

## AAFC STAKEHOLDER ENGAGEMENT PLAN

### **Initiative: Transfer of Land to the NCC for the construction of a new Civic Hospital Campus**

#### **Purpose:**

This communication plan is being developed to guide AAFC/NCC officials on the engagement/consultation activities associated with the proposed transfer of land at the Central Experimental Farm (CEF) to the NCC for the purpose of enabling a long term lease to The Ottawa Hospital (TOH) for the construction of a new Civic Hospital Campus.

#### **Background:**

The CEF was established in 1886 and was designated as a National Historic Site in 1998. This designation confirms the historical and cultural significance of the site. The CEF is home to AAFC's Eastern Cereal Oilseed Research Program, one of 19 research centers across Canada.

Since April 2012, AAFC has closed a total of 30 facilities - including research farms - across the country which resulted in national and regional media attention. To date, operations have ceased at these locations and AAFC is now in the divestiture phase. While media coverage on the closures has subsided, public discussions are ongoing in some regions (ie, Chapais, Kapuskasing) with municipalities that have expressed interest in acquiring the properties.

#### **Current Situation:**

Treasury Board has approved the transfer of administration of up to 60 acres of the CEF to the NCC for a nominal sum to enable the NCC to lease the site to TOH for the construction of a new Civic Hospital Campus. The approval is subject to AAFC and NCC completing all due diligence and legal requirements for consulting with Aboriginal Groups, prior to finalizing the transfer.

It is considered that the general public, health care organizations, local businesses and universities would be favourable to such a project. However, surrounding communities, green space activists, stakeholders involved in other AAFC disposal activities and various heritage groups may raise concerns.

This plan outlines the target audiences, key messages and timing for engagement/consultations being led by AAFC – addressing interests and issues related to the proposed transfer to the NCC. A separate plan will be prepared by the NCC for consultations related to the proposed lease and TOH project.

As there is a legal duty to consult with Aboriginal Groups, a specific consultation plan has been developed to ensure aboriginal rights and interests are addressed.

#### **Identify Stakeholders (and interests) – AAFC lead**

Federal: NCC (as a partner), Parks Canada (National Historic Site), Environment Canada (environmental assessments), NR Can (has assets on an adjacent site), CFIA (occupant on the CEF), Regional Minister

AAFC Employees: on the CEF, ECORC scientists, NH Cap, Scientific Community, Corporate

Management

Aboriginal Groups: Algonquin First Nation, other local aboriginal groups (legal duty to consult)

Other: Friends of the Farm, Central Experimental Farm Advisory Committee, Local Community

Associations; Ottawa Botanical Gardens (Canadensis), Heritage Groups including Heritage Ottawa

Note: NCC's plan will identify other stakeholders - Province of Ontario, Ministry of Health,

Infrastructure Ontario, Municipality – Planning Department

**Messages:**

Target audience	What they need to know	Key Communication Messages
Parks Canada and National Historic Sites and Monuments Board and Heritage Groups (Heritage Ottawa)	Government approved the transfer of up to 60 acres of the CEF to the NCC.	<ul style="list-style-type: none"> <li>- <i>Same as overall AAFC/NCC Communication Plan including why this site; other messages could include:</i></li> <li>- This is less than 6% of the complete Farm site</li> <li>- The CEF will continue to be used for scientific research for the benefit of farmers and the agricultural industry across Canada</li> <li>- Will work with Heritage experts to ensure protection of heritage values</li> <li>- The transfer will include conditions to ensure the Farm's significance as a cultural landscape is not unduly compromised</li> <li>- Heli-pad to be relocated to top of new building</li> </ul>
NR Can, CFIA, Environment Canada	Government approved the transfer of up to 60 acres of the CEF to NCC	<ul style="list-style-type: none"> <li>- <i>Same as overall AAFC/NCC Communication Plan including why this site; other messages could include</i></li> <li>- Note: Information provided as NRCan occupies an adjacent property and CFIA is an occupant on the CEF; Environment Canada – process related only related to Environmental Assessments</li> <li>- Helipad to be relocated to top of new building</li> </ul>
Central Experimental Farm Advisory Council, Friends of the Farm; Ottawa Botanical Gardens (Canadensis) and the Agriculture Museum All non-federal tenants on the CEF	Government approved the transfer of up to 60 acres of the CEF to the NCC.	<ul style="list-style-type: none"> <li>- <i>Same as overall AAFC/NCC Communication Plan including why this site; other messages could include</i></li> <li>- This is less than 6% of the complete Farm site</li> <li>- The CEF will continue to be used for scientific research for the benefit of farmers and the agricultural industry across Canada</li> <li>- The transfer will include conditions to ensure the Farm's significance as a cultural landscape is not unduly compromised and AAFC research programs are protected.</li> <li>- Agriculture research programs using the site to be transferred will continue on the site until TOH requires physical access (approximately 5 years)</li> </ul>

