

**Wet Weather Flow Management Master Plan:  
Proposed  
Public Consultation Plan**

**REVISED**

**For review by:**

**Wet Weather Flow Steering Committee Meeting  
September 25, 2000**

***Lura* Consulting  
September 13, 2000**

**Author's Note:**

*This Plan has been revised by Lura Consulting for review and approval by the WWFMMP Steering Committee meeting at its September 25<sup>th</sup>, 2000 meeting.*

*A draft plan was originally presented to the Steering Committee at its August 28<sup>th</sup> meeting. At that meeting, the Steering Committee formed a Public Consultation Sub-Committee. The sub-committee met on September 1<sup>st</sup> to review and refine the plan.*

*The Public Consultation Sub-Committee recommends:*

- 1. That the WWFMMP Public Consultation Plan as amended, be approved by the Steering Committee.*
- 2. That the Public Consultation Sub-Committee continue to meet as required, at the request of the Steering Committee or City staff.*
- 3. That other members of the Steering Committee be invited to participate on the Sub-Committee.*

*Following consideration of the revised plan by the Steering Committee on September 25<sup>th</sup>, it is expected that the plan can be released for public information.*

## 1.0 INTRODUCTION

### Public Consultation and The Wet Weather Flow Management Master Plan

Heavy rainfalls in the Toronto area contribute to flooding, increased soil erosion and damage to the natural habitat in our rivers and Lake Ontario. Other resulting problems include Combined Sewer Overflows (CSOs), bypass events at the City's sewage treatment plant, and beach closures. In response, the City is developing a comprehensive plan to manage the problems caused by wet weather. Implementation of this plan will play a major role in removing risks to human health and restoring the health of our environment, while contributing to public safety and reducing property damage.

To be effective, significant changes may need to be made in the way we currently manage the stormwater. Because of its importance to City taxpayers, City Council has formed a multi-sectoral **Steering Committee** to advise on the development of the plan, and the preferred solutions. This committee is made up of knowledgeable interest group representatives, residents of the City, public agencies, elected representatives and technical staff (see list of members in Appendix A).

The City initiated work on the Wet Weather Flow Management Master Plan (WWFMMP) in 1997. Step 1 of the planning process involved developing an understanding and description of the existing situation and conditions. Then, a vision statement, philosophy for the plan, a goal, objectives and a problem statement were developed. Members of the public were kept informed and involved through meetings and newsletters. Now that the Steering Committee has formed, it is embarking on the second step -- the development of five Wet Weather Flow Management Strategies (one for each of five study areas throughout Toronto) and an overall, City-wide Master Plan to tackle the problems. This plan will include an implementation framework and funding mechanism, along with the identification of partners who will carry out the work.

This document describes the public consultation and communications plans that the City's Steering Committee will oversee in Step 2 of the planning process. It includes:

- consultation objectives;
- stages of consultation;
- consultation program; and
- roles and responsibilities of key players.

### How the Plan was Developed

In considering the best way to involve the public, the Steering Committee considered:

- the vision statement, philosophy, goal, objectives, problem statement and the results of public consultation from Step 1;
- the requirements of the *Environmental Assessment Act* as detailed in the Class Environmental Assessment for Municipal Water and Wastewater;
- the mediation agreement under the Main Treatment Plant Environmental Assessment, which specifies that the public consultation program for the WWFMMP shall be carried out as if it were an individual Environmental Assessment;
- the technical requirements of the Master Plan, as outlined in the Terms of Reference for the WWFMMP issued in May 2000<sup>1</sup>;
- input from City of Toronto staff in Works and Emergency Services and Public Consultation and Community Outreach (PC&CO) Unit; and
- the City's budget for public consultation.

### **Who is the “Public” to be Consulted?**

Because of the significance of the WWFMMP and the potential changes that may result to stormwater management in Toronto, it is anticipated that a wide range of stakeholders – both individuals and organized groups -- will be interested in or affected by the planning process and its outcomes. These may include:

- individual residents (e.g., those who have experienced basement flooding during storm events);
- neighbourhood resident and ratepayer associations;
- watershed- and waterfront-based groups;
- environmental organizations with an interest in water and wastewater issues;
- the development community;
- business and industry;
- community institutions;
- professional associations;
- recreational water users;
- commercial water users;
- adjacent and “upper watershed” municipalities; and
- provincial and federal government agencies.

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<sup>1</sup> For a complete description of the Master Plan process and “technical requirements”, please refer to the May 2000 Terms of Reference for the WWFMMP.

