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AN EVALUATION OF PARTICIPANT SATISFACTION
WITH THE POLICY COMMITTEE PORTION
OF THE GREATER VANCOUVER REGIONAL DISTRICT
LIVABLE REGION PLAN PROGRAM

by

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ABSTRACT

Public participation in the planning process has become a common feature of many planning programs and numerous citizen participation strategies have been attempted to achieve the variety of benefits that result from citizen input to planning. It is the author's contention that, apart from being of benefit to the plan making process directly, a successful citizen participation methodology should be a satisfying experience for the participants so that their involvement in future programs is assured.

This study tests participant satisfaction with the citizen Policy Committee portion of the GVRD Livable Region Program and suggests means of improving participant satisfaction with similar programs.

The study begins, Chapter One, by reviewing the theory of transactive planning and noting its citizen participant satisfying aspects. Chapter Two details the development of the GVRD planning function, with special emphasis on the Livable Region Program and its precursors, demonstrates the similarity between the transactive planning style and GVRD planning practise, and from a review of the citizen Policy Committee minutes and reports suggests questions for the testing of participant satisfaction. Chapter Three summarizes the form and content of the resulting questionnaire and describes the manner in which it was administered to a sample of Policy Committee members.

The completed and returned questionnaires were transferred to computer cards and analyzed by means of computer generated cross tabulations of questionnaire responses by participant Committee affiliation and in certain instances by other participant characteristics. The results, Chapter Four, indicate participant dissatisfaction in virtually all the major question categories; theoretical participant satisfying criteria, Committee role and function, representativeness, communications, professional aid to the Committees, and Committee dynamics. The only area of general participant satisfaction was with administrative and secretarial services to the Committees.

The author has concluded, Chapter Five, that although participant dissatisfactions are complexly related, with each particular dissatisfaction influencing and being influenced by numerous other dissatisfactions, the basic cause of these difficulties was that the GVRD attempted too much in too short a period of time.

The author recommends that planning agencies devising public participation programs -

1. ensure that the agency staff and the politicians are committed to the ideals of citizen participation in planning so that program problems which may arise will be dealt with in a positive manner;
2. cautiously assess the agency's resources, particularly staff and information services, and the politicians' time so that the participation remains manageable;
3. incorporate flexibility into the citizen involvement strategy so that the program can be tuned to the agency's needs and the community's desire for participation.

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CHAPTER I

THE TRANSACTIVE PLANNING STYLE

I. Traditional Planning Theory

In reviewing the history of planning as an organized activity, Friedmann encountered seven modes of thought that distinguished planners: scientific objectivity, analysis, synthesis, projection, experiment, utopian constructs and aesthetic vision. Many contemporary planning commentators however, agree that planning is non objective, nonscientific, non utopian, and lacking in a future orientation. The need for a planning style more attuned to the demands of our complex society is best illustrated by one of the numerous paradoxes of planning practice: when planning is not needed, as during times of stability, it is most capable of being rational and future oriented; but in times of crisis, when rational and comprehensive thought is required, its scope of possible activity and effectiveness is constrained. (1)

If this is true, why then has traditional planning theory failed? To answer this question it is necessary to review the forms and styles of current planning to determine where they are inappropriate to the current planning environment. Planning "form" refers to the ways in which scientific and technical knowledge are related to organized actions for the purpose of either maintaining systems balances - "allocative planning"; or inducing systems performance changes - "innovative planning." Planning "style" refers to the ways in which planning is influenced by constraints and methods of control available to it, and adapts to the social and institutional environment.

A. Planning Form

Planning includes both the maintenance and change of social systems; perhaps understandably then, two forms of planning have evolved. Systems maintenance, or allocative planning, is primarily concerned with the distribution of limited resources among competing users - the city master plan for example, allocates limited urban space and services. Allocative planning is characterized by the following:

1. Comprehensiveness - with respect to:

a) a single set of comprehensive system wide objectives based on the idea of one public interest for the entire community. Since such objectives are rarely stated politically, the planner implicitly defines these objectives in part in such a way so as to gain support from those who have the greatest potential effect on his subsequent activities.

b) criteria for the evaluation of major alternative uses for the available resources. In evaluating major resource allocations stress is placed on short run rather than long run benefits thereby negating any utopian visions.

c) a knowledge of the future. In order to justify the long-term appropriateness of resource allocations the planner often claims a special trained ability to predict the future; however, as experience has shown, the future most often remains unknown.

2. The need for systems wide balances. Since systems require balance for maintenance, allocative planners are reluctant to consider "risky" innovative actions, identify priorities that might detract from the "overall view", and are prone to suggest numerous policy interventions so as to maintain overall balance in their planning.

3. Quantitative description of all variables and systems balances for the purpose of systems maintenance rather than transformations.

4. A morally neutral stance. Even though allocation of resources involves judgement based on an interpretation of the public interests, the allocative planner has tended to assume he is value free and working on the basis of the implicit norms of society.

Friedmann states the following:

Central allocative planning, we may conclude, has not lived up to its initial promises. The desire to be comprehensive has produced the illusion of an omnipotent intelligence; the method of system wide balances has led to an overemphasis on stability; quantitative modeling has encouraged the neglect of the actual conditions governing policy and program implementation; and the claim to functional rationality has made planners insensitive to the value implications of their work. (2)

Innovative planning as mentioned earlier is primarily concerned with producing institutional or systems changes for the

purpose of improving the output of the particular system being planned. Innovative planning is characterized by the following:

1. A predominant concern with institutional change.

Innovative planning makes no pretense of being comprehensive rather it attempts to improve systems performance.

2. An action orientation. Since the major concern is with change, objectives and means to objectives often become indistinguishable as each adapts to the changing environment within which action must occur.

3. Mobilizing of resources. To achieve change, innovative planners must organize and orchestrate institutional resources towards the desired point of intervention and change. This is in sharp contrast to allocative planners who merely distribute resources to competing users.

At least two paradoxes are apparent from the above discussion of planning form.

1. Where allocative planning is most feasible, that is, where central control exists, it is unnecessary since systems balances will have been achieved; and where balance and hence allocative planning are needed, it is unfeasible because the planning environment necessary for it to operate will not exist.
2. Innovative planning, with its action orientation cannot produce systems balance without an allocative planning function to maintain innovative structural changes.

B. Planning Style

As stated earlier, planning style is determined by the amount of power available and utilized by the planning authority. Friedmann identifies the typology of allocative planning styles in Table I.

The general trend in planning style has been to move away from strongly centralized planning to more dispersed planning; with this trend, the interpersonal element in planning also increases.

II. The Societal Context of Planning

Important to the resolution of the present inadequacies with traditional planning theory is an understanding of the societal context within which planning must fulfill its promise.

A. Yesterday and Today - the Changing Requirements of Planning

Yesterday's North American society, in which planning emerged as a formal and acceptable function of government, was characterized by scarcity of resources; generally common social aspirations; and contentment, or apathy, with political and bureaucratic leadership. Perhaps then it was possible for planners to recognize the public's interest and therefore plan to meet implicitly agreed upon ends. In contrast however, today's society is characterized by emerging non utilitarian values, rising cultural pluralism and increasing demands for citizen participation in decision making. The planner's former methods

TABLE I
A TYPOLOGY OF ALLOCATIVE PLANNING STYLES (3)

Distribution of Power	Strongly Centralized	Weakly Centralized	Fragmented	Dispersed
Method of Implementation	Compulsory Targets	Mixed Field Controls - general rules - inducements - information	Bargaining (few negotiators: corporate structure)	Participation in decision processes (many participants: community structure)
Predominant Forms of Control	Sanctions	Restructuring of the Decision Environment	Normative Compliance	Voluntary Compliance
Predominant Orientation Toward	Plans	Policies	Processes	Processes
Characteristic Role of Technical Experts	Bureaucratic Specialist	Advisor	Negotiator and Broker	Organizer and Advocate
Style of Allocative Planning	Command Planning	Policies Planning	Corporate Planning	Participant Planning

(least cost pricing of alternate plans, assumed public goals, and faith in the supremacy of professional knowledge) are no longer valid. Traditional planning theory and practice are also losing relevance because of the growing scale and complexity of socio-technical systems, the accelerating rate of change, and the increase in professional theoretical knowledge that is divorced from the reality of the client's life experience.

B. Lessons for Planning

Friedmann maintains that the lessons to be learned from changing social values are to:

1. regard the future as open to choice and experiment.
2. consider the individual as the source of moral values and the purpose of action.
3. improve and adopt new participant forms of social organization, and accept each perspectivist view as a valid foundation for planning, and
4. decentralize power and reduce the influence of bureaucracy, thereby increasing the scope for group action and permitting the emergence of structures that increase citizen participation in planning. (4)

Because of increasing socio-technical systems complexity, accelerating rates of change, and the questionable relevance of recent theory, planning in our post-industrial society should also emphasize:

1. continuous dialogue between planners and the public and mutual learning.

2. the relevance of individual and small group interests.
3. information feedback so as to constantly re-evaluate the appropriateness of previous activities.
4. the near future which can be predicted with great assurance rather than the distant future which cannot be adequately foreseen, and
5. the limits of knowledge so as not to plan in any greater detail than our knowledge of the probable consequences will allow. (5)

Friedmann states, "The above points suggest a guidance system in which innovative planning - with its emphasis on institutional development, involvement in actions, the mobilization of resources, and a selective focus - will be applied at the key points of intervention for the construction of a new society ... While allocative planning designed for systems maintenance will link various styles of planning - participant, corporate policies, etc.7. The pervasive style will be transactive." (6)

III. Transactive Planning

A. Philosophy

Friedmann defines transactive planning as: "a style applicable to both allocative and innovative planning in which processes of mutual learning are closely integrated with an organized capacity and willingness to act." (7) Essential to the success of a transactive style of planning is a continuing series of personal and primarily verbal transactions between planner and client.

During this exchange the planner transfers his professional and theoretical knowledge to the client; and the client imparts to the planner his personal experience. Such a dialogue requires that both planner and client accept each other as individuals with worthwhile but differing viewpoints that can only be fully understood and resolved over a period of time. Friedmann also states that this dialogue presumes a relation of shared interests and commitments and, of reciprocity and mutual obligation in which conflict is accepted.

Through this process of dialogue and mutual learning, a common image of the problem situation, and a new understanding of the possibilities for change evolves. With such a base of knowledge and cooperation, relevant action will likely succeed.

As mentioned earlier, planning style is determined by the amount of power available and utilized by the planning agency. In Friedmann's typology, planning styles range from strongly centralized command planning to widely decentralized participant planning. Several planning agencies with differing styles typically exist at the same time in relation to the same urban subsystem. For example, the low income urban housing system is affected by strongly centralized "command planning" agencies such as Central Mortgage and Housing Corporation, corporate planning agencies such as builders and developers, policy planning organizations such as many city planning departments and participant planning groups such as citizen interest organizations.

B. Required Structural Conditions

If society is to deal with the above conflicting planning styles and to stem the increase in ignorance resulting from a lack of communication between planner and client, the structural conditions necessary for the effective operation of transactive planning must exist.