		<ul style="list-style-type: none"> <li>- Helipad to be relocated to top of new building</li> </ul>
AAFC internal – on the CEF, NHCAP, Regions, ECORC Scientists, Unions?	Impact of the land transfer to the NCC on their research programs	<ul style="list-style-type: none"> <li>- <i>Same as overall AAFC/NCC Communication Plan including why this site; other messages could include:</i></li> <li>- Impact on employees will be minimal</li> <li>- Agriculture research programs using the site to be transferred will continue on the site until TOH requires physical access (approximately 5 years)</li> <li>- During that time, will work together to develop a plan for relocation of research activities, currently on the land to be transferred, to another location on the CEF</li> </ul>

### Communication Methods and Timing

Stakeholders	Lead to Contact	How	When
Parks Canada National Historic Sites and Monuments Board	Office of the Director Real Property and Building Operations AAFC	Phone call – to confirm contacts Follow-up e-mail to invite to a meeting to review/discuss heritage integrity issues	Post TB Approval June/2014 Note: possible contact with Parks Canada in advance
NR Can, CFIA and Environment Canada	Office of the Director Real Property and Building Operations AAFC	E-mail notification - offering opportunity to discuss as required Note: Environment information relates to environmental assessments	Post TB Approval June /2014 e-mail release immediately after public announcement
Central Experimental Farm Advisory Council (CEFAC): Friends of the Farm and the Agriculture Museum, Ottawa Botanical Gardens Heritage Ottawa, Other non-federal tenants	Office of the Director Real Property and Building Operations AAFC	Phone call – to President CEFAC to advise of decision and request a special meeting be arranged for a briefing with all these interested groups – meeting will include a presentations by NCC/TOH E-mail to all occupants on the site with an invite to the information session Opportunity for feedback	Call post approval; e-mail release post TB approval - immediately after public announcement
ECORC Scientists	ADM Science and	Phone call – to ADM to	Call – post approval

AAFC Science Community	Technology Branch	plan outreach to all scientists and community Follow-up e-mail invite to a meeting to discuss specific issues/strategies	E-mail release post TB approval and immediately after public announcement
All AAFC Employees	ADM Corporate & Communications	Issue News@Work to all employees	Release immediately after public announcement Done
Local Community Association – Civic Hospital Community Association	Office of the Director Real Property and Building Operations AAFC	Call to the President – advising of the Information Session to be held. Follow-up e-mail or letter invite to a meeting	Post TB Approval June 2014 Immediately after public announcement
Algonquin First Nation and other Aboriginal Groups	Office of the Director Real Property and Building Operations AAFC	Letter – advising of the government decision and inviting comments/input on rights and title (see specific consultations strategy)	Post TB Approval June 2014 Issue letter immediately after public announcement

**Communication Methods:**

- Consultation/presentation/information sessions
- Targeted correspondence (e-mails, letters);
- Targeted calls

## **Consultation Plan – AAFC/NCC Strategic Initiative**

### **Components of Consultation Plan – Aboriginal Consultations**

Elements of a consultation plan are:

- Objectives / Project Description
- Environmental Analysis
- Internal and Interdepartmental Coordination
- Criteria for Identifying Aboriginal Groups
- Consultation Process
- Timeline
- Code of Conduct for Consultations
- Communications
- Consultation Record
- Ongoing Evaluation
- End of Process Evaluation and Decision
- Reporting Back
- Follow-up
- Contact Information

### **Objectives/Project Description**

- Clearly describe the Crown activity or project.
- Clearly state the purpose and objectives of the consultations. The statement of purpose should be broad enough and flexible enough to accommodate stakeholders' views, but precise enough to keep the discussion centred on the issue at hand.
- Outline the scope of the consultations (i.e. what should and should not be considered as part of the consultations)
- Present the rationale for the government activity or project, clearly demonstrate the need for the Crown activity or project and explain why, at this point, this activity is chosen over other possible actions. Ensure that there is flexibility in the proposed plan in case accommodations are required.
- Identify authority for this Crown activity or project.
- Write in plain, non-technical language.

### **Environmental Analysis**

- Provide confirmation that there is ministerial and/or senior management support of the proposed Crown project or activity, that it is consistent with departmental and government policies and is consistent with government priorities
- Assess the social, economic, health and/or environmental impacts of the proposal where appropriate
- Indicate if an Environmental Assessment is required for the Crown activity or project
- Provide an initial assessment of potential interest of Aboriginal groups and the positions they may take
  - their perspectives with respect to the proposed activity
  - what they may propose
  - potential sources of conflict
- Provide an initial assessment of whether this activity will be contentious
- List any previous related communications, engagements or consultations with Aboriginal groups

### **Internal and Interdepartmental Coordination**

- List which other departments, if any, are involved or should be involved and indicate which department will take the lead
  - AAFC (lead on the proposed transfer of land to NCC)
  - NCC (lead on the proposed lease and proposed project – supported by TOH)
- Identify who is the decision maker and who has what authority
  - **MOU** – outlines the roles and responsibilities of AAFC, NCC and TOH.
  - Subject to GIC (transfer of title and lease) and Provincial (TOH project) authority
- Outline areas of collaboration with other departments: Parks Canada (National Historic Sites), PWGSC, AAND, Environment Canada
- Identify what advice/guidance/decisions will be required from central agencies and other departments during the process – ex. Department of Justice, Treasury Board, PCO, INAC
  - Interdepartmental meetings

- TBS, GIC, PCO, INAC, Justice, AAND
- Determine and describe what impact internal/interdepartmental coordination will have on timeline
- Describe if other departments have recently held consultations on similar topics or with the same Aboriginal groups

DND – Rockcliffe

City of Ottawa – LRT

NCC

- Identify possible need for involvement of provincial or territorial governments or private industry in the Crown Consultation process.
  - Province of Ontario in support of the TOH ???
- Identify if participation in third party or provincially run consultation processes could inform or satisfy some or all of the federal needs.
- Identify if a consultant might be of assistance to facilitate consultations
- Indicate who should be the note-taker for the federal team during consultations. It is not necessarily intended that these notes be shared outside of the federal team but they will form the basis of the record of discussion.
- Identify who should keep track of issues as they arise and ensure they are addressed

### **Criteria for Identifying Aboriginal Groups**

- Set out which Aboriginal groups will be consulted and why (e.g. asserted or established Aboriginal rights; asserted or established Aboriginal title; treaty rights; ongoing litigation)
  - Algonquins of Ontario
  - Other.... ??
- Include a description of the right(s) claimed by each Aboriginal group

### **Consultation Process**

- Set out what tools/methods/approaches will be used
- Examples of methods/approaches:
  - Letters
  - Meetings
  - community meetings

- conferences/workshops
- bilateral meetings
- multilateral meetings
- comment forms
- requests for written submissions
- site visits
- Define steps in the Consultation Process
  - notification
  - initial engagement – to provide further information on the activity and determine the interests of Aboriginal groups
  - consultation preparation – scheduling, tailoring consultation plan
  - consultations
  - compilation of feedback
  - recommendations
  - report back
  - implement Crown activity or project with accommodation where appropriate
  - monitor and follow-up

## **Timeline**

Initial timeline drafted internally and may need to be revised in conjunction with Aboriginal groups

- Set out realistic timelines that identify steps or stages of the Crown activity or project and set milestones for all aspects of the consultation process.
 

The timeline should be flexible enough to allow for changing or unforeseen circumstances

Time required will depend on the complexity of the Crown activity or project, the strength of claim and the consultation method or approach selected
- Clearly indicate if there are any firm end dates for any steps or stages of the Crown activity or project
- Describe how participants will be kept informed of the schedule

- Describe how Aboriginal groups will be involved in revising or providing input into the timeline
- Outline the appropriate time and location for the consultations. It is particularly important that this include discussion with the Aboriginal groups in order to take into account their schedules, including seasonal activities
- Include an estimate of how many consultation meetings will be needed
- List what information needs to be developed or collected for stakeholders, how long collection will take and when will it be distributed. Stakeholders may include Aboriginal groups, other federal departments, provincial governments and third parties.
- Consider time it will take for Aboriginal groups to review any documents or other material, consult with their members and prepare input
- Allow sufficient time for other involved government departments to provide input

### **Develop a Code of Conduct for Consultations**

- Consider and prepare a list of what you would like to see included in a code of conduct.
- Very early in the consultation process this list should be used in conjunction with the Aboriginal group to develop a mutual code of conduct.
- Include elements that will establish boundaries and ensure that time is spent in a productive fashion
- Elements should allow clarity on expectations and responsibilities of all parties. Keep in mind that each party to the consultation process may have a different purpose and objective.
- Examples of such elements are:
  - who chairs the meetings
  - who pays for the meeting space and equipment
  - who organizes the facilities
  - who prepares draft agenda and how long in advance of a meeting will the draft be sent out
  - who will prepare a record of discussion, timeframe for preparation, circulation, comments and finalization
  - one person speaks at a time
  - respectful dialogue
  - everyone who wants to speak has the opportunity

- cell phones and Blackberries are turned off during the meeting
- observe timeframes

## Communications

Parties to the consultation process must have access to timely and relevant information in order to make meaningful contribution.

- Define how communications will be received and provided
- Departments should consider the following elements of communication during the consultation process. Note that some of these elements may be considered for inclusion in the code of conduct:
  - non-technical, non-bureaucratic language should be used in all communications
  - acronyms should be used sparingly, particularly in records of discussion
  - method of delivering communications: registered mail, fax, regular mail, email
  - communications should include contact information
  - communications should be addressed to an identified contact for each party
  - communications should be sent within a reasonable time
  - how many follow-up phone calls / letters will be sent if there is no response – will follow-up communication be in a different form?
  - will communications continue to be sent to parties who did not respond or declined involvement?
  - records of discussion should be circulated following meetings for comment and a final copy distributed. It is not recommended that minutes of meetings be circulated because it is time consuming and difficult to accurately reflect the exact wording of what transpired at meetings. A general record of discussion is usually sufficient to reflect what was said, items agreed to and undertakings promised.
  - ensure that records of discussion are carefully reviewed by meeting participants to confirm accuracy. This document will be considered the official record of issues discussed and agreed to at each meeting.
  - relevant information should be circulated as it is received

- correspondence received from Aboriginal groups should be circulated and responded to on a timely basis
- collaborative federal responses will be coordinated by the lead department
- Crown correspondence relating to this consultation process will be sent out under the signature of the lead department, unless otherwise determined that another department would be more appropriate
- if a response is requested in correspondence, a reasonable timeframe for this response should be included
- previous correspondence should be referenced and attached to follow-up correspondence
- determine who will handle media inquiries

## **Consultation Record**

- Describe who will keep the consultation record
  - lead department will keep the consultation record
  - other departments are responsible for keeping their own records
- Describe the contents of the consultation record. Elements that should be included are:
  - a copy of the consultation plan
  - detailed records, including where and when the record was made, of all communication between parties, both formal and informal, including all phone calls, emails, letters, records of discussion and other communications
  - commitments made
  - decisions taken
- Ensure the record is clear and detailed
- Avoid excessive use of acronyms

## **Ongoing Evaluation**

- Describe how the consultation plan will be monitored and evaluated to determine if the process needs to be altered to be more effective

- Indicate who will be responsible for this activity

## **End of Process Evaluation and Decision**

- Describe how results of consultations will be compiled and analysed.
- Describe process for determining if accommodations are required. Accommodations may include alterations to the planned activity or project.
- Describe how possible accommodations will be determined
- Outline mechanism for providing recommended next steps to decision maker
- Indicate who will be responsible for this activity
- Name decision maker – there may be more than one decision-maker if there are multiple departments involved

## **Reporting Back**

Decisions should be communicated to Aboriginal groups via a written consultation report which may be sent by mail or presented at a meeting

- Indicate who is responsible for providing consultation report to parties.
- A consultation report will include:
  - description of the Crown activity or project
  - rationale for the Crown activity or project
  - list of who was invited to participate in the consultation process
  - summary of consultation activities undertaken to-date
  - description of how information provided by the Aboriginal group was taken into consideration
  - description of why an accommodation measure was selected
  - description of why accommodation measures were not selected
  - information on the current status of the Crown activity or project
  - description of the process for on-going information exchange if required

## **Follow-up**

- If accommodation is determined to be appropriate, describe the steps to be followed to ensure that the accommodation is implemented
- Indicate who is responsible for follow-up
- Indicate reporting procedures for follow-up

## **Contact Information**

- Include contact information for all parties
- Indicate who is responsible for keeping this information up to date

## Annex A

Elements of a Consultation Plan		
	Internal	Shared*
Objectives / Project Description	✓	✓
Environmental Analysis	✓	
Internal and Interdepartmental Coordination	✓	
Criteria for Identifying Aboriginal Groups	✓	
Consultation Process	✓	✓
Timeline	✓	✓
Code of Conduct for Consultations	✓	✓
Communications	✓	
Consultation Record	✓	
Ongoing Evaluation	✓	
End of Process Evaluation and Decision	✓	
Reporting Back	✓	✓
Follow-up	✓	✓
Contact Information	✓	✓

\*The above chart indicates the essential elements that should be included in the shared consultation plan. Other elements of the plan may be shared as appropriate and in keeping with federal government access to information law and policy.