During Step 1 of the planning process, the City built a mailing list of over 5,000 individuals and organizations, including the “sectors” listed above. As Step 2 begins, it is expected that this list will continue to grow, as the consultation and communications activities envisioned in this plan get underway.

## **2.0 CONSULTATION OBJECTIVES**

The following objectives will help guide the development and implementation of the WWFMMP public consultation program:

### ***Awareness and Education***

- to generate awareness about the Master Plan process throughout Toronto’s communities and the five study areas;
- to educate consultation participants about wet weather flow issues, such that they can provide informed input as part of the planning process;

### ***Access to Information and Consultation Opportunities***

- to provide the public with timely access to technical information as the Master Plan is developed;
- to provide the public with accessible and timely opportunities to be involved in the Master Plan’s development;
- to provide flexibility to accommodate the needs of participants, without inhibiting the planning schedule and budget;

### ***Issue Identification and Resolution***

- to ensure that the public can contribute ideas and influence results as the study progresses, before key decisions are made;
- to objectively consider the views received and address community issues and perspectives in the Master Plan;
- to resolve issues raised where possible;

### ***Feedback and Documentation***

- to provide timely responses to comments, suggestions and concerns that are received;

- to provide complete documentation of comments, suggestions and concerns that are received at events, electronically, via mail, or over the phone; and
- to trace the impact of public consultation on Step 2 of the WWFMMP.

The proposed consultation program for the WWFMMP, and its associated consultation and communication activities are described in Sections 3-5 of this plan. This program has been specifically designed to meet the consultation objectives listed above.

### **3.0 STAGES IN THE CONSULTATION PLAN**

The work plan for proposed public consultation plan is divided into four stages that relate to the technical work that will be done. These are briefly described below and discussed in more detail in Section 4.0. Some activities are still being considered for inclusion in the plan, and are identified as “optional” below.

#### **Stage 1 - Introduction and Target Setting**

**Objective:** To introduce Step 2 of the WWFMMP process and consult on management targets.

**Activities:** Efforts to engage stakeholders and members of the public will begin first with notification, a newsletter, media communications, and advertising. Following this initial phase of awareness-building, consultation on targets on a watershed-wide basis will begin. The public at large will be involved through workshops in each study area. It is also proposed to consult government review agencies and “905” area municipalities through special working sessions (optional). An opportunity to identify linkages between the 5 watersheds and the City-wide targets may be provided at the RAP Summit to be held on November 18, 2000 where wet weather targets could be the focus (optional). To supplement these consultations, a diverse focus group of stakeholders will also be consulted. The results of Stage 1 will be documented and will then be considered by the Steering Committee. A Stage 1 Consultation Report will be prepared.

**Timing:** August – December 2000

#### **Stage 2 - Identification of Short List of WWF Control Measures**

**Objective:** To identify a short list of wet weather flow control measures.

**Activities:** Stage 2 communications will set the stage for two sets of consultation opportunities. The first will provide opportunities for the public to consider a “long list” of WWF control alternatives and evaluation criteria, and the second will obtain input on a

possible “short list” of WWF control alternatives. At the end of the Stage, the results will be considered by the Steering Committee and a Stage 2 Consultation Report will be prepared.

**Timing:** January – June 2001

### **Stage 3 - Development of Preferred WWF Management Strategies**

**Objective:** To consult on the Preferred WWF Management Strategy for each watershed.

**Activities:** Communications and consultation will continue. Consultation on the Preferred WWF Management Strategy for each watershed will take place. At the end of the Stage, the results will be considered by the Steering Committee and a Stage 3 Consultation Report will be prepared.

**Timing:** July 2001 to October 2001.

### **Stage 4 - Development of Draft City of Toronto WWF Management Strategy**

**Objective:** To consult on the consolidated Draft WWF Management Strategy (including the Implementation Plan, the Monitoring Plan, Funding Mechanisms and the WWF Policy).

**Activities:** The Stage 4 communication program will take place. Consultation will occur on the Draft Strategy, and a City-wide workshop will be held to consolidate advice and results. At the end of the Stage, the overall public consultation results will be received by the Steering Committee and a Final Consultation Report will be prepared.

## **4.0 CONSULTATION PLAN**

### **4.1 OVERVIEW OF TWO-TRACK APPROACH**

The proposed public consultation plan includes two tracks: **communications** and **involvement**. Integration of these will be vital to an effective public consultation program.

**Communications:** Experience suggests that it is often difficult to get people interested in long range planning processes until they reach a stage where they may be affected by its results.

