

P.O. Box 1749 Halifax, Nova Scotia B3J 3A5 Canada

Item No. 11.1.8

Halifax Regional Council

December 15, 2020

TO: Mayor Savage and Members of Halifax Regional Council

Original Signed by SUBMITTED BY:

Jacques Dubé, Chief Administrative Officer

DATE: November 18, 2020

SUBJECT: Case 22257: Regional Plan Review – Revised Engagement Plan

ORIGIN

On February 25, 2020, the following motion of Regional Council was put and passed:

"THAT Halifax Regional Council direct the Chief Administrative Officer to:

- 1. Initiate the process to review the Halifax Regional Municipal Planning Strategy, in accordance with Regional Plan Policy G-13 and G-14, including developing new planning documents and amending existing planning documents as may be necessary;
- 2. Follow the proposed work plan schedule and research program as generally outlined in Attachment A Work Plan and Attachment B Policy Research Program of the staff report dated January 20, 2020, and report to the Community Planning and Economic Development Standing Committee on progress at the identified milestones in the process;
- 3. Follow the Regional Public Participation Program as generally set out in Attachment C Regional Plan Review Engagement Strategy of the staff report dated January 20, 2020, including the identified approval process; and
- 4. Prepare amendments to the various committee Terms of Reference as appropriate, to establish the Community Planning and Economic Development Standing Committee, the Halifax and West Community Council, the Harbour East Marine Drive Community Council, North West Community Council, Regional Centre Community Council, Design Review Committee and Heritage Advisory Committee as the only advisory bodies to the planning process for the Regional Municipal Planning Strategy Review, and return to Regional Council or the necessary body for consideration."

LEGISLATIVE AUTHORITY

Halifax Regional Municipality Charter (HRM Charter), Part VIII, Planning & Development and Part IX, Subdivision

Regional Municipal Planning Strategy, Chapter 9, Policy G-13 and G-14

RECOMMENDATION

It is recommended that Regional Council:

1. Direct the Chief Administrative Officer to follow the revised Public Participation Program for the Regional Plan Review as generally set out in Attachment A.

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2. Direct that the various committees of Council be consulted respecting the Regional Plan Review as outlined in Table 1 of the Discussion section of this report.

BACKGROUND

The Halifax Regional Municipal Planning Strategy (Regional Plan) is a strategic document built on a common vision and principles for the Municipality to achieve balanced and sustainable growth. Originally adopted in 2006, the Regional Plan provided the first comprehensive guide for future growth for the entire Municipality following amalgamation. The Plan established policy for a 25-year horizon, from 2006-2031, with reviews expected every 5 years.

After 5 years of directing and managing growth in the region, the first Regional Plan review (RP+5) was initiated in 2011 to ensure the Plan still reflected the Municipality's goals for growth and development. The Plan was readopted in 2014.

Regional Council initiated the second five-year review of the Regional Plan on February 25, 2020.¹ As part of the initiation, Council adopted a Public Participation Program to guide the public engagement for the review. Council also directed staff to prepare amendments to the various committee Terms of Reference to establish the Community Planning and Economic Development Standing Committee (CPED), the Halifax and West Community Council, the Harbour East – Marine Drive Community Council, North West Community Council, Regional Centre Community Council, Design Review Committee and Heritage Advisory Committee as the only advisory bodies to the planning process. Many of the policies being considered as part of the Regional Plan Review were developed and reviewed as part of established HRM priority plans. As a result, these recommendations have already been subject to extensive consultation as part of the creation and approval of the various plans. The goal of engagement for the Regional Plan Review is to build on past engagement activities and explore opportunities to improve upon and achieve the Regional Plan's vision and objectives.

On March 22, 2020, a State of Emergency was declared in Nova Scotia as a result of the COVID-19 pandemic. Public health and safety regulations restricting the size of public gatherings and requiring social distancing have been established by the Province. The Public Participation Program adopted by Regional Council for the review included a number of in-person engagement tools that are no longer possible due to these regulations, including stakeholder meetings, community workshops, "mobile planner" storefronts, and pop-up consultations. It is anticipated that some form of state of emergency or limitations on public gatherings will remain in place for much of the Regional Plan Review process. It is also likely that when formal restrictions are lifted, some residents may still be apprehensive about attending public gatherings. As a result, the previous Public Participation Program's primary focus on in-person engagement tools is no longer appropriate. Therefore, staff have developed a revised public engagement strategy (included as Attachment A) to allow for robust engagement that is consistent with these public health and safety regulations.

On October 17, 2020 the 2020 Halifax Regional Municipality Municipal Election occurred. In accordance with the *Procedures of Council Administrative Order* (AO 1), a motion of rescission is not required to countermand an action that was passed by Council before the most recent ordinary municipal election.

¹ https://www.halifax.ca/sites/default/files/documents/city-hall/regional-council/200225rc1511.pdf

DISCUSSION

Although there has been some impact to the project work plan as a result of the COVID-19 pandemic, staff have continued to work and conducted engagement activities. Since Regional Council's initiation of the Regional Plan Review on February 25, 2020, staff have:

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- established a dedicated project email address for correspondence (regionalplan@halifax.ca);
- established a project website on the Municipality's Shape Your City platform (www.shapeyourcityhalifax.ca/regional-plan);
- conducted internal and external stakeholder meetings via teleconference and video calls;
- received and catalogued correspondence from members of the public via email and telephone; and
- collected email addresses from those interested in participating in the review process for a mailing list to be used for project updates.

Revised Engagement Plan

In response to public health and safety guidelines, staff have developed a revised Public Participation Program for the Regional Plan Review that provides alternatives to in-person consultation tools. The complete Regional Plan Review Revised Engagement Plan is included as Attachment A. As part of the revised plan, staff will:

- Continue to conduct stakeholder meetings via teleconference or video calls;
- Continue to update the project's Shape Your City webpage, develop content and deliver online engagement using surveys, polls, comment forums, idea walls, interactive maps, etc.;
- Continue to receive and respond to mail, telephone and email comments;
- Present Regional Plan Review content to the relevant advisory boards and committees of Regional Council:
- Coordinate advertising using both traditional methods (print, signage, radio, etc.) and electronic
 platforms (social media, website advertising, etc.) to request public comments and provide direction
 on how to participate;
- Continue to identify additional opportunities for online presentations and engagement sessions as appropriate; and
- Continue to monitor public health and safety regulations at each phase of engagement to determine
 if small-scale in-person engagement opportunities (such as pop-ups at libraries) become an option
 during the life of the project.

Because of the large audience for the Regional Plan Review, online engagement is an effective tool to reach residents across the municipality. The proposed engagement approach would require enhancements to the project's online platform to include a wide variety of user-friendly engagement tools. These will include comment forums, Q&A sections and an FAQ page where staff can respond to comments and questions directly. It is acknowledged that residents may have varying levels of comfort with or access to online engagement tools. As a result, more traditional methods of providing comments, such as mail, phone and email will continue to be offered and the availability of these tools will be advertised widely using a variety of traditional and online marketing approaches.

The first phase of public engagement for the Regional Plan Review has been ongoing since the project's initiation. The goal of engagement has been to meet with internal and external stakeholders to determine the scope and initial approach to the review. Phase 2 of engagement will begin following the release of the Themes & Directions report to gather feedback on the Municipality's approach to the Regional Plan Review. Phase 3 of engagement is anticipated to take place following the release of the first draft of amendments to the Regional Plan to provide an overview of the draft document, highlighting the proposed major changes, and receive feedback. Additional engagement will take place following the release of the final draft of the Regional Plan amendments to provide an overview of the document and highlight how public input from the previous engagement phases has been used to inform recommendations. This is intended to help

residents, stakeholders and Council understand how feedback has been received and used, particularly in the absence of more traditional in-person engagement.

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Board and Committee Review

When the Regional Plan Review was initiated in February 2020, Regional Council directed that staff prepare amendments to various Administrative Orders and Terms of Reference to simplify the required reviews and adoption path for any proposed amendments to the Regional Plan and related planning documents. This direction was recommended by staff at the time as a result of lessons learned from the Regional Centre Plan process. During that program, an adoption process for the planning documents was not specified at the time of initiation, which ultimately required staff to seek formal recommendations from all applicable committees and boards that have an advisory role for any planning-related matters or other major initiatives. This significantly extended the adoption path timeline for "Package A" of the Regional Centre Plan over a five-month period and required extensive staff, Council and committee resources.

Staff have since reviewed the Administrative Orders and Terms of Reference for the relevant Standing Committees of Council and Advisory Boards and Committees and determined that there is merit in bringing the Regional Plan Review forward for their review in the early phases of engagement. Staff are proposing to consult with all relevant Standing Committees of Council and Advisory Boards and Committees on the release of the Themes & Directions report, anticipated for winter 2021, and at the release of the first draft of proposed amendments, anticipated for fall 2021. This early consultation will allow for a wide range of feedback to be gathered from these diverse stakeholders and will supplement broader public engagement efforts as outlined above. Staff will track the recommendations of each of these bodies, and report on how their recommendations have been addressed through the process and included in the proposed amendments, where appropriate. Community Planning and Economic Development Standing Committee (CPED) will be considered the main reviewing body and will be consulted at additional milestones.

Staff advise that because all relevant Standing Committees, advisory boards and committees will be consulted at some stage during the project, the Administrative Orders and Terms of Reference for each of these bodies will be satisfied. Therefore, there is no requirement to amend the various Administrative Orders and Terms of Reference, as originally expected. Therefore, staff are recommending that Regional Council rescind this previous motion.

The table below outlines the various boards and committees that will be consulted at key milestones, in keeping with their Administrative Orders and Terms of Reference:

TABLE 1				
Milestone	Boards, Committees & Councils			
Themes & Directions Report Anticipated date: Winter 2021	Relevant Standing Committees and all Advisory Boards and Committees, including: Community Planning & Economic Development Standing Committee Environment & Sustainability Standing Committee Executive Standing Committee Transportation Standing Committee Accessibility Advisory Committee Active Transportation Advisory Committee Community Design Advisory Committee Halifax Peninsula Planning Advisory Committee Heritage Advisory Committee			

Council Report

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	 North West Planning Advisory Committee Regional Watersheds Advisory Board Women's Advisory Committee Youth Advisory Committee If required, based on content: Design Review Committee Grants Committee Western Common Advisory Committee
First Draft Release Anticipated Date: Fall 2021	Relevant Standing Committees and all Advisory Boards and Committees (as above)
Final Draft & Revisions Anticipated Date: 2022	 Community Planning & Economic Development Standing Committee Heritage Advisory Committee If required, based on content: Design Review Committee
Council Approval Process Anticipated Date: 2022	All Community Councils Committee of the Whole & Regional Council

FINANCIAL IMPLICATIONS

The costs associated with undertaking the Regional Plan review identified in the work plan for 2020-21 can be accommodated within the approved 2020-21 operating budget.

RISK CONSIDERATION

There are no significant risks associated with the recommendations in this report. By providing a variety of options for participating in Regional Plan Review engagement it is anticipated that all residents will have the opportunity to provide comments and feedback.

COMMUNITY ENGAGEMENT

The *HRM Charter* requires that Regional Council approve a public participation program for the Regional Plan Review process. In February of 1997, Regional Council approved a public participation resolution, which provides broad discretion on the consultation process required for MPS amendments that are regional in nature. Staff advise that the Regional Plan Review is regional in nature, as the project will impact the entire Municipality. As a result of public health and safety regulations related to COVID-19, Staff recommend that Regional Council obtain stakeholder and public feedback as outlined in the revised public participation program contained in Attachment A.

The proposed level of community engagement is consultation, achieved using a series of engagement tools and methods early in the review process, as well as a public hearing, before Regional Council can consider approval of any amendments.

ENVIRONMENTAL IMPLICATIONS

There are no environmental implications associated with the report recommendations. The Regional Plan includes a range of policies that deal both directly and indirectly with the natural environment. The implications of any proposed policy changes will be considered throughout the review process and outlined in future reports to Council.

ALTERNATIVES

- Council may choose to use a different approach to public engagement for the Regional Plan Review.
- 2. Council may choose to delay engagement for the Regional Plan Review until such time as gathering limitations and social distancing requirements are lifted. This is not recommended as it would result in significant delays to the completion of the Regional Plan Review.

ATTACHMENTS

Attachment A: Regional Plan Review Revised Engagement Plan

A copy of this report can be obtained online at halifax.ca or by contacting the Office of the Municipal Clerk at 902.490.4210.

Report Prepared by: Kathleen Fralic, Planner III, 902.233.2501

Leah Perrin, Planner III, 902.476.3792

Attachment A

REGIONAL PLAN REVIEW 2020-2022

A PLAN FOR ENGAGING STAKEHOLDERS & THE PUBLIC IN THE SECOND REVIEW OF THE REGIONAL MUNICIPAL PLANNING STRATEGY

DECEMBER 2020 UPDATE

1. INTRODUCTION

PROJECT BACKGROUND

The Halifax Regional Municipal Planning Strategy (Regional Plan) is a strategic document built on a common vision and principles for the Municipality to achieve balanced and sustainable growth. Originally adopted in 2006, the Regional Plan provided the first comprehensive guide for future growth for the entire Municipality following amalgamation. The Plan established policy for a 25-year horizon, from 2006-2031, with minor reviews expected every 5 years.

After 5 years of directing and managing growth in the region, the first Regional Plan review (RP+5) was initiated in 2011 to ensure the Plan still reflected the Municipality's goals for growth and development. The Plan was readopted in 2014. The second five-year review will be undertaken beginning in 2020, with the Regional Council approvals process anticipated to begin in 2022. The next significant review of the Regional Plan is being planned for 2026-2030 (at the end of the 25-year horizon of the 2006 Regional Plan).

This review is considered a minor review as the overall policy framework and intent of the Regional Plan remains sound. The focus of the review will be to evaluate the effectiveness of the policies and programs contained in the 2014 Regional Plan, and to revise policies as necessary, based on any new policy direction contained in the Priority Plans. Public engagement will be used to identify any new or emerging issues not captured through Priority Planning. The key Priority Plans include:

- the Integrated Mobility Plan (adopted in 2017);
- the Halifax Green Network Plan (adopted in 2018);
- Economic Growth Plan 2016-2021:
- HalifAct 2050 (Community Energy & Climate Action Plan) (adopted in 2020); and
- Sharing Our Stories (Culture & Heritage Priorities Plan) (adoption targeted for 2021).

Staff will also use this review period to identify any key emerging trends or planning research that might be required to establish the policy program for the next significant review period, expected to begin in 2026. As well, the Regional Plan will establish policy direction to continue guiding the Plan & By-law Simplification program.

The Regional Plan Review engagement program will build on past engagement activities and explore opportunities to improve upon and achieve the Regional Plan's vision and objectives. Given the regional context, engagement activities must cover the entirety of the region and the engagement tactics presented in this plan reflect the review's expansive geography. This document outlines a detailed work plan for engagement during the Regional Plan Review process.

ENGAGEMENT OVERVIEW

The purpose of this document is to identify opportunities and establish ways and means of seeking the opinions of the public on the Regional Plan Review. This document recommends *who* to engage and consult with, as well as *how and when* consultation should be done. A series of engagement tactics are recommended to enable Regional Plan Review staff to target a variety of stakeholders across the region. This work plan will give staff the meaningful feedback needed to bring forward amendments to the Regional Plan for Regional Council to consider.

This review of the Regional Plan is positioned to include engagement from other region-wide projects and to build upon the 2006 and 2014 Plans. The engagement is intended to include a two-way flow of communication where planning staff share information about the review with the public while also identifying changing priorities through their feedback.

Engagement tactics will be divided into three phases; the tactics selected for each phase will reflect the type of public input appropriate at that stage of progress in the Regional Plan Review.

The Engagement Plan has been updated since the initiation of the Regional Plan Review by Regional Council in February 2020 to reflect the impacts of the COVID-19 pandemic on the timelines and engagement approaches for the project.

2. ENGAGEMENT TACTICS

A State of Emergency was declared in Nova Scotia on March 22, 2020 as a result of the COVID-19 pandemic. At this time, it is anticipated that some form of state of emergency or limitations on public gatherings will remain in place for much of the Regional Plan Review process. It is also likely that when formal restrictions are lifted, some residents may still be apprehensive about attending large public gatherings. As a result, staff have developed alternative engagement strategies for the Regional Plan Review that do not rely on in-person engagement.

A. Online Engagement

The main engagement tactic that will be used to gather feedback throughout the Regional Plan Review will be the project's Shape Your City page (www.shapeyourcityhalifax.ca/regional-plan). The Regional Plan Review page will be designed to be informative and interactive. It will feature clear project updates and messaging, access to reference documents for review and a variety of engagement tools to allow residents to provide feedback and ask questions. Engagement tools that may be used include:

- Surveys
- Polls/Rankings
- Idea Boards
- Q&A Pages
- Comment Forums

Because of the large target audience for the Regional Plan Review, online engagement is an effective tool to reach residents across the municipality. However, online engagement does not allow for real time interaction between residents and staff. As a result, the Regional Plan Review Team will prioritize keeping the page updated and responding to participants in a timely manner.

B. Email/Phone Commenting

It is acknowledged that residents across the municipality will have varying degrees of access to the internet and comfort with online engagement tools. In order to ensure all residents are able to provide comments, traditional engagement options, including phone and email commenting, will be available. Advertising will clearly identify residents' options for providing comments and the relevant contact information.

C. Stakeholder Meetings

Meetings with community stakeholders will be held via video chat and teleconference throughout the Regional Plan Review. These ongoing conversations will be important to develop partnerships, inform the scope of the project and gather information and feedback.

D. Committee Review

Regional Council has various advisory boards and committees who hold meetings to review and provide advice to staff and Regional Council, community councils or standing committees. At the initiation of the

Regional Plan Review, Regional Council established the Community Planning and Economic Development Standing Committee, the Halifax and West Community Council, the Harbour East – Marine Drive Community Council, North West Community Council, Regional Centre Community Council, Design Review Committee and Heritage Advisory Committee as the only advisory bodies to the planning process for the project. However, to gain a broad range of feedback, the Regional Plan Review Team will present the Themes and Directions Report to all relevant boards and advisory committees, based on their terms of reference and availability in light of COVID-19.

As the project progresses, Staff will review gathering limitations at each phase and consider additional engagement options, including small scale in-person engagements, if viable.

In order to raise awareness of the engagement opportunities available and reach the widest audience possible, extensive advertising through social media, websites, print and other methods will be required. Advertising will be designed to inform residents the Regional Plan Review is currently taking place and highlight the ways participants can find information and provide comments.

Engagement and public feedback from each phase will be captured and communicated through What We Heard reports. What We Did reports will summarize the actions taken to respond to the comments and feedback received.

3. ENGAGEMENT TIMELINE

Engagement is planned to take place in three distinct phases throughout the review process. General correspondence via mail, phone and email will be accepted on an ongoing basis. Some overlap of tactics will occur across the phases.

Phase 1 began when the Regional Plan Review was initiated by Regional Council on February 25, 2020 and will continue into Fall 2020. The focus of Phase 1 is to meet with internal and external stakeholders to develop the scope and initial approach to the Regional Plan Review.

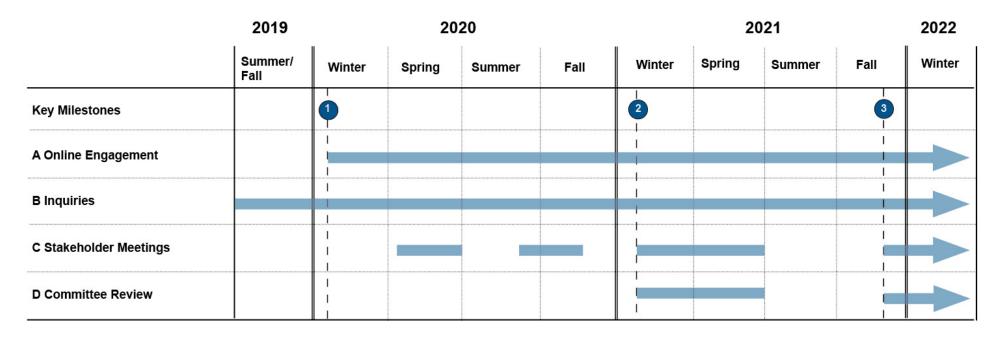
Phase 2 will begin following the release of the Themes & Directions report, anticipated for Winter 2021. This document will introduce the municipality's approach to the Regional Plan Review and public and stakeholder engagement to receive feedback will take place in weeks following.

Phase 3 of engagement is anticipated to take place in Fall 2021, following the release of the first draft of amendments to the Regional Plan. The goal of this phase of engagement will be to provide an overview of the draft document, highlighting the proposed major changes, and receive feedback.

Additional engagement will take place in 2022, following the release of the final draft of the Regional Plan amendments, to be considered for approval by Regional Council. The goal of these activities will be to provide an overview of the final draft of the Regional Plan amendments and highlight how public input from the previous engagement phases has been used to inform recommendations. This is intended to help residents, stakeholders and Council understand how feedback has been received and used, particularly in the absence of more traditional in-person engagement.

Detailed scheduling for each engagement phase will be released when available.

Revised Engagement Timeline for Regional Plan Review



Phase 1 Initiation and Early Engagement

Regional Council Initiation - February 25, 2020

Provide information on background work, previous and future workplans, current project status

Set up project email, mailing list and website

Meet with key internal and external stakeholders

Receive and respond to correspondence

Phase 2 Themes & Directions Report

Publish Themes & Directions Report, and make copies available for viewing on the website and in person

Online community engagement + stakeholder meetings

Review by Standing Committees of Council, Advisory Boards + Committees

Phase 3 Draft Regional Plan Amendments

Publish Draft Regional Plan Amendments Package, and make copies available for viewing on the website and in person

Online community engagement + stakeholder meetings

Review by Standing Committees, Advisory Boards + Committees

Once formal consultation period has closed, continue to provide information on work completed to date, project status, and anticipated timelines. Inform public of further opportunities for participation via formal adoption process.







A: ONLINE ENGAGEMENT

PHASES ONE, TWO, THREE

WHAT	Update Shape Your City page with project messaging, background materials and engagement and commenting tools for each phase of the project.			
WHO	Industry, Community Groups, Business Communities, Advocacy Groups, Members of the Public			
WHEN	Ongoing (All Phases)			
WHERE	www.halifax.ca, www.shapeyourcityhalifax.ca/regional-plan			
WHY	 To share project information (project status, contacts, calendar of events, etc.) To share documents (previous and related studies, releases of project materials, etc.) To gather feedback from the public (surveys, polls/rankings, idea boards, Q&As, comment forums, etc.) 			
HOW	 Municipality to ensure project website remains active and up to date. Municipality to design engagement tools and analyse feedback. 			
MATERIALS NEEDED	Engagement materialsProject documents			

B: EMAIL/TELEPHONE COMMENTING



PHASES ONE, TWO, THREE

WHAT	Respond to email and telephone inquiries on project- related matters and log comments.			
WHO	Industry, Community Groups, Business Communities, Advocacy Groups, Members of the Public			
WHEN	Ongoing (All Phases)			
WHERE	N/A			
WHY	 To respond to inquiries, gather comments on project- related matters and direct residents to available online material. 			
HOW	Email and telephone			
MATERIALS NEEDED	 Designated Regional Plan Review email addresses (<u>regionalplan@halifax.ca</u>) and telephone numbers. 			

C: STAKEHOLDER MEETINGS





PHASE ONE, TWO, THREE

WHAT	Municipal staff to engage with key stakeholders to develop partnerships, inform on the scope and status of the project and gather feedback.			
WHO	External and internal stakeholders, including: Municipal, Provincial, Federal and Indigenous governments, Non-Profit and Community Groups (residents' associations and advocacy groups for housing, transportation, environmental, culture & heritage issues), business and economic development groups, development industry and design community.			
WHEN	Ongoing (All Phases)			
WHERE	Online			
WHY	 To develop and maintain relationships with key stakeholders To increase awareness of the Regional Plan Review and the role of the Regional Plan To gather feedback from residents and special interest groups 			
HOW	 Teleconference line, Skype for Business, Microsoft Teams 			
MATERIALS NEEDED	 Engagement materials Project documents PowerPoint presentations 			

D: COMMITTEE REVIEW



${\bf PHASE\ TWO,\ THREE}$

WHAT	Present the Regional Plan Review Themes & Directions to the relevant advisory boards and committees of Regional Council to inform of the scope of the project and gather feedback.			
WHO	Relevant advisory boards and committees of Regional Council			
WHEN	Phase 2 (Themes & Directions Report) and Phase 3 (Draft Amendments)			
WHERE	N/A			
WHY	 To increase awareness of the Regional Plan Review and the role of the Regional Plan To gather feedback from relevant board and committee members (based on their terms of reference) 			
нош	 Meeting protocols established by the various boards and committees. 			
MATERIALS NEEDED	 Engagement materials Project documents PowerPoint presentations 			

4. EVALUATION TOOLS

These evaluation tools will be used to measure the success of consultation efforts.



Web Page Analytics
 Use web analytics to determine the number of unique visitors, access and the amount of time spent on the webpage.



2. Comment Summaries

The project team will record and measure input form stakeholders and residents through phone and email comments and Shape Your City survey responses.



Stakeholder Meeting Summaries
 Count stakeholders attending virtual information sessions. Record attendee questions and comments.



5. ENGAGEMENT TACTICS AND MATERIALS MATRIX

_	1-A	1-B	1-C	1-D
Engagement Materials	Online	Email/Telephon	Stakeholder	Committee
	Engagement	e Commenting	Meetings	Review
1. PDF Themes & Directions	•		•	•
2. PDF Draft Amendments	•		•	
3. Online Surveys/Polls	•			
4. Online Q&A Forum	•			
5. Online Idea Boards	•			
6. Online Comment Forum	•			
7. Maps	•		•	•
8. Calendar of Events	•		•	•
9. PowerPoint Presentations			•	•
10. Website Updates	•	•		
11. Social Media Postings	•	•		
12. Online/Newspape r/Radio Advertising	•	•		
13. Contact Email/ Telephone Number	•	•	•	•
14. Video/Phone Conferencing		•	•	•