Friedmann proposes a cellular structure of task oriented work groups. Such working groups would be small scale; inter-personal; self-guiding and responsible; with a self appointed and/or representative inclusive and cross tied membership. The important characteristics of a cellular structure are that it permits a clustering of cells into networks where the direction and intensity of communications can vary according to the nature of the working group's tasks.

The cellular structure also permits individuals to be added to cells and additional cells to be added to networks without disrupting the work of existing groups.

Cell tasks and priorities could be defined and conflicts resolved, information exchanged, and new cells formed by an assembly of working group representatives. Also, at the assembly level professional knowledge beyond the competence of citizen participants could be added to work group deliberations.

Clearly, a cellular structure is very receptive to participant planning. The openness of the cellular structure to new individuals and interest groups renders them hospitable to minority interests and lifestyles, and exhaustive of the possibility

of individual knowledge.

The increase in knowledge resulting from a successful transactive approach requires a large number of participants to adequately utilize the available information. Here lies both the hope for a new society and possibly the most crucial hurdle for the planning process; for if the energy of a cooperative participatory society can be joined to the power of modern technology then the benefits of societal order might be maintained even under conditions of great stress.

IV. Aspects of the Transactive Planning Style that are Crucial to the Functioning of a Participant Satisfying Citizen Involvement Program

As stated in the introduction to this paper, the author will highlight participant satisfying aspects of the transactive planning style for later comparison with the GVRD Planning Department's philosophy and the Livable Region Projects - Policy Planning Committee methodology. Therefore, the following points, extracted from Friedmann's planning theory, will be compared to GVRD planning philosophy and activities.

Philosophy and Process: According to Friedmann's theory, the transactive planning style embraces the idea of mutual learning; whereby the individual acquires a sense of competence in his role as part of the planning process and becomes aware of his relationship to the larger enterprise; through a process of dialogue wherein conflict and the particular interests and commitments of participants are accepted and a common image of the

problem results.

Such a philosophy implies a decentralization of power, through the development of new participant forms of societal organization, while maintaining a close relationship with politicians and planners.

Structure: Friedmann proposes the following structural characteristics:—

1. a cellular structure of participant directed work groups which are:
 - a) temporary
 - b) small scale
 - c) interpersonal
 - d) self-appointed and/or representative membership
 - e) self-guiding
 - f) responsible
2. The opportunity should exist for diverse directions and intensities of communication, and
3. An assembly of working group representatives or some other integrative structure is required for defining cell tasks, priorities and arbitrating competing demands.
4. Finally, a technical secretariat is required to participate in work group deliberations and provide various services to individual cells.

FOOTNOTES - CHAPTER I

1. Friedmann, John. Retracking America - A Theory of Transactive Planning, Anchor Press, 1973, p.65.
2. Ibid, p.59.
3. Ibid, p.71.
4. Ibid, p.112.
5. Ibid, p.113.
6. Ibid, p.113.
7. Ibid, p.247.
8. Ibid, pp.196, 197.

CHAPTER II

THE EVOLUTION OF THE GVRD PLANNING FUNCTION

I. Introduction

This section of the paper, which will trace the development of the GVRD planning function both in respect to philosophy and practice, has borrowed heavily from Toward a New Style of Urban Planning, an unpublished draft Ph.D. dissertation by Kent Gerecke. Footnoted sections indicate where the author found it desirable to either refer to the original sources cited in Gerecke's manuscript or seek additional information.

The Regional District of Fraser-Burrard, later renamed the GVRD* was created in 1967. Regional planning was added as a District function in 1969. Up until the creation of the GVRD Planning Department, regional planning for the Greater Vancouver area was the responsibility of the Lower Mainland Regional Planning Board (LMRPB).

The transfer of the regional planning function to the GVRD, was the responsibility of a three man committee created by the

* The GVRD is the metropolitan government for the greater Vancouver Area. Each of the Region's fourteen member municipalities and three unincorporated areas is represented by a locally appointed member to the Regional Board; the political body which directs the District's activities. Two committees will be mentioned throughout this paper; the Planning Committee of the Regional Board and the Technical Planning Committee.

The Planning Committee of the Regional Board is a political committee of nine members who guide the planning function for the Board. The Technical Planning Committee advises the Board and also serves a liaison function since it is composed of the Planning Directors of the District's member municipalities and areas, representatives from some Provincial departments, and representatives from some local public and private agencies.

District's Board. The strongest criteria, in the creation of the new department, was that the new Director and the Department were to be advisory to the politicians, who were to be the District spokesmen. This was a direct repudiation of the LMRPB's crusading planner style. Although this hardsell was responsible for their ultimate downfall, the LMRPB through their activist style did prepare and sell the Official Regional Plan which established regional land use guidelines to prevent sprawl and protect farmland and open space. The Committee's selection as the new Director was Harry Lash. Since 1969, Lash has been central to the Department's evolving philosophy; therefore, it is important to deal at some length with his background, especially those career experiences which have directly affected the Greater Vancouver Planning Department's (GVRD's) evolution.

II. 1969 - 1970

A. H. Lash

Lash received his planning education at McGill in the late 1940's and soon afterwards became Director of Planning for the Province of Alberta. As Director he was most notably responsible for rewriting the planning legislation especially in regards to district planning commissions, zoning, subdivision control, and new resource towns. In 1957 he became Head of the Research and Long Range Planning Section of the City of Toronto Planning Department. There his work primarily involved conducting district appraisals for the purposes of zoning changes with some notion of

longer term plans. He found however, that for some areas the planner's formulas and rules of thumb did not apply and as a result planning failed to support the implied goals of physical order and convenience. In his next position as Superintendent of the Comprehensive Research Division of the City of Montreal Planning Department his major contributions were participation in the development of an overall regional plan and preparing a departmental reorganization study. Although the regional plan goals lacked full regional support and public consultation, they were nevertheless explicit and to be used as criteria to evaluate plans. Lash's reorganization study recommended a collegial approach to overcome certain failings of the Department's bureaucratic organization.

From the above events, Gerecke identifies the following elements of Lash's planning approach:

1. objectives - most traditional planning goals are just "catch phrases." A new approach must be strived for which translates goals into objectives which can be made operational.
2. dynamic - planning deals with the process of becoming - i.e. what happens in the continuing, on-going state rather than the end-state. Since the end of planning is people, people in the here and now qualify as well as future people.
3. involvement - Montreal's plan was prepared in a vacuum without any contact with people including politicians. That is the goals developed out of internal academic discussion. Planning must avoid this vacuum syndrome by being more open - to public, politicians and planning staff.

4. strategy - instead of the limited and directed approach of traditional urban planning, an approach was needed which first took an overview and next identified the main lines of attack. This had a military origin - e.g. the "soft underbelly of Europe" which provides a main line of attack after which everything else flows. (1)

Upon assuming the position of Director, Lash proceeded to implement his ideas concerning collegial departmental organization. The Department was, and remains, headed by an interdisciplinary team of four senior planners of equal status, who met periodically to set Departmental policy and strategy. In addition, at least twice weekly meetings have been held to keep all staff members informed of the agencies' activities and the role of individuals and projects in the overall program. Any staff member has been able to place any item of concern on meeting agendas. In summary, Lash's background and early actions as GVRD Director suggested the following planning style principles:

1. Planning was viewed as a dynamic advisory activity wherein the planner's duty and right was to interact with politicians.
2. Planners influenced decisions through this partnership with politicians.
3. Planning was considered a 'staff' rather than 'line' function whose role was primarily advisory and management of research. A conscious effort was to be made to maintain a small but highly communicative staff.

4. Departmental organization was to be constantly reassessed and altered as circumstances dictated.

B. The 1969 - 1970 Program

The Department's evolving philosophy was illustrated by their approach to the following items of basic research in the 1969 - 1970 program.

1. Transportation

The Department inherited the DeLeuw, Cather and Co., Report on the Greater Vancouver Area Rapid Transit Study which recommended a rapid transit system and the specific routes. Lash considered that these recommendations were premature, had evolved from too narrow a base of discussion and did not consider the broad organizational aspects of a transportation solution instead of the single solution approach. The Department therefore recommended a "broad-brush" transportation plan that involved both public and political discussion.

2. Housing

Housing was an early 'priority' delegated to the Department by the Board. Most important for our purposes was the fact that the Department's study of this function recommended that a Housing Director be hired to work in the Planning Department until familiarized, at which time a separate Housing Department was to be formed. This illustrates the Department's desire to remain a staff function but also aid, in a missionary sense, line departments.

3. Inter-institutional Policy Simulator (IIPS)

In 1970, IIPS principals, M.A. Goldberg and C.S. Holling, invited the GVRD to participate along with other agencies and institutions in development of a comprehensive regional policy simulation model, including environmental factors, that was to be eventually utilized as an operational planning tool to influence policy and improve community participation in public decision making. The Department's participation in the IIPS model indicates their desire for an increased quantity and quality of dialogue with external individuals and agencies.

C. Retreats

One of the most notable features of the Department's operation has been the use of retreats by senior staff; at times in conjunction with one or more of politicians, Department staff, consultants and agency officials, to resolve problems and determine new directions for the Department.

1. The Great City Debate

The first retreat, termed "The Great City Debate" occurred in the fall of 1970. At this retreat the four seniors met at Diamond Head near Whistler Mountain to determine a direction for the Department. Although no definite conclusions were arrived at, four possible streams of activity were identified; these were:

- a) plan preparation - not in the manner of the Official Regional Plan which was in essence a Regional zoning

bylaw, but rather a more operational and dynamic plan.

b) organization - to develop lines of communication and other linkages to involve Federal and Provincial government personnel in decision and plan making.

c) education and information - informing people of the Regional District and its activities and encouraging people to consider the Region as a unit with considerable opportunities.

d) economic planning - to investigate the possibility of including total regional economic planning as a District responsibility.

Lash injected the notion that the Department's activities should be aimed at making people realize that Vancouver has prospects of becoming a "great city" and that this theme should become the Department's overall goal from which the research program could be constructed and its progress monitored. In response to opposing arguments, and with respect to his previous planning positions, Lash stated, "I'm a bit fed up with spending my life on the things that turn out not to make any difference." (2) — a definite indication of the Department's action orientation.

2. Salt Spring Retreat

At a second retreat on Salt Spring Island in October of 1970, attended by all professional staff, for the purposes of developing guidelines for the five year planning program and defining specifically the 1971 program, Lash

again raised the question of an 'umbrella' goal for the region. Major debate focussed on the type of plan to be developed because in the absence of this direction, an integrated planning program for the following year could not be developed.

The retreat rejected the former LMRPB plan approach because it was a one study program that lacked flexibility and action in its development, was based on the much modified Official Regional Plan (essentially a regional zoning bylaw), and did not provide an ongoing process based on well defined goals. It was agreed to begin work on a new plan based on the above ideas of what was not wanted in the plan approach.

3. Harrison Lake Seminar

The next stage in the development of the Department's role was a seminar with the politicians of the GVRD Planning Committee to discuss long term objectives of the Regional District as it affected regional development and within that context, the 1971 Planning Department program.