The key to engaging people in the WWFMMP process lies in developing effective communication tools and using multiple avenues to reach people. Effective communications tools are accessible, engage the reader, provide information in a clear and compelling way, and encourage involvement in constructive ways. The communication program aims to do the following:

- establish a distinctive and user-friendly project identity;
- accommodate the needs of audiences that want to be involved at different levels (e.g., those who want passive information, those who might fax back a form or write a letter and those who might want to attend a workshop or public meeting);
- communicate technical information in ways that are clear and easy to understand;
- communicate the WWFMMP planning process and public involvement opportunities clearly;
- communicate in a way that “touches” people (i.e., brings a complex and fairly technical planning process down to a level that matters to an individual);
- use a variety of communication tools (newsletters, fact sheets, workbooks for workshops, ads, and displays);
- use multiple media for communicating (print, advertising and electronic); and
- work through existing communications networks (distribute information through watershed groups and other organizations).

The following communication tools are proposed for use as part of the consultation program:

- a newsletter, four issues, to cover the issues in each stage of the consultation, to be produced in both print and electronic versions;
- advertising, to be designed and placed in relevant daily and community newsletters;
- fact sheets and workbooks for workshops and other venues; and
- appropriate interactive web-based materials to support the consultation and information objectives.

***Involvement:*** Effective involvement programs provide interested stakeholders, groups and individuals with a choice of how to be involved, one that reflects differing levels of interest, availability and access to technologies such as the Internet. They also use public consultation techniques that are appropriate for the nature of the consultation. In the WWFMMP process, each study area is expected to identify unique ecological features, infrastructure and community values. Each strategy will be developed to reflect these, however linkages between them and the City-wide master plan will be highlighted throughout.

The WWFMMP public consultation plan includes use of the following methods to solicit feedback:

- on a study-area basis, using workshops in each stage of consultation to get input from representatives of existing watershed groups and other interested individuals;
- holding City-wide workshops in Stages 2 and 4 to focus broader, City-wide issues such as implementation, funding arrangements, partnerships and integration;
- hosting workshops for Government Review Agencies and “905” area municipalities (optional);
- making provision for electronic (web-based) methods of commenting, available through public libraries as well as home computers;
- soliciting written submissions through the newsletters from those not comfortable with or without easy access to electronic means; and
- using multi-sectoral focus groups to provide input on targets to get a sense of general public attitudes.

## **4.2 Detailed Listing of Consultation Activities by Stage**

### **Stage 1: Introduction and Target Setting**

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#### ***Develop Public Consultation and Communications Plan:***

- Confirm schedule and nature of face-to-face and electronic consultation forums
- Confirm schedule and nature of communications material
- Steering Committee review of consultation plan

#### ***Communication and Notification:***

- Develop Stage 1 newsletter and e-newsletter that describes planning process, consultation opportunities and introduces targets
- Mail Stage 1 newsletter to: City’s Step 1 mailing list -- the City’s “long list” of potentially interested residents, businesses, organizations and institutions; interested individuals concerned about basement flooding;
- Develop material for posting on City’s web-site
- Advertise launch of WWFMMP and dates of workshops and other events
- Prepare media releases and Public Service Announcements (PSAs).
- Prepare fact sheets and workbooks as needed

#### ***Launch Step 2 Process:***

- Orientation session for senior government and agency staff, including “905” area municipalities (optional)

#### ***Consult on Targets:***

- Hold 5 workshops for watershed groups and other interested individuals and organizations focusing on watershed/study area targets
- Discuss City-wide targets at RAP Clean Waters Summit (optional)
- Consult with agency staff (optional)
- Begin web-based consultation

- Hold multi-sectoral focus group
- Compile comments and concerns and forward to appropriate technical teams or staff
- Present outcomes to Steering Committee

**Reporting:**

- Prepare Consultation Report on Stage 1.

**Stage 2: Identification of Short List of WWF Control Measures****Communication:**

- Develop Stage 2 newsletter and e-newsletter that describes existing conditions, WWF Control Alternatives, relative effectiveness and costs of alternatives, and evaluation criteria
- Mail Stage 2 newsletter or e-mail e-newsletter to expanded mailing list
- Advertise workshops and consultation forums
- Prepare media releases and PSAs
- Prepare fact sheets and workbooks as needed

**Consult on “Long List” of WWF Control Alternatives and Evaluation Criteria:**

- Hold 1 City-wide workshop for all interested watershed groups and stakeholders
- Continue web-based consultation
- Compile comments and concerns and forward to appropriate technical teams or staff

**Consult on “Short List” of WWF Control Measures:**

- Hold 5 workshops for watershed groups and other interested stakeholders
- Continue web-based consultation
- Compile comments and concerns and forward to appropriate technical teams or staff
- Present results to Steering Committee

