as Development Permit Areas to establish performance metrics.</p> <p>2. The GVHA maintains that not all effects that are of concern to the community can be addressed through the masterplan. As such, it is necessary to be transparent about these regulatory and scope requirements.</p>
4	<p>Please also correct reference to JBNA (not JBNP) in table. (I should also point out that JBNA has done lots of quantitative analysis with respect to traffic volumes, noise impacts, and cruise ship emissions, as well as completing a</p>	<p>1. JBNP is in reference to the neighborhood plan and not the organization. No edits were made.</p>

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	comprehensive community survey.)	2. Thank you for making us aware on the ongoing work the JBNA has undertaken. We will be including this background material in our reviews and considering it during the masterplanning process.
5	<p>3.2.2 How Could We Improve?</p> <p>Education: The notion of educating the public and participants about the regulatory context (Municipal, Regional, Provincial, Federal) is odd, because there are a good number of members of the public who are more informed about the regulatory context than GVHA has indicated by its performance to date.</p>	1. We appreciate your perspective. It remains a goal of the GVHA to provide those who choose to participate in the process a baseline understanding about the regulatory context in which the masterplan is being prepared.
6	<p>Engagement Plan 2015-16:</p> <p>Transparency: "Communicate to stakeholders what they can and cannot influence in the engagement process and what concerns are beyond the scope of the project." This again suggests that addressing the social and environmental impacts of Ogden Point activities will be considered to be beyond the scope of the Masterplan process.</p> <p>4.2 Objectives of the Engagement Process</p> <p>"Manage partner, stakeholder and public expectations." Expectations cannot be managed unless you know what they are, and have respected and accommodated them.</p>	<p>1. It is the GVHA's intent to be transparent throughout the planning process. We believe this begins by clearly articulating what is within and beyond the scope of the masterplan given the respective regulatory frameworks and authorities.</p> <p>2. Please see # 3 above for details on how the plan will address potential social and environmental impacts.</p>
7	Stakeholder Register: The split between primary and secondary stakeholders in the stakeholder register is most appropriate. I should note that Seaspan is duplicated across two categories.	1. Seaspan has been addressed.
8	7.3 Rezoning Application - Community Association Land Use Committee Engagement: this missing section requires full discussion with JBNA (and perhaps also with City Planning) before finalizing.	1. This section has been deleted as engagement of the CALUC is identified throughout the engagement plan and is in alignment with the City's requirements.
9	Appendix A: Planning Workshop. Please correct spelling of my name: it is Brian not Brain!	1. Edit addressed.
10	A.3 bullet five correct JBNA (not JBA), and again on last page of appendix.	1. Edit addressed.

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11	Summary Table, Section E: "Regulator, CALUC (200 m community meeting notice) and targeted stakeholder one to one meetings" should appear here, as it does in table 7.2 within the text. The "200 m community meeting notice" element is missing. There need to be two large public meetings coordinated by JBNA, one at the beginning of Phase 4, and another towards the end of Phase 4.	1. Edits addressed as suggested.

11.3 OGDEN POINT ENHANCEMENT SOCIETY

Item	Input Received	GVHA Response
1	Thank you for the opportunity to comment on your "Draft Engagement Plan". Firstly I'd like to compliment you on getting the essence of the OPMP process in this document! I'm presuming we're not critiquing this draft document for grammar & spelling as many areas which require attention throughout the document (e.g. page 1 – last paragraph).	1. Document was reviewed for spelling and grammar.
2	Page 9 – Education: I think it would be wise to add an extra bullet providing a brief history of the GVHA which would include explaining that it is a not-for-profit society & not a public body. As such it should be explained that it does <u>not</u> have the ability to raise funds through taxation to meet its budget. Hopefully this should help everyone understand the mandate of the GVHA.	1. Included the objective to educate audience about the history and mandate of the GVHA.
3	Page 21 – What is the "Technical/Policy Advisory Committee?" in Figure 6-1 "Governance Structure"? I can't find this mentioned anywhere else in the document. If this is being suggested then it should have some type of definition in the document.	1. The Decision Making governance model has been updated.
4	Page 23 – Table 7-1 "Engagement Timeline" – Phase 4-OP Masterplan – Stage 3 – First bullet – Is it realistic to roll out the "Review of draft Masterplan concept" in Mid-July of 2016 when many people are on holidays?	1. Timeline has been adjusted to begin this session in late August / September.
5	Page A.1 – Meeting date was not May 5, 2015 but March 24, 2015-05-12	1. Edited as suggested.

11.4 TOURISM VICTORIA

Item	Input Received	GVHA Response
1	No comments from me thanks.	1. No response required.