Lash outlined five major functions for the Department:

1. coordination of and liaison between governmental agencies, municipal agencies and other organizations,
2. corporate planning for the Regional District as an organization (as distinct from regional planning for the socio-economic and geographic entity

of Greater Vancouver),

3. function and staff development and a "seed bed" role, (i.e. aiding the establishment of other District functions),
4. public information, communication, and feedback, and
5. development of a new regional plan and implementing policies. (3)

The seminar verified these functions but more importantly changed the goals basis from Lash's 'great city' concept to 'livability'; a change which implied harmony with the environment rather than greatness. The seminar also reinforced the principle that planning leadership was to be a political responsibility. It was agreed that,

An immediate, first approximation of the "livable city plan" (Project Alpha) is scheduled to commence in January, 1971. The ultimate plan is conceived as a 'document' which will suggest how things ought to be controlled in the Region, and how things ought to be positively planned or done, so that a "livable city" ensues not only at the end, but hopefully, one that becomes increasingly livable as the Region progresses.

("Livable City" means livable within the region, or the Greater Vancouver metropolitan area.) (4)

4. Goals Seminar

The Harrison Seminar was followed by a goals seminar with the Technical Planning Committee to discuss and perhaps define goals for the Livable Region Plan (LRP), and solicit

suggestions for means to stimulate greater consciousness in the region of the Regional District. Papers on the subject of planning goals were by Lash, LeMarchand (GVRD staff member), and Blumenfeld. The seminar concluded that:

1. a livability index was to be developed against which progress towards a more livable region was to be measured.
2. the regional plan emphasis was to be on the quality of life rather than economic development.
3. goals were to be stated so as to overcome existing problems, i.e. a focus on short term goals to improve livability.

III. 1971

A. Introduction

The Department's early concerns (1969 and 1970) were departmental organization, establishment of interagency linkages, and program development - with a gradually broadening base of participation until all those central to program effectuation were involved. In 1971, the Department shifted to program studies - ninety mini studies in total for the year. It was intended to hire consultants for most of these studies in keeping with the Department's function of guiding and managing research within an overall program. Accordingly, Lash invited prospective consultants to submit study proposals within the 1971 program outline.

B. The 1971 Program

Two aspects of the 1971 program are most illustrative of the

new Department's philosophy and practice,

- a) the "Broad-brush Transportation" study initiated shortly after Lash's appointment, and
- B) the Regional Plan and Policy making stream of activity.

1. Transportation

As indicated earlier, the Department's 1970 review of the DeLeuw Cather Rapid Transit Report indicated that a much broader view was required. This fact, combined with the Third Crossing Debate and the possibility of public transit becoming a regional function led to the GVRD Board creating a Transportation Function Study Committee under the chairmanship of Board member Allan Kelly. Most interestingly, the Third Crossing controversy was explicitly excluded from the study at the request of several Board members. The study's objectives were:

1. Development of program for immediate improvements to transportation,
2. Identification of future transportation corridors and their appropriate designation in the Official Regional Plan,
3. Achievement of a suitable formula for financing improvements to the regional transportation system,
4. Develop an initial five year regional transportation program and priorities. (5)

Although a research program was outlined at the start, it changed at various stages as new needs were perceived and

incorporated into the study.

Essentially all four study objectives were realized. Rather than offer an ultimate 'solution' to Regional transportation problems, the study emphasized the process of planning and providing for long term Regional transportation objectives and short-run improvements. The report states,

Concern has been expressed that we should first be making basic decisions about how the Region is to grow and develop, and determine the plan for the Livable Region, before we decide what transportation services are needed. I share that concern, but the cycle of planning can be started at any point; in fact, it has been started, and the cycle must constantly be repeated through the years ahead. I believe we can, and should adopt the function now. To build the Livable Region we must act as well as plan. (6)

2. Regional Plan and Policy Making

The 1969 and 1970 program deliberations concluded with a decision to develop a new type of regional plan under the regional goal of livability. The new plan was to be explicit in its goals, flexible to changing needs, problem and action oriented, and was to provide an ongoing process rather than an end state product.

The 1971 Regional Plan priorities, determined by broad staff and political participation in the Department's program development were:

- a) Project Alpha (Harrison seminar)

b) Livability Indicators Study (Goals seminar)

c) The Development of the Public Program

(Participation was an inherent component of the emerging planning style)

a) Project Alpha (7)

Project Alpha was an attempt to identify a plan making method to be used as a model for the Livable Region Plan program. Perhaps the most significant contribution of Alpha to the continuing program was the development of an objectives matrix.

The objectives matrix was composed of general objectives along the side or x axis; urban systems such as housing, transportation, industry, etc., along the top, or y axis; and policies designed to achieve a particular objective for a particular system in the resulting cells. By rating the cells according to their ability to achieve the desired objective and to further the desired state, such as limited growth, the analyst would be able to indicate the difficulties and the likely success of achieving the particular desired state.

b) Livability Indicators Study

Norm Pearson, consultant for Project Alpha, was also retained for the Livability Indicators Study. The study attempted to devise a system for translating goals into meaningful measures for use in judging progress in

the development of the livable region. He first attempted to alter the Alpha objectives matrix into a goals oriented livability matrix; such a strategy however, could not account for the possibility of biased ratings arising from differing individual goals priorities. Pearson then attempted to define indicators which would monitor change; more specifically —

- ...- how livable each part of Greater Vancouver is by comparison with the region as a whole and its parts,
- ...- whether over time the region and each of its parts is getting more livable or less,
- ...- how quickly the region and its parts are getting more livable or less,
- ...- if other metropolitan centres were to use a similar index, how much more or less livable Greater Vancouver (and its parts) is by comparison. (8)

Although no recommended indicators were suggested due to uncertainty as to which qualities to measure, a list of forty-seven possibly useful qualities on which indicators might be based was provided.

C. Public Program

Lash's previous work in Toronto and Montreal had convinced him of the need for public involvement in plan making; indeed, the earliest discussions of the Department's role recognized this principle. Consequently, early in 1971 a report entitled Goals for the Livable Region was submitted to the Board's

Planning Committee. The Department report stated the following:

The Program should aim to operate at two levels -

1. to make the general public aware of the importance of setting regional goals and making choices. This requires initial wide publicity (news releases, TV exposure, etc.) plus follow-up including an exhibit if this can be arranged at the PNE and at the Public Library.
2. to give interested groups and persons a more complete knowledge of the subject and opportunity to respond. For both 1 and 2 we propose preparation of an audio-visual on the Quality of Life in a Livable Region, with a short back-up brochure. Meetings, as with the Rapid Transit program, would be designed to encourage discussion. The brochure would probably be designed to serve as a basis for comments - by summarizing the issues and choices available. (9)

The Committee authorized preparation of the audio visual aid but when the trial presentation of the film was delayed by difficulties in determining the best means to illustrate the goals and possible futures, they began to question the validity of the public program. The politicians questioned both the nature of the feedback (that is, whether the masses or even a representative portion of the population would respond) and the ultimate value of citizen input (for instance, whether the feedback would be constructive). Some Committee members were of the opinion that any discussion of goals and urban form options would be too abstract to result in meaningful comments and that what was required was a well thought out plan to present to the public. Lastly, it was argued that people were too impatient for action

to participate at all.

Lash replied by stating that if the Board and Planning Department did not become aware of the public's concerns and if the GVRD did not make citizens aware of the choices available, then considerable effort might be expended on aspects of a plan which were not a priority.

In July of 1971 the Planning Committee received a report entitled Review of the Livable Region Public Program, the report said in part, "successful public understanding of Livable Region concerns will take some months and a series of public presentations to achieve ... the public information-discussion program should be seen as covering the several studies and reports which will be released in coming months." (10) The Committee agreed to continue the program. Besides general public contact utilizing the audio-visual presentation, the Department initiated meetings with municipal planning staffs to increase the exchange of information and allow municipal staff participation in the preparation of the Livable Region Plan. Also, senior municipal staff and GVRD Planning Department seniors met; the municipalities agreed to provide the GVRD with information on proposed developments and municipal objectives and the GVRD agreed to provide municipalities with suggested development guidelines.

The Department's 1971 regional plan and policy making activities illustrated two important aspects of the GVRD planning philosophy and practice.

1. The streams base of staff, political and external agency support; and the Department's defense of the Public Program indicated the Department's desire to utilize a wide range of inputs to the plan making process.
2. Project Alpha and the Indicators study were examples of innovative research to refine techniques for facilitating a more effective dialogue and constant re-evaluation of the plan making process.

IV. 1972

A. Mt. Baker Retreat

The 1971 program including work on the preparation of the Livable Region Plan was pre-empted late in the year by transportation studies with the end result that the Department's direction and organization suffered. Accordingly, a staff retreat to Mt. Baker was organized to resolve these organizational difficulties and outline a program for 1972.

A survey of Department staff resulted in four themes for the retreat.

1. internal operations of the Department including an evaluation of 1971.
2. external relationships
3. the 1972 program
4. the Livable Region Plan

1. Internal Operations

Communications had suffered while the transportation studies were being completed. In order to resolve this problem caused by the shift in Department work priorities, it was decided to revitalize the collegial form of organization since this had promoted internal communications previously.

2. External Relationships

The major question in this regard was, 'what is the Department's role and who is the client?'. It was concluded that the politicians were the agency's client and the Department's role was to inform them with the planner's technical knowledge combined with messages received from the planner's dialogue with the public.

3. 1972 Program

Three program objectives were selected for 1972 and later approved by the Planning Committee. They were:

- a) continued development of the Livable Region Plan
- b) development of a departmental data system
- c) continued staff assistance to 'line' departments
such as the Greater Vancouver Sewerage District.

4. Livable Region Plan

Discussions in 1969-1970 had rejected the end state plan and settled on 'Livability' as the umbrella goal for planning. Discussion ended inconclusively with Lash proposing "a new model for planning which emphasiz(ed) a new

concern for people, short term change, and criteria to evaluate change such as livability indicators rather than goals or 'ideals' standards." (11)

As was illustrated earlier in this section, Lash's philosophy had a great impact on the evolving Departmental philosophy. Early in 1972 Lash toured Britain with three other Canadian planners and returned with the following observation.

... if it [planning] is to be effective [it] must be accompanied by action from the beginning. Action is necessary to build from credibility to trust and faith, and progress is especially needed in a disadvantaged area because the development Board cannot succeed unless the people believe they can have a different future and start to act accordingly.

and on public participation,

"Snapshot of Future Situation" is not fair to put to people because it is likely to never exist. One should rather give a series of "package of policies" but people can't yet think in terms of policies, let alone planners and politicians write them down. One should not get opinions until trade-offs can be made clear to people as basis for their choice. (12)

As indicated above, the major objective for 1972 was continued development of the Livable Region Plan. This was achieved by accelerating the Public Program and investigating specific issues related to livability.

B. Public Program

Late in 1971 the Department prepared a report entitled, The Livable Region Plan - A History and Proposed Direction. With

respect to the future of the program, the report stated,

... we concluded that the FOCUS of our work with the Livable Region Plan must be -

- A. On people, not things (vs. development choices as in Project Alpha),
- B. On issues related to long term growth (or the long term consequences of present issues.
- C. Notion issues related to life styles, present zoning battles, possible ecological disaster outside the region, etc.). A horizon of +5 to +20 years seems appropriate.
- C. On issues that will affect a significant segment of the population in the future. (13)

The report also suggested six 'starter issues' to promote public discussion, explore issue interactions and policy options; these were -

- 1. a shortage of jobs
- 2. housing costs rising faster than incomes
- 3. increasing transportation difficulties
- 4. increasing air and noise pollution
- 5. loss of the feeling of openness
- 6. fear of and opposition to rapid and unanticipated change.

Following an initial series of experimental meetings, which resulted in useful discussion, the Department requested and was granted a continuation of the program. The program consisted of the following:

- 1. identification of issues, especially the stop growth sentiments raised at the experimental meetings
- 2. preparation of background studies on issues

3. preparation of a major report on the program to identify dominant issues and concerns of the public, outline policy options and possibly suggest some immediate action.
4. continuation of the Public Program focussing on the issues raised, including visits to municipal councils.

Important to the development of the Public Program techniques were the contributions of Leonard Minsky (a one year appointment as a Staff Community Contact Person) and Fred Lennarson (expert on citizen participation from the Ministry of State for Urban Affairs).

Minsky managed to achieve a rational dialogue with the public by contacting diverse interest groups, e.g. horse breeder clubs, foster parent associations, etc., and discussing subjects within their realm of experience according to certain information principles.

The Planning Committee raised the question of representativeness and following discussion it was agreed that the Public Program process would not aim for representativeness but merely offer anybody who was interested the opportunity of aiding in the formulation of problem solutions.

C. Issue Investigation

Issue investigations were meant to provide further consideration of issues raised by the Public Program. Initially, investigations were conducted on three 'starter issues': housing, jobs, and pollution; and regional growth - the major issue raised by the public. Gerecke summarizes the most difficult issue -

growth, as follows:

These growth issue studies were the subject of much discussions by staff, Planning Committee, and Technical Planning Committee without much progress. The project died in the fall with no positive results. In summary the growth issue investigation can be seen in two lights: one a process of learning how difficult the issue is, and second a major diversion of time and thought from the year's program. (14)

D. Manning Park Retreat

By early fall staff dissatisfaction with the 1972 program, aspects of the Livable Region Plan and Departmental organization and role had reached the point where it was desirable for the staff to debate and resolve these matters. Reorganization of the staff into teams, a decision to relate the work program more closely to the budget and a reaffirmation of the Department's low profile resolved many problems.

Most debate centred on the Public Program and its relationship to the Livable Region Plan; the major point in question was whether the Public Program was primarily a service to the Livable Region Plan or simply an exercise in 'stirring people up'. Minsky maintained that both aspects were important and that stirring people up was a way of letting politicians know the Program was active.

The Manning Park Retreat resolved many dissatisfactions and allowed the program to continue smoothly to the end of the year.

Two other events in 1972 are illustrative of the Department's evolving planning style: they are the Coach House Retreat and the publication of The Report on Livability.

E. Coach House Hotel Retreat

Three of the subjects discussed at this retreat of Department staff and Planning Committee members are especially instructive. They are:

1. Creation of a tri-level committee for Greater Vancouver composed of representatives from GVRD, the Ministry of State for Urban Affairs, and Provincial Municipal Affairs personnel.
2. Content of the report emerging from the Public Program as part of the development of the Livable Region Plan, and,
3. The 1973 Planning Department objectives and program.

1. Tri-level Committee

This matter is significant because it illustrates again the Department's desire for broad based participation in planning and decision making. At the retreat it was agreed to recommend to the Board that they ask the Provincial Government to agree to the formation of the Committee.

2. Public Program/Livable Region Plan

The main purpose of this agenda item was to move toward a statement of policy priorities from the concerns raised in the Public Program meetings. Accordingly, the

Department hired Humphrey Carver, a planning consultant, to lead the Planning Committee to an understanding of public concerns and to categorize those concerns in broad policy fields. The discussion was recorded and the results edited, presented to the Committee, approved and incorporated in what will be referred to later as the "November Report."

3. 1973 Program

The 1973 planning program, at the insistence of the Planning Committee was to be characterized by a major effort to complete the Livable Region Plan by March 1974 - a year earlier than had been contemplated in 1971. Furthermore, the Committee asked that the Plan deal primarily with the policies and action programs required to maintain livability within the next ten years. Unresolved matters were to be so noted in the Plan and if necessary, secondary and indirect effects of proposed policies were to be investigated after the Plan was submitted. To aid this effort, the Committee recommended to the Board that all GVRD departments and relevant Provincial and Federal agencies cooperate.

F. The Report on Livability, the "November Report"

This was the first significant GVRD public statement on the Livable Region Plan and Program. Included in the report were the categorized policies discussed at the Coach House Retreat. The report proposed that policy committees, composed of GVRD staff, municipal and senior government staff, interested citizens, and group representatives, report on their recommendations for

their respective policy areas.

Late in November the Board endorsed the "November Report" and the thirty policy statements, and authorized the Planning Committee to investigate the feasibility of establishing policy committees with the goal of completing draft policy area reports by the fall of 1973.

V. 1973

A. Introduction

It was decided at the Manning Park Retreat to reorganize the Department into teams. Each group would be self directing but headed by one individual responsible for the work assigned the group. The advanced deadline for the Livable Region Plan however, required some rearrangement. The major changes were the establishment of a Plan Group to prepare a draft physical/environmental plan by October 1973, and a Policy Secretariat to establish the policy committees. Also, the function of the Public Program was altered slightly to aid in meeting the new deadline in part through assistance to the policy committees.

B. The Livable Region Program

1. The Decision Making Process

Perhaps the finest explanation of the Livable Region Program decision making process was offered by Planning Committee Chairman, Mayor Phillips at the Tri-level Conference of Provincial, Regional, and Federal politicians

held early in 1973. In his paper entitled "Management of Growth" he stated the following:

We believe that the setting of operational objectives and of operational programs is successfully done basically by establishing a proper process and framework for so doing. We think that it is not a question of defining a problem and then by a closed study to come up with a solution. Objectives and programs must be set by considering what will be at the same time desirable, effective, acceptable, and within the constraints with which we must deal realistically. This involves exercising value judgements, political judgements and technical judgements. The solutions or resolutions of problems and dilemmas are in our view not found but evolved in continuing study and dialogue. Means suggest and shape the possible ends, and the possible ends, when well defined, give rise to innovative thinking about means.

In the process we in GVRD have established, these elements are all included. Our technical staff is exploring the policies that have been proposed as to their effectiveness, and analyzing them for their implications as to what objectives we are setting. The Regional Board and its committees are providing policy guidance to the staff on the appropriateness of the objectives and the political viability of the various policy options, and through the Public Program we are working with citizens and interest groups in the social and business world to determine their reactions and the possible consequences of the programs as they will affect people in business and society. (15)

Senior government staff acceptance of this evolving decision making process may have been in part responsible for the establishment of the Tri-level Airport Planning Committee and the Ministry of Transport's agreement to include the basic question of whether the airport should expand in their deliberations.

The 1973 Public Program objectives were the following:

1. contact, information to, and discussion with community groups
2. assistance to the policy committees
3. informing the Board and Municipal officials of Program results
4. publicizing the GVRD
5. establishing a 'school program' to gain an appreciation of young people's concerns for the region
6. discussion of the draft Livable Region Plan when completed.

2. Policy Committees

As stated earlier, the "November Report" recommended the establishment of policy committees to deal with the broad areas of: transportation and transmission, residential living, recreation, education and research, social services, health and public protection, production and distribution, environmental management, and government and society.

Although the public was encouraged to participate (the Public Program staff solicited their participation) the emphasis was on professionals, generally from government and the Universities. Each committee was to submit a written report to the Board containing the following:

... a statement of livability objectives for its field, the role the Regional District might take

in achieving these objectives, suggest livability indicators to measure progress in these areas, verification or rejection of policy statements from the Livability Report, immediate action steps in their area, and financial implications including possible funding for these steps. (16)

The following comments on the Policy Committee process are the result of the author's review of all Policy Committee minutes and reports (17). The major sources of possible satisfaction and dissatisfaction have been distilled into the following five categories.

a) Role and Function

Initially, difficulties arose because of confusion in the original terms of reference and some of these problems were resolved in the early meetings through discussions with the Policy Committees' Secretariat (GVRD Planning staff assigned to aid the Committees). Certain Policy Committees, most notably the Social Services Committee decided upon an activist rather than advisory role. This led to conflict with GVRD politicians over Committee attempts to deal directly with other levels of government and the general public without prior consultation with the GVRD Board. This conflict and especially the Board's displeasure with the Committee's activist role, led some participants to suspect the Board's motives in establishing the Committees (i.e. co-option rather than consultation) and to question

whether their reports would be considered seriously. The Committees' records suggest that members' concern for the fate of their reports was the reason for Committee recommendations to remain active so as to aid the Board in implementing the reports. This may also have been the reason for some Committee's 'leaking' their reports to the press.

The Policy Committee terms of reference purposely left the determination of the scope of activity open to Committee interpretation, aided in part by the Secretariat and the thirty policy statements evolved by the Public Program and contained in the Report on Livability. This lack of initial direction caused considerable difficulty for several Committees; indeed, the Production and Distribution Policy Committee was dissolved in part because it could not determine an exclusive area of investigation. Other Committees lacking a clear definition of function proceeded very slowly for several meetings. These difficulties may have resulted in a shortage of time for thorough investigations once the Committee settled on its subject area.

b) Administrative, Secretarial and Professional Aid

The original terms of reference merely stated that the Secretariat was to aid the Committees as specific needs became known. Each Committee was to be supplied with a 'state of the plan' report that would outline the

existing policies, plans, and programs with respect to each one of the thirty guideline policy statements; this material was not provided. The minutes indicate that other information requested by the Committees was not provided either in the form or at the time requested. Difficulty also arose over the disbursement of funds; at least one Committee was of the opinion that they should not be required to produce a budget as a prerequisite to the receipt of funds. As intimated earlier, the strategy for arriving at a new Regional Plan was to have the Policy Committees consider and report on the broad socio-economic plan considerations which would then be combined with the Department's (Plan Group's) investigations of alternate physical arrangements of regional activities and future growth. Accordingly, a Plan Group-Policy Committee workshop was arranged, presumably to inform each other of their activities; the Committee minutes however, indicate that the information flow was primarily from the Committees to the Plan Group.

c) Representativeness

The emphasis, in the original terms of reference, on recruiting professionals from government and the universities resulted in an underrepresentation of members of the general public on the Committees (18). This was recognized very early by the Committee members, who feared that their recommendations would not be credible

without the participation of the non professional public. Some Committees, with the aid of the Secretariat, attempted to contact specific resource persons and persons or groups with possibly differing viewpoints in order to correct the imbalance and provide more points of view to be debated. This concern for either more participation or more representativeness was so common to all Committees that a special Membership Committee was formed to deal with the matter. At least one Committee was well-supplied with members; indeed, the Residential Living Committee voted to limit its membership but later found attrition of its membership to be a problem.

d) Communications

Communication between Committees with overlapping subject areas appears to have been a difficulty for some Committees. Indeed a special Communications Committee composed of representatives of most of the Policy Committees was formed to deal with this matter.

e) Committee Dynamics

Difficulties included problems with: Committee leadership, the establishment of a work programme, the working relationship between professional and non-professional Committee members and the achievement of consensus among members.

The GVRD's publication, Policy Committees - Membership and Terms of Reference stated that: (19)

1. Each Committee was to determine objectives for their policy field.
2. Given the policy objectives, each Committee was to suggest and report on the appropriate role and responsibility of the GVRD with respect to the Committee's policy field.
3. Each Committee was to propose livability indicators to be used to determine progress towards improved livability in the Committee's policy field.
4. Each Committee was to examine and report on the policy statements contained in the Report on Livability and if they were found to be inadequate, suggest alternate statements.
5. Committees were to report on operational policies; that is, what immediate steps should be taken to improve livability.
6. Committees were to report on the level of operating and capital expenditure required to carry out the suggested operational policies.

Table II summarizes the Committee reports' contents with respect to these requirements.

A fuller accounting of Committee difficulties and their significance with respect to participant satisfaction is contained in Chapter IV.

All Committee reports have been received by the Board and at this writing a seminar on Regional growth, a concern

TABLE II
POLICY COMMITTEE REPORTS - CONTENTS

Committee Report Number	Livability Objectives	Regional Responsibility	Livability Indicators	Policy Statements	Operational Policies	Financial Implications
1	YES ¹	YES ²	NO	YES	YES	NO
2	YES	YES	NO	YES	YES	NO
3	REPORT NOT AVAILABLE					
4	YES ³	NO	NO	YES ⁴	NO	NO
5	NO REPORT PREPARED					
6	NO	NO	NO	YES ⁵	YES	NO
7	YES	YES	NO	YES ⁶	YES	NO
8	NO	YES	NO	YES	YES	NO
9	YES	YES	NO	YES	YES	YES

Committee Report Number Code:

1 = Education and Research
2 = Environmental Management
3 = Government and Society
4 = Health and Public Protection
5 = Production and Distribution

6 = Recreation
7 = Residential Living
8 = Social Services
9 = Transportation and Transmission

TABLE II (continued)

Table Notes:

1. Livability objectives were not specifically mentioned but the Committee's introductory statement indicated at least two livability objectives.
2. The report indicated the general benefits of Regional involvement in education planning but did not suggest the appropriate extent of the Region's responsibilities.
3. The Committee's livability objectives with respect to health care, although not specifically identified as such are largely taken from the report "Health Care in Canada: A Commentary," Background Study for the Science Council of Canada, August, 1973.
4. The Committee's recommendations are not specific enough to be classified as operational policies.
5. The Committee's work was closely related to the policy statements contained in the Report on Livability.
6. The Committee dealt with the policy statements contained in the Report on Livability in addition to numerous other policy statements resulting from the Committee's discussions.

expressed in several reports, has been scheduled. There has been no comment by the GVRD Board on the reports' contents.

3. Plan Group

As stated earlier, it was decided to prepare a draft physical plan to complement the social and economic policies which were to be developed by the Policy Committees. All three aspects were then to be merged into a final plan in 1974. The Plan Group's approach thus far has exemplified many aspects of the Department's regional planning approach. Most important to our discussion are the following points:

(20)

1. Lash was of the opinion that uncertainty, in the form of lack of specific knowledge, appropriate value judgements, or the possible actions of others, with respect to the three intersecting policy fields; that is, social and economic policy determined by the Policy Committees, and physical/environmental policy developed by the Plan Group, could be handled by the GVRD's evolving planning style with its emphasis on involving a wide variety of participants in planning.
2. The GVRD's approach was in essence a process of continuous feedback in which policies and their affects were continuously evaluated. Because this approach rejected the strategy of a series of studies resulting in a final product, specific studies and actions could be initiated at any time.

3. To some extent the possibly deleterious effects of other agencies' actions could be prevented or ameliorated by the GVRD's communications linkages with numerous agencies.
4. Qualitative analysis would be used to identify the best policy actions to deal with problems.

4. Qualitative Analysis

Numerous studies, to be later combined into the physical/environmental plan, were initiated by the Plan Group. The greatest amount of staff effort was directed towards methods of qualitative analysis. Gerecke recounts the precursors to the 1973 Matrix One effort.

... in 1970 the Bare Bones matrix appeared. It related minimum urban physical standards to objectives assuming that resources associated with surplus standards could then be manipulated toward livability. 1971 brought the Objectives Matrix of Project Alpha which related urban patterns to objectives with the aim of identifying the optimum pattern, to satisfy livability objectives. Now we turn to Matrix One which relates policy options to livability objectives. All of these matrices seek a policy strategy for complex urban systems; the evolution has been a broadening policy field from standards to urban patterns and then to a wide range of policy options. (21)

Matrix One analysis consisted of the five following steps:

1. identification of short-term livability objectives derived from the thirty policy statements in A Report on Livability.

2. identification of means to achieve the objectives.
3. use of professional judgement to estimate the positive and negative effects of each means on each objective.
4. weight objectives according to their relative importance.
5. from steps three and four, estimate which means would be most successful in maintaining or advancing livability.

Based on the above method the following results were obtained. The 'best' means were:

1. Control the location and price of all land being made available for urban purposes.
2. Cluster housing, planned unit development.
3. Secure strategic land required for development of transportation facilities.
4. Make public transit more competitive with automobile by raising level of service, giving priority to transit vehicles, allocating more traffic lanes exclusively to transit.
5. Balance out tax-base maladjustments that may arise because "balanced municipal tax base" is not an objective of regional land use planning.
6. Plan and program regionally the maximum and minimum population growth to be permitted/attained in the sub-areas of the region over a 10-year period.
7. Increase population in areas where good facilities are already provided at high per-capita costs so that maximum use is made of these facilities +/- or at lower cost per capita.
8. Locate enterprises where their job skills and pay match those of local labour force.
9. Increase supply of indoor recreation facilities.
10. Encourage better public litter behaviour.
11. Encourage sorting, recycling and minimizing of wastes.

12. Increase public knowledge and visibility of GVRD.
13. Prevent "leapfrogging" /of development/
14. Ensure Board and staff understand public views before beginning new policy studies. (22)

The worst means; that is, those which were judged inefficient and ineffective in advancing livability were:

1. Continue to commit all (85% at least) funds for regional parks to land acquisition in the designated Regional Park areas as planned.
2. Continue and strengthen policies to keep development from occurring in floodplain areas.
3. Protect the watersheds.
4. Preserve hobby farms.
5. Reserve sufficient attractive areas for new housing for upper-income groups.

For the record, we /the GVRD Planners/ dropped these /last/ two means on the grounds of their high negative net impact /i.e. worked against improved livability/. The remaining apparent "losers" on the list of means are surprising and puzzling: we did not expect, intuitively, that they would be "losers." We have not yet had time to find out why they hit bottom, and perhaps there are some plain old errors in the cross-impact analysis that it makes you think twice. Here is the list.

6. Reduce housing costs by changing standards for prepaid services.
7. Make unusual housing types meet their fair share of municipal tax burden (house trailers and house boats).
8. Make pollution more costly and create higher prices for goods and services that cause pollution either in their production or consumption by emphasizing policies requiring the polluter to pay.

9. Improve drainage of low-lying farmlands.
10. Scenic easements, construction height levels, and other measures. Cones of vision and building siting restrictions.
11. Provide new housing that can be afforded by low-income groups in the Region.
12. Increase the supply of foreshore land developed and publicly managed for recreation and public use by 40%. (23)

Although the matrix will undoubtedly be developed further and the initial results subjected to more thorough investigations, the results as they now exist indicate a weakness in traditional planning solutions to short-term objectives. Among the losing policies are those requiring the polluter to pay and the following existing GVRD policies:

1. land acquisition for parks
2. floodplain protection
3. protection of watersheds and
4. provision of public housing

The best livability promoting policies were:

1. control of the location and price of future urban land
2. balancing of tax base maladjustments arising from regional land use planning
3. establish maximum/minimum population growth levels to be permitted/attained in region sub-areas over a 10-year period.

Matrix One results were debated at a Land Price Seminar held in July and the following points seemed to receive consensus:

1. larger taxation on undeveloped land through a gradual

shift to a single tax on land rather than improvements.

2. prohibition of Foreign (non-Canadian) ownership of undeveloped land.
3. promote greater understanding of the causes of growth in GVRD and the need for various parts to accept their share.
4. establish minimum and maximum growth targets for sub-areas and municipalities.
5. raise residential taxes to make growth pay its way.
6. speed up the development of public land holdings and make greater use of land banking.
7. knowledge of private land banks should be obtained including what is preventing them from being developed.

VI. Observation on GVRD Planning Practice as an Example of the Transactive Planning Style

Although this section appears to close inconclusively, it is indicative of the nature of the planning process that at any point in time several streams of activity will be at intermediate stages. This section does however provide sufficient information on which to base observations of the Department's relationship to the transactive style.

Quite clearly the GVRD Planning Department is an agency evolving the transactive planning style. The following illustrates this point by comparing the critical elements of the transactive planning style to examples of GVRD Planning practice.

1. Transactive planning is based on continuous dialogue and

mutual learning between planners and the public.

The seven retreats beginning with the "Great City Debate" and ending for the purposes of our discussion with the Coach House Retreat, the tri-level Planning Committee, I.I.P.S., Department linkages with municipal planning staffs and councils, and the Public Program, are all indicative of the Department's desire to involve those affecting and/or affected by the District's actions.

2. Transactive planning considers as relevant individual and small group interests.

This is best illustrated by the Livable Region Program, especially the Public Program and Policy Committee components. The Public Program consciously sought input from diverse groups and the Policy Committees were made open to anybody who wished to participate.

3. Transactive planning emphasizes information feedback so as to constantly re-evaluate the appropriateness of previous actions.

This emphasis has been supported in practice by the Department through activities such as the establishment of the Tri-level Airport Planning Committee and the development of qualitative analysis procedures.

4. Transactive planning emphasizes short-term actions.
5. This is evident in the ten year horizon of the Livable Region Plan and the one year Department research programs.

5. Transactive planning theory states that actions should only be pursued to the extent of our knowledge of the probable outcomes.

The Department has attempted to extend its knowledge base through the use of consultants, linkages with outside agencies (e.g. I.I.P.S.), cautious progress on Regional problems (e.g. the "Broad Brush Transportation Study"), and development of qualitative analysis procedures.

6. To realize the essential elements of the transactive style, Friedmann suggests a cellular organization structure of small self-directing work groups and assemblies of work groups.

The GVRD Planning Department has moved in this direction by retaining a staff function with a small interdisciplinary team of professionals organized on a collegial basis. Policy committees, intergovernmental committees and staff liaison with municipalities and other external agencies may be the beginnings of an extension of this structure.

VII. GVRD Planning and the Citizen Participation Aspects of the Transactive Planning Style Compared

The preceding chapters have attempted to illustrate the basic similarity between the transactive planning theory and the GVRD's evolving planning practice. In this portion of the paper, the citizen participation satisfying aspects of the transactive planning theory will be compared to the citizen participation portions

of the GVRD's Livable Region Plan Program, especially the Policy Committee portion. This procedure will indicate more precisely the comparability of theory and practice and suggest additional questions to test the degree to which transactive planning theory can be applied to current planning operations.

A. GVRD Planning and the Citizen Participation Satisfying Aspects of the Transactive Planning Style Compared

For a review of the citizen participation satisfying aspects of the transactive planning style see Chapter One, Part IV of this paper.

1. The transactive planning style embraces the idea of mutual learning through continuous dialogue.

In Chapter II, Part VI, the continuous dialogue and mutual learning aspects of the GVRD's overall planning effort was demonstrated. Indications of these aspects are also apparent in the Public Program; indeed, the very existence of a public program is proof of the existence of these aspects of theory in the agency's citizen participation program. At a more detailed level, the Committees' deliberations attended and aided by Planning Department staff, in addition to the Plan Group-Policy Committee workshop are examples of mutual learning and continuous dialogue between planners and self selected groups of citizens.

2. The individual acquires a sense of competence in his role as part of the planning process and becomes aware of his relationship to the larger enterprise.

After reading the Committee minutes and reports, there

can be little doubt that the participants feel competent and aware of their contribution to the development of a new Regional Plan. This is probably best illustrated by the fact that the Committees released their reports to the press, against the Board's instruction. Presumably, this action was taken because they were confident of their recommendations, aware of their role in the development of a new Regional Plan; but dubious of the sincerity of the GVRD politicians.

3. 3. Conflict and the particular interests and commitments of participants are accepted.

The GVRD in its Public Program and an open membership terms of reference for the Policy Committees seems to have accepted the above principle of the transactive planning style. Furthermore, the Policy Committee members actively solicited differing viewpoints through the media, encouraging more participants, conducting seminars, and distributing questionnaires. There is some evidence however, that indicates participants felt constrained in what they could successfully recommend due to GVRD policy and program initiatives while the Committees were deliberating. This was not an effort on the part of the GVRD to influence Committee recommendations but rather was a realization by the GVRD that policy formulation and implementation are a continuous process.

4. A common image of the problem results

Consensus in the Livable Region Plan Program may be considered from the perspective of several different combinations of actors.

a) Among participants: The members seemed to have been able to agree on virtually all of their recommendations. Only the Transportation and Transmission Policy Committee report contained a dissenting opinion and it dealt with only one portion of one minor recommendation. To some extent the high degree of consensus may have been a function of the homogeneity of participants on the Committees despite efforts to encourage the representation of conflicting viewpoints.

b) Participants/planners: GVRD staff participated as researchers and technical advisors to the Committees; this, and the fact that the Committees were well supplied with professional members resulted in generally feasible recommendations. Indeed, several Committees recognized regional growth as a basic concern - an issue which was researched a year earlier by GVRD staff.

c) Participant/politician: Since the Board has not commented on the Committees' reports, very little can be said about consensus between politicians and the Policy Committee participants. The very fact that the Board is organizing a seminar on Regional growth may be indicative

of their desire to engage in a dialogue with the citizenry on basic issues facing the Region.

5. Decentralization of power through the development of new participant forms of societal organization while maintaining a close relationship with politicians and planners

The above statement refers as much to the long term result of transactive planning as to a means to achieve it. Any transfer of power, by the GVRD promoting citizen participation, has been more symbolic than real; yet, the very fact that the GVRD politicians are willing to involve others in the decision making process is perhaps indicative of an increased willingness to share power.

B. Structural Conditions

1. Friedmann suggests that temporary, small scale, self-guiding, responsible, interpersonal, and self-appointed and/or representative work groups would provide a compatible structure of participation for the realization of transactive planning's benefits. Clearly, the GVRD has accepted Friedmann's suggested structure. The Policy Committees' existence was limited to the deadline date for submission of reports. The Committees were generally composed of less than fifty members and often sub committees were formed. The Committees were interpersonal in the sense that all participants were free to discuss any matter of Committee concern with any other member and the GVRD staff. The Committees were self-appointed; that is, any individual could partici-

pate (only one Committee limited its membership) and were responsible for defining their scope of activity and preparing a final report with feasible recommendations. Clearly, the establishment and form of the Policy Committees reflects a transactive planning style. Participant dissatisfaction with the Policy Committee process however, will determine how much and in which direction the GVRD should alter their next public program.

2. The opportunity should exist for diverse directions and intensities of communications

The opportunities for diverse directions and intensities of communications will vary depending upon the degree to which the transactive planning style can be adapted to the existing political system. A reading of Policy Committee records suggests that the GVRD has not allowed sufficient latitude in this regard. If the GVRD politicians had been more cognizant of this potential aspect of participant dissatisfaction and had allowed for it in the terms of reference, considerable conflict and mistrust between participants and politicians might have been avoided.

3. An assembly of work group representatives (i.e. Policy Committee representatives) or some other integrative structure should exist for defining cell tasks and priorities, and arbitrating competing demands; also, a technical secretariat is required to participate in work group deliberations and provide various services to individual cells.

At this initial stage in the development, by the GVRD, of the transactive planning style this function was performed by the Secretariat (GVRD planning staff) and special purpose sub committees of the Policy Committees. The minutes and reports have suggested some dissatisfaction with this arrangement but to do otherwise such as requiring each Committee to perform these administrative and technical duties would unduly distract the Committees from their function of producing a report to the GVRD on their particular subject area.

FOOTNOTES - CHAPTER II

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2. GVRD, The Great City Debate: A Four-handed Conversation at Diamond Head, December, 1970, p.22.
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9. GVRD, Planning Committee Minutes, April 7, 1971, p.7, as cited in Gerecke, Toward a New Style of Urban Planning.
10. GVRD, Review of the Livable Region Public Program, July, 1971, p.2.
11. Gerecke, J.K., op.cit., p.80.
12. Lash, H.N., Impressions and Lessons: British Planning, March, 1972, p.5.
13. GVRD, The Livable Region Plan - History and Proposed Direction, February, 1972.
14. Gerecke, J.K., op.cit., p.94.
15. Phillips, Arthur, Chairman, GVRD Planning Committee, Management of Growth in the Vancouver Region, March, 1973, pp.11-12.
16. Thorburn, D., Terms of Reference and Selection Process for the Policy Committees, GVRD, January, 1973.

17. Policy Committee Reports, GVRD, c. December, 1973.

- a) Education and Research, 25 pp.
- b) Environmental Management and Pollution
- c) Health and Public Protection
- d) Recreation
- e) Residential Living
- f) Social Services
- g) Transportation and Transmission

Note: Government and Society Policy Committee Report has yet to be released and the Production and Distribution Policy Committee was dissolved.

GVRD Policy Committee Minutes

- a) Education and Research (11 meetings)
- b) Environmental Management and Pollution Control (12 meetings)
- c) Government and Society (7 meetings)
- d) Health and Public Protection (15 meetings)
- e) Production and Distribution (6 meetings)
- f) Recreation (9 meetings)
- g) Residential Living (20 meetings)
- h) Social Services (11 meetings)
- i) Transportation and Transmission (7 meetings)

Note: Minutes were not kept for all meetings.

- 18. GVRD, Policy Committees - Membership and Terms of Reference, February, 1973, p.5.
- 19. Ibid, p.
- 20. Gerecke, J.K., op.cit., p.133.
- 21. Gerecke, J.K., op.cit., p.137.
- 22. Ibid, pp142?
- 23. Ibid, p.138

CHAPTER III

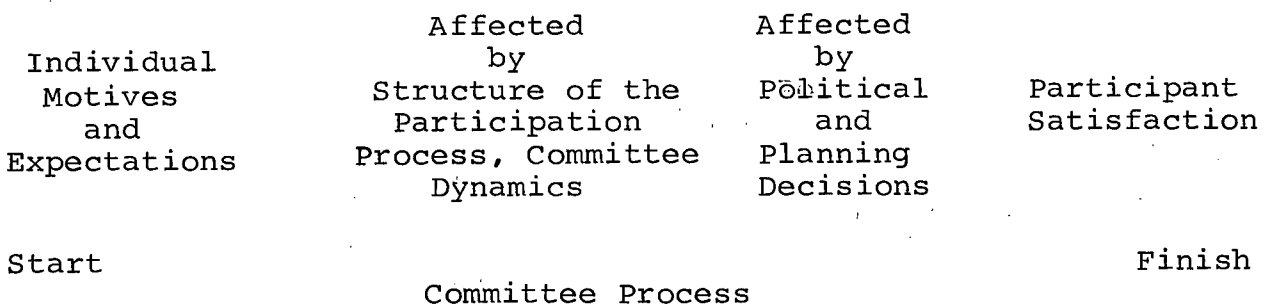
METHODOLOGY

I. Purpose of the Study

As stated earlier, the purpose of this study is to investigate participant satisfaction with the Policy Committee aspects of the GVRD Livable Region Plan Program. The study is based on the premise that if both politicians and planners are sincere in their desire for greater citizen involvement in plan and decision making, then they ought to structure involvement programs in part so as to satisfy the participants' conception of a worthwhile process and thus ensure their participation in future programs. Since the GVRD Planning Department did not incorporate an appraisal mechanism in the Policy Committee portion of the program and, since the author's original interest was only broadly identified as the investigation of this participation program from the citizens' viewpoint, a rigid definition of the nature and scope of this evaluation is required.

II. Scope of the Study

The Citizens' involvement in the Policy Committee process was conceptualized as follows:



An evaluation of participant satisfaction embracing all of these factors would have been beyond the time available to the author; therefore, it was decided to concentrate on the mechanics of the Committee participation process to determine what aspects of the GVRD's citizen involvement strategy caused satisfaction or dissatisfaction amongst the participants. This procedure ignores most differences in individual motives and expectations except those which are apparent from consistently different responses by different types of participants. Also, Committee dynamics are not specifically investigated although respondent comments and consistent answers to certain questions might indicate the nature of some Committee processes that affected member satisfaction. Lastly, even though this survey was conducted only eight weeks following submission of the last Committee reports, political and GVRD actions following the publication of the reports and perhaps during Committee deliberations may have influenced participant satisfactions.

III. The Survey Questionnaire

A. Construction

As indicated earlier, the GVRD's overall planning program and the organization of the Livable Region Plan Program resembles Friedmann's suggested style for effective planning and citizen involvement in decision making.

Assuming the GVRD has correctly applied Friedmann's trans-active planning style and moreover that transactive planning is an

appropriate response to existing societal conditions, then it could be hypothesized that participant satisfaction will be high. If this hypothesis is correct, then dissatisfaction will apply to specific procedural aspects of the program and not to its basic organization.

Both of these possibilities were tested by means of a questionnaire which contained questions regarding the citizen participant satisfying aspects of Friedmann's theory and specific aspects of the GVRD's citizen involvement program (see Appendix I).

B. Content

The questionnaire was organized into the following three major divisions. Part A identified the respondents by several characteristics, the nature of their participation and their overall satisfaction. Part B tested the degree of applicability of the two touchstones of Friedmann's theory - mutual learning and continuous dialogue. The third major division, Sections C to H, posed specific questions regarding the Committees' role and function, administrative, secretarial and professional aid to the Committees, representativeness of the Committees, communications within and between Committees and with the general public and, lastly, certain questions regarding Committee dynamics. These specific questions concerning possible causes of dissatisfaction were identified through a review of all available Committee minutes and final reports; a complete list of which appears in the footnotes to Chapter IV. Where participant satisfaction was being measured, a scale permitting: not applicable, very dis-

satisfactory, dissatisfactory, neutral, satisfactory and very satisfactory responses was used.

Committee minutes varied in quantity depending upon the number of meetings held by the Committee; also, the taking of minutes was discontinued approximately twenty-four weeks after the first meetings were held. The minutes were generally quite detailed, especially in regard to member dissatisfactions and often the author's suspicions regarding a possible source of dissatisfaction were specifically mentioned in another Committee's minutes. Space was provided and respondents encouraged to supply additional comments.

Besides the limitations of the minutes and reports as enumerators of participant dissatisfactions because they were not designed for this purpose, there is also the difficulty that the minutes and reports do not constitute a complete history of the Committees.

These problems relate primarily to the latter period of the Committees' deliberations. In order to compensate for this difficulty, the author included several questions suggested by the original terms of reference for the Policy Committees, which focussed generally on Committee attempts to achieve consensus on feasible recommendations.

C. Sampling Procedures

The Committees' minutes and reports, the only records of the Committees' activities, did not contain a complete list of participants, primarily because minutes were not maintained for

all meetings - particularly the 'middle' series of Committee meetings. Because of this shortcoming in Committee records, it was impossible to determine the total number of Policy Committee members and hence the percentage of Committee members represented by the survey or the number of questionnaire respondents. However, a GVRD official commented that the survey included, in her opinion, virtually all those who were ever Committee members (1).

A total of 288 questionnaires were distributed; however, 15 were returned undelivered and 14 persons indicated by telephone or note the reasons why they were unable to complete the questionnaire. In total therefore, 259 questionnaires were distributed to potential respondents.

Several individuals were members of two or more Committees. Each of these individuals was contacted by telephone and requested to answer each questionnaire according to their experience as members of each separate Committee. If the respondent could not separate his responses by Committee then he was to answer the questionnaire for the Committee(s) in which he had the greatest experience.

A stamped and addressed return envelope was provided with each questionnaire.

D. Coding

Upon receipt of the completed questionnaires, the responses were coded and keypunched for computer analysis according to the scheme which prefixes the coded data listing in

Appendix I. All respondent comments which were not merely a repetition of answers supplied in the main body of the questionnaire are listed in Appendix II and identified by a number which corresponds to the respondent's identification number in the data listing. Appendices I and II therefore constitute a complete record of all the original data gathered by the author. This data source might be used by other researchers to examine the GVRD's Policy Committee citizen participation experience from different perspectives. Many respondents did not answer all questions or checked the not applicable space. These two types of responses were coded differently (0 = no response, 9 = not applicable) but were generally not distinguished when analyzing the results. The neutral category was interpreted to have been checked when the respondent had experienced the matter under consideration but was neither particularly satisfied or dissatisfied or had not formed an opinion.

E. Analysis

The questionnaire responses were analyzed by means of computer generated crosstabulations of respondent answers by Committee affiliation, type of participant, and whether the respondent was a signatory to the report or a Committee "drop-out." The responses to certain questions were also crosstabulated with the results of other questions to test the consistency of respondent answers.

F. Presentation of Results

The results are presented in Chapter IV; most frequently

in the form of tables which restate the questions as they appeared in the questionnaire and indicate the percentage of the non neutral respondents who expressed satisfaction (i.e. either satisfied or very satisfied) or dissatisfaction (i.e. dissatisfied or very dissatisfied). The term "non neutral response" means a response which is a definite statement of satisfaction, i.e. very dissatisfied, dissatisfied, satisfied, or very satisfied. The figures therefore, exclude all those who did not reply to the question or who replied that they were neutral or that the question was not applicable. However, since a total of 107 Committee participants returned questionnaires, the total number of those who did not reply or who replied that they were neutral or the question was not applicable can be determined by subtracting the number of non neutral respondents indicated in the tables from the total number of respondents (107).

FOOTNOTES - CHAPTER III

1. Telephone conversation with Nancy Grant, GVRD staff person responsible for the Policy Committee Secretariat, March 18, 1974.

CHAPTER IV

ANALYSIS

I. Introduction

The following sections of this chapter will analyze the characteristics of the questionnaire respondents, the validity of transactive planning theory as practised by the GVRD as a response to the needs and demands for citizen participation in the Greater Vancouver area; and lastly, an investigation of specific aspects of the Policy Committee process which may have resulted in participant satisfaction or dissatisfaction.

II. Questionnaire Respondent Characteristics

A. The Questionnaire Response

One hundred and seven Committee participants, or 41% of those surveyed completed and returned the questionnaire. The returns indicate almost equal overall representation of report signatories (46%) and Committee 'drop-outs' (54%) (see Table 1).

B. Types of Participants

The respondents identified themselves in the percentages indicated in Table 1. Of greatest interest to the author was the high percentage of participants with a special interest in the Committee's subject area as opposed to citizens with a general interest. Approximately 60% of the survey respondents were professionals in the subject area of the Committee's deliberations, academics, or representatives of interest groups while only 31% classified themselves as citizens with a general interest.

Completely absent among the respondents were Federal politicians and Federal and Provincial administrators. The respondents

TABLE III
QUESTIONNAIRE RESPONSE

Committee Code Number	(1) Total Number Surveyed	(2) Total Number of Respondents	(3) % of (1) Returned	(4) Number of Report Signatories	(5) Number of Committee 'Drop-outs'	(6) (4) As a % of (2)	(7) (5) As a % of (2)
1	12	7	58%	2	5	29%	71%
2	52	21	40	9	12	43	57
3	13	4	30	2	2	50	50
4	15	9	60	6	3	67	33
5	14	7	50	0	7	00	100
6	30	12	40	7	5	58	42
7	46	21	45	7	144	33	67
8	33	11	33	7	4	64	36
9	44	15	35	9	6	60	40
Totals	259	107	41%	49	58	46%	54%

Committee
Code

1 = Education
2 = Environmental Management and
Pollution Control
3 = Government and Society
4 = Health and Public Protection
5 = Production and Distribution

6 = Recreation
7 = Residential Living
8 = Social Services
9 = Transportation and Transmission

also include only one Provincial politician, one local government administrator, and eight local politicians as Committee members. This low representation of the foregoing types of participants may be attributed in part to the small number of such persons in the Region and in the case of politicians to their probable reluctance to participate as members in what was intended to be citizen committees. (see Table 2).

The survey results indicated that the Recreation and the Residential Living Committees contained higher percentages of citizens with a general interest (58% and 48% respectively) than the survey response average, 31%. Professionals in the subject area of the Committee appear to have been over-represented on the Health and Public Protection and the Social Services Committees with percentages of 56% and 54% respectively compared to the survey response average of 26%. Interest group representatives seem to have had above average representation on the Transportation Committee since 53% of this Committee's members were representatives of interest groups as compared to the survey response average for all Committees of 15%.

C. Number of Meetings

All but two Committees held more than fifteen meetings and the others held at least eleven meetings. The high percentage of survey respondents who attended only a few meetings (see Table 3) is quite understandable since approximately 54% of those who responded 'dropped out' as Committee members.

TABLE IV
TYPES OF PARTICIPANTS

Type of Participant	Number of Respondents	% of Total Number of Respondents
POLITICIAN:		
Federal	0	0%
Provincial	1	1
Local	8	7
GOVERNMENT ADMINISTRATOR:		
Federal	0	0
Provincial	0	0
Local	1	1
Academic	20	19
Professional in the Subject Area of the Committee	28	26
Representative of an Interest Group	16	15
Citizen with a General Interest	33	31
TOTALS	107	100%

TABLE V.
NUMBER OF MEETINGS ATTENDED
BY THE SURVEY RESPONDENTS

Number of Meetings	Number of Respondents	Percentage of the Total Number of Respondents
1 to 5	37	35%
6 to 10	29	27
11 to 15	23	21
16 to 20	7	6
> 20	6	6
No response	5	5
TOTAL	107	100%

D. Reasons for Committee Member 'Drop-outs'

Sixteen of the 58 persons who 'dropped out' as Committee members did not state the reason(s). Of those who did respond however, the most frequently mentioned reason (43% of all responses) was because they suspected that the Committee would be ineffective. Only 20% of all responses stated that disagreement with other members' viewpoints, or a lack of interest in the Committee's subject area was a reason why they ceased to participate. Other reasons accounted for 37% of all responses and generally were due to lack of time to devote to the Committee's work (eight responses), or dissatisfaction with the representativeness of the Committee. Those who dropped out because of poor representativeness were often quite explicit in their reasons. The following comments are typical:

"My real concern was the lack of participation by the populace. One or two dozen people are not representative of the cross-section of GVRD residents and some of the people there had a particular axe to grind."

"too many self-centred groups jockeying for a platform for their own particular interests."

Several respondents also linked the lack of representativeness to difficulties in having their own views discussed by the Committee.

"I feel that general citizen representation was low and in some instances 'discouraged' in the sense that some of the 'professionals' were

rather overpowering in their viewpoints and opinions as to 'non-professional' viewpoints. Those private citizens who did not have the 'fortitude' to withstand all the professionalism were driven away if their own commitment to the program was not strong enough."

III. Applicability of Transactive Planning Theory

A. Introduction

When asked to express their overall satisfaction with the Committee form of citizen participation, the respondents answered in the following manner.

TABLE VI
OVERALL RESPONDENT SATISFACTION

Response	Number of Responses	Percentage of all Responses
Very Dissatisfied	26	24%
Dissatisfied	25	23
Satisfied	33	31
Very Satisfied	8	8
Neutral	10	9
No Response	2	5
Total	107	100%

Surprisingly, more respondents expressed dissatisfaction (47%) than satisfaction (39%). However, when asked whether they would

participate again in a similar project; only twenty of the fifty-one respondents who were dissatisfied or very dissatisfied stated they would not participate again.

This seems to indicate that the core membership of the GVRD's participation program was largely composed of individuals who were 'participation-minded'. Although this is an initially encouraging observation it masks the danger that if no real improvements to subsequent programs are instituted to increase participant satisfaction, more casual participants may not volunteer in the future.

B. The Transactive Planning Style and the Policy Committees - The Participants' Assessment

As explained in Chapter 1, Part IV, transactive planning from a citizen participant satisfying perspective involves i) dialogue with politicians and planners, ii) resulting in a process of mutual learning iii) whereby the individual acquires a sense of competence in his role in the decision making process iv) and a feeling of involvement in plan preparation.

Table 5 summarizes respondent answers to questions designed to reveal their satisfaction with the preceding aspects of the transactive planning style. As explained in Chapter III, the column titled "number of non neutral responses" refers only to those who answered that they were very dissatisfied, dissatisfied, satisfied, or very satisfied. Those who did not answer or answered that they were neutral or the question was not applicable have not been included in the table.

TABLE VII
TRANSACTIVE PLANNING STYLE CRITERIA

Question	Number of Non Neutral Responses	OF THE NON NEUTRAL RESPONSES	
		Percentage Dissatisfied & Very Dissatisfied	Percentage Satisfied & Very Satisfied
HOW SATISFACTORY WAS -			
1. the dialogue between the Com- mittee and			
a) GVRD Planners?	75	46%	54%
b) GVRD Politicians?	61	89	11
2. the willingness of GVRD plan- ners to alter their viewpoints in Committee discussions?	48	54	46
HOW SATISFIED ARE YOU -			
3. that your contribution to Policy Committee deliberations has increased:			
a) the Politicians' knowledge of citizen viewpoints?	73	65	35
b) other participants' know- ledge of different citizen viewpoints?	68	34	66
HOW SATISFACTORY WAS -			
4. your (the participants') increased competence in the Committee's subject area?	63	20	80
5. your (the participants') sense of involvement in the prepara- tion of the Regional Plan?	63	60	40

1. Dialogue

The respondents' answers to questions 1 and 2, Table 5, indicate considerable dissatisfaction with their dialogue with GVRD Planners and Politicians. In the case of the respondents' dialogue with the GVRD Politicians, this response was reconfirmed by the following question asked near the end of the questionnaire.

How satisfactory were communications with GVRD Politicians?

Eighty-two percent (82%) of the non-neutral respondents to the above question answered that they were dissatisfied or very dissatisfied.

As explained in Chapter II, part V.B.2.c, a workshop was arranged between Policy Committee representatives and the Plan Group (GVRD Planning Department staff investigating alternate physical arrangements of regional activities and future growth). In response to the following question regarding this formal contact between the planners and the citizen participants only twenty-seven respondents replied non neutrally and of these respondents 37% were dissatisfied or very dissatisfied.

How satisfactory was the Plan Group-Policy Committee workshop in terms of aiding the Committee's deliberations?

This indicates that even this formal contact was not particularly successful and that few respondents were even aware of its occurrence.

The responses to question 2, Table 5 indicate that even when planners did enter into a dialogue with the Committees, over half of the non neutral respondents were dissatisfied with the planners' unwillingness to compromise his viewpoints; and again, the small number of respondents indicates a lack of contact between planners and participants.

2. Mutual Learning

Because the process of mutual learning is to a large extent dependent upon an intense and continuous dialogue between citizen participants, and politicians and planners which, in many participants' opinions did not exist to a satisfactory extent, then it is to be expected that participants would also express dissatisfaction with what they perceived as the politicians' knowledge of their viewpoints.

Questions 3a and 3b, Table 5, indicate that this was in fact the case. Although the participants were much more satisfied with their increased knowledge of different citizen viewpoints than with what they thought was the Politicians' increased knowledge, both questions reveal a considerable amount of dissatisfaction. In part this might be attributed to the high percentage of individuals who dropped out as Committee members and therefore did not allow themselves the opportunity to increase their own knowledge.

Perhaps due to the unsatisfactory dialogue with the Politicians and Planners, the participants also appear to

have felt a lack of involvement in the preparation of the Regional Plan (question 5, Table 5).

Despite the high level of participant dissatisfaction with the dialogue, mutual learning, and sense of involvement aspects of the Policy Committee portion of the Livable Region Plan Program, 80% of the respondents were satisfied with their increased competence in the Committee's subject area as a result of their participation. This fact is illustrated by the following respondent comment.

"Found the Committee extremely useful. Learned more about Education and about the dissatisfaction throughout the community. Found that the politicians (at least the majority) could not understand the premise behind our view of education."

C. In total, the GVRD's citizens' Policy Committee effort must be considered unsuccessful based on participant satisfaction criteria derived from the theory of transactive planning. It is important to note however, that this appears to have been due in part to the lack of contact between participants and the Politicians and Planners rather than to the inapplicability of the criteria as measures of satisfaction. Furthermore, this suggests that increased contact with Politicians and Planners would increase satisfaction.

IV. Participant Satisfaction with Elements of the Committee Process

As explained in Chapter III, five major categories of participant satisfaction were identified in a review of Committee minutes and reports. These were: Committee Role and Function; Representativeness; Communications; Administrative, Secretarial, and Professional Aid to the Committees; and Committee Dynamics. Participant satisfaction in each of these major areas was tested by means of several questions. In many cases respondents supplemented their questionnaire answers with additional comments which appear in Appendix II.

A. Committee Role and Function

Table 6 presents those questions used to assess participant satisfaction with the Committees' role and function and summarizes the respondents' answers. The relatively high percentage of non neutral respondents who expressed dissatisfaction with GVRD's explanation of the Committee's role and duties (see question 1, Table 6) may have been due to the transient nature of the Committee's membership and the 'pioneering nature' of the GVRD's first institutionalized citizen participation effort. However, it appears that subsequent attempts to resolve these difficulties were also dissatisfactory (see question 2, Table 6).

What seemed to have been a logical progression from the Public Program, which solicited general responses, on issues in the region and the desires of its inhabitants, from a wide variety of community groups, to the Policy Committees, which were to formulate

TABLE VIII
COMMITTEE ROLE AND FUNCTION

Question	Number of Non Neutral Responses	OF THE NON NEUTRAL RESPONSES	
		Percentage Dissatisfied & Very Dissatisfied	Percentage Satisfied & Very Satisfied
HOW SATISFACTORY WAS/WERE -			
1. GVRD's explanation of the Committee's advisory role and duties?	86	39%	61%
2. attempts to resolve any difficulties with the Committee's advisory role and duties?	61	52	48
3. the policy statements contained in the <u>Report on Livability</u> in defining the Committee's scope of activity?	74	53	47
4. GVRD staff aid in determining the Committee's appropriate scope of activity?	71	28	72
5. the Committee's advisory rather than activist role?	65	49	51
6. the temporary nature of the Committee?	72	52	48
7. the time allotted for completion of the Committee's report?	75	40	60
8. the number of Committees created, in view of the total subject area to be considered by all the Committees?	67	25	75

TABLE VIII (continued)

Question	Number of Non Neutral Responses	OF THE NON NEUTRAL RESPONSES	
		Percentage Dissatisfied & Very Dissatisfied	Percentage Satisfied & Very Satisfied
HOW SATISFIED ARE YOU -			
9. that the stated purpose of the Committees (to provide citizen input to planning decision making) was a sin- cere motive on the part of:			
a) GVRD Planners?	81	26%	74%
b) GVRD Politicians?	69	65	35
HOW SATISFACTORY WAS -			
10. the Board's prohibition of public disclosure of reports or other autono- mous action by the Commit- tee?	56	73	27
11. the degree of freedom given the the Committee to arrive at independent recommendations?	80	20	80

specific proposals to enhance livability based in part on the Public Program's work, does not seem to have worked as well as might have been expected. This fact is apparent in the respondents' answers concerning the usefulness of the Public Program policy statements in determining the Committee's subject area (see question 3, Table 6). Unfortunately, attempts by the GVRD to aid the Committees in defining their appropriate scopes of activity were also unsuccessful (see question 4, Table 6).

In addition to the poor dialogue between the Committees and the politicians and planners, difficulties in defining the Committees' role and scope of activity may have been due to fundamentally different perspectives of the appropriate role of the participants. A basic difference in opinion regarding the Committee's role such as that indicated in question 4, Table 6, or in the Committees' temporary nature (question 5, Table 6) would make the resolution of such problems very difficult.

The Committees' own difficulties in deciding just how large a subject area to investigate and in what manner were likely complicated by the amount of time allotted for completion of the Committee reports and the broad subject areas to be handled by only a few Committees. (see questions 7 and 8, Table 6).

"My impression is that the subject was too broad to be handled in the time available. By the time the members focussed on an area of interest many had dropped out."

Dissatisfactions with the Committees' role and functions, probably more than any other difficulty, was responsible for the participants' suspicions of the sincerity of the politicians and, to a lesser extent, the planners in establishing the Policy Committees (see question 9, Table 6). Eight respondents commented on this point. The following comment captures the essence of those remarks:

"The work of the Social Services Committee was somewhat of an exercise in futility - not because what we did was not worthwhile but because I have serious doubts about the sincerity of GVRD politicians and professionals in support of citizen involvement. In fact, I doubt they even understand the concept."

In the case of the politicians this may have been due in part to the respondents' displeasure at the Board's prohibition of public disclosure of reports or other autonomous action by the Committees (see question 10, Table 6). This dissatisfaction, with what some respondents felt was political interference, appears to have been limited to this one aspect of Committee operations since most respondents answered that they were satisfied or very satisfied with the degree of freedom allowed them to arrive at independent recommendations (see question 11, Table 6).

In summary, participant dissatisfaction with the Committees' role and function seems to have resulted from an initially poor explanation of Committee role and duties and subsequent unsuccessful attempts to resolve these difficulties. A contributing factor

to the Committees' and the GVRD's inability to allay dissatisfaction with the Committees' role may have been due to the fact that many participants held fundamentally different and opposing views of the appropriate role for the Committee (eg. advisory vs. activist). Such differences would be extremely difficult to accommodate within a single Committee. Committee problems in defining an appropriate scope of investigation in part appear to have been due to the broad subject areas of the Committees and the short period of time allotted for completion of their deliberations and the preparation of final reports. Difficulties with Committee role and scope of investigation, the poor dialogue between participants and the GVRD politicians, and the Board's displeasure at the autonomous actions of some Committees all probably contributed to the respondents' high level of dissatisfaction with the sincerity of the politicians' motives.

B. Representativeness

The matter of representativeness was included not because it is inherently crucial to the successful operation of either the transactive planning style or a participant satisfying citizen involvement program but rather because Committee records suggested it was a major concern of many participants and as such might have affected their satisfaction.

Tables 7 and 8 present the survey questions dealing with Committee representativeness and summarize respondent answers.

TABLE IX
REPRESENTATIVENESS

Question	Number of Non Neutral Responses	OF THE NON NEUTRAL RESPONSES	
		Percentage Dissatisfied & Very Dissatisfied	Percentage Satisfied & Very Satisfied
HOW SATISFACTORY WAS/WERE -			
1. the overall representative- ness of the Committee?	83	71%	29%
2. the absolute number of participants in view of the amount of work to be done by the Committee?	70	46	54
3. the number of member 'drop- outs', in view of the amount of work to be done by the Committee?	59	73	27
4. the geographical distribu- tion of the Committee's membership?	74	59	41
5. GVRD's soliