

# Generic Approach for Early Assessment of Social, Economic and Cultural Effects in Site Evaluations for the Adaptive Phase Management Siting Process

NWMO SR-2010-14

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AECOM Canada Ltd.

**nwmo**

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MANAGEMENT  
ORGANIZATION

SOCIÉTÉ DE GESTION  
DES DÉCHETS  
NUCLÉAIRES



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## **Nuclear Waste Management Organization**

The Nuclear Waste Management Organization (NWMO) was established in 2002 by Ontario Power Generation Inc., Hydro- Québec and New Brunswick Power Corporation in accordance with the *Nuclear Fuel Waste Act (NFWA)* to assume responsibility for the long-term management of Canada's used nuclear fuel.

NWMO's first mandate was to study options for the long-term management of used nuclear fuel. On June 14, 2007, the Government of Canada selected the NWMO's recommendation for Adaptive Phased Management (APM). The NWMO now has the mandate to implement the Government's decision.

Technically, Adaptive Phased Management (APM) has as its end-point the isolation and containment of used nuclear fuel in a deep repository constructed in a suitable rock formation. Collaboration, continuous learning and adaptability will underpin our implementation of the plan which will unfold over many decades, subject to extensive oversight and regulatory approvals.

## **NWMO Social Research**

The objective of the social research program is to assist the NWMO, and interested citizens and organizations, in exploring and understanding the social issues and concerns associated with the implementation of Adaptive Phased Management. The program is also intended to support the adoption of appropriate processes and techniques to engage potentially affected citizens in decision-making.

The social research program is intended to be a support to NWMO's ongoing dialogue and collaboration activities, including work to engage potentially affected citizens in near term visioning of the implementation process going forward, long term visioning and the development of decision-making processes to be used into the future. The program includes work to learn from the experience of others through examination of case studies and conversation with those involved in similar processes both in Canada and abroad. NWMO's social research is expected to engage a wide variety of specialists and explore a variety of perspectives on key issues of concern. The nature and conduct of this work is expected to change over time, as best practices evolve and as interested citizens and organizations identify the issues of most interest and concern throughout the implementation of Adaptive Phased Management.

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### Disclaimer:

This report does not necessarily reflect the views or position of the Nuclear Waste Management Organization, its directors, officers, employees and agents (the "NWMO") and unless otherwise specifically stated, is made available to the public by the NWMO for information only. The contents of this report reflect the views of the author(s) who are solely responsible for the text and its conclusions as well as the accuracy of any data used in its creation. The NWMO does not make any warranty, express or implied, or assume any legal liability or responsibility for the accuracy, completeness, or usefulness of any information disclosed, or represent that the use of any information would not infringe privately owned rights. Any reference to a specific commercial product, process or service by trade name, trademark, manufacturer, or otherwise, does not constitute or imply its endorsement, recommendation, or preference by NWMO.

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NWMO

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**Prepared by:**

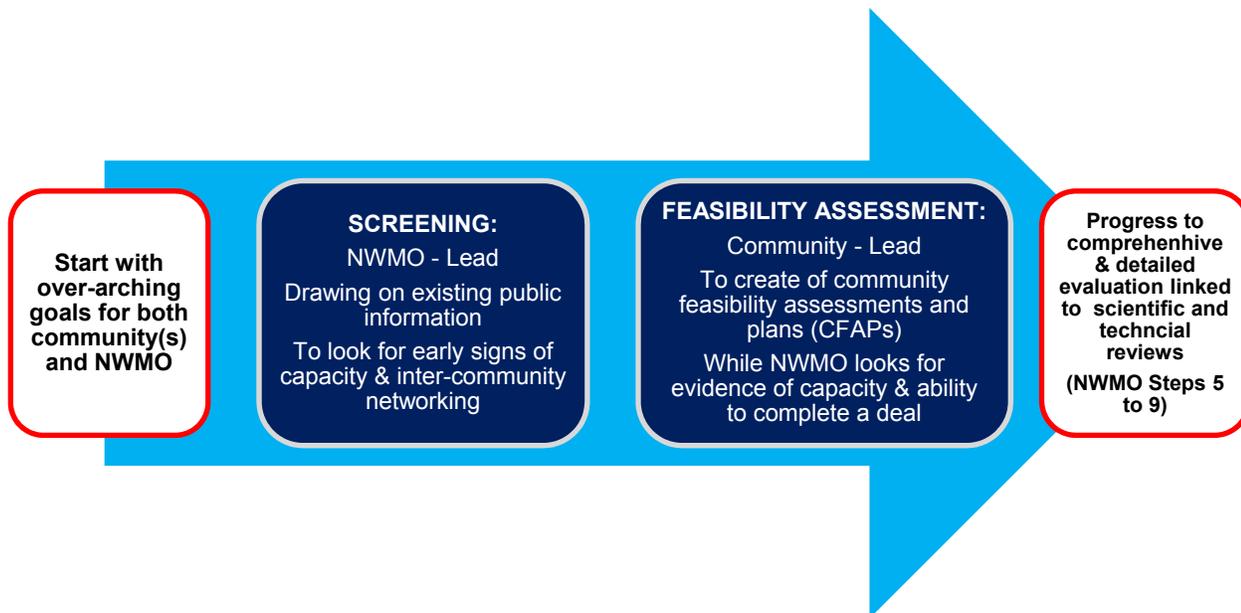
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**Date:**

April 2010

## Executive Summary

This working paper offers a novel step-wise approach and framework for the early stages of selecting an informed and willing host community from the perspective of social, economic and cultural criteria. This document includes two early selection stages prior to comprehensive and detailed evaluation, namely: Screening and Feasibility Assessment.



Two sets of “over-arching” goals guide the nature and intent of the selection process:

### Common Goals:

- Enhanced community well-being
- Increased community resilience – through increased capacity building to manage change
- Informed consent from all stakeholders – through strengthened partnerships both within the host community as well as with regional/surrounding communities

### Unique Goals for NWMO:

- Increased confidence in interested community(s) to successfully complete the siting process
- Gaining access to knowledge and information about the interested communities and their regions to better understand the social, economic, and cultural issues, challenges and opportunities facing APM
- Increased understanding of possible required investments for enhancing community well-being in a host community or region, should it be necessary.

During both stages NWMO will be looking for two key items that will drive their selection of an informed and willing host community or region:

1. *Evidence of joint initiatives and agreements that enhance community well-being between the host community and its surrounding region when implementing APM; and*
2. *Evidence of full inclusion of all affected communities and stakeholders in the process in a manner that demonstrates building knowledge and understanding.*

For both the screening and feasibility assessment stages in this early part of the siting process, a number of criteria and indicators are offered as a means to assemble and rank interested communities. These criteria and indicators are organized in a Community Well-Being framework so that as the siting process progresses this framework serves two inter-related purposes:

1. It provides a template for interested communities to gather and synthesize information about their community and that is consistent with a community well-being framework, which better enables them to develop their own community feasibility assessment and plan (GFAP) in relation to the APM project; and
2. It enhances the ability of the NWMO to compare, contrast and ultimately rank potential host communities using a consistent framework.

This approach is grounded in the practice of **Results Based Management (RBM)**. RBM has strong roots among Canadian organizations, including most municipalities, due largely to the Government of Canada's adoption and support for this style of planning and management approach throughout the last two decades. Virtually any community organization, municipality or economic development agency that has received grants or contracts from the federal government will be familiar with RBM as a planning and management approach.

Some illustrative example criteria that might comprise the CFAP evaluation framework (by NWMO or a 3<sup>rd</sup> party) are provided in terms of:

- Relevance
- Efficiency
- Effectiveness
- Impact and equity
- Sustainability

# Table of Contents

Letter of Transmittal  
 Executive Summary

	page
<b>1. INTRODUCTION .....</b>	<b>1</b>
<b>2. STEPWISE APPROACH OVERVIEW .....</b>	<b>3</b>
2.1 Overarching Goals and Assumptions .....	5
2.2 Characteristics of the Screening and Feasibility Stages .....	6
2.3 Purpose, Process and Outcomes for Screening and Feasibility Stages .....	7
<b>3. GENERIC CRITERIA AND INDICATORS FOR ASSESSMENT OVERVIEW .....</b>	<b>9</b>
<b>Table 1: Evaluation Factors and Criteria Addressed by Community Well-Being/Assets Framework Indicators.....</b>	<b>10</b>
<b>4. INITIAL SCREENING PHASE.....</b>	<b>11</b>
4.1 Objectives and Outcomes of Initial Screening Phase .....	11
4.2 Stepwise Approach to Initial Screening Phase.....	11
4.2.1 Community Expresses Interest.....	11
4.2.2 Initial Screening Initiated .....	13
4.2.2.1 Initial Screening Guidance .....	13
4.2.3 Community Visit(s) by NWMO.....	14
4.2.4 Screening Criteria Scorecard .....	14
4.2.4.1 Criteria and Indicators for Initial Screening Phase .....	16
<b>Table 2: Illustrative Screening Criteria and Indicators.....</b>	<b>18</b>
4.2.5 Independent Advisory Review .....	21
4.2.6 Review of Community Scores .....	21
4.2.7 Selection of Communities to Feasibility Assessment Phase.....	22
4.2.7.1 Considerations for Discussion.....	22
<b>5. FEASIBILITY ASSESSMENT PHASE.....</b>	<b>23</b>
5.1 Objectives and Outcomes of Feasibility Assessment Phase .....	23
5.2 Stepwise Approach to the Feasibility Phase .....	23
5.2.1 Community Expresses Interest.....	26
5.2.2 Project Description and Details Provided to Community.....	26
5.2.2.1 Content and Format of Information .....	26
5.2.2.2 NWMO Liaison Officer / Community Support Worker .....	26
5.2.3 Community Visioning .....	27
5.2.4 Community Feasibility Assessment and Plan (CFAP) .....	27
5.2.4.1 Developing the CFAP.....	28
5.2.4.2 Monitoring and Assessing the CFAP .....	28
5.2.4.3 CFAP Evaluation Framework .....	29
<b>Relevance</b> .....	<b>31</b>
<b>Efficiency</b> .....	<b>32</b>
<b>Effectiveness</b> .....	<b>32</b>
<b>Impact and Equity</b> .....	<b>32</b>
<b>Sustainability</b> .....	<b>32</b>

5.2.5 CAP Networks - Factors of Success ..... 35

5.2.6 Independent Review ..... 35

5.2.7 NWMO Review of Recommendations ..... 36

5.3 Criteria and Indicators for Feasibility Assessment Phase ..... 36

**REFERENCES ..... 39**

**APPENDIX A: ..... 40**

**List of Figures**

Figure 1: Overarching Stepwise Approach for Early Assessment of Social, Economic and Cultural Effects and Linkages to Science and Technology ..... 3

Figure 2: Overarching Stepwise Approach for Early Assessment of Social, Economic and Cultural Effects for Community Evaluations for APM ..... 4

Figure 3: Overarching Goals for Communities and NWMO During the Screening and Feasibility Stages ..... 5

Figure 4: Purpose, Process and Outcomes of the Screening Stage ..... 7

Figure 5: Purpose, Process and Outcomes of the Feasibility Stage ..... 8

Figure 6: Stepwise Approach to Initial Screening Phase ..... 12

Figure 7: Illustrative Sample Scorecard ..... 15

Figure 8: Illustrative Screening Criteria Based on Community Well-Being Framework ..... 17

Figure 9: Stepwise Approach to Feasibility Study Phase ..... 24

**List of Tables**

Table 1: Evaluation Factors and Criteria Addressed by Community Well-Being/Assets Framework Indicators ..... 10

Table 2: Illustrative Screening Criteria and Indicators ..... 18

**Appendices**

# 1. INTRODUCTION

This study has been undertaken by AECOM to assist the Nuclear Waste Management Organization (NWMO) in learning more about potential approaches and illustrative criteria for early assessment of social, economic and cultural effects of the Adaptive Phased Management (APM) project as part of a siting process. This work builds on the *Proposed Process for Selecting a Site* (NWMO, 2009a) by identifying potential ways to operationalize the approach and specific information that could be gathered to apply the criteria. This work also takes into account the NWMO's commitment to fostering community well-being (see definition inset), as well as the best practices identified through NWMO's workshop on community well-being convened by AECOM in 2009.

To develop the generic approach and illustrative criteria, AECOM drew upon its experience with other siting processes and applied it to this situation. It is recognized that the NWMO has a commitment to partnering with communities in the site evaluation process and so an effort has been made to identify how communities could be involved at each stage of the siting process with emphasis on the earlier steps.

The NWMO published its *Proposed Process for Selecting a Site* in May 2009. The proposed process includes nine high level steps that move from the initiation of the siting process through to construction and operation of the APM facility. The stepwise approach outlined in this report focuses on early assessment of effects and not the full nine steps. It is loosely based on Steps 1-4 of the proposed siting process, focusing primarily on initial screening and feasibility assessment.

This study does not consider the development of an approach or specific criteria that might be applied during the detailed site characterization steps of the siting process. While the stepwise approach outlined by AECOM takes Steps 1-4 in to consideration, it is not bound by these steps in the recommendations for assessing social, economic and cultural effects. AECOM have developed general options for a stepwise approach to early assessment, which is

## ***Community Well-Being Definition:***

**There are many different ways to define the term “community”. It can be a group of individuals linked by geographic boundaries or it can be defined by physical, social, economic, or cultural commonalities. “Well-being” is an equally mutable concept, often being synonymous with quality of life or satisfaction within a community. The well-being of a community should take into consideration a combination of economic, social and environmental dimensions.**

**The intangible nature of “community well-being” and the fact that it differs across communities can make it difficult to define. It is important for members of a community to define what “community well-being” is for themselves. Community members know best their current situation and what they hope to achieve for a future state of well-being. In addition, being involved in defining its own vision for community well-being increases the likelihood that members of the community will take actions toward enhancing it.**

**As a general rule, communities want more well-being; the challenge comes in defining the criteria for enhancing it and measuring its progress.**

**Though all communities differ, they do share a fundamental set of assets that they use to function and achieve ‘well-being’. Different communities have more or less of some assets than others. Community well-being is achieved when all of a community’s assets are maximized and are working towards reducing their vulnerability to external and/or internal changes to society, environment and economy. These assets can act as a framework for defining criteria and indicators for measuring progress toward achieving community well-being.**

introduced in Section 2 of this report and then detailed in Sections 5 and 6.

The *Proposed Process for Selecting a Site* (2009a) refers to five evaluation factors to be considered beyond safety and outlines potential criteria for evaluating the sites under each factor. These factors and criteria were taken in to consideration by AECOM in recommending potential illustrative criteria, or what we have called “indicators” in this report. Criteria and indicators were also developed based on a livelihoods asset framework, which includes common dimensions of community well-being. An introduction to the generic criteria and indicators for assessment is provided in Section 3 of this report and then detailed throughout as appropriate.

Case studies that involved the siting of a project or facility were selected by AECOM for review for this report. Full case study summaries can be found in Appendix A, with lessons learned provided throughout the report in text boxes. The criteria below were used to select relevant case studies. Each case study fulfills several, if not all, of these criteria:

- Canadian – must relate to the “Canadian experience”
- Took in to account social, economic or cultural factors;
- Had an Aboriginal dimension
- Were broad in its geographic scale – could be regional or provincial
- Were based on a community driven approach
- Were considered contentious – contained some elements of controversy

The case studies that have been summarized for this report include:

- Landfill Site Selection for City of Toronto
- Charity Casino Site Selection in Ontario
- Vancouver 2010 Olympics – Host Country Selection
- Siting Task Force on Low Level Radioactive Waste Disposal in Ontario
- Community Access Program Site Selection
- New Brunswick Information Technology Project

### **Multi-Phased Selection Processes**

#### **Olympics Case Study:**

The site selection process for the 2010 Olympics is an example of a multi-staged siting process. Cities vying for selection initiated their efforts long before submitting bid applications to the IOC in early 2002. A short-list of contenders was selected, followed by IOC screening visits to candidate cities, and finally two rounds of votes. The process was dictated by stringent rules and procedures.

#### **Siting Task Force on Low Level Radioactive Waste Disposal Case Study:**

There were five prescribed phases of the siting:

- i. Establishing Guidelines
- ii. Regional Information Sessions
- iii. Community Information and Consultation
- iv. Project Assessment
- v. Implementation

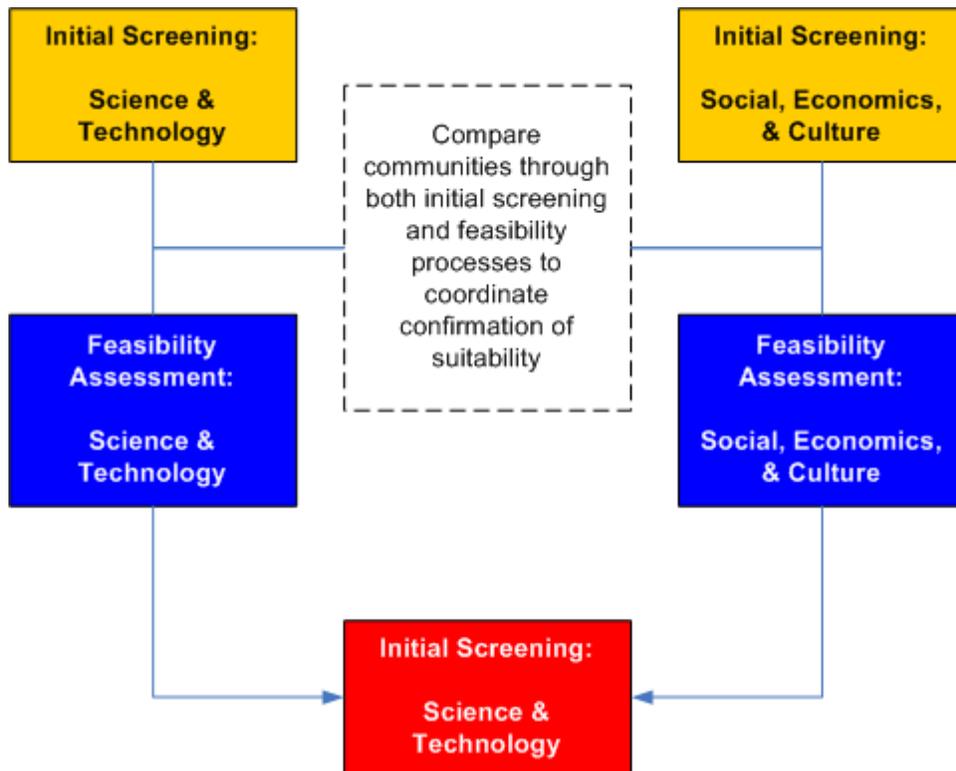
These five phases were based on principles focused on respect for community values.

