Terms of Reference for a
REHABILITATION MASTER PLAN FOR THE TOWN OF CALEDON

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1.0 BACKGROUND

The Town of Caledon Official Plan (section 5.11.2.8.2) calls for the preparation of Rehabilitation Master Plans (RMPs) for ten aggregate resource areas in the Town. The Town is proposing to prepare its first RMP that will serve as a potential model for the remaining aggregate resource areas. The preparation of the RMP will be completed in two phases. Phase 1 entailed a comprehensive stakeholder engagement process to gather informed input and help shape the development of the Terms of Reference for Phase 2. Through consensus, it has been determined that Areas 5a and 6a of the Town is the area of study for the initial RMP. Lands adjacent to Areas 5a and 6a will also be fully considered for opportunities to provide compatibility, linkages and connectivity for any future land uses and amenities.

The Provincial Policy Statement under the Planning Act encourages comprehensive rehabilitation planning where there is a concentration of aggregate operations. In the interrelationship between the Planning Act and the Aggregate Resources Act (ARA), the primary tool for administering rehabilitation requirements for a particular site is through the ARA site plan. Each of the 15 licensed pits within Areas 5a (3 licenses) and 6a (12 licenses) have site plans defining the rehabilitation requirements for each specific site.

2.0 PROJECT GOALS

The goal of the RMP is to create a landscape consisting of compatible land uses, environmental features, recreational and tourism opportunities and linkages. It will promote connectivity, and consider alternative uses for the pits following extraction. The RMP is designed to take a geographically broad and comprehensive approach, considering the rehabilitation plans of all pits within a geographic area.
This approach is a deliberate change from the current practice of developing rehabilitation plans for individual pits in isolation from the other pits in the same geographic area. Since the 15 existing licenses already have approved rehabilitation plans under the ARA, an important goal will be to explore effective ways to revise or amend existing approved plans and staging the rehabilitation efforts over an extended period of time.

3.0 PROJECT OBJECTIVES

The consultant for Phase 2 will prepare this first Rehabilitation Master Plan and shall demonstrate understanding of the project by presenting:

- a comprehensive systems approach to the rehabilitation of existing and possible future extraction sites within Areas 5a and 6a;
- a conceptual landscape model consisting of compatible land uses, environmental features and linkages promoting connectivity; and
- a range of post-extraction alternative land uses.

4.0 POLICY CONTEXT

The final RMP for Areas 5a and 6a will be nested within the context of a broad scope of provincial, regional and local level policies. These policy documents will provide the policy context, as well as serving as an overall guide to help ensure consistency of approach across the two areas and adjacent lands. The suite of policy documents that provide this context are outlined in section 8.3, and include policies such as the Provincial Policy Statement, the Greater Golden Horseshoe Growth Plan, the Niagara Escarpment Plan, the Peel Regional Official Plan and Greenlands System, and the Town of Caledon Official Plan and Tourism Strategy.
5.0 CONSULTATION AND ENGAGEMENT

These Terms of Reference guide the overall project goals and objectives; provide detailed scope of work for understanding Phase 2 of the project; clearly articulate deliverables; specify the roles and responsibilities of stakeholders; as well as the form and frequency of public consultation and input.

All 7 workshops were held to gather information and input, respond to questions and to promote collaboration with the Town. A Project Management Team was established with invited representatives from the Town of Caledon, Region of Peel, Toronto and Region Conservation Authority, Credit Valley Conservation Authority, Ministry of Natural Resources and Forestry, Ministry of Environment and Climate Change, Ministry of Agriculture, Food and Rural Affairs, Ministry of Tourism, Culture and Sport, and the Niagara Escarpment Commission. The participants in this first workshop provided feedback regarding the scope and criteria for the Terms of Reference, as well as detailed input into the associated Communications Strategy.