**Reporting:**

- Prepare Consultation Report on Stage 2

**Stage 3: Consult on Development of Preferred WWF Management Strategies and Linkages between Watersheds and the Waterfront****Communication:**

- Develop Stage 3 newsletter and e-newsletter that describes the evaluation process and preferred Management Strategies for each watershed
- Mail Stage 3 newsletter or e-newsletter to expanded mailing list

- Advertise workshops and consultation forums
- Prepare media releases and PSAs
- Prepare fact sheets and workbooks as needed

***Consult on Preferred WWF Management Strategy:***

- Hold 5 workshops for watershed groups and other interested stakeholders
- Continue web-based consultation
- Compile comments and concerns and forward to appropriate technical teams or staff
- Present outcomes to Steering Committee

***Reporting:***

- Prepare Consultation Report on Stage 3

**Stage 4: Development of Draft City of Toronto WWF Management Strategy**

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***Communication:***

- Develop Stage 4 newsletter and e-newsletter that describes the consolidated Draft WWF Management Strategy (including Implementation Plan, Monitoring Plan, Funding Mechanisms and WWF Policy)
- Mail Stage 4 newsletter or e-newsletter to expanded mailing list
- Advertise workshops and consultation forums
- Prepare news releases/PSAs
- Prepare fact sheets and workbooks as needed

***Consultation on Draft Strategy:***

- Hold 5 workshops for watershed groups and other interested stakeholders focusing on Draft WWF Management Strategy
- Hold City-wide workshop focusing on implementation, monitoring, funding mechanisms and integration
- Continue web-based consultation
- Compile comments and concerns and forward to appropriate technical teams or staff
- Present outcomes to Steering Committee

***Reporting:***

- Prepare Final Consultation Report on WWFMMP Class EA

## **5.0 SPOTLIGHT ON STAGE 1**

This section of the plan details the activities in Stage I which are described in summary form earlier in this report. Each activity is designed to meet the objectives for the consultation and communication program, as outlined in Section 2.

### **5.1 Communications**

#### ***Newsletter***

The first newsletter in Step 2 will be released in mid-October. It will be distributed to the City's PC&CO mailing list of 5,000 names and clearly outline the purpose of the Step 2 work plan and opportunities for consultation. Of particular interest to those affected by basement flooding, the newsletter will lay out the planning process, the events contemplated in Stage I and encourage participation. In addition, it will be used as a vehicle to encourage responses which identify how participants may wish to be communicated with in the future. As such, the electronic communications database can begin to be developed.

The newsletter will be available electronically and posted on the City's web site.

#### ***Media Communications & Advertising***

To supplement the newsletter, media advertising will be purchased by the City to introduce and promote the WWFMMP process and target-setting workshops. The City will also provide local media with press releases and media kits to encourage widespread coverage of the WWFMMP launch and relevant issues.

Opportunities for non-paid advertising, such as event notices will also be fully utilized. Distribution of such notices to Conservation Authorities, environmental and trade organizations, and other stakeholder groups can extend the reach substantially to broader audiences.

#### ***Fact Sheets & Workbooks***

It is important when assembling people to work on specific issues such as target Setting, that there is a clearly defined process and the subject matter is clear and readily understandable. As such, the consultation program will draw on the use of fact sheets and work books to be distributed both electronically and in print for the purposes of the workshops.

These fact sheets and work books will summarize the current situation, the purpose of the event, and set out clearly defined focus questions for ease of participation and

focused discussion. These materials can be distributed prior to and during the workshops.

### ***e-Communications***

To facilitate participation in the workshops, materials will be distributed electronically. Materials will also be provided to those participating in electronic forums.

## **5.2 Community Involvement**

### ***Orientation: Government Agencies and “905” Municipalities (optional)***

Senior government stakeholders, along with their colleagues in “905” area municipalities have a specific and considerable interest in the City’s activities for wet weather flow. Headwaters from all but one watershed originate outside the City boundaries. It is important that contributions from these officials are incorporated early in the process. A special daytime orientation session is planned to engage these interests.

### ***Target Setting Workshops***

Phase I of the technical work plan includes assessing the current situation, reviewing the available data, developing models and reviewing WWF control targets for both quality and quantity. It is expected that each watershed may have different needs and concerns as well as a range of existing infrastructure. As such, opportunities in each watershed will be provided to ensure that each set of WWF strategies is reflective of community needs, values and realities. The proposed framework for target setting will be reviewed and discussed during this stage<sup>2</sup>. Five workshops will be convened in November 2000 to obtain insights into local knowledge and ideas.

### ***City-Wide WWF Target Setting Forum (Remedial Action Plan Summit)(optional)***

The Waterfront Regeneration Trust is hosting the RAP Clean Water Summit on November 18, 2000. The WWFMMP process can be profiled at this Summit, with a focus on targets. A presentation would be made followed by breakout sessions. This opportunity – while technically outside of the WWFMMP process – could be utilized to identify linkages between watersheds.

### ***Target Setting Focus Group***

At this early stage of the planning process, it is envisaged that knowledgeable individuals and groups will participate in the process. It is recognized that later on in the plan, larger numbers of residents and businesses will become interested. Despite best

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<sup>2</sup> Consultation during Stage 1 will focus on the approach and framework for target setting. It is anticipated that further consultation on targets will occur, once specific targets have been proposed.

efforts, it is unlikely that they will come forward at this early stage. To ensure that the broadest possible input is obtained on the important subject of target setting, consultation will occur with a broad range of stakeholders from the following sectors:

- Boards of education
- City of Toronto boards and commissions
- National/provincial environmental organizations
- Chambers of Commerce/boards of trade
- Taxpayers organizations
- Service clubs
- Representation from the lay public and new Canadians
- Professional associations
- Developers
- Toronto Remedial Action Plan
- Recreation

This focus group will be convened in late November.

### ***e-Consultation***

Beginning with the launch of Step 2 in September, the City is establishing opportunities for electronic participation and rapid information dissemination. A number of elements are being planned including:

- Utilizing the City's web site;
- Information exchanges;
- Focused surveys;
- Focused dialogues; and
- Electronic forums.

Whatever the methods employed, comments, ideas and suggestions received through the internet will be documented and included in the consultation program.

### ***Consultation Report***

While the Steering Committee will be involved in every stage of the consultation, formal reporting will take place at each Steering Committee meeting to ensure appropriate and timely consideration of ideas and suggestions received in the field.

Thorough documentation of the issues, concerns and opportunities, along with responses, will ensure that the process is traceable and transparent and that the community's view and opinions can contribute to the planning process. A report will be prepared at the end of Stage I and posted on the City's web site for review.

### **5.3 Stage I Schedule**

The Stage I schedule is expected to take approximately six months (July – December). A tentative schedule is attached to this report. The overall project schedule and timing of consultation activities will be reviewed regularly with the WWFMMP Steering Committee.

## **6.0 ROLES**

As discussed in Section 1.0, this WWFMMP is being overseen by a multi-sectoral Steering Committee. In support of its work, the City has retained consultants to develop the substantial technical work required for each of the five study areas. In addition, a Steering Committee facilitator and public consultation consultants have been retained.

### ***Steering Committee***

This committee provides overall guidance to the planning process. Acting in an advisory capacity to the Commissioner of Works and Emergency Services and the City of Toronto, it develops recommendations to Council on the advice of consultants, City staff and the public. The Steering Committee may decide to play a role in each of the public consultation events.

### ***City of Toronto Staff***

City Staff from a number of departments are active participants in the Steering Committee. They are providing data and knowledge to the technical consultants. As well, they provide project management through Mr. Michael D'Andrea. The City also supports this project through the services of Ann Marie Weselan of the Public Consultation and Community Outreach Unit which oversees the implementation of the public consultation and communication plan (see below).

### ***Toronto Region Conservation Authority***

TRCA sits on the Steering Committee and is an active partner with the City in the development of the WWFMMP. It is providing knowledge, advice and data to the planning process, as well as facilitating dialogue and information exchange with upstream municipalities.

### ***Technical Consultant Teams***

Five technical consultants have been retained to support the Steering Committee and the City. These are:

- MacViro/CH2M Gore & Storrie
- Aquafor Beech Ltd.
- Marshall Macklin Monaghan
- XCG Consultants Ltd.
- Totten Sims Hubicki

Each consulting team is responsible for developing a Plan and Strategy for each of the five study areas and the waterfront. They are available to assist the Steering Committee and stakeholders with information and advice at each stage of the planning process.

### ***Public Consultation Secretariat***

The City's Public Consultation and Community Outreach Unit (PC&CO) has retained a consultant to assist it in implementing the public consultation plan. **Lura** Consulting serves as the public consultation secretariat and is responsible for the development of the public program and its documentation. **Lura** reports through the PC&CO to the Steering Committee.

### ***Consultation Participants***

Participants in this process can work their way through each phase of the process, or participate on an as needed or interested basis. They may attend meetings, comment via internet, or just keep up to date with events. Since this project is of significant public interest in the future, participation in the planning stages is appreciated by the Steering Committee.