In an effort to standardize the information collected about each case study, a checklist of potential components of the project’s siting process was developed. The potential components in the checklist reflect aspects of Steps 1-4 of the NWMO’s proposed siting process. AECOM team members with an expertise in the case study siting process completed the checklist and provided explanation and details where applicable. A brief overview of the case study was also included.

After the case studies were collected, the AECOM team reviewed the lessons learned and worked together to identify a potential generic stepwise approach and assessment criteria for two early stages of the siting process which roughly coincides with NWMO’s first four siting steps. The case studies were examined to learn what worked well and what did not in the siting processes. They are not all necessarily “best practice” examples, but instead some provide insight as to what to do differently in future siting processes and how these lessons might apply to the NWMO siting of the APM project.

## 2. STEPWISE APPROACH OVERVIEW

In order for any community to be considered as a potential site for APM it would need to meet a series of technical screening criteria having to do with land availability, protected areas, groundwater considerations, natural resources, and geological and hydrogeological safety factors. In addition to these technical criteria, the NWMO is interested in taking social, economic and cultural criteria in to consideration in the initial screening and feasibility stages, as well as incorporating an approach to enhance community well-being. The “Science & Technology” process stream and the “Social, Economic and Cultural” process stream would need to proceed in a co-ordinated fashion, to determine which communities are suitable according to both sets of criteria. Figure 1 demonstrates these two parallel streams of the siting process and how they intersect from the initial screening phase to the detailed site evaluation phase.



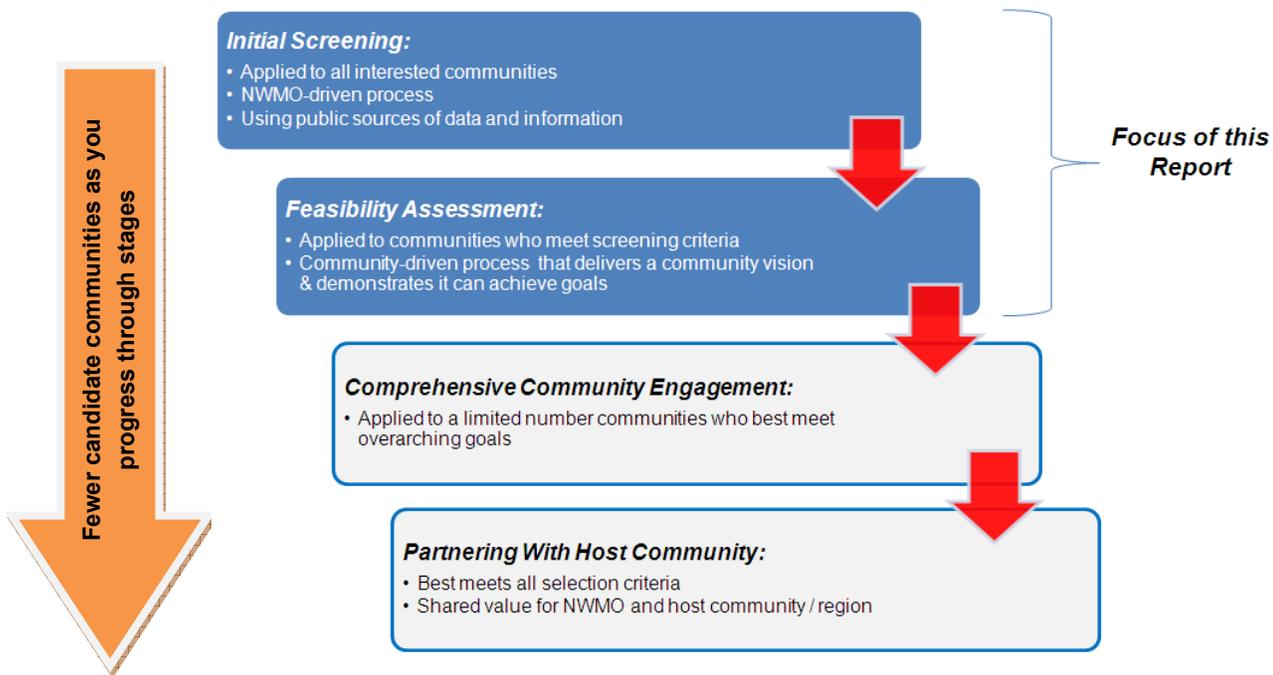
**Figure 1: Overarching Stepwise Approach for Early Assessment of Social, Economic and Cultural Effects and Linkages to Science and Technology**

This report illustrates a stepwise approach to operationalizing community well-being as a key element in the siting process for APM. The intent of the siting process is to select a community (or a group of communities within a region) that is an informed and willing host for APM while also offering confidence to the NWMO that the project can be successfully implemented in the community.

Ideally, the assessment of candidate communities from the scientific/technical and social/cultural/economic streams will be the same. Specifically, it makes no sense to be assessing a community from a social/cultural/economic perspective if it fails the scientific and technical criteria, and vice versa.

Ultimately, within the full scheme of the siting process four major steps are envisioned as illustrated below in Figure 2. The intent is to work with all interested communities within an initial screening process. From this first step “qualified” communities would be identified and included in a more comprehensive feasibility assessment.

**Figure 2: Overarching Stepwise Approach for Early Assessment of Social, Economic and Cultural Effects for Community Evaluations for APM**



Following the feasibility assessment, even fewer communities would be identified for further in-depth engagement and dialogue within a comprehensive effects assessment framework. From this third stage, a final willing and informed host community would partner with NWMO for the implementation of the APM project.

Our focus in this report is with the first two stages: Initial Screening and Feasibility Assessment. Each of these stages contains a number of specific sub-steps, criteria and measures that will be detailed in subsequent sections of this report. However, it is necessary that a number of overarching assumptions and goals be discussed first, that serve to guide the logic of this process.

***Informed Consent***

**Ontario Charity Casino Case Study:**  
 One condition of the siting and selection process for the final selection of a Charity Casino was to implement a community-wide referendum with specific questions and a format set out by a provincial regulation.

## 2.1 Overarching Goals and Assumptions

When considering the first two stages of this step-wise approach illustrated in Figure 2, AECOM considered it necessary that some overarching and generic goals be defined for both a host community and the NWMO. These overarching goals would provide the overall framework within which a generic approach could be defined and criteria and measures could be identified. For the purposes of this study, these overarching goals are presented in Figure 3.



**Figure 3: Overarching Goals for Communities and NWMO During the Screening and Feasibility Stages**

Some of these overarching goals are common to communities and the NWMO such as informed consent and strengthened partnerships. Other goals are unique to communities such as: enhanced community well-being and increased resilience over many generations.

The generic overarching goals for the NWMO during these two stages contain three unique elements:

1. Increased confidence in interested community(s) to complete the siting process;
2. Access to knowledge and information about the interested communities and their regions to better understand the social, economic, and cultural issues, challenges and opportunities for APM; and
3. Increased understanding of possible required investments for enhancing community well-being in a host community and region, should it be necessary. Alternatively, what investments would increase the capacity of the community to adapt to and benefit from the APM project?

The NWMO must seek and obtain assurance that the interested and candidate host community(s) has the capacity and desire to consummate a deal

## 2.2 Characteristics of the Screening and Feasibility Stages

The initial screening stage is intended to be driven by the NWMO with passive interaction from interested communities, while the second feasibility stage is intended to be community driven with the onus on each community/region to demonstrate suitability.

During both stages, NWMO will be looking for two key items:

- *Evidence of joint initiatives and agreements that enhance community well-being between the host community and its surrounding region when implementing APM; and*
- *Evidence of full inclusion of all affected communities and stakeholders in the process in a manner that demonstrates building knowledge and understanding.*

Ideally, an interested community that can demonstrate a broad, inclusive multi-community or regional approach with shared benefits and decision-making (between itself and other communities) will tend to be more capable of partnering with the NWMO to ensure that all community interests are considered.

Only with transparent and meaningful inclusion of all affected communities in the siting process, can the host community and NWMO fully appreciate the range of social, economic and cultural issues that may need to be addressed in order to complete a sustainable site selection process.

One critical success factor for siting any project that has the possibility to be contentious is whether the volunteer host community includes the interests of surrounding and sometimes equally affected communities. This suggests that the successful host must consist of a community and its associated region and neighbouring communities. These factors are critical elements for both the interested community and the NWMO.

### ***Importance of Regional Focus***

#### **2010 Olympics Siting Process Case Study:**

A number of surrounding communities were affected by the hosting decision. This included the City of Richmond, District of West Vancouver, City of Surrey, and the territories of the Lil'wat, Musqueam, Squamish and Tsleil-Waututh First Nations. Engagement and support from all of these communities were required and solicited. All communities were required to sign on to a multi-party agreement. All Four-Host First Nations (FHFN) signed a protocol agreement to work together to fully participate in all aspects of the Games.

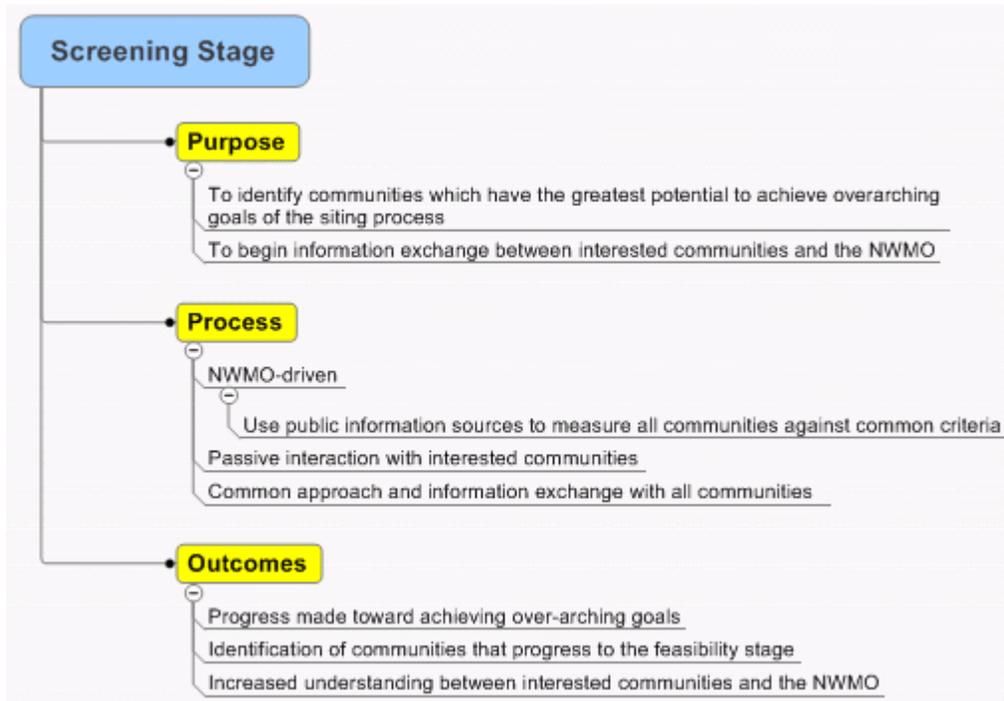
#### **Adam's Mine Case Study:**

The lack of engagement of surrounding community(s) has been deemed a principal reason why the project failed. Although the project achieved local support, it did not garner the support outside the local area, and also did not gain support of Aboriginal communities. Towards the end there was strong pushback and resistance from local Aboriginal communities and farming communities immediately south along the transportation corridor who insisted that engagement was lacking and too late in the process.

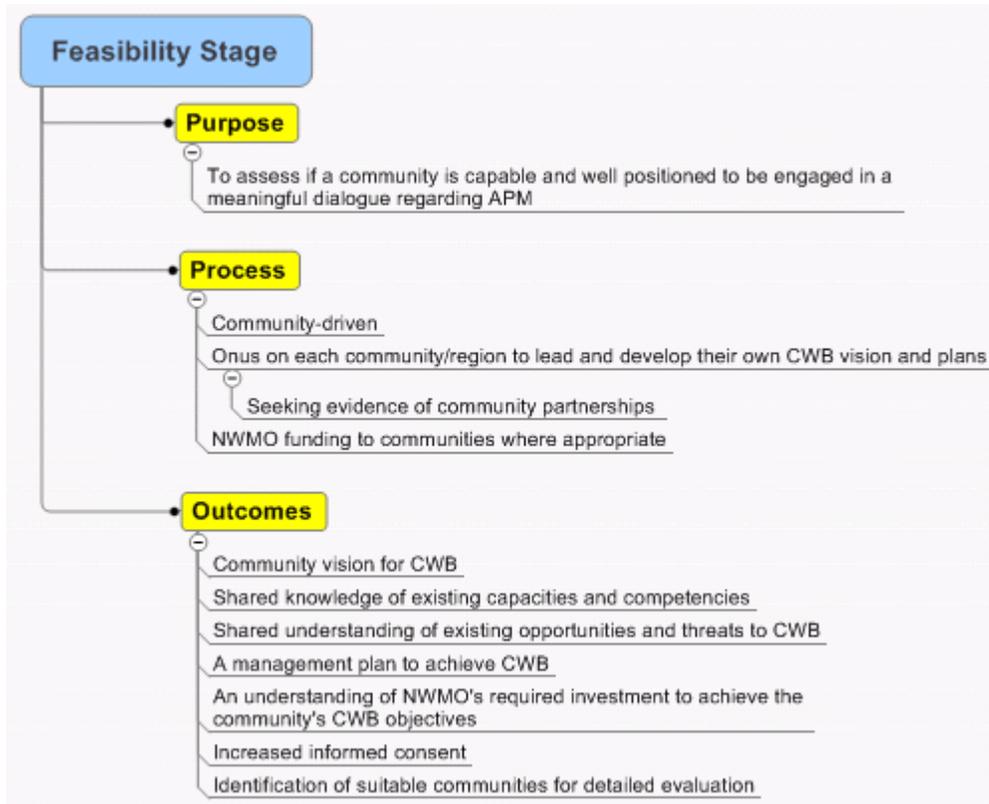
### 2.3 Purpose, Process and Outcomes for Screening and Feasibility Stages

Each of the two step-wise stages discussed in this report serve to deliver value to both the interested communities and the NWMO. The purpose, process, and outcomes for the screening stage are illustrated in Figure 4, and for the feasibility stage are illustrated in Figure 5.

Figure 4: Purpose, Process and Outcomes of the Screening Stage



**Figure 5: Purpose, Process and Outcomes of the Feasibility Stage**



Aside from the unique outcomes, it is important to note that the proposed process in each stage is very different. During the screening stage, the NWMO is leading the process by continuing information sessions within interested communities while purposely collecting data and information from published sources that enable them to apply various criteria and indicators. These criteria and indicators will be used to compare interested communities and to further NWMO’s understanding of their suitability for the subsequent feasibility assessment. The intent is to screen in only those communities that appear to display key enabling criteria for the APM project, which are detailed later in this report.

During the feasibility stage, NWMO will provide guidance and some financial support to qualified communities for them to lead their own community visioning sessions and the development of a community well-being plan. The onus is on each interested community(s) to demonstrate their compliance (or progress towards compliance) with the two overarching criteria described earlier. In addition, the NWMO can observe and evaluate these community-led activities, gaining a new understanding for how these communities function and how they fit with the criteria that will be detailed in later sections of this report. In some ways, this public community visioning exercise serves as a “classroom” for how each community functions in relation to decision-making and goal setting.

***Financial Support***

**Siting Task Force for Low Level Radioactive Waste Case Study:** Community Liaison Groups (CLGs) were funded by the Siting Task Force. CLGs were provided with technical and administrative support, including community storefronts as requested. This proved to be very successful with local stakeholders.

Communities that can demonstrate the use of broad, community-based decision-making processes that lead to more widely accepted outcomes (in this case a community vision and actions for enhancing community well-being) can be viewed as being more competent and capable of working with the NWMO to implement the APM project.

### **3. GENERIC CRITERIA AND INDICATORS FOR ASSESSMENT OVERVIEW**

In the siting of APM, there are likely to be many technical criteria for assessing the suitability of a site, many of which have already been identified by the NWMO. Similarly, there are certain social, economic and cultural criteria that might be used to assess whether a community is a viable host for Canada's used nuclear fuel. It is important that most of these criteria and indicators be applicable to communities across Canada, particularly in the initial screening phase, so that the NWMO can gain a common and consistent knowledge base regarding each interested community(s), and so that all interested communities can be better positioned to understand how APM may effect them. A common set of criteria and indicators will also allow the NWMO to compare communities to determine which are more suitable for continuing through the siting process than others. It is important to understand that there may be certain criteria and indicators that will be selected by interested communities wishing to demonstrate their unique values. In particular, more community driven criteria and indicators are likely to come up in the feasibility phase.

AECOM have outlined both a common set of illustrative criteria and indicators and provided suggestions for when community selected criteria and indicators may be appropriate to include. To this end, a Community Well-Being/Assets framework, which includes common dimensions of community well-being, has been used throughout this report.

As mentioned previously, the NWMO has outlined a set of broad factors to take in to consideration beyond safety. Table 1 illustrates the five evaluation factors to be considered and the criteria proposed by the NWMO in its *Proposed Process for Selecting a Site* (2009) in relation to the Community Well-Being / Assets Framework. This table demonstrates that NWMO's evaluation factors and criteria can be accommodated within the proposed Community Well-Being/Assets Framework.