The second workshop involved representatives from aggregate companies who have licenses in the Town, as well as other interested participants related to the aggregate industry. These included representatives from Aecon Construction and Materials Ltd., Lafarge Canada Inc., James Dick Construction Ltd. (Caledon Sand and Gravel), Graham Brothers Construction Ltd., Olympia Sand and Gravel, Blueland Farms, Cornerstone Standards Council, MHBC Planning and Ontario Stone, Sand and Gravel Association. The discussion focused on differences between the aggregate industry’s planning timeframe of 20 years or longer, and the Town and public’s plan for less than 20 years. Included in these points was the opportunity for sharing lessons learned, and the significant opportunities to collaborate with the community to create lasting legacies.
The next two workshops included representatives from local NGOs and local landowners who live in or near Areas 5a and 6a. Both groups identified specific challenges regarding effective rehabilitation, including a lack of visible progress towards rehabilitated sites and a lack of enforcement. There were several concrete positive recommendations regarding future activities for the Town to consider in Phase 2.

Follow up workshops were held with both PMT and the aggregate producers to review and obtain input into the latest version of the Terms of Reference. Several suggestions were provided at these workshops to broaden and improve the document, and included things such as the size of deposits and associated longevity and timelines for the industry, need for better understanding amongst stakeholders through education and promotion, more comprehensive communications, consideration of transportation corridors and energy conservation, and questions about First Nation participation, importation of fill and confidentiality of some data.

6.0 VISIONING

The workshops provided opportunities for unrestricted visioning on the part of stakeholders, and consideration of possibilities that may be presented through creative rehabilitation. These included a wide variety of increased recreational opportunities, a return to agricultural land use, environmental conservation, heritage considerations, and youth and adult environmental education.

The workshops that were held during Phase 1 documented the input from participants and can be viewed as a starting point in the development of a comprehensive systems approach. This systems approach will examine a range of post-extraction land uses, and will include a conceptual landscape model that incorporates compatible land uses, environmental features and linkages, and promotes connectivity. The development of concepts for the RMP can build upon these preliminary workshop ideas and will be
explored through the ongoing consultation and engagement during Phase 2 of this project.

7.0 OPPORTUNITIES AND CHALLENGES

There are a wide variety of opportunities and challenges that will be examined as the RMP is being developed. These fall into 5 categories: current site plans, timing of rehabilitation, importation of clean fill, land use policies and specific ideas and possibilities provided during workshop feedback.

7.1 Current Site Plans

Rehabilitation of each of the licensed pits is regulated by a pit-specific site plan. These site plans determine the licensees’ legal obligations for undertaking rehabilitation. The site plan under the ARA is the primary regulatory tool for administering rehabilitation requirements. Consequently, an RMP cannot impose an obligation on a pit licensee to change their legal rehabilitation requirements.

Site plan rehabilitation requirements are normally limited to specific landscaping and establishment of vegetation to facilitate a passive type of after-use (e.g. agricultural or natural features). After-uses that constitute a form of development may trigger Official Plan and Zoning By-law amendment requirements, an NEP Amendment and/or Development Permit.

The RMP, therefore, must be undertaken as a collaborative effort, and approached in a way that results in a plan that pit licensees accept as a positive initiative. Considerations may include:
- Opportunities for development consistent with the interest and priorities of the landowners, the Town, the Province, and the community interests and priorities;
- Access to additional aggregate resources (setbacks and road allowances);
- Importation of clean fill to facilitate rehabilitation to desired future landforms; and
- Work with MNRF to amend current site plans.

A principal step in implementing an RMP is to amend current site plans to bring them into compliance with the proposed RMP.

There are two options for amending site plans under the ARA:

- A licensee requested site plan amendment, subject to approval by MNRF; or
- An MNRF requested site plan amendment. (NOTE: This option is a more difficult process because it is appealable to the Ontario Municipal Board by the licensee, if they are not in agreement with the proposed change).

### 7.2 Timing of Rehabilitation

Pit licenses do not normally impose time limits for extraction and final rehabilitation.

The ARA recognizes that the economic realities of supply and demand generally determine the lifespan of a particular operation. However, progressive rehabilitation (i.e. rehabilitation undertaken during the lifespan of an operation) in that portion of the license area where extraction has been completed, is required. Therefore, an RMP needs to recognize that the timing of rehabilitation will extend over the life of the operation of the pit, and in many cases, this can take decades. As a result, some areas may be rehabilitated sooner, while others may take considerably longer.
The consulting team for Phase 2 will access the best available data to anticipate the timing of the commencement of any rehabilitation work. Understanding the timing of rehabilitation projects will help to understand when various components of rehabilitation can be anticipated, and rehabilitation efforts and resources can be better coordinated.

There is potential for future ARA license applications to be submitted after an RMP has been approved by the Town of Caledon. In this case, the proponent will be encouraged to develop a site plan in compliance with the RMP.

In addition, the realities of the timing of rehabilitation projects need to be incorporated into a comprehensive communication strategy of the final implementation plan developed in Phase 2.

7.3 Importation of Clean Fill

A significant challenge will be to find a balance between current ARA rehabilitation requirements, which may be as simple as slope protection and stabilization by seeding, with the desire for more creative landforms and uses.

To satisfy the requirements of an RMP, there may be a need to import “clean” fill. This will require discussion about a properly regulated fill importation system to satisfy community and industry priorities and align with town policies.

The Town has initiated a study on commercial importation of fill, and will develop policies and regulatory tools that will be useful to the development of the RMP.

7.4 Current Land Use Policies

Early feedback from interested parties has indicated a desire for future land uses that promote healthy recreational activities. Policy analysis must examine both the
opportunities presented by and the limitations of current land use policies, especially provincial policies such as the NEP and the Greenbelt Plan.

7.5 Environmental Impact of Proposed After Use

There are a wide variety of challenges presented by the proposed after use. These challenges include environmental issues around infrastructure capacity (both roads and servicing) and land use compatibility, if a large scale after use is being considered. The potential application of the Environmental Assessment Act should take into account. There may also be social and cultural considerations and / or impacts that need to be anticipated and prepared for, demanding the need for full and comprehensive thinking around these impacts.

7.6 Stakeholder / Landowner / NGO Input

The public consultation and engagement workshops for local NGOs and area landowners, hosted by the Town, uncovered a wide spectrum of specific concerns. Chief among these is a general sense that the aggregate industry is not fulfilling their obligations to rehabilitate their extraction sites. ¹

Specific concerns that must be explored include the following:

¹ According to a 2009 SAROS research paper, the relationship between the aggregate industry and non-governmental organizations in Ontario has tended to be relatively non-collaborative. This contrasts with many of the international case studies reviewed for this current project. There are examples of partnerships between industry, non-government and government organizations, and research institutions aimed at better balancing the demands for aggregate materials with other socio-economic and ecological considerations. As noted, this has resulted in outstanding examples of rehabilitated pits and quarries that successfully meet a broad range of local and regional objectives. There are many opportunities to expand the scope and breadth of industry-ENGO-government relationships in Ontario to achieve broader landscape level objectives.
• Ensuring that any rehabilitation activities align with the new Ontario Trails Strategy legislation.

• During the workshop session, stakeholders expressed concern about the status of applicable provincial policies. It is noted that a coordinated Provincial Plan Review is under way.

• The Town may not be able to work effectively / collaboratively with the aggregate industry.

• Creative rehabilitation may increase tourism, which may be at odds with some landowners’ preferences.

8.0 WORK PLAN & METHODOLOGY

The core deliverables for Phase 2 of the RMP project are listed below, and will be best achieved with the support of a Community Liaison Group:

• Best practices in comprehensive rehabilitation planning;

• Data and information collection and analysis;

• Examination of key considerations;

• Rehabilitation Master Plan with stakeholder input; and

• Implementation plan for RMPs.

A Community Liaison Group will be established by the Town of Caledon, to work with and advise the PMT, serving as a liaison between the two parties, to both improve the broader community’s understanding of the uses approved or proposed on each site, as well as increase the PMT’s understanding of community perspectives, input, concerns and questions.
Effective engagement of stakeholders will require at least four sets of meetings to explain the purpose of the project, the progress being made on the development of the RMP, and to gather informed input. (A description of the four minimum rounds of engagement and consultation are outlined in Section 8.4.).

8.1 Best Practices

Develop a comprehensive list of best practices and lessons learned by undertaking local, regional, national and international jurisdictional scans, and reviewing other efforts toward comprehensive rehabilitation planning, including:

- City of London – Byron pit.
- Township of Puslinch – Big Lake concept.
- Township of Uxbridge – bioregional planning.
- Amherstburg, Ontario – McGregor Quarry
- Penrith Lakes, Sydney, Australia (rehabilitated pits used for the Sydney Olympics flat water and white water competitions).
- Eden Project, Cornwall, England (rehabilitated china clay pit used as an educational charity (demonstration model for sustainability) and international visitor destination.
- Cootes to Escarpment Plan. [http://www.cootestoescarpmentpark.ca/about-us](http://www.cootestoescarpmentpark.ca/about-us)

NOTE: While this plan was not an Aggregate Rehabilitation Master Plan, the plan includes strategies for incorporating quarries into a larger park system, including strategies for collaboration among numerous partners in achieving the master plan goals.
8.2 Data and Information: Collection / Analysis

Provide a characterization of the environment, social and economic land base, and identify opportunities and constraints (Areas 5a and 6a, and adjacent lands).

Collect and map the following information, and provide analysis of the current state of each existing pit license.2

- Area approved to be extracted within the licensed area;
- Area approved to extract below water table;
- Area currently disturbed;
- Area currently extracted below water table;
- Area depleted of aggregate resources;
- Site plan rehabilitation requirements (e.g. agriculture, natural features, forestry);
- Area where rehabilitation has been completed; and
- Identify any prior rehabilitation enforcement orders by MNRF.

Solicit opinions of pit licensees to consider alternative rehabilitation plans for individual pits, to contribute to comprehensive rehabilitation concepts and to estimate remaining lifespan of individual pits.

Conduct an analysis of the costs/benefits of possible aggregate extraction from road allowances and setbacks between pits, including:

2 This is subject to available data and information.
Determine quantities of aggregate resources owned by the Town within the road allowances and estimate the dollar value;

determine quantities of aggregate resources available to licensees within road setbacks;

determine quantities of aggregate resources available to licensees between pits not involving a road allowance; and

Examine the potential rehabilitation benefits by extracting to common elevations after extraction of aggregate from road allowances and setbacks.

8.3 Examination of Key Policies and Considerations

a. Examine the following policies as they relate to the RMP:

- Provincial Policy Statement (2014);
- Greenbelt Plan (2005 and draft 2016)
  - 2005 plan - including maximum disturbed area policies in section 4.3.2, 4. (c)
  - 2016 proposed plan
- Niagara Escarpment Plan (2005 and proposed):
  - 2005 plan:
  - 2016 proposed plan
- Greater Golden Horseshoe Growth Plan (2006 and proposed):
  - 2006 plan;
  - 2016 proposed plan.
- Review NEC Discussion Papers Plan Review
  (http://www.escarpment.org/planreview/index.php)

- Oak Ridges Moraine Conservation Plan (2001 and proposed)
  - 2016 proposed plan

- Aggregate Resources Act license conditions and site plans for 15 current licenses within Areas 5a and 6a (available from MNRF):
  
  - Area 5a
    - license #6524 Lafarge Canada Inc. (Caledon No. 2 - Smith pit)
    - license #6525 Lafarge Canada Inc. (Caledon No. 3 - Pinkney pit)
    - license #21666 Aecon (Pinchin pit)
  
  - Area 6a
    - license #6506 2004295 Ont. Inc. (Caledon pit)
    - license #6512 Caledon S & G
      - license #6523 Lafarge Canada Inc. (Dodd pit)
      - license #6568 Lafarge Canada Inc. (Petch pit)
    - license #6619 Lafarge Canada Inc.
      - license #6621 Lafarge Canada Inc. (Flaherty pit - West)
      - license #6622 Graham Bros. Aggregates Limited (West Caledon pit)
      - license #6629 Lafarge Canada Inc. (Flaherty pit - Central)
- license #6670 Town of Caledon
- license #6685 Graham Brothers Aggregates Limited (Caledon pit)
- license #19073 Caledon S & G
- license #608341 Lafarge Canada Inc. (Lawford pit)

- Ontario Trails Act (2016)
- Region of Peel Official Plan, including Region of Peel Greenlands System;
- Peel-Caledon Land Evaluation and Area Review (LEAR):
  - LEAR Presentation;
  - LEAR- MDS;
  - LEAR Edge Planning Report.
- Credit Valley Conservation Natural Heritage System;
- Credit Valley Conservation watershed studies:
  - Caledon Creek (sub watershed 16) and Map;
  - Melville to Forks of the Credit (sub watershed 18) .PDF and Map.
- Town of Caledon
  - Official Plan;
  - Zoning By-law
  - Ecosystem Planning Strategy;
o Tourism Strategy;

o Recreation and Parks Master Plan;

o Vision Plan

b. Considerations:

• Using a natural heritage systems approach, examine:

  o Ways to contribute to restoring the regional system of natural areas which will provide a habitat for plants and animal species, as well as provide opportunities for the enjoyment of nature and outdoor recreation.

  o The potential for corridor development linking the Niagara Escarpment Planning Area (NEPA), Greenbelt and Oak Ridges Moraine natural features, Region of Peel’s Greenland System and Town of Caledon’s Ecosystem Planning Strategy.

  o The watershed-based natural heritage strategies and modeling studies of Credit Valley Conservation Authority and the Toronto and Region Conservation Authority.

• Examine potential and implications of rehabilitation to recreational after-uses, including:

  o Water-based activities, including fishing, rowing, canoeing / kayaking and other activities;

  o Linkages to Credit Valley existing and proposed trail systems;

  o Linkages to TransCanada Trail;
• Trail linkage opportunities to and throughout Caledon Village;

• Light pollution, noise, increased traffic, potential visual impact of large scale site alteration, and changes to the open landscape character of the Niagara Escarpment and other lands;

• Potential for wetlands restoration and species-at-risk habitat (such as grassland species).

• Potential for recreational angling and hunting opportunities, in accordance with MNRF regulations and the Town’s Firearm Discharge Bylaw.

• Assess the potential to support residential growth and economic development opportunities in accordance with provincial, regional and Town plans and policies. NOTE: Examine Caledon Village urban boundary relative to Area 6a and licensed pits and potential to contribute to Caledon Village planning goals (i.e. urban land uses).³

• Recognize and consider all implications of a potential by-pass around the Town of Caledon.

• Assess potential impacts to source water protection, including all applicable vulnerable areas and the implementation of land use planning policy direction in the applicable source water protection plan(s) relevant to 5a and 6a. NOTE: Examine wellhead protection area southeast of Caledon Village relative to RMP considerations; (i.e. non-conflicting after uses).

³ An examination of the Caledon Village urban boundary expansion would require a complete municipal comprehensive review, the components of a MCR are established in the Region of Peel Official Plan. This process should be acknowledged within the RMP if discussing a boundary expansion to Caledon Village.
• Land use compatibility with adjacent existing and proposed uses will also be considered.

• Assess potential for rehabilitation to agricultural uses, considering existing and potential future designation of prime agricultural areas (as defined by OMAFRA), historic and potential future soil conditions, drainage, the presence of existing adjacent agricultural operations and other factors relevant to agricultural lands rehabilitation and agricultural systems planning.

• Consider how the recommendations of the Peel-Caledon Land Evaluation and Area Review (LEAR) can be incorporated, recognizing that local LEAR study mapping may be refined through the provincial exercise to identify an agricultural system for the Greater Golden Horseshoe area.

• Examine existing and proposed land uses as recognized in the current Official Plan and Zoning By-law, both within Areas 5a and 6a and the immediate surrounding area for potential land use compatibility concerns and opportunities.

• Identify surrounding built heritage and cultural landscape assets, and opportunities for linkages.

• Consider adding a broad educational component that can be incorporated into Phase 2.

• Examine differences in existing and proposed provincial and regional land use policies and implications, and determine which policies apply (e.g. NEP amendment requirements in the NEPA to achieve change in land use from aggregate extraction).

8.4 Rehabilitation Master Plan with Input

a. Create a draft vision, principles, goals and objectives specific to the RMP area.
b. Create a map that includes:
   o Aggregate resource areas 5a and 6a; and
   o Proposed uses with a theme for each area (such as agriculture, tourism, sports, recreation, development).

c. Include end-use ideas and opportunities such as:
   o Natural heritage and aquatic systems enhancement and connectivity;
   o Protection and enhancement of the quantity and quality of ground and surface water resources;
   o Trails, parks, sport, recreation and community amenities, including on-road and off-road uses;
   o Year-round and multi-use opportunities e.g. cycling, off road vehicles, equestrian;
   o Eco-adventures; and
   o Cultural tourism activities and opportunities.

d. Consider requirements to provide interim protection of ongoing aggregate operations until extraction is completed.

e. Provide a simplified assessment of anticipated and potential socio-economic and environmental impacts of proposed rehabilitation concepts, including an assessment of infrastructure requirements (road, water and wastewater), using generally accepted impact analysis principles.

f. Engage and consult with stakeholders, First Nations (in a separate and parallel process), and other interested parties to share information, gather input and explore preferred future ownership (private vs. public) upon final rehabilitation.
and license surrender, in light of the implications (including financial) for subsequent land uses foreseen by an RMP. Consider opportunities for partnerships with NGOs, other levels of government and the aggregate industry. Note that the stages of engagement and consultation shall include, at a minimum, the following:

- General informational meeting explaining the project purpose and timing, and to gather preliminary input and ideas;
- Presentation of researched conceptual RMP options, with opportunity for input and discussion;
- Presentation of preferred options, with opportunity for input and discussion;
- Presentation of preferred/recommended option, with opportunity for input and discussion.

g. Develop final recommended option RMP, for discussion with Town officials.

h. Present final recommended option to Town Council.

8.5 Implementation Plan and Future Guidance

a. Prepare a strategic plan for the implementation of the RMP, considering the Town’s financial and human resources.

b. Include an evaluation and monitoring system to measure achievement of the objectives of the RMP and determine future improvements.

c. Identify number and frequency of engagement and consultation activities with public, First Nations, staff, Council members, interest groups, local landowners and representatives of the aggregate industry that occurred during the preparation of the RMP. Identify lessons learned and recommendations for future RMP development.
d. Prepare a report detailing a step-by-step process for the preparation of future RMPs, including an implementation strategy and an evaluation and monitoring system for all other areas of the Town which are listed on the Official Plan’s Schedule.

e. Manage the content and duration of project activities and tasks, including data collection and monitoring.

9.0 EXPERTISE REQUIRED

The consultant for Phase 2 must have skills and expertise in environmental and natural sciences, landscape architecture and design, community/stakeholder engagement, and land use planning. Also necessary will be experience in hydrogeology/hydrology, cultural heritage and visual impact assessment.

The consultant will also have the communications skills necessary to effectively execute the recommendations made in the Communications Strategy. Skills include working knowledge of digital communications tools and best practices for marketing and public relations, and how that integrates with traditional marketing. This includes website analytics, social media and email marketing.