**Table 1: Evaluation Factors and Criteria Addressed by Community Well-Being/Assets Framework Indicators**

Factors to be Considered	Criteria	Human	Financial	Physical	Social	Natural	Informed Consent
<b>Potential social, economic and cultural effects, including factors identified by Aboriginal Traditional Knowledge</b>	Extent to which positive and negative effects in the following areas can be addressed during implementation phase:						
	1. Health and safety of residents and the community	√					
	2. Sustainable built and natural environments			√		√	
	3. Local and regional economy and employment		√				
	4. Community administration and decision-making processes		√				√
<b>Potential for project's enhancement of the community's and the region's long-term sustainability, including factors identified by Aboriginal Traditional Knowledge</b>	5. Balanced growth and healthy livable community	√	√	√	√	√	
	Extent to which positive and negative effects on long-term sustainability can be addressed in the following areas:						
	6. Health, safety and inclusiveness/cohesion of the community				√		
	7. Sustainable built and natural environments			√			
	8. Dynamic resilience of the economy		√				
<b>Physical and social infrastructure in place and/or potential to be put in place to implement the project</b>	9. Community decision-making processes				√		
	10. Balanced growth and healthy livable community	√	√	√	√	√	
	11. The availability of physical infrastructure required to implement the project			√			
<b>Potential to avoid ecologically sensitive areas and locally significant features</b>	12. The adaptability of the community, and the social infrastructure it has in place, to adapt to changes resulting from the project	√			√		√
	13. The NWMO resources required to put in place needed physical and social infrastructure to support the project	√	√	√	√		√
<b>Potential to avoid or minimize the effects of the transportation of used nuclear fuel from existing storage facilities to the repository site.</b>	14. Ability to avoid ecologically sensitive areas and locally significant features					√	
	15. The availability of transportation routes (road, rail, water) and the adequacy of associated infrastructure and potential to put such routes in place			√			
	16. The availability of suitable safe connections and intermodal transfer points, if required, and potential to put them in place			√			
	17. The NWMO resources (fuel, people), and associated carbon footprint, required to transport used fuel to the site					√	
	18. The potential for effects on communities along the transportation route and at intermodal transfer points	√	√	√	√	√	√

## 4. INITIAL SCREENING PHASE

This section details the process and activities of the initial screening phase.

### 4.1 Objectives and Outcomes of Initial Screening Phase

***The objectives of initial screening phase would include:***

1. Identifying candidate communities which have the greatest potential to achieve overarching goals of the siting process.
2. Beginning information exchange between interested communities and the NWMO.

***The desired outcomes would include:***

1. Progress toward the achievement of overarching goals of the siting process.
2. Communities identified for the feasibility assessment phase.
3. Increased understanding between interested communities and the NWMO.

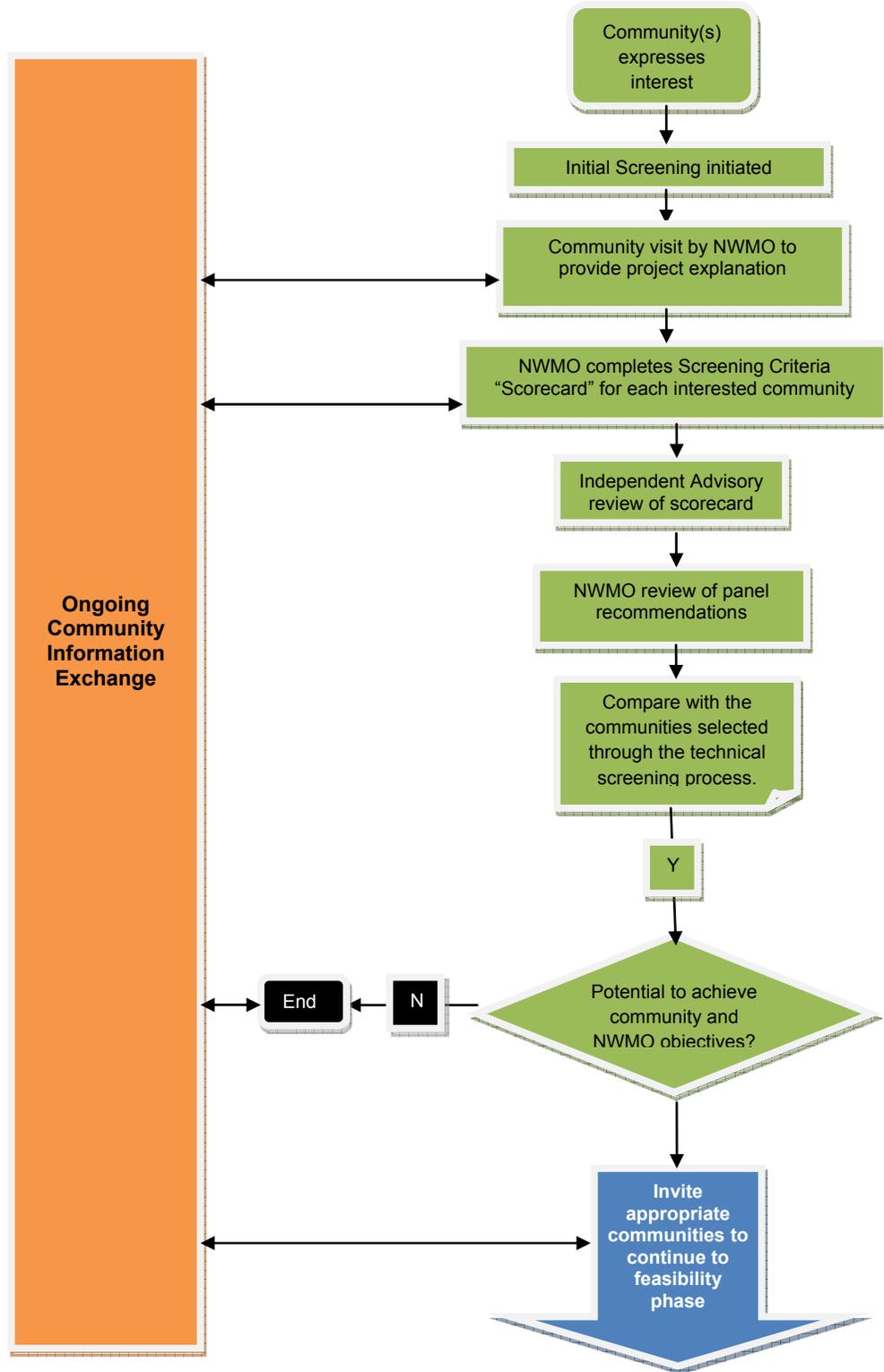
### 4.2 Stepwise Approach to Initial Screening Phase

Figure 6 outlines a potential stepwise approach for the initial screening phase. A discussion of each step is provided below.

#### 4.2.1 Community Expresses Interest

Communities who are interested in engaging in the early stages of the siting process will be able to contact the NWMO to express their interest. This phase is open to all communities or groups of communities who request information regarding the APM project. There is no pre-requisite set of criteria for inclusion or exclusion in this first siting phase.

Figure 6: Stepwise Approach to Initial Screening Phase



## 4.2.2 Initial Screening Initiated

A confirmation would be issued to communities to confirm that the NWMO is going to engage them in the initial screening process. All confirmations will be public and listed on the NWMO website. Such public confirmation will also serve to reprise other communities that might be affected in the region so that they can approach the interested community to initiate dialogue.

### **Guidance for Siting Process**

#### **Charity Casino Case Study:**

When the Ontario government announced the siting process for charity casinos it published clear guidance documentation for what interested communities must do to be selected.

### 4.2.2.1 Initial Screening Guidance

The Charity Casino and the Siting Process Task Force case studies demonstrate that value of a proactive and informative guidance document. In both cases, their respective guidance documents provided a sound basis for informed dialogue and actions during the initial screening stages. Such guidance documents typically address the following:

- a) Details of the project or initiative that is being sited;
- b) Details about the project proponent or implementing organization(s);
- c) Expected implications for the host community;
  - i. Discussion of potential benefits, risks and costs
  - ii. The process that will be used to incorporate all issues, challenges and opportunities
- d) A check list of required and desired inputs from interested/candidate communities in order to be considered for the project. Examples of required or desired inputs might include the following:
  - i. Self assessment of strengths, weaknesses, opportunities and threats in accommodating the project or undertaking;
  - ii. Actions that will be implemented by the interested community in addressing the above self-assessment;
  - iii. Compliance with required conditions; and
  - iv. Demonstration of broad-based community support. In the case of Charity Casino selection, the candidate community was required to hold a public referendum and it must pass by a certain margin of acceptance both in public and on Council.

### 4.2.3 Community Visit(s) by NWMO

It is essential that the NWMO visit each interested community in order to learn more about the community and to provide information about the APM project and siting process. The purpose and process for the initial screening phase will be described, the real benefit is building trust and mutual understanding which can not be accomplished by anyone other than the NWMO.

The guidebook (described above) could help answer frequently asked questions and assist communities as they go through the screening stage. It may be necessary to make frequent additions to the guidebook during this process based on input and feedback from interested communities.

Based on the case studies reviewed, it is recommended that NWMO assign each interested community with a “liaison officer” or establish a “liaison committee” or “community liaison group” that would act as a resource for the community as it engages in the screening process. It would be important for the liaison person, committee or group members be knowledgeable about the siting process and the project, and it would be imperative that they possess appropriate skills and experience in community development. The case study rationale for a liaison officer, committee or group is explained in more detail in the section of the report relating to the feasibility assessment stage.

### 4.2.4 Screening Criteria Scorecard

As noted earlier, one of the objectives of the initial screening phase is to begin an information exchange between interested communities and the NWMO. A scorecard would assist in standardizing and organizing the collection of information about each community which offers a first picture of their capacity and ability to participate in the siting process.

The second objective of the screening phase would be to identify which communities have the greatest potential to achieve overarching goals of the siting process. Some communities may be more suitable locations than others based on social, economic and cultural factors. The scorecard data could also be used to directly compare communities to understand which are appropriate and which

#### ***Information Sessions:***

##### **Siting Task Force for Low Level Radioactive Waste Case Study:**

All phases of the siting process for the disposal of low-level radioactive waste included extensive public information sessions. This included community information sessions, community leader briefings, community liaison group (CLG) sessions, and the establishment of a Board of Directors of oversight of facility development and impact management implementation. All actions in combination proved to be very effective in informing community stakeholders.

##### **Adam’s Mine Case Study:**

The siting process had a very large and extensive public information campaign. It was determined that the proponent, the City of Kirkland Lake, send out much of the information. However, people outside Kirkland Lake expressed that the City did not listen very well and that the City came across as pushy and arrogant with stakeholders. These perceptions must be avoided.

#### ***Scorecards Used for Screening***

##### **Community Access Program Case Study:**

Applications for grants from Industry Canada for establishing community information centres include a community information form, which is the basis for evaluating the strength of the application. These are not according to a rating scale, but a means of ensuring that basic requirements are fulfilled.

are less appropriate to move on to the feasibility phase, assuming that there are multiple communities interested in learning more about the project and opportunities for their community(s).

The NWMO should be responsible for gathering the information and completing the score card for each community engaged in the screening phase, with some input from the communities. Once the community profile data is compiled in the scorecard, the report would be presented to the community to critique or augment, to provide further context and to identify recent socio-demographic changes not reflected.

The screening scorecards will allow for rating of community suitability to engage in the APM process based on social factors. The criteria and indicators to be included in the scorecard should be made publicly available to increase transparency of the process as well as assist communities in organizing information along these lines should they wish to do so.

The scoring would need to be understandable and easy to follow. As a way of ensuring that this data is compiled and presented in a consistent manner, an external body could compile this information on behalf of all the candidate communities. An example scorecard for is presented in Figure 7.

A scorecard of a nature depicted in Figure 7 could be developed for each community by NWMO. There are many other examples of scorecard styles that the NWMO could use. In the illustrative example provided in Figure 7, only three evaluative dimensions (i.e. diminish, neutral, and enhance) are applied to each of the overarching goals for both the community and the NWMO. The data and information that will enable the scorecard evaluation for each community will be derived from the collection, synthesis and evaluation of the data depicted in Figure 8. The data depicted in Figure 8 includes criteria and indicators of community well-being (CWB) that can be assembled from readily available published sources of information.

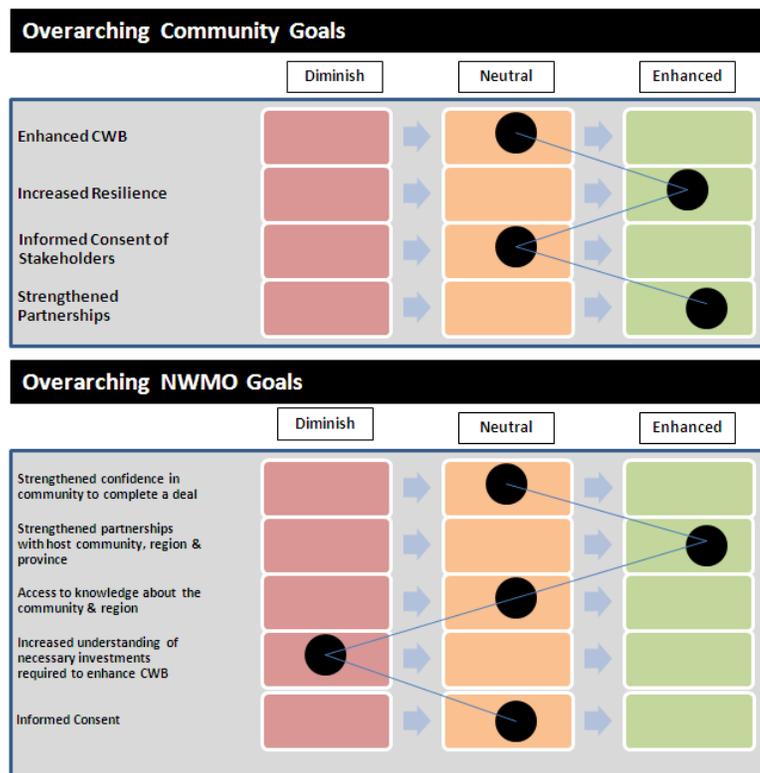


Figure 7: Illustrative Sample Scorecard

#### 4.2.4.1 Criteria and Indicators for Initial Screening Phase

In order to consider Community Well-Being (CWB) in the initial screening stage, criteria and indicators for this phase have been developed using the five broad assets commonly used in this context:

- Human assets
- Social assets
- Economic assets
- Physical assets
- Natural assets

In addition to these asset categories, “informed consent” has been included as key element of the CWB framework. In the context of the APM siting process that seeks a willing host community, the notion of “informed consent” lays at the core of the CWB framework.

Figure 8 identifies some illustrative CWB-based criteria for use at the initial screening phase. For each criterion, Table 2 identifies some illustrative indicators or data items that could be collected to assist in the screening exercise. At the initial screening phase, it is the intent that these data items be gathered from published, readily available sources. For example, many of the data items listed in Table 2 in italics can be readily obtained from Statistics Canada via their Community Profile and Aboriginal Community Profile websites. Currently, data can be retrieved for three Census periods, 1996, 2001 and 2006.<sup>1</sup> The next Census will be scheduled for 2011, but data will not likely be available till at least mid-2012.

Regardless, it is suggested that the data be compiled by gender (where applicable) and for at least the last three Census periods to allow for trend analysis. The data would need to be examined to ensure that they are consistent over time. It is also suggested that the data be compiled at the community level (e.g. Census subdivision) as well as the Census division level to provide a regional context. Depending on the interested community, some of the data may need to be aggregated to ensure comparability with the most current Census. Statistics Canada should be consulted to confirm the comparability of Census questions and/or classification systems between each Census period. For example, prior to the 2001 Census Statistics Canada used the Standard Industrial Classification (SIC) System. Starting in 2001 Statistics Canada has used the North American Industry Classification System (NAICS).

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<sup>1</sup> Statistics Canada Community Profiles 2006:

<http://www12.statcan.gc.ca/census-recensement/2006/dp-pd/prof/92-591/index.cfm?Lang=E>

*Statistics Canada Community Profiles 2001:* <http://www12.statcan.gc.ca/english/Profil01/CP01/Index.cfm?Lang=E>

*Statistics Canada Community Profiles 1996:* <http://www12.statcan.ca/english/Profil/PlaceSearchForm1.cfm>

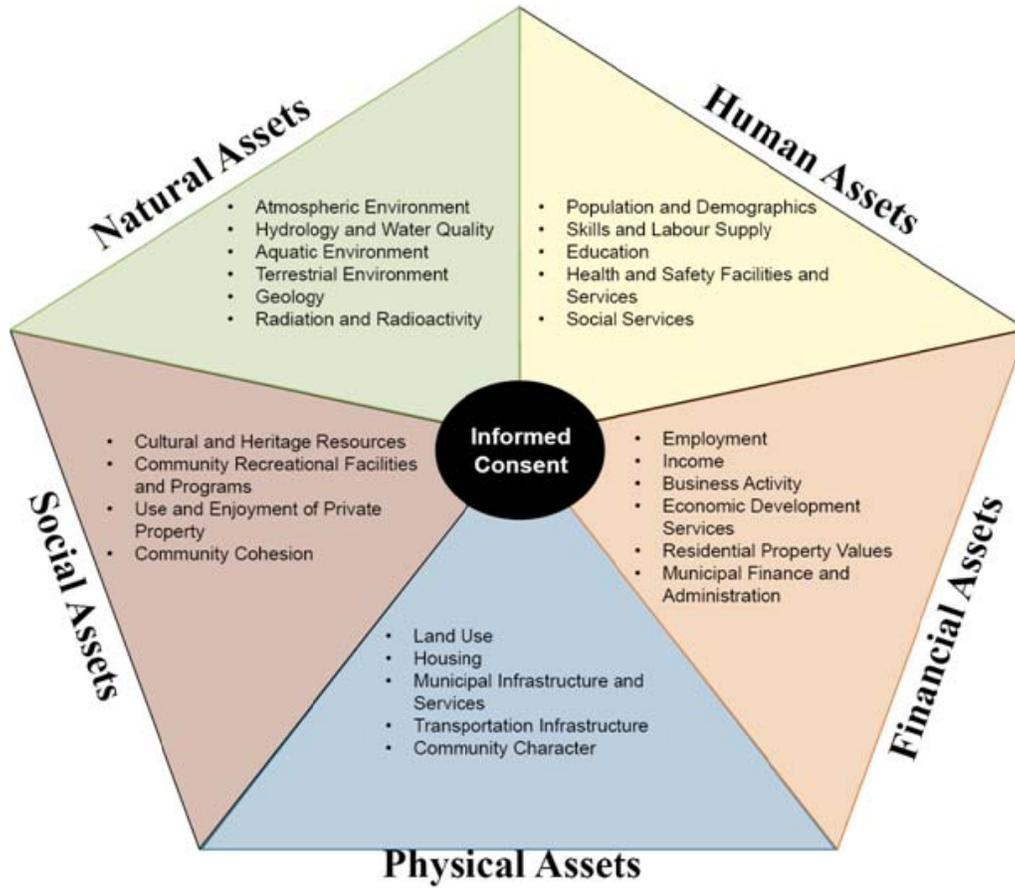


Figure 8: Illustrative Screening Criteria Based on Community Well-Being Framework

**Table 2: Illustrative Screening Criteria and Indicators**

<i>CWB Framework Asset Category</i>	<i>Illustrative Criteria</i>	<i>Illustrative Indicators</i>
<b>Human Assets</b>	Population Size and Demographics	<ul style="list-style-type: none"> <li>• Total population</li> <li>• Population density</li> <li>• Aboriginal and Non-Aboriginal population by age</li> <li>• Aboriginal and Non-Aboriginal population by sex</li> </ul>
	Skills and Labour Supply	<ul style="list-style-type: none"> <li>• Aboriginal and Non-Aboriginal population by occupation – skills profile (NOCS)</li> <li>• Aboriginal and Non-Aboriginal population by industry (NAICS)</li> </ul>
	Education	<ul style="list-style-type: none"> <li>• Aboriginal and Non-Aboriginal population by educational attainment</li> <li>• Presence / absence / capacity of existing schools</li> <li>• Presence / absence of features unique to Aboriginal Peoples</li> </ul>
	Health and Safety Facilities and Services	<ul style="list-style-type: none"> <li>• Presence / absence / type / capacity of existing health care facilities</li> <li>• Presence / absence / capacity of long term care facilities</li> <li>• Presence / absence / type / capacity of fire protection services</li> <li>• Presence / absence / type / capacity of policing services</li> <li>• Presence / absence of features unique to Aboriginal Peoples</li> </ul>
	Social Services	<ul style="list-style-type: none"> <li>• Presence / absence / capacity of social housing programs</li> <li>• Presence / absence / capacity of affordable housing</li> <li>• Presence / absence / capacity of child care services</li> <li>• Presence / absence / capacity of social assistance support programs</li> <li>• Presence / absence of services unique to Aboriginal Peoples</li> </ul>

<b>CWB Framework Asset Category</b>	<b>Illustrative Criteria</b>	<b>Illustrative Indicators</b>
<b>Economic Assets</b>	Employment	<ul style="list-style-type: none"> <li>Aboriginal and Non-Aboriginal labour force activity (participation rate, employment rate, unemployment rate)</li> <li>Aboriginal and Non-Aboriginal employment by full-time, part-time, seasonal workers</li> </ul>
	Income	<ul style="list-style-type: none"> <li>Median Aboriginal population earnings</li> <li>Median household and family income</li> <li>Prevalence of low income households and families (LICO)</li> </ul>
	Business Activity	<ul style="list-style-type: none"> <li>Index of industry diversification (ratio of single to multiple business enterprises)</li> <li>Major employers, including number of employees, nature of activity (e.g. service sector vs. manufacturing sector, export vs. local market activity)</li> <li>Number of small, medium and large business enterprises</li> <li>Presence / absence / numbers / types of Aboriginal business enterprises</li> </ul>
	Tourism	<ul style="list-style-type: none"> <li>Presence / absence / type of tourist establishments and attractions</li> <li>Number and type of tourist accommodation</li> <li>Presence / absence of tourism development plans and programs</li> </ul>
	Economic Development Services	<ul style="list-style-type: none"> <li>Presence / absence / capacity of Economic Development organizations</li> <li>Presence / absence / focus of Economic Development plans and strategies</li> </ul>
	Residential Property Values	<ul style="list-style-type: none"> <li>Number of residential property sales per year per capita</li> <li>Average value of owned dwellings</li> </ul>
	Governance and Finances	<ul style="list-style-type: none"> <li>Governance structure</li> <li>First Nation treaty status</li> <li>Municipal / First Nation community revenues / sources of revenue</li> <li>Municipal / First Nation community expenditure by category</li> <li>Municipal debt to revenue ratio</li> </ul>

<b>CWB Framework Asset Category</b>	<b>Illustrative Criteria</b>	<b>Illustrative Indicators</b>
<b>Physical Assets</b>	Land Use	<ul style="list-style-type: none"> <li>• Land use by type / area</li> <li>• Presence / absence / locations of Aboriginal traditional land uses</li> <li>• Area(s) of Aboriginal Peoples homeland(s)</li> <li>• Presence / absence of land use plan(s) and status</li> <li>• Official Plan land designations and potential considerations for APM facilities</li> <li>• Area covered by Treaties</li> </ul>
	Housing	<ul style="list-style-type: none"> <li>• Number of dwellings by type</li> <li>• Number of dwelling by tenure</li> <li>• Number of dwellings by age</li> </ul>
	Municipal Infrastructure and Services	<ul style="list-style-type: none"> <li>• Type and capacity of water supply system(s)</li> <li>• Type and capacity of wastewater treatment system(s)</li> <li>• Number, type and capacity of solid waste management facilities</li> <li>• Capacity of sewage system(s)</li> <li>• Type and capacity of electricity supply</li> </ul>
	Transportation Infrastructure and Services	<ul style="list-style-type: none"> <li>• Presence / absence / capacity of transportation infrastructure (road, rail, deep water port, airport)</li> </ul>
	Community Character	<ul style="list-style-type: none"> <li>• Positive / negative public attitude about community character among community members</li> <li>• Positive / negative public attitude about community character among general public outside of community</li> <li>• Presence / absence of visual amenities and attractive landscapes</li> </ul>
<b>Social Assets</b>	Diversity of Population Composition	<ul style="list-style-type: none"> <li>• Aboriginal identity population</li> <li>• Non-Aboriginal identity population</li> <li>• Immigrant population</li> <li>• Non-immigrant population</li> <li>• Population by permanent and seasonal residents</li> </ul>
	Cultural and Heritage Resources	<ul style="list-style-type: none"> <li>• Number of recorded archaeological sites</li> <li>• Number of recorded Aboriginal Heritage Resources and cultural landscapes</li> <li>• Number of recorded Euro-Canadian Heritage Resources and cultural landscapes</li> </ul>
	Community Recreational Facilities and Programs	<ul style="list-style-type: none"> <li>• Presence / absence / numbers of service clubs, social clubs, not for profit organizations</li> <li>• Presence / absence / numbers of recreational facilities</li> <li>• Presence / absence / numbers of parks and conservation areas</li> </ul>
	Community Cohesion	<ul style="list-style-type: none"> <li>• Voter participation rate</li> <li>• <i>Aboriginal to Non-Aboriginal identity population ratio</i></li> <li>• <i>Immigrant to Non-immigrant population ratio</i></li> <li>• <i>Aboriginal Identify population - Knowledge of Aboriginal languages</i></li> </ul>
	Community Stability	<ul style="list-style-type: none"> <li>• Change in total population</li> <li>• Net migration – within the last year, over the last 5 years</li> <li>• Aboriginal and Non-Aboriginal Mobility status (place of residence 1 year ago, 5 years ago)</li> </ul>
<b>Natural Assets</b>	None	<ul style="list-style-type: none"> <li>• Not applicable during screening phase</li> <li>• Communities may add their indicators during feasibility phase</li> </ul>
<b>Informed Consent</b>	Informed Consent	<ul style="list-style-type: none"> <li>• Status of agreement(s) with relevant jurisdictions/authorities (including municipal, regional, First Nation, Tribal Council) to participate in the initial screening process</li> </ul>

#### 4.2.5 Independent Advisory Review

The use of an independent group to review the scorecards and the supporting detailed criteria/indicator assessments would provide a level of objectivity and transparency to the screening process. This independent advisory group would review the scorecards and criteria/indicator assessments of each community (completed by the NWMO) and then independently provide their overall assessment to NWMO.

The members of the independent advisory review group should be neutral, with no political affiliations or linkage to the NWMO or the interested communities, regions or provinces. It is AECOM's experience that review groups of this type tend to range in size from 6-12 members and they often provide valuable insight and perspectives that only add to the fullness of the process.

The review group could be structured in a variety of different ways. For example, NWMO could draw representatives from existing NWMO advisory committees (selected from either the Youth, Aboriginal, or Municipal advisory groups) since they already have knowledge of the APM siting process. Alternatively, each of the existing advisory committees could review the score cards separately and provide recommendations separately as a committee. Alternatively, an independent review group could be made up of all new representatives, including people with a background in community planning, economic development and indicator interpretation. Another option would be to "outsource" the independent review to an existing body or institution with the credibility and capability to undertake such a task, such as the Royal Society of Canada. The challenge to this last option is that NWMO may lose valuable time in bringing yet another advisory group "up to speed" with the project and the process.

#### 4.2.6 Review of Community Scores

Using results of the preceding activities, the NWMO would convene an internal workshop to review the background assessment information, score cards and independent reviews for each of the interested communities. The primary purpose of this workshop would be to discuss the community assessments with the independent review group(s) to seek a common understanding of the issues, challenges and opportunities that will be faced by communities in the siting process. This internal dialogue and review of the assessments and score cards will be a reality-check on work to this point, and possibly result in a revised framework for evaluating interested communities at this early stage.

If the latter occurs, then this review might also generate a revised scorecard for each community. In either case, this activity will result in a ranking of interested communities with respect to their relative suitability for hosting the APM (i.e., those that are best positioned to attain their goals and those of NWMO).

#### ***Independent Review:***

##### **Olympics Siting Process Case Study:**

The Vancouver bid for the 2010 Olympic Games was scrutinized by an international panel. The IOC Evaluation Commission visited all candidate sites and performed the final vote on the host city.

##### **Siting Task Force for Low Level Radioactive Waste Case Study:**

A Siting Task Force was established to assume accountability for the implementation of the siting process, aided by Councils and Community Liaison Groups. The entire process was grounded in municipal Council decision-making.

##### **Community Access Program Case Study:**

CAP site approvals were adjudicated by a panel of rural leaders representing rural groups involved in rural community development and community well-being and related provincial bodies. Their role was to review applications and to provide advice on revisions to applications as required.

## 4.2.7 Selection of Communities to Feasibility Assessment Phase

The final step in this screening phase is to inform interested communities of NWMO's desire and intent with proceeding to the feasibility assessment phase.

### 4.2.7.1 *Considerations for Discussion*

1. How will communities be notified of success/failure at this stage?
2. Will NWMO offer an appeal process?
3. Will feedback indicate ideas for elaboration and more careful consideration in the next stage?
4. How will NWMO manage the process if various communities are at different states of progress?
5. Will NWMO set timelines or limits for responses?

## 5. FEASIBILITY ASSESSMENT PHASE

This section details the process and activities of the feasibility assessment phase.

### 5.1 Objectives and Outcomes of Feasibility Assessment Phase

*The objectives of feasibility assessment phase would include:*

1. Identifying candidate communities which have the greatest potential to achieve overarching goals of the siting process, and.
2. In depth information exchange between interested communities and the NWMO.

*The desired outcomes would include:*

1. Shared knowledge gained of existing capacities and competencies within communities.
2. Shared knowledge gained of opportunities / threats to CWB.
3. Community visions for CWB developed.
4. Management Plan to achieve CWB developed.
5. Understanding of NWMO's necessary investment to assist communities in achieving enhanced CWB and siting APM.
6. Progress toward the achievement of overarching goals of the siting process.
7. Communities identified for the detailed site evaluation phase.
8. Increased understanding between interested communities and the NWMO.

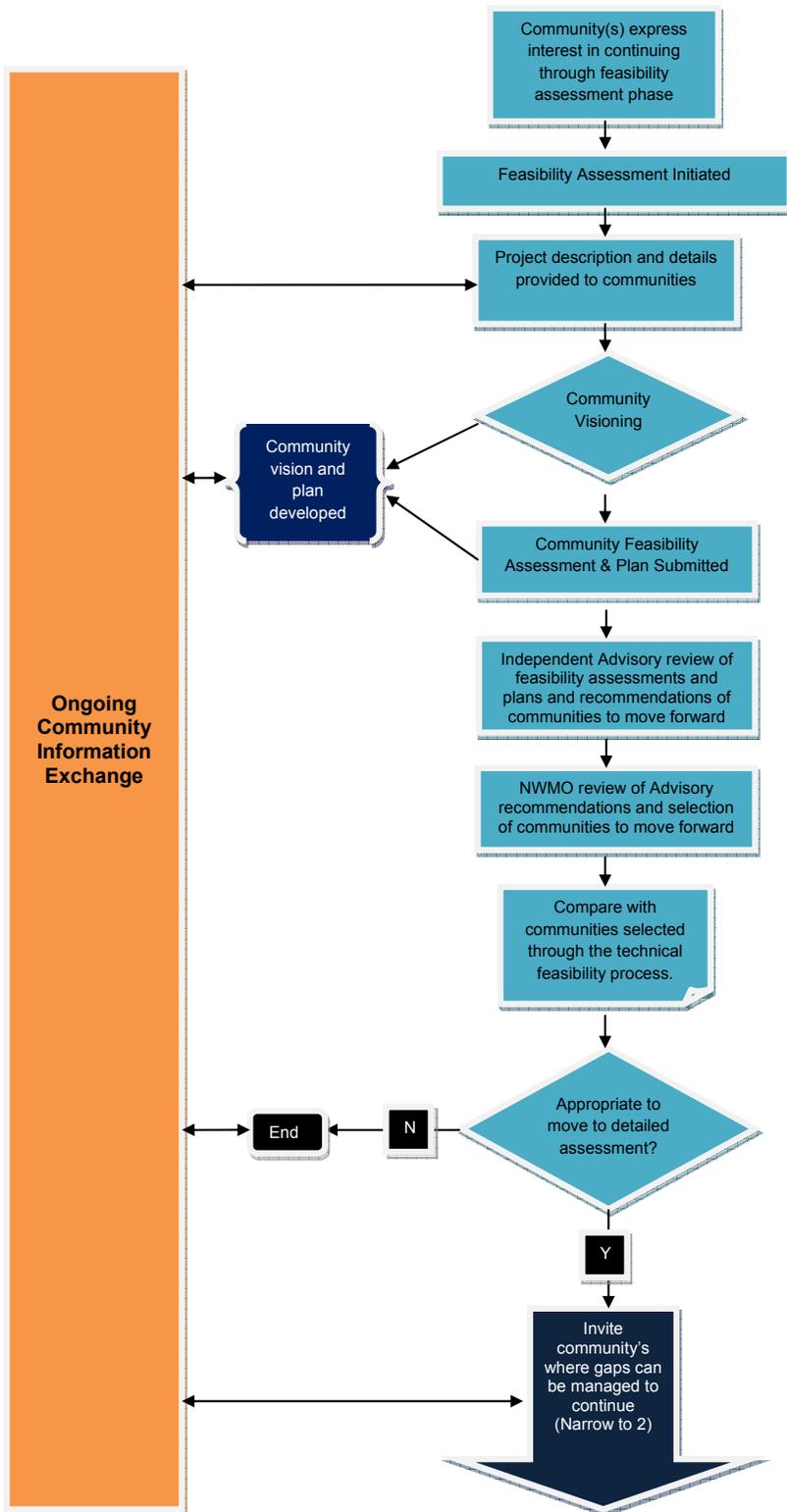
### 5.2 Stepwise Approach to the Feasibility Phase

A potential step-wise approach to the feasibility study phase is outlined in Figure 9 and a discussion of each step is provided below. In essence this feasibility phase is comprised of three inter-related components:

1. Updating and refining the preliminary screening criteria based on the community well-being framework such that it best reflects the reality of the interested community using criteria and indicators of most relevance to them;
2. Creation of an overarching **Community Vision** and an associated **Community Feasibility Assessment and Plan (CFAP)** linked to the APM project; and
3. An independent assessment (by NWMO) of the process used by the community(s) to:
  - a. Foster interactions and dialogue within and between communities;
  - b. Their ability to obtain consensus on key decisions; and
  - c. The robustness and relevance of their vision and CFAP.

References to the vision and the plan in Figure 9 are based with this in mind.

Figure 9: Stepwise Approach to Feasibility Study Phase



### ***Aboriginal Healing and Wellness Strategy – Community Development Support Workers:***

The Aboriginal Healing and Wellness Strategy (AHWS) fosters improvements in the health and wellbeing of Aboriginal individuals, families, communities and nations through:

- Provision of equitable access to primary health and healing services and programs, including prevention, treatment and support, that are culturally appropriate and culturally competent;
- Building on the strengths and enhancing the capacities of Aboriginal communities; and,
- Promotion of equitable, violence-free relationships and healthy environments<sup>1</sup>

AHWS has four main objectives: improving Aboriginal health; supporting family healing; promoting networking and facilitating community development and integration. AHWS is administered by a Joint Management Committee that consists of representatives of provincial Aboriginal organizations and representatives of four provincial ministries. AHWS funds initiatives at the provincial level as well as specialized community-based projects such as Aboriginal Health Access Centres, Healing Lodges, Shelters and Treatment Centres.

Within the AHWS program Community Development Support Workers work to develop and/or enhance skills and capacity of AHWS-funded programs and projects to achieve desired program and service outcomes. The Community Development Support Workers work within nine different Aboriginal partner organizations across the province. Within their partner organizations, Community Development Support Workers functions include:

- Assisting, advising and supporting Aboriginal organizations and communities to ensure participation in community health programs;
- Supporting the implementation and management community health programs administered by Aboriginal organizations to increase and maintain capacity and competence in program governance, program planning, program development, program management and administration, program evaluation and program design;
- Providing assistance in preparing accurate/complete documentation for annual submissions/work-plans and year-end reports and other tracking activities;
- Ensuring that funding dollars are flowed to appropriate funded projects;
- Providing community visits to assist funded projects with reporting and meeting reporting requirements; and
- Networking, through:
  - i. the implementation and management of AHWS funded programs and projects;
  - ii. the maintenance of required program, service and financial reporting, including participation in performance measurement and program evaluation initiatives;
  - iii. the development and maintenance of an adequate administrative, travel and accountability infrastructure, including providing assistance in preparing accurate /complete documentation for annual submissions and year-end reports; and
  - iv. development and coordination of community development initiatives.

Community Development Support Workers also assist with facilitation of community development and integration of programs and services at local, regional and organizational levels, within the context of respecting Aboriginal autonomy and strengthening Aboriginal capacity to rebuild healthy communities to improve access to programs and services. These staff It involves engaging in community development activities, such as the creation and improvement of awareness among leadership on how they may be helpful to the healing process and community well-being.

According to an evaluation report on AHWS, “The AHWS has had far-reaching effects. The AHWS is a recognized and trusted program in Aboriginal communities. AHWS-funded programs and services are an integral part of the services available to Aboriginal people in Ontario, providing innovative approaches to healing. AHWS has also contributed to the development of a pool of skilled Aboriginal workers, many of whom become leaders and role models within their communities. The holistic approach of AHWS programs and services has also contributed to community development and capacity building.”

## 5.2.1 Community Expresses Interest

It is suggested that interested communities that elect to proceed with this phase agree to the development of two products (Community Vision and a CFAP – Community Feasibility Assessment Plan), and agree to independent process monitoring of their community activities and efforts in developing these products. Each interested community will be provided with guidance documentation as well as resource support from the NWMO including:

1. Appointment of a liaison officer / community support worker who can help guide the community, provide liaison with NWMO, help build/enhance capacity to develop a Community Vision and CFAP and assist in facilitation and research.
2. Provision of background information about the APM project in sufficient detail for the community to make informed decisions.
3. Provision of tools and methods that may be used by the community to determine and assess implications of the APM project on their community well-being.
4. Financial support, if required, to fund research and planning activities deemed important to the community.

## 5.2.2 Project Description and Details Provided to Community

### 5.2.2.1 Content and Format of Information

The form and nature of how NWMO might present the details of the APM project may differ by community. For example, there may be at least two types of interested communities<sup>2</sup>:

1. A large urban community that may have an existing relationship with large projects, possibly the nuclear industry itself, which possesses considerable diversity and expertise to assess projects of this nature; and
2. A small rural-remote community that has relied on a single industry and lacks some of the expertise necessary to fully assess the implications of the APM project.

The information details and presentation formats may be different in each of the above cases to accommodate the unique situations present in the communities. Specifically, in the second case, it may be very difficult for a former single-industry community to appreciate the issues, challenges and opportunities posed by the APM project and as such they may require additional information to support their understanding and decision-making processes.

### 5.2.2.2 NWMO Liaison Officer / Community Support Worker

It is suggested that NWMO assign each interested community with a “liaison officer” who doubles as a community support worker. This person would act as a resource person for the community as it engages in the feasibility assessment process. (see section below and case study box on previous page). The liaison officer / community support worker will work and reside within the community and play a key role in representing NWMO’s interests, supporting community leaders and providing feedback to both the community and NWMO on issues and opportunities that may appear during the process. Providing a community support worker is especially important for rural and remote communities. Programs targeting rural and remote communities that have made use of such community support workers (e.g. CAP and the Aboriginal Healing and Wellness Strategy) have yielded impressive community well-being results, as well as providing program evaluation reporting and financial reporting that meets the requirements of the institutions that support those programs.

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<sup>2</sup> Such as those described in: *Economic Impact Assessment of the APM Project on Generic Reference Communities in Canada, Spring 2010*.

The success of many community development programs can be traced to the provision of dedicated community development support workers or liaisons. The involvement of a broad and varied spectrum of community members is critical to the success of community development initiatives, projects and programs. Community development support workers can be the catalysts for engagement, learning, planning, networking and community building. This has been the experience for example in the far north when mining developers make funds available for such activities (e.g. DeBeers' funding of community support workers in the NWT).

The community's will need to know what resources the project will require of them for which they may or may not have access to. They also need to understand the project specifics such as the number of workers on and off-site and who will house them. They will require a high level of detail on the project at the feasibility stage. Throughout the course of this phase, NWMO will need to provide ongoing information about the project to the communities for completing their plans in an informed and consistent manner.

### 5.2.3 Community Visioning

A community vision would be a statement that establishes the wishes and aspirations of the interested community, with and without the APM project. Such a statement would emerge from methodical self assessment of a community's current well-being status and its desired future state of well being. It would include the social, cultural and economic considerations and expectations of the whole community and reflect its linkages with neighbouring communities. It should be expected that each community would establish its own vision statement and these would be prepared to various levels of detail and sophistication. They could be presented in various ways, a simple statement, a detailed report, a video or other method.

Nevertheless, once a community vision is established it is then important for the community to assess how their vision aligns with the APM project and NWMO overarching goals. This community-driven assessment is the subject of the next section.

#### **Demonstrating Link between Community Vision and the Project**

##### ***Community Access Program Case Study:***

The CAP grant submission process for Aboriginal communities within the five Keewatinook Okimakinak (Northern Chiefs) Tribal Council communities, and subsequently in a broad network of Aboriginal communities in Canada, included considerable consultation, supported by community development support workers, which was understood as "community engagement". This included education, awareness, and participation in creating a vision for the potential benefits of application of the communication technologies for community benefits. Through creative visioning, the Keewatinook Okimakinak vision moved from a small number of community information centres to become an Industry Canada "Smart Community" initiative that now supports a variety of telemedicine, on-line high school, and community development initiatives across northern Canada.

### 5.2.4 Community Feasibility Assessment and Plan (CFAP)

It is suggested that a key step in the feasibility assessment phase include the development and submission to the NWMO of a ***Community Feasibility Assessment and Plan (CFAP)***. It is envisaged that the CFAP would be a document(s) that provides an assessment of the feasibility of the APM project in the context of an interested community's vision. The CFAP would present a detailed description of the community today and its vision for the future, with and without the APM Project. The CFAP would then include an evaluation of the community's well-being in terms of its own community assets, vulnerabilities and then identify the opportunities and/or threats posed by the APM project towards achieving its vision.

To this end, the CFAP would need to clearly articulate the community's desired outcomes for hosting the APM project, along with an indication of its management plan(s) to achieve these outcomes. The management plan would define, to the extent possible, the resources (e.g., human, financial, etc.) that the interested community would invest to achieve its desired outcomes. It would also define the manner in which it plans to achieve informed consent and build partnerships with other communities and stakeholders in the region and/or along transportation routes. Finally, the CFAP would provide an early opportunity for an interested community to articulate the resource needs or requirements from others, particularly from the NWMO, in order to achieve its desired outcomes (i.e. what does the interested community need or expect from the NWMO or others). This CFAP would then be subject to evaluation by Independent Review Group (initiated in Phase one) as well as the NWMO, within a Results Based Management (RBM) framework.

#### 5.2.4.1 *Developing the CFAP*

It is recommended that the genesis of the Community Feasibility Assessment & Plan (CFAP) be derived from the Phase 1 CWB framework illustrated in Figure 8. As explained previously, this framework uses criteria and indicators that can be measured using readily available published information and statistics, which is collected and synthesised by NWMO for the initial screening of interested communities.

Communities selected for this phase would be provided with their initial assessment as a starting point for them to expand upon. The onus will be on the community to add and adapt the CWB framework to refine and reflect their assessment of assets, issues, challenges, and actions for enhancing their CWB. They would be free to express their Community Vision and CFAP in any manner that they wish. However, interested communities would be provided with guidance regarding what the NWMO is seeking in their plans. The NWMO will provide resources to each interested community in this phase, including but not limited to the following:

- i. An NWMO-appointed community development support worker acceptable to the community
- ii. Assistance in establishing a Community Liaison Committee or Group
- iii. Funding for community lead research and plan development

#### 5.2.4.2 *Monitoring and Assessing the CFAP*

The Feasibility Assessment phase will be undertaken in a very dynamic and potentially conflict laden environment. The manner in which communities organize and conduct themselves in preparing the CFAP is of great interest to the NWMO, the potential host community and all stakeholders. The entire CFAP development process needs to be transparent and fair and all stakeholders involved need to be accountable for their participation.

The NWMO Community Well-being Workshop held in 2009 indicated that some communities have suggested having an ombudsperson, process observer or committee instated to oversee proceedings and ensure the process is accountable to the community

Therefore, this phase could include a formal "process monitoring" activity undertaken by an independent process observer (IPO) or ombudsman. The purpose of this role would be to oversee and report on the process used to prepare the CFAP and ensure that it is transparent to the community and the NWMO that communication and consultation with stakeholders is timely and effective. The person or committee fulfilling this role could:

- act as an impartial observer and recorder of the process
- be independent of any bureaucracy, including any level of government, including First Nations Council, and the NWMO

- maintain the right to review information and files such as minutes of meetings, terms of reference, proposals, draft reports, and final reports pertaining to CFAP process
- act as an observer and where necessary as a facilitator to ensure that proper practice is followed with any group or organization directly involved in CFAP development
- receive comment/input/complaints from the community members on matters relating to process and respond appropriately  
point out and suggest remedies for inconsistencies in procedures in consultation;
- recommend process improvements to ensure effective and timely completion of work assignments, investigations, studies, and reporting
- suggest opportunities to improve the process for a more effective outcome for all parties  
prepare a regular written report on the overall progress and direction of the work being undertaken to complete a CFAP
- encourage teamwork through consultation and communication

#### 5.2.4.3 CFAP Evaluation Framework

The framework to be used for evaluating CFAPs could be grounded in the practice of **Results Based Management (RBM)**. RBM has strong roots among Canadian organizations, including most municipalities, due largely to the Government of Canada's adoption and support for this style of planning and management approach throughout the last two decades. Virtually any community organization, municipality or economic development agency that has received grants or contracts from the federal government will be familiar with RBM as a planning and management approach.

The Government of Canada has been working with RBM for almost two decades, since the early 1990's, and provides numerous resources, training materials, and case studies through the Treasury Board. As such, RBM provides a "Made-in-Canada" approach to planning and management for small and large initiatives and may be well suited to the Feasibility Phase of APM siting process for use with communities and regions.

RBM is an approach to management that integrates strategy, people, resources, processes and measurements to improve decision-making, transparency, and accountability. The approach focuses on achieving outcomes, implementing performance measurement, learning and changing, and reporting performance.

Historically government departments (and implementing organizations) focused their attention on inputs (what they spent), activities (what they did) and outputs (what they produced). Although this information is important it does not indicate whether or not progress has been made toward solving the initial problem.

In recent years, the federal government has intensified its focus on the need for reliable and measurable performance information. To that end, the Treasury Board Secretariat has defined clear and concise expectations regarding the management of the Government of Canada's policies, programs and initiatives. These expectations — articulated in the federal government's management framework Results for Canadians and embodied in the modern comptrollership initiative — require that government focus on achieving measurable results for Canadians. RBM requires that program managers (in this case both the host community and the NWMO) look beyond the inputs, activities and outputs of policies, programs and initiatives and focus on results. While the CFAPs are aimed at defining the desired outcomes of the APM project in their communities (i.e., the results to be achieved), the NWMO would work with the community to guide the development of the criteria and measures needed to evaluate their likely performance throughout the life cycle of the APM project. In doing so, the NWMO will be better equipped to allocate human, financial and other resources where they are most needed and where they will have the achieve the results desired by both the host community and the NWMO.

An CFAP evaluation framework, based on an RBM approach, would be developed at the outset of the feasibility assessment phase and would serve as a road map for not only determining which communities would move forward in the siting process, but also for managing, measuring and effectively reporting results as the APM project is implemented. A CFAP evaluation framework, based on a RBM approach will not only help the NWMO achieve its overarching goals, but also:

- enhance the management of the APM project,
- ensure clear and logical program design that links resources and activities to expected results,
- identify assumptions and risks,
- clearly identify the project beneficiaries
- define roles and responsibilities for key partners clearly and concisely,
- increase transparency and accountability, and
- embed the performance measurement discipline into management practices.

A key CFAP evaluation framework would provide a “picture” of the logical cause and effect relationships among: inputs, activities, outputs, and desired outcomes.

- Inputs are all human and financial resources (i.e., the community’s and NWMO’s investments)
- Activities are events or deliverables envisaged in a CFAP;
- Outputs are the observable products of each activity; and
- Desired outcomes are the short, medium, or long-term changes in CWB that are likely to result from the APM project.

At the community level, understanding and applying detailed planning frameworks can be challenging. Programs that evidence success with RBM style planning approaches typically employ community development support workers or staff at the community level to guide community members in their planning activities. The involvement of a broad and varied spectrum of community members is critical to the success of community development initiatives, projects and programs. Community development support workers can be the catalysts for engagement, learning, planning, networking and community building. Some examples of programs that have used community development support workers as core resources for program success include the Ontario’s Community Access Program, Framework in the UK, and the Union of Ontario Indians’ Aboriginal Healing and Wellness Strategy (a partnership between Ontario Aboriginal organizations and the province).

The ideal community development support worker is someone who is an experienced project/program planner who has strong personal relationships with potential community development champions and related organizations within the potential host community and other potentially interested communities across a region, and who is familiar with the local CWB experiences. A community development support worker could be employed directly by NWMO, but would need to be acceptable to the host community and other communities in a region. Community development support workers would be attached to a single community/region and act as their primary liaison with the NWMO’s CFAP process.

The following are some high level criteria that could comprise the CFAP evaluation framework: Each of these criteria are described as to how they might be applied to the evaluation of a CFAP. With the assistance of a qualified community development support worker, who understands the community and who understands the APM siting process, potential host communities would be able to generate detailed plans that could be reviewed against this evaluation framework.

## Relevance

Relevance is a measure of the extent to which the CFAP is likely to meet community and regional needs, provincial and national priorities, and is consistent with NWMO policies. Relevance is basically a question of usefulness; in turn, the assessment of relevance leads to higher level decisions as to whether the siting process with a particular interested community ought to be terminated or allowed to continue. And, if the latter is the case, what changes ought to be made, and in what direction? Are the CFAP objectives or desired outcomes still valid, and do they represent sufficient rationale for continuing the siting process ?

- At the higher level it concerns the relationship between the APM project and the interested community and region, as well as whether the CFAPs are in keeping with relevant priorities and policies.
- At the middle level it is a question of how the CFAP fits into a larger context (e.g. in relation to other interventions in the community and region.
- At the lower level it is a question of whether the CFAP is directed towards areas accorded high priority by various stakeholders.

### ***Framework, Ireland – Community Development Support Workers***

Framework serves community-based organizations and government projects and programs throughout South East Ireland<sup>1</sup>. Established in 1994, Framework provides community development and program planning and management assistance based on “the practice of consultation, equality, flexibility and co-operation.” Framework is funded through core government contracts including national Community Development Programme and a national Family Resources Centres Programme. Framework also receives short-term contracts with a variety of regional and community development agencies.

Framework staff members’ community development support workers who develop relationships among voluntary groups and community development organizations and projects within local communities and across their region. Staff members focus attention on networking and building relationships so that local community issues and opportunities can be linked to appropriate organizations, leaders and government agencies.

Overall, Framework supports skills and knowledge development among the staff, management and participants within a variety of community well-being initiatives. This includes assisting with approaches to meeting external program goals and objectives, providing creative and flexible approaches to managing organizational change, providing assistance during crises or with conflict, and strategy development and implementation. Framework will work to develop and sustain new community development groups, organizations and projects or work to support the progression and enhancement of existing entities.

Framework’s core services revolve around these themes:

- **Training and interventions in organizations involving:** Project Start-up and Project Development, Strategic Planning, Review and Evaluation, Staff Development, Change Management, Recruitment and Employment Training, Development of Terms and Conditions and Good Employment Practice, Enterprise Development, Team Building , Financial Systems, Administration and Management.
- **Group Facilitation** and Training Programs in Facilitator skills including introductory and advanced levels.
- **Training:** Community Development, Capacity Building, Social Analysis, Social Research, Community Enterprise, Voter Participation.
- **Conflict Resolution and Conflict Management.** Facilitated interventions or training.
- **Policy work:** Assisting advocacy groups to build alliances, networks, and policy platforms for their work.
- **Equality:** Training and the development of Codes of Practice in Anti-discrimination practice.
- **Mentoring and Support for Managers** or Management Teams. This takes the form of individual support sessions over a given period of time

## Efficiency

Efficiency is a measure of the relationship between the the proposed schedule for the project, the cost of the project and the budget and timeline required by and provided by NWMO. From an efficient standpoint the least cost project delivered on time would be ideal provided it can be linked to effectiveness. (see below)The CFAP can be thought of as efficient if it uses the least costly resources that are appropriate and available from within the community and/or the NWMO to achieve their desired outputs.

## Effectiveness

Effectiveness is a measure of the extent to which the desired outcomes identified in a CFAP are likely to be achieved given a defined level of investment by the community itself and the NWMO. A CFAP's effectiveness is driven primarily by two things: its design and its implementation (i.e. its management). As such, a CFAP would be considered effective when its investment produces the desired outcomes; it is efficient when it uses resources appropriately and economically to produce the desired outputs. It is noteworthy that an efficient CFAP is not necessarily effective. For example, more employment might be provided economically and efficiently through greater project spending or local contracting, but if the jobs gained are not of good quality (e.g. appropriate to the skills of community residents, full-time and long-term), then the intended outcome regarding CWB might not be achieved (i.e. the CFAP might not be as effective).

Evaluating the effectiveness of a CFAP might involve three steps:

1. Predicting the likely change in CWB that would result from implementing a CFAP (e.g. will appropriate, full-time, long term jobs materialize);
2. Attributing the degree to which the desired outcome in CWB to the CFAP (e.g., did the jobs materialize because of the community's or NWMO's investment of resources ?);
3. Judging the value of the investments made to the desired outcome (e.g. by using comparisons such as targets, benchmarks, similar plans and initiatives, etc.)

## Impact and Equity

Impact is a measure of all significant effects of the CFAP, positive or negative, expected or unforeseen, on its beneficiaries and other affected parties. Whereas effectiveness focused on the desired outcomes of the CFAP, impact is a measure of the broader consequences of the community's plans on various community assets; locally, regionally, or at the national level; on a particular group or organization, and other directly or indirectly affected stakeholders. Finally, equity questions are central to the impact assessment through geographical analysis and the organization of data by socioeconomic categories such as gender, socioeconomic groupings, ethnicity, age and ability.

## Sustainability

Sustainability is a measure of whether the benefits of a CFAP are likely to continue after NWMO's investment has been completed. While the four preceding criteria concern specific plans identified in the CFAPs, the assessment of sustainability addresses the effects of the APM project itself over the long term. Sustainability is in many ways a higher level test of whether or not the CFAPs and the APM project itself have been a success. Sustainability is becoming an increasingly central theme in evaluation work since many organizations, including the NWMO are putting greater emphasis on long term perspectives and on lasting benefits. As a result, capacity-development of communities and organizations is likely to be a key desired outcome that is articulated in the CFAPs.

Useful questions for assessing sustainability address the extent to which capacity has been successfully developed through participation, empowerment, ownership, local resources are available and sustained informed consent exists.

As well, the sustainability of the CFAPs and the APM project as a whole will depend to a large extent on whether the positive impacts justify the required investments and whether the community values the benefits sufficiently to devote its own scarce resources to generating them.

Because sustainability is concerned with what happens well into the future, it will likely be difficult to provide a reliable assessment of sustainability while the CFAPs and the APM project is still underway, or immediately afterwards. In such cases, the assessment is based on projections of future developments based on available knowledge and the capacity of the communities and institutions involved.

Overall, the following sustainability factors could be taken into account:

- **Community commitment**

The interested community's commitment is one of the most commonly identified factors affecting success of plans. Commitment is expressed in terms of agreement on objectives, the scope of support to responsible organizations and the willingness to provide financial and human resources. A community's commitment will also be shaped by perceptions of mutuality of interests versus perceptions of predominantly NWMO driven interests. The existence of community "champions" and their support for the CFAP and the community's involvement with NWMO's siting process will be key to determining community commitment.

- **Institutional aspects**

The strength of institutions and the capacity of organizations are likely to be the most important factors in the success of a CFAP. Assessment may include considerations of managerial leadership, administrative systems and the involvement of beneficiaries.

### Case Example – Ontario Community Access Program (CAP)

The Community Access Program, otherwise known as CAP, is a Government of Canada initiative, administered by Industry Canada<sup>1</sup>. In Ontario, Industry Canada partnered with the Ontario Ministry of Agriculture, Food and Rural Affairs (OMAFRA) to roll-out the program, and Regional Coordinators, acting as community development support workers, have been key to the success of the program which has enhanced community well-being across Canada.

CAP was developed by [Industry Canada](#) in 1994 to help communities in rural and remote settings obtain affordable public access to the Internet and the skills to use it effectively. This was done through the establishment of community-based public Internet access facilities. CAP continues to be active in all Canadian provinces and territories with about 8,000 "CAP Sites" operating. In Ontario, CAP is supported by the Ontario Library Association which co-ordinates the activities of up to ten Regional Coordinators.

When the program began, the organizers required communities to submit applications for CAP sites. To receive CAP funding it was required that several not-for-profit organizations in the community come together and indicate their shared goals and expectations. The program went through several stages, including second-generation support for proposals covering networks of CAP sites. CAP Regional Coordinators are people who are familiar with regional contexts, community initiatives, community leaders and local strengths and weaknesses.

When the program began outreach activities to solicit applications, Regional Coordinators acted as guides, convenors and coaches to help community members understand the program and find ways to appropriately dovetail their community resources and aspirations with the requirements of the program. Regional Coordinators

would find and nurture local “champions”, help champions network with one another, help local organizations build alliances and partnerships, and help with the development of results-based management plans to guide local initiatives and align with Industry Canada’s funding requirements. In some ways, the Regional Coordinators were also the translators between the Industry Canada system and local realities, helping shape the CAP program based on the needs of communities.

CAP Regional Coordinators are more than simple facilitators of meetings – they engage community members, through a variety of locally appropriate means, in processes that help them shape a project initiative and take ownership over its evolution. CAP Regional Coordinators take part in an ongoing interactive process characterized by commitment to ever-changing community needs and interests. The results of these community engagement activities are sometimes surprising. When people and organizations who are not in the habit of working with one another are brought together for a common purpose, new relationships are formed as community members learn how to collaborate, explore shared needs, build trust, agree on implementation mechanisms and enhance social agency.

CAP Regional Coordinators also provide supports for community “champions” – community leaders who step up to the role of guiding a community or region through a complex project or program. The Regional Coordinators can bring these champions together to create a team of champions that creates a foundation for successful initiatives within the confines of CAP, but often far beyond the scope of CAP in terms of other community development initiatives. The Regional Coordinators can also assist communities in adapting to change and planning for flexibility around change – change in program structure, change in infrastructure and technologies, or change in way that people interact with the program and its services. The Regional Co-ordinator helps communities and the program to stay faithful to the community’s well-being needs and visions.

CAP Regional Coordinators played an important role in changing the CAP program from one focused on individual communities to one focused on regional and interested-based networks of communities. CAP Regional Coordinators recognized early in the program that the most successful individual community projects were those that were organized within existing networks among communities. As a result, CAP moved from funding individual communities to funding “CAP Networks”:

“A CAP Network consists of a grouping of CAP Sites (urban and/or rural) that share a common interest and purpose, and that are committed to work together in pursuit of common objectives with other partners. These may be Library Boards, School Boards, Boards of Trade, Economic Development Boards, Municipalities, Community Free Nets, Human Resources and Social Development Canada (HRSDC), Industry Canada and other federal and provincial departments and agencies. By combining strengths, assets and resources from all their partners and participants, Community Resource Networks can address local and regional issues and concerns that they must deal with in Canada’s new knowledge-based economy. These collaborative efforts are a cost-effective way to help a community access the tools and gain the skills it needs.

A CAP Network can have geographic basis, for example, defined by the borders of a county, city, school board jurisdiction, tourist or economic development region or a combination of these. Or it can be defined by a shared interest or purpose, like those of Aboriginal Canadians or the Acadian community. Any of the participating parties can take the lead sponsorship or coordinating role, and that may change over time depending on each community’s own circumstances. The bottom line is no one size fits all communities. The most successful networks however, are based on partnerships and share a good many of these characteristics and success factors:

## 5.2.5 CAP Networks - Factors of Success

### The Partners

- champion a common vision for community economic and social development
- play existing and integral roles in the community
- respect each other's roles and mandates
- seek to achieve goals through the partnership, where this makes sense
- bring their own unique resources to the partnership
- share resources of the partnership in pursuit of cost-efficiency

### The Partnerships

- must be stable, yet dynamic
- play an enabling rather than a controlling role
- make effective use of existing community infrastructures
- make good use of volunteers
- are funded from multiple sources
- support innovation and entrepreneurship
- place high value on leadership and its development

## 5.2.6 Independent Review

Using the same independent review group introduced in the screening phase, it is recommended that they be used to provide a 3<sup>rd</sup> party assessment of the CFAP plans. This group's primary purpose would be to:

1. Review and assess the merits of each community's vision and CFAP plan in terms of:
  - a) Capacity
  - b) Engagement
  - c) Communication
  - d) Partnering
2. The GAP that must be addressed by the community to achieve their vision and the overarching goals of both the community and the NWMO in terms of:
  - a) Rigour
  - b) Reality

### ***Incorporating Community Values in Siting Process***

#### **Olympic Siting Process Case Study:**

The process for selection of an international venue for the 2010 Olympics called for a stringent process of community evaluation. This required that Vancouver, the ultimate successful bidder, consider and embrace community values. Vancouver had to investigate and report on not just benefits to the business sector and affluent sectors, but also under-privileged neighbourhoods and opposing groups.

#### **Community Access Program Case Study:**

Community values were a strong consideration and intensive discussion in the installation of CAP sites, especially in Aboriginal communities. There was debate about the impact of Internet access on Aboriginal language retention, cultural impact on youth, and potential unknown changes in community values.

#### **Ontario Charity Casino Case Study:**

Communities seeking to attract a casino were encouraged to demonstrate and ensure that appropriate services were available to accommodate the casino and that they had services to mitigate potential negative impacts on local residents.

- c) Fit with NWMO's commitment to enhancing community well-being

Other considerations that the review might consider in the CFAP plans include the following:

1. What do community's along the transportation route get out of the project?
  - a. May need to engage interested communities directly
  - b. Review examples of issues and challenges from other similar experiences and apply to the interested community situation.
  - c. Transportation community's need to be included in the CWB considerations
    - i. Should waste be transported through the lowest population centres and regions or through the most direct route?
    - ii. What is the state of emergency response in the community's along the transportation route?

### 5.2.7 NWMO Review of Recommendations

NWMO will need some form or manner of internal workshop(s) to assess the merits of all inputs from the communities and the independent review group(s). This consolidation and decision-making process should be guided the same clear overarching goals, criteria and indicators described throughout this report. Criteria that might be used by both the NWMO and the independent review group are discussed in the next section.

## 5.3 Criteria and Indicators for Feasibility Assessment Phase

The assessment of the merits of each community vision and CFAP plan requires a scorecard that might use a combination of the following criteria / indicators:

CRITERIA	SAMPLE MEASURES
<b>Relevance</b>	<ul style="list-style-type: none"> <li>➤ Compatibility of Vision and CFAP with regional, provincial and national interests and priorities;</li> <li>➤ Acknowledgement and/or accommodation of the interests of other communities along a possible transportation corridor;</li> <li>➤ Acknowledgement and/or accommodation of the interests of communities or stakeholders that are not participating or have dissenting views;</li> </ul>
<b>Efficiency</b>	<ul style="list-style-type: none"> <li>➤ Clarity of Vision and CFAP                             <ol style="list-style-type: none"> <li>a. Specific outcomes are identified for all community assets                                     <ol style="list-style-type: none"> <li>i. Outcomes are identified that require investment by community</li> <li>ii. Outcomes are identified that require investment by NWMO</li> </ol> </li> <li>b. Outcomes are measureable with the establishment of benchmarks/baseline conditions and targets;</li> </ol> </li> <li>➤ Amount of human and financial resources to be invested by community to achieve outcomes</li> <li>➤ Amount of human and financial resources to be invested by NWMO to achieve outcomes</li> </ul>

<p><b>Effectiveness</b></p>	<ul style="list-style-type: none"> <li>➤ Availability of human and financial resources to be invested by community and NWMO to achieve outcomes</li> </ul>
<p><b>Impact</b></p>	<ul style="list-style-type: none"> <li>➤ Anticipated change from benchmarks/baseline conditions in all community assets due to CFAP implementation;</li> <li>➤ Anticipated impact of CFAP implementation on regional interests and priorities, transportation communities and communities and stakeholders not participating or have dissenting views</li> <li>➤ Anticipated impacts of CFAP implementation on provincial and national interests and priorities;</li> <li>➤ Anticipated impact of CFAP implementation on specific community stakeholders             <ul style="list-style-type: none"> <li>a. Youth</li> <li>b. Elders</li> <li>c. Religious affiliations</li> <li>d. Business</li> <li>e. Labour</li> <li>f. Etc.</li> </ul> </li> <li>➤ Equity Implications of CFAP implementation</li> </ul>
<p><b>Sustainability: Community Commitment</b></p>	<ul style="list-style-type: none"> <li>➤ Evidence of informed consent in Community Vision and CFAP:             <ul style="list-style-type: none"> <li>○ Measures of public acceptance provided</li> <li>○ Evidence of community-wide support for engaging in siting process</li> <li>○ Extent or desire among contiguous, affected communities to participate in the siting process</li> <li>○ Extent to which First Nation land claims have been resolved</li> <li>○ Number and views of jurisdictions / authorities along a possible transportation route</li> </ul> </li> <li>➤ Evidence of joint initiatives and assessments to enhance CWB at the community and regional level;</li> <li>➤ Extent of inclusion of surrounding communities in the dialogues and development of Community Vision and CFAP;</li> <li>➤ Extent of multi-demographic representation in Community Vision and CFAP planning and implementation:             <ul style="list-style-type: none"> <li>○ Youth</li> <li>○ Elders</li> <li>○ Religious affiliations</li> <li>○ Business</li> <li>○ Labour</li> <li>○ Etc.</li> </ul> </li> <li>➤ Extent of leadership development initiatives in Community Vision and CFAP implementation</li> </ul>
<p><b>Sustainability: Institutional aspects</b></p>	<ul style="list-style-type: none"> <li>➤ Presence / absence and capacity of governance systems:             <ul style="list-style-type: none"> <li>a. Stability of Council</li> <li>b. Sustainability of decisions over the life of several Council mandates</li> </ul> </li> <li>➤ Extent of capacity building initiatives in Community Vision and CFAP implementation</li> <li>➤ Institutional arrangements required to achieve outcomes (e.g., IBAs, participation agreements, community agreements, contracts, etc.)</li> </ul>

Completeness and innovation in the development of the CFAP plan and its conformity to community well-being are important considerations in the process. These and other possible criteria for score-carding community visions and CFAP plans are similar in nature to the those presented in the screening phase, but these tend to be more specific, measurable and comprehensive.

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Ramirez, R, Aitkin, K., Kora, G., and Richardson, R. 2005. Community Engagement, Performance Measurement, and Sustainability Experiences from Canadian Community-Based Networks. Canadian Journal of Communication, Vol. 30, No. 2.

# **APPENDIX A:**

## Case Studies

**A.1 CASE STUDIES**

**A.2 Charity Casinos in Ontario**

**Project Description**

- In 1996, the Ontario Government planned to implement a network of Charity Casinos throughout the province within 6 designated regions.
- These Charity casinos were intended to better regulate and control gaming and thus replace local charity bingos and other gaming events
- The government set out criteria (under ON. Reg. 347/00) which competing municipalities and or a First Nations reserves must follow in the bidding process for a limited number of sites.
- Today there are 5 Charity Casinos across the Province. One example is the Brantford Charity Casino

**Understanding the siting process:**

A check indicates whether the project included each of the aspects in its siting process. Details have been provided as appropriate.

The Project Included...	√	Please Explain / Provide Details...
1. A broad public information campaign throughout the siting process.	√	One condition of the siting and selection process was to implement a community-wide referendum with specific questions and format set out by the regulation 347/00.
2. A multi-staged siting process.		Not dictated by the Province. Each community was left to its own devices and processes for assessing implications and then gaining community approval.
3. A community driven process – i.e. the community needing to initiate the screening process.	√	<p>Each legal corporate or reserve entity was considered eligible for a charity casino if they:</p> <ol style="list-style-type: none"> <li>1. Demonstrated understanding and implications of the cost of establishing their proposed casino;</li> <li>2. Demonstrated the viability of their proposed casino; and</li> <li>3. Demonstrate through their own market analysis - the potential benefits and accommodation of an additional Charity casino in their community.</li> </ol> <p>Communities seeking to attract a casino were encouraged to demonstrate and ensure that appropriate services were available to accommodate the casino and that they had services to mitigate potential negative impacts on local residents</p>
4. An “accountable authority” needing to lead the process on behalf of the community.	√	A municipal corporation or Band Council is the only representative that can apply
5. A community group established for the purpose of		This is left up to the community on they intend to obtain community approval through the designated referendum process. In the city of

The Project Included...	√	Please Explain / Provide Details...
learning more about the project.		Brantford, a community advisory group was struck to lead the process.
6. An initial screening process for site suitability based on geotechnical factors.	√	The screening process was determined before hand through a province-wide analysis of location potentials based on possible capture zones which in turn was driven by population and tourist dynamics.
7. Screening evaluation carried out by expert panel / group.		The Ontario government and the OLG vetted all submissions and used the published siting criteria to base their final selections. There was no separate and independent expert panel. This was a competition and communities used various approaches to attract the final bid.
8. Project briefings to communities who make it through initial screening.		Not applicable
9. Provision of funding and informational resources to communities to support participation in the process.		None provided.
10. Feasibility studies conducted for interested communities.		Not applicable. Communities conducted their own feasibility studies and business plans as part of their submissions for consideration.
11. An MOU between the community and the proponent for the feasibility study.		Not applicable
12. A multi-disciplinary peer review process as part of the feasibility study.		None
13. Engagement of potentially affected surrounding communities.		Community specific – but this has been generally ignored in the siting process
14. Engagement of potentially affected Aboriginal communities.		<p>For the most part, communities seeking a Casino limited their plans to the following key considerations:</p> <ol style="list-style-type: none"> <li>1. Proximity to potential casino visitors and ease of access</li> <li>2. Is the offering superior to competitive facilities in neighbouring</li> </ol>

The Project Included...	√	Please Explain / Provide Details...
15. Consideration of the project's impact on the community's well-being.		states or provinces 3. If the host community has an existing visitation base – does it have more than one draw factor 4. Are there suitable sites and locations for the facility 5. Ability to expand
16. Discussion of potential social-economic effects of the project on the community.		6. Adequacy of infrastructure to accommodate facility and potential volume of visitors: a. Parking b. Access: i. Roads ii. Airport iii. Rail links
17. Discussion of potential effects of transportation associated with the project.		c. Other complimentary entertainment services: i. Restaurants, ii. Clubs iii. Parks
18. Inclusion of Aboriginal traditional knowledge the in siting process.		iv. Tourist attractions d. Adequate lodging 7. Labour supply 8. Security and emergency services
19. Discussion of positive and negative effects on health and safety of the community.		There tended to be limited and superficial attention to social costs of gambling.
20. Discussion of positive and negative effects sustainability of the built and natural environment.		
21. Discussion of positive and negative effects on community administration and decision-making processes.		
22. Discussion of positive and negative effects on balanced growth and healthy, liveable		Limited at best or none at all.

The Project Included...	√	Please Explain / Provide Details...
community.		
23. Evaluation of the ability of the community to adapt to changes resulting from the project.		
24. Publishing siting decisions in a public forum (e.g. on a project website).		

**A.3 Olympics Host City Selection**

The Project Included...	√	Please Explain / Provide Details...
1. A broad public information campaign throughout the siting process.	√	<ul style="list-style-type: none"> <li>• A criteria established by the International Olympic Committee (IOC) is a supportive community and a successful marketing campaign (maintained through bidding to successful running of the Games)</li> <li>• One requirement of the bid submission is to have public support of hosting the Games                             <ul style="list-style-type: none"> <li>• Vancouver Whistler Bid Society completed a three-month research and community consultation to determine extent of community interest and support (1998)</li> <li>• Berne withdrew after losing a local support referendum</li> </ul> </li> <li>• Vancouver Community Engagement:                             <ul style="list-style-type: none"> <li>• No Provincial referendum; city wide referendum too expensive. Held a plebiscite (46% voter turnout): 64% of Vancouver residents voted in favour of hosting the Winter Olympics</li> <li>• Country-wide poll: 80+% supportive</li> <li>• MORI poll (Vancouver and Whistler): 62% supportive</li> <li>• IOC poll: 65% national support (24% no opinion, 11% against) and 58% BC support (17% no opinion, 25% against)</li> </ul> </li> <li>• One criticism was that equal weight wasn't given to the "No" side in local media and newspapers</li> </ul>
2. A multi-staged siting process.	√	<p>Process for Vancouver to self-select and win the successful bid of Hosting the Games:</p> <ol style="list-style-type: none"> <li>1) Vancouver Whistler 2010 Olympic Bid selected/approved by the Canadian Olympic Association (COA)</li> <li>2) Cities interested in hosting submit bid city applications to IOC by</li> </ol>

		<p>February 4, 2002</p> <ol style="list-style-type: none"> <li>3) Bid city applicants complete “Applicant City Questionnaires” by May 31, 2002</li> <li>4) IOC announces short-list of candidates who meet minimum requirements and become official candidate cities (August 28, 2002)</li> <li>5) Candidate cities complete Bid Book by January 10, 2003</li> <li>6) IOC Evaluation Commission visits candidate cities (February 14-March 16, 2003)</li> <li>7) Olympic Bid held at 115<sup>th</sup> IOC session in Prague, Czech Republic on July 2, 2003 <ul style="list-style-type: none"> <li>• 3 successful bids (PyeongChang, Salzburg and Vancouver)</li> <li>• 119 IOC members eligible to vote (the Host City must get a majority of votes)</li> <li>• First Round: Vancouver 40, PyeongChang 51, Salzburg 16 (eliminated)</li> <li>• Second Round: Vancouver 56, PyeongChang 53</li> </ul> </li> </ol>
3. A community driven process – i.e. the community needing to initiate the screening process.	√	Vancouver Whistler Bid Society drove the process (on behalf mainly of the business community at first – later engaged community and residents)
4. An “accountable authority” needing to lead the process on behalf of the community.	√	<ul style="list-style-type: none"> <li>• The Vancouver 2010 Bid Corporation was created to organize and develop plans to win the right to host the Games in June 1999</li> <li>• The Impact of Olympics on Community Coalition (IOCC) was formed in 2001 to serve as a watchdog over the bid process</li> </ul>
5. A community group established for the purpose of learning more about the project.		Many different groups were formed, but I don’t know when (i.e. was the anti-Olympic group formed before/during/after the siting process?)
6. An initial screening process for site suitability based on geotechnical factors.	√	<p>Round 1 where IOC announces short-list of candidates, who meet minimum requirements (<i>see technical criteria in question 7</i>)</p> <ul style="list-style-type: none"> <li>• Initial 8 bids (included Andorra la Vella, Harbin, Jaca, Sarajevo), trimmed to 4 after initial evaluation (Vancouver, PyeongChang, Salzburg, Berne)</li> <li>• First judging round: Olympic Selection Committee considers several factors: public opinion, government support, general infrastructure, sports venues, transportation, experience with past major sporting events, security, and environmental conditions/impact</li> <li>• Berne withdrew after losing a local support referendum</li> </ul>
7. Screening evaluation carried out by expert panel / group.	√	<ul style="list-style-type: none"> <li>• Technical criteria for city selection: <ul style="list-style-type: none"> <li>• Government support and public opinion</li> <li>• General Infrastructure (&amp; Telecommunications)</li> <li>• Sports venues (existing/planned/additional facilities)</li> <li>• Olympic Village</li> </ul> </li> </ul>

		<ul style="list-style-type: none"> <li>• Environmental conditions and impact (includes meteorological conditions)</li> <li>• Accommodation</li> <li>• Transport</li> <li>• Security</li> <li>• Experience from past sports events</li> <li>• Finance</li> <li>• General concept</li> </ul> <ul style="list-style-type: none"> <li>• IOC Evaluation Commission visits candidate cities and performs final vote on Host city</li> </ul>
8. Project briefings to communities who make it through initial screening.	√	<ul style="list-style-type: none"> <li>• September 9-14, 2002: meetings between candidate cities and IOC to discuss phase 2 of the Bid process, rules and procedures</li> <li>• The majority of the project discussion would have been the Host city trying to convince the IOC to award the bid to them (i.e. persuading not briefing by the IOC)</li> </ul>
9. Provision of funding and informational resources to communities to support participation in the process.	√	<ul style="list-style-type: none"> <li>• Communities must pay (pay, not receive funds) to participate in Host city bidding process (\$100,000 initially, \$500,000 at round two)</li> <li>• Once awarded, IOC helps provide some funding, but the Host city has to have a comprehensive financial plan (TOP and local sponsorships, official suppliers, ticket sales, licensing (merchandise, philately, Olympic coin programme), lotteries, donations, disposal of assets, Government funds, client/vendor relations, etc.)</li> </ul>
10. Feasibility studies conducted for interested communities.		Evaluated as part of the bid submission (technical criteria)
11. An MOU between the community and the proponent for the feasibility study.	√	The multiple jurisdictions for the Vancouver Whistler Olympics posed initial problems to legal agreements with the “host city”. Canada developed a Multi-Party Agreement (MPA) during the bid process to receive the 2010 Olympics, which ensured that every area of logistical responsibility would be carefully assigned, accepted, and accounted for in the bid by all 2010 Games Partners, and aligned the efforts of customs and border services, sports associations, regional transit authorities, and dozens of other public sector organizations (over the 7 year project timeframe)
12. A multi-disciplinary peer review process as part of the feasibility study.		
13. Engagement of potentially affected surrounding communities.	√	<ul style="list-style-type: none"> <li>• All municipalities which host venues are part of the Multi-Party Agreement</li> <li>• First Nations communities engaged</li> <li>• VANOC’s partners:             <ul style="list-style-type: none"> <li>○ International Olympic and Paralympic Committees, Canadian Olympic and Paralympic committees</li> <li>○ The Government of Canada, the Province or British</li> </ul> </li> </ul>

		<p>Columbia, the City of Vancouver and the Resort Municipality of Whistler</p> <ul style="list-style-type: none"> <li>○ Four Host First Nations (Lil'wat, Musqueam, Squamish and Tsleil-Waututh Nations)</li> <li>○ Corporate sponsors</li> <li>○ Venue Cities (City of Richmond, District of West Vancouver, City of Surrey)</li> </ul>
14. Engagement of potentially affected Aboriginal communities.	√	<ul style="list-style-type: none"> <li>• Olympics take place on shared territories of the Lil'wat, Musqueam, Squamish and Tsleil-Waututh First Nations ("Four Host First Nations" [FHFN])</li> <li>• In November 2004, the FHFN signed a protocol agreement to work together to fully participate in all aspects of the Games</li> <li>• Aboriginal participation and collaboration by VANOC in 2007-2008             <ul style="list-style-type: none"> <li>• Continued implementing VANOC-FHFN Protocol</li> <li>• Continued outreach to First Nations, Inuit and Métis organizations across Canada</li> <li>• Opened Aboriginal Sport Gallery</li> <li>• Launched Aboriginal athlete role model program</li> <li>• Hired Aboriginal procurement specialist</li> <li>• Launched Aboriginal licensing and merchandising program</li> <li>• Launched Aboriginal Art program</li> <li>• Held 8 Aboriginal cultural awareness training sessions with VANOC staff</li> <li>• Launched Aboriginal Participation News (newsletter from VANOC to Aboriginal communities)</li> </ul> </li> </ul>
15. Consideration of the project's impact on the community's well-being.		<ul style="list-style-type: none"> <li>• <i>Found from other sources – not in the documents submitted to the IOC (because they are trying to convince the IOC that they are a worthy applicant)</i></li> <li>• Potential Benefits:             <ul style="list-style-type: none"> <li>• Job creation</li> <li>• Money for large scale transportation projects</li> <li>• Major new sports facilities</li> <li>• Increased tourism</li> <li>• Enhanced international profile</li> </ul> </li> <li>• Potential Drawbacks:             <ul style="list-style-type: none"> <li>• Cost of living increases</li> <li>• Legacy of Olympic Debt</li> <li>• Money spent on bid could be spent elsewhere</li> </ul> </li> </ul>
16. Discussion of potential social-economic effects of the project on the community.		<ul style="list-style-type: none"> <li>• <i>Found from other sources – not in the documents submitted to the IOC (because they are trying to convince the IOC that they are a worthy applicant)</i></li> <li>• Policies affecting renters and the poor/homeless (lesson from Expo '86 where area residents were overlooked for jobs, and tenants were evicted from low-rent hotels to make room for higher paying tourists)</li> <li>• BC government spending millions of dollars on the Winter Games while making significant social spending cutbacks</li> </ul>
17. Discussion of potential effects of	√	<p>Transportation was one of the technical screening criteria (screened general transportation infrastructure and current performance, and</p>

<p>transportation associated with the project.</p>		<p>transport infrastructure planned to be in place by 2010)</p>
<p>18. Inclusion of Aboriginal traditional knowledge the in siting process.</p>		<p>Didn't necessarily include traditional knowledge in siting/operation of Games, but engaged the Aboriginal community (incorporating Aboriginal art into Game displays, part of the inspiration of the Olympic mascots, etc.)</p>
<p>19. Discussion of positive and negative effects on health and safety of the community.</p>	<p>√</p>	<p>One of the screening criteria: medical/health services – able to adjust to ensure adequate performance of Olympics without adversely affecting existing services (local population)</p>
<p>20. Discussion of positive and negative effects sustainability of the built and natural environment.</p>		<ul style="list-style-type: none"> <li>• Taken into account into the building of sites and runs (not site selection of hosting the Olympics)</li> <li>• VANOC wants the 2010 Olympics to be the 'most sustainable Olympics ever'</li> <li>• For example, refer to the Richmond Speed Skating oval summary</li> </ul>
<p>21. Discussion of positive and negative effects on community administration and decision-making processes.</p>		
<p>22. Discussion of positive and negative effects on balanced growth and healthy, liveable community.</p>		
<p>23. Evaluation of the ability of the community to adapt to changes resulting from the project.</p>		
<p>24. Publishing siting decisions in a public forum (e.g. on a project website).</p>		<p>Many websites related to operating of Vancouver 2010 Olympics (sponsor sites, government sites, Vancouver2010.com) – don't know when these sites originated (if they covered the siting process at the time or not)</p>

#### A.4 Landfill Site Selection for City of Toronto

The bottom line to this project was that the proponent got out manoeuvred and eventually shot down by interest groups that were outside the local study area. The latter mounted a very sophisticated counter information program. Toronto dismissed it at first and by the time they realized what was happening it was too late. The provincial tides turned against them and their own political forum fractured.

The Project Included...	✓	Please Explain / Provide Details...
1. A broad public information campaign throughout the siting process.	✓	<ul style="list-style-type: none"> <li>• Siting process had very large and extensive public information campaign - proponent sent out information but did not listen very well.</li> <li>• City came across as pushy and arrogant</li> </ul>
2. A multi-staged siting process.	✓	Process was multi-stage through numerous studies and studies themselves were multi-stage going from broad areas to specific locations
3. A community driven process – i.e. the community needing to initiate the screening process.		<ul style="list-style-type: none"> <li>• This was not a community driven process. It was driven by the proponent who happened to be the City of Toronto</li> <li>• As the project evolved the proposed community Kirkland Lake became well engaged in the process but so did other communities that were beyond Kirkland Lake</li> </ul>
4. An “accountable authority” needing to lead the process on behalf of the community.	✓	The mayor, waste management director, and various lead consultants were the spokespersons for the City of Toronto
5. A community group established for the purpose of learning more about the project.	✓	Community groups were established in a number of jurisdictions to learn more about the project. Some of these groups formed to support the project, others formed to prevent the project.
6. An initial screening process for site suitability based on geotechnical factors.	✓	Extensive and thorough screening by a series of consulting teams. 10s if not millions of \$ were spent on this process
7. Screening evaluation carried out by expert panel / group.	✓	The various screening were scrutinized by rafts of consultants and public authorities
8. Project briefings to communities who make it through initial screening.	✓	All shortlisted communities were extensively briefed on the project
9. Provision of funding and informational resources to communities to	✓	Funding was provided to numerous groups on numerous occasions to scrutinize the process and findings

support participation in the process.		
10. Feasibility studies conducted for interested communities.	✓	Numerous studies were done for selected communities
11. An MOU between the community and the proponent for the feasibility study.	✓	Agreements were signed the communities
12. A multi-disciplinary peer review process as part of the feasibility study.	✓	Multi-disciplinary peer review was part of the process and the findings of these peer reviews were both for and against the project
13. Engagement of potentially affected surrounding communities.		In my mind this is where the process failed. It achieved local support but not support outside the local area
14. Engagement of potentially affected Aboriginal communities.	✓	First Nations were engaged but not extensively and engagement was late in the process
15. Consideration of the project's impact on the community's well-being.	✓	Community well being is a relative concept. What is well being for one community might not be well being for another community. The project never came to grips with this and focussed in on the local area and ignored the broader geo-politic
16. Discussion of potential social-economic effects of the project on the community.	✓	On the local community
17. Discussion of potential effects of transportation associated with the project.	✓	Subject of extensive studies
18. Inclusion of Aboriginal traditional knowledge the in siting process.		Some but not extensive
19. Discussion of	✓	Health and safety studies were undertaken for local community

<p>positive and negative effects on health and safety of the community.</p>		
<p>20. Discussion of positive and negative effects sustainability of the built and natural environment.</p>	<p>✓</p>	<p>Extensive studies were done but outside of local community people did not subscribe to environmental justification</p>
<p>21. Discussion of positive and negative effects on community administration and decision-making processes.</p>	<p>✓</p>	<p>The local community and its administration were supportive of the project. In fact they were desperate for it</p>
<p>22. Discussion of positive and negative effects on balanced growth and healthy, liveable community.</p>	<p>✓</p>	<p>Again this is relative. Within the local community yes. Beyond the local community no</p>
<p>23. Evaluation of the ability of the community to adapt to changes resulting from the project.</p>	<p>✓</p>	<p>The community was dying. This project held out the promise of economic change and growth</p>
<p>24. Publishing siting decisions in a public forum (e.g. on a project website).</p>	<p>✓</p>	<p>This was all done</p>

### A.5 Siting Task Force on Low Level Radioactive Waste Disposal

In 1986, Canada’s Minister of State (Forestry and Mines) requested that a seven member Task Force (i.e., The Siting Process Task Force on Low Level Radioactive Waste Disposal, SPTF) be established to examine the most promising strategy for siting a low level radioactive waste disposal facility in the Province of Ontario. These low level wastes are now referred to as “historic wastes” arising largely from the operation of the a uranium refinery at Port Hope, Ontario since 1932, by a precursor to Eldorado Resources Limited (Eldorado) and Eldorado itself, but also located at various locations throughout Ontario. The SPTF began and concluded their work in early 1987 and reported their findings in a report entitled “Opting for Cooperation” which defined a Five Phase siting process based on five principles:

1. The community should volunteer and have the right to opt out of the siting process at any time, rather than being selected by the project sponsor at its discretion;
2. The community should be a partner in problem-solving and decision-making throughout the siting process;
3. The community should receive compensation to offset unmitigable impacts and to enhance local benefits;
4. The community should have the right to select from given technical options and impact management measures, the ones that are acceptable to it; and
5. The Siting Task Force (STF) responsible for the implementation at the Process must ensure that the safety of the environment and human health are not compromised for any reason.

The Project Included...	√	Please Explain / Provide Details...
1. A broad public information campaign throughout the siting process.	√	<p>Each of the five phases of the siting process included extensive public information, including, but not limited to:</p> <p>Phase 1: Establishing Guidelines</p> <ul style="list-style-type: none"> <li>• Public reviews and independent expert reviews of background reports</li> <li>• Public meetings held by the STF regarding draft guidelines for siting and impact management</li> <li>• Municipal review of draft guidelines for siting and impact management.</li> </ul> <p>Phase 2: Regional Information Sessions</p> <ul style="list-style-type: none"> <li>• Regional information sessions held by the STF and continued public education in preparation for letters of invitation for volunteer communities</li> </ul> <p>Phase 3: Community Information and Consultation:</p> <ul style="list-style-type: none"> <li>• Extensive community information and consultation with volunteer communities, including, but not limited to:                             <ul style="list-style-type: none"> <li>○ Community leader briefings</li> <li>○ Council briefings and Reports to Council</li> <li>○ Establishment of Community Liaison Groups (CLG) in each volunteer community</li> <li>○ Various community information sessions and CLG consultation sessions</li> </ul> </li> </ul> <p>Phase 4: Project Assessment</p> <ul style="list-style-type: none"> <li>• Various community information sessions and CLG consultation</li> </ul>

		<p>sessions</p> <ul style="list-style-type: none"> <li>• Various municipal Council activities, including council resolutions</li> <li>• Community poll to assess level of public acceptance</li> </ul> <p>Phase 5: Implementation</p> <ul style="list-style-type: none"> <li>• Various community information sessions and CLG consultation sessions</li> <li>• Various municipal Council activities, including council resolutions</li> <li>• Impact management negotiations</li> <li>• Establishment of a Board of Directors for oversight of facility development and impact management implementation.</li> </ul>
2. A multi-staged siting process.	√	<p>The five phases of the siting were:</p> <ul style="list-style-type: none"> <li>• Phase 1: Establishing Guidelines (prior to communities volunteering)</li> <li>• Phase 2: Regional Information Sessions (culminating in expressions of interest from interested communities)</li> <li>• Phase 3: Community Information and Consultation (culminating in expressions of continued interest / Council resolutions from interested communities)</li> <li>• Phase 4: Project Assessment (culminating in Council resolution)</li> <li>• Phase 5: Implementation (culminating in establishment of Board of Directors with community representation)</li> </ul>
3. A community driven process – i.e. the community needing to initiate the screening process.	√	<p>See Phases 1 and 2. Phase 3 culminated in expressions of interest from interested communities, but not necessarily formal Council resolutions.</p>
4. An “accountable authority” needing to lead the process on behalf of the community.	√	<p>The Siting Task Force (STF) was considered accountable for the implementation of the process, aided by Councils and Community Liaison Groups. The entire process was grounded in municipal Council decision-making.</p>
5. A community group established for the purpose of learning more about the project.	√	<p>A Community Liaison Group (CLG) was formed within each volunteer community. The CLGs were groups of citizens established by the STF, independent of Council, to facilitate the participation and input of local residents in the siting process with the aim of ensuring full representation of a broad range of community interests.</p>
6. An initial screening process for site suitability based on geotechnical factors.	√	<p>An initial screening of sites within volunteer communities was undertaken according to several “site elimination criteria” that were aimed to remove from consideration areas or sites that would be unsuitable for the proposed facility because of intrinsic characteristics. Communities could then select from the remaining “potentially suitable areas”. The initial site elimination criteria were organized into two levels:</p> <p>Level One Elimination Criteria:</p>

		<ul style="list-style-type: none"> <li>• Aggregate resources identified by the Ontario Ministry of Natural Resources;</li> <li>• Federally and Provincially designated parks (existing and proposed);</li> <li>• Natural areas of significance to the Province;</li> <li>• Geologically unsuitable lands including lands subject to earthquakes and faulting, and lands prone to flooding;</li> <li>• Sites containing Federally or Provincially valued archaeological, historic or cultural resources.</li> </ul> <p>Level Two Elimination Criteria:</p> <ul style="list-style-type: none"> <li>• Major waterbodies, including major recharge or discharge areas serving local or regional water supply or recreational needs; or areas that do not provide the hydrogeologic conditions appropriate for available waste management technologies;</li> <li>• Prime agricultural lands</li> <li>• Sensitive population concentrations</li> <li>• Regionally or locally important natural resources (e.g., managed timberlands or wildlife resources)</li> <li>• Regionally or locally valued archaeological, historic or cultural resources;</li> <li>• Inaccessible areas that might preclude facility construction or transportation</li> <li>• Areas that might impact other features or resources that the community considers to be significant.</li> </ul>
<p>7. Screening evaluation carried out by expert panel / group.</p>	<p>√</p>	<p>Screening evaluation was undertaken by the STF in conjunctions with regulatory agencies to “ensure that the required standards of safety and environmental protection were not compromised.” All of the STF work was guided by CLGs and Council, with peer reviews undertaken as required.</p>
<p>8. Project briefings to communities who make it through initial screening.</p>	<p>√</p>	<p>See Phases 3 to 5.</p>
<p>9. Provision of funding and informational resources to communities to support participation in the process.</p>	<p>√</p>	<p>CLGs were funded by the STF. CLGs were provided with technical and administrative support, including community store-fronts (as requested)</p>
<p>10. Feasibility studies conducted for interested communities.</p>	<p>√</p>	<p>See Phase 4</p>
<p>11. An MOU between the community and the proponent for the feasibility</p>		<p>No MOU required. Municipal Councils requested to prepare a Council resolution of continued interest prior to Phase 4, Project Assessment.</p>

study.		
12. A multi-disciplinary peer review process as part of the feasibility study.		
13. Engagement of potentially affected surrounding communities.		
14. Engagement of potentially affected Aboriginal communities.	√	Formal consultation occurred during EA Phase only.
15. Consideration of the project's impact on the community's well-being.	√	Community well-being consideration were integrated into siting criteria and grounded in negotiation of impact management agreement(s). Community well-being issues were fully (but not explicitly) considered through a socio-economic effects assessment during the EA Phase.
16. Discussion of potential social-economic effects of the project on the community.	√	Socio-economic effects consideration were integrated into siting criteria and initially considered in negotiation of impact management agreement(s). A comprehensive socio-economic effects assessment was conducted during the EA Phase.
17. Discussion of potential effects of transportation associated with the project.	√	Discussion of potential transportation issues were formally initiated during Phase 4: Project Assessment, however in practice, transportation issues were considered throughout the siting process. Detailed transportation studies were conducted during Phase 4 and during the EA.
18. Inclusion of Aboriginal traditional knowledge the in siting process.		Consideration of Aboriginal Traditional Knowledge was not a formal component of the siting process, but could have been incorporated should it be deemed necessary at any Phase of the siting process. An attempt to undertake a traditional knowledge study was made during the EA.
19. Discussion of positive and negative effects on health and safety of the community.	√	Health and safety effects consideration were integrated into siting criteria and initially considered in development of siting principles and safe guards. A comprehensive human health effects assessment was conducted during the EA Phase.
20. Discussion of positive and negative effects sustainability of the built and natural environment.		No explicit consideration of sustainability issues.
21. Discussion of	√	Effects on community administration and decision-making were integrated

<p>positive and negative effects on community administration and decision-making processes.</p>		<p>into negotiation of impact management agreement(s). A comprehensive socio-economic effects assessment was conducted during the EA Phase.</p>
<p>22. Discussion of positive and negative effects on balanced growth and healthy, liveable community.</p>		<p>No explicit consideration of sustainability issues.</p>
<p>23. Evaluation of the ability of the community to adapt to changes resulting from the project.</p>	<p>√</p>	<p>A comprehensive socio-economic effects assessment was conducted during the EA Phase.</p>
<p>24. Publishing siting decisions in a public forum (e.g. on a project website).</p>	<p>√</p>	<p>All information was publically available through an extensive communication and consultation program during the siting process and EA.</p>

## A.6 Community Access Program – Industry Canada

### Project Description

Canada's Community Access Program (CAP) was first introduced in 1995 to help provide Canadians with affordable access to the Internet and the services and tools it provides. It became a cornerstone of the federal Connecting Canadians program through Industry Canada.

CAP first began as a pilot program, with a focus on rural and remote communities with populations of less than 50,000. Following a successful pilot, it was expanded to include urban communities in December 1999. As of March 2002, approximately 9,200 CAP sites had been established, although 1,200 of them have since closed. They do still play an important role in rural and remote communities where access to the Internet is limited, as well as in urban centres. A CAP site typically provides a suite of services, including Internet access, printing, scanning, photocopying, as well as guidance and support from trained staff or volunteers.

CAP was considered a necessary part of a national Information and Communications Technology (ICT) strategy focused on using ICTs to increase the productivity of the Canadian economy, the social well-being of Canadians and the inclusiveness of Canadian society. It also noted that an adoption strategy needed to be focused on the acquisition of new skills as well as physical access to the tools. There is growing evidence that these sites are important hubs around which communities help their members find economic and social stability.

CAP sites have been most commonly located in schools, libraries, community centres and friendship centres (in First Nations communities) and operate through partnerships with provincial/ territorial governments and non-profit organizations. CAP has evolved into 13 different provincial/territorial projects. Each province or group of provinces follows a different model for the administration and delivery of this program. Most sites were organized into CAP networks, or groupings of CAP sites that shared a common interest and purpose and were committed to work together in pursuit of common objectives with other partners.

Although the CAP program has largely been a positive, and non-controversial community initiative, success in establishing a well-used and sustainable CAP site producing social as well as economic benefits to the community required effective planning processes. Industry Canada developed a set of guidelines to help communities develop business plans for their CAP sites during the course of preparing their application for funding. They also worked closely with rural organizations and agencies to provide ongoing training and assistance to CAP site managers.

The Project Included...	√	Please Explain / Provide Details...
1. A broad public information campaign throughout the siting process.	√	Locations of CAP sites were identified and selected by communities. Most were located in libraries, schools, community centres and Friendship Centres (First Nations). The sites were made available free of charge.
2. A multi-staged siting process.	√	When the program was first established the siting process in most communities consisted of a series of steps: <ul style="list-style-type: none"> <li>- Awareness-raising</li> <li>- Discussion of responsibilities</li> <li>- Feasibility of bringing in high-speed connections</li> </ul>

		- Responsibility of the entity which would house the CAP site
3. A community driven process – i.e. the community needing to initiate the screening process.	√	Each community is responsible for identifying its own CAP site location.
4. An “accountable authority” needing to lead the process on behalf of the community.	√	CAP sites are required to have an “accountable authority” to submit the application for funding, and to account for expenditures.
5. A community group established for the purpose of learning more about the project.	√	In most instances a community group was formed to drive the process of informing the community about the CAP program, to gather letters of support, and in-kind contributions. Often a series of community meetings were held to raise support.
6. An initial screening process for site suitability based on geotechnical factors.		Not applicable
7. Screening evaluation carried out by expert panel / group.		Not applicable
8. Project briefings to communities who make it through initial screening.	√	Industry Canada CAP program staff were available to meet with communities who received grants, in order to assist them in establishing their sites
9. Provision of funding and informational resources to communities to support participation in the process.	√	Information kits were provided to CAP applicants to assist in the development of their business plans and application forms. In Ontario OMAFRA provided significant guidance and support through their rural field offices.
10. Feasibility studies conducted for interested communities.		No formal feasibility studies were undertaken. However, informal discussions and planning sessions were undertaken in most communities to identify an appropriate location for a CAP site.
11. An MOU between the community and the proponent for the feasibility study.		No

12. A multi-disciplinary peer review process as part of the feasibility study.		No
13. Engagement of potentially affected surrounding communities.		No. However, in many cases adjacent communities were consulted and engaged by a lead community or group to encourage collaboration and buy-in to broader communication infrastructure. This led to a number of community networks, which shared costs of fibre, microwave transmitters and other communication infrastructure.
14. Engagement of potentially affected Aboriginal communities.	√	Many CAP sites and community networks were established in Aboriginal communities. One prime example of this is the K-Net Smart Community Program which originated in NW Ontario through the Keewatinook Okimakanak Tribal Council. K-Net. Five remote fly-in communities in NW Ontario received broadband Internet to provide them with basic Internet, telehealth, video-conferencing facilities, and telephones in households. CAP sites were established in all five communities. The process involved numerous community engagement workshops, awareness-raising, and community planning. Over time the K-Net network has extended its infrastructure and services to First Nations communities nation-wide.
15. Consideration of the project's impact on the community's well-being.	√	The CAP program was driven by an underlying belief that there were significant socio-economic benefits for communities from access to high-speed Internet.
16. Discussion of potential social-economic effects of the project on the community.	√	The CAP program was driven by an underlying belief that there were significant socio-economic benefits for communities from access to high-speed Internet. Throughout the planning stages this was discussed at community meetings. Community support was largely motivated by an understanding of this.
17. Discussion of potential effects of transportation associated with the project.		Not applicable
18. Inclusion of Aboriginal traditional knowledge the in siting process.		Not applicable
19. Discussion of positive and negative effects on health and safety of the community.		There were no perceived negative effects on the health and safety of communities.

20. Discussion of positive and negative effects sustainability of the built and natural environment.		There were no negative effects on the built and natural environment.
21. Discussion of positive and negative effects on community administration and decision-making processes.	√	In some some communities the process of organizing and planning a CAP site was an opportunity for individuals and groups to learn to work together for a common cause. Because of the requirement for fund-raising, accounting, report-writing, and maintenance of the CAP sites, volunteers had an opportunity to develop administrative skills.
22. Discussion of positive and negative effects on balanced growth and healthy, liveable community.		This is applicable only in the broadest sense.
23. Evaluation of the ability of the community to adapt to changes resulting from the project.	√	CAP site evaluations were undertaken in some communities. In the case of larger projects like K-Net, extensive formal evaluations were undertaken to measure the positive and negative effects of high-speed Internet in remote Aboriginal communities. This included cultural considerations and effects on youth, in communities which jumped from having no telephones to high-speed Internet in every household.
24. Publishing siting decisions in a public forum (e.g. on a project website).		No

## Best Practices and Lessons Learned

A study commissioned in 2002 by Industry Canada explored emerging best practices and lessons learned by Canadian communities that are implementing CAP sites and community networks, with an emphasis on community engagement, sustainability, and performance measurement. Although the study concluded that there are few 'best practices' that are relevant across the wide range of organizational and geographical settings, several fundamental recommendations were identified. In many cases the best practices refer to mechanisms to bring funding agencies, community based networks and community members together to plan around common visions and address performance measurement as a learning process for course correction.

## Community Engagement

1. Community engagement is an inclusive and ongoing process, involving a broad range of community stakeholders.

2. Community engagement is based on partnerships with community organizations, business, as well as local government, formal and informal leaders.
3. The engagement of community “champions” is key to a successful “Smart Community”.
4. Communication is ongoing and active.
5. Project management is flexible and responsive to changing local needs and interests.

### **Sustainability and Performance Measurement**

1. Base-line data and needs assessments are a place to start
2. Sustaining core staff and services is the major concern of community based networks.
3. What you measure is what you get, so clearly define where you are at and where you want to go
4. Defining what to sustain and how to measure performance is neither easy nor inexpensive

## A.7 New Brunswick Information Technology Initiative

### Project Description

The province of New Brunswick (NB) has an area of 28,354 sq. miles and a population of 760,000. It is an officially bilingual (French and English) province, with over 30% of the population speaking both official languages. The capital city of Fredericton has a population of 55,000 and the two other major cities are Saint John (120,000) and Moncton (85,000). It has a representative mix of city and rural dwellers, as well as First Nations communities. There are four universities in the province, three teaching in English and one in French. A 2000 study indicates that computer literacy was a high school graduation requirement, and that New Brunswick had the highest high school graduation rate in Canada.

In 1994 New Brunswick was the only province in Canada with a fully digital fibre optic cable telephone system that served every community within its boundary. Building on this available technology, and a number of supporting regulatory changes, NB became a significant call centre location. Telcom deregulation allowed four Atlantic Canada telephone companies to specialize provincially, divide business foci, and subsequently form a single company in 1999 (Aliant). By the end of 1997 NBTel was selling its call centre services in more than ten countries across five continents. In eleven years 61 call centres were created.

### Factors Influencing Call Centre Location in New Brunswick

- Low dollar relative to the US dollar at the time
- Subsidized medical costs
- Tax incentives and subsidies offered by provincial government
- Strong telecommunications infrastructure
- High rates of bilingualism
- Depressed economy
- High workforce availability
- University and community college call centre and e-commerce programs
- Computer literate highschool graduates
- Low rate of unionization (4<sup>th</sup> of 10 provinces)

### The strategic drivers for the formation and maintenance of the IT networks were:

- Attracting high technology companies to the province
- Providing local business with a competitive advantage
- Improving government services
- Increasing revenues
- Cutting costs
- Extending opportunities for education and training (distance education, TeleEducation centres with network access were installed in rural areas and on reserves)
- Enhancing Healthcare, Justice and Public Safety services

The Project Included...	√	Please Explain / Provide Details...
1. A broad public information campaign throughout the	√	The New Brunswick IT initiative was very high profile within the province and throughout Canada. Every community in the province was served with digital fibre optic cable by 1994.

siting process.		
2. A multi-staged siting process.	√	The development and rollout of the IT infrastructure was a rapid process, though by its very nature was multi-staged.
3. A community driven process – i.e. the community needing to initiate the screening process.		There was no community-driven screening process.
4. An “accountable authority” needing to lead the process on behalf of the community.		The process was led by public and private sector champions, including then Premier Frank McKenna, Deputy Minister Francis McGuire, and Kevin Bulmer, former product manager for NBTel.
5. A community group established for the purpose of learning more about the project.		There were no community groups established for the purpose of learning more about the project.
6. An initial screening process for site suitability based on geotechnical factors.		Not applicable
7. Screening evaluation carried out by expert panel / group.		The project did not include a screening process. All communities within the province were included in the initiative.
8. Project briefings to communities who make it through initial screening.		Not applicable
9. Provision of funding and informational resources to communities to support participation in the process.	√	The Province and NBTel provided the infrastructure, and promoted the socio-economic benefits of the technology. Training and awareness-raising were important components of the initiative.
10. Feasibility studies conducted for interested communities.		All communities were served by the initiative.
11. An MOU between the community and the proponent for		Not applicable

the feasibility study.		
12. A multi-disciplinary peer review process as part of the feasibility study.	√	There was no review process. However, in terms of application of the new information technology, many disciplines and entities were involved: e.g., education, health care, tourism, government, economic development, business (call centres, high tech companies, small business, etc.).
13. Engagement of potentially affected surrounding communities.		Not applicable
14. Engagement of potentially affected Aboriginal communities.	√	Aboriginal communities were included as beneficiaries of the initiative. A 2007 Industry Canada evaluation of its First Nations SchoolNet program notes that 91% of First Nations schools in New Brunswick had a high-speed Internet connection as well as video-conferencing units. Eel Ground First Nation School in rural New Brunswick was named one of Canada's most technologically advanced schools by the SchoolNet's Network of Innovative Schools.[INAC]
15. Consideration of the project's impact on the community's well-being.	√	The project was driven by an underlying assumption that high-speed Internet and enhanced telephone services would have a strong positive impact on community well-being.
16. Discussion of potential social-economic effects of the project on the community.	√	Prior to the initiative, New Brunswick had a depressed economy. By the end of 1997 NBTel was selling its call centre services in more than ten countries across five continents. In eleven years 61 call centres were created. The infrastructure also benefited education, health care, tourism, government, economic development, business (call centres, high tech companies, small business, etc.).
17. Discussion of potential effects of transportation associated with the project.		Not applicable
18. Inclusion of Aboriginal traditional knowledge the in siting process.		No
19. Discussion of positive and negative effects on health and safety of the community.		No

20. Discussion of positive and negative effects sustainability of the built and natural environment.	√	Negligible. The laying of cable throughout the province would have some impact on the environment.
21. Discussion of positive and negative effects on community administration and decision-making processes.	√	The enhanced communication infrastructure allowed for the delivery of government and administrative services.
22. Discussion of positive and negative effects on balanced growth and healthy, liveable community.	√	The initiative was seen to have a positive effect on community health.
23. Evaluation of the ability of the community to adapt to changes resulting from the project.		
24. Publishing siting decisions in a public forum (e.g. on a project website).		

**The success of the New Brunswick IT initiative can be attributed to a number of factors:**

- Provincial government alignment with the private sector (NBTeI) to support and nurture IT initiatives
- Federal government support for national IT initiatives (Industry Canada's Connecting Canadians Program)
- Leadership – public and private sector champions – including Premier Frank McKenna, Deputy Minister Francis McGuire, and Kevin Bulmer (former product manager for NBTeI, and subsequently positioned in the economic development and tourism branch of the NB government, originator of the concept of the province's call centre industry).
- Broad range of objectives
- Linkages between elements of the system – telecom providers, local entrepreneurs, investors, research institutions, educational institutions, government. The University of New Brunswick played an important consulting role in the early development of the network and Internet infrastructure in 1994.
- Workforce development
- Common vision
- Promotion and marketing of services and successes

- Timing – the NB IT rollout took place ahead of the game. The world wide web was released in 1991. In 1993 there were only 20 or so users on the Internet in all of NB. By 1995 there were an estimated 10,000 dial-up customers. By Christmas of 1996 NBTel and the government of NB launch the “Get Connected” program, and usership climbed to 30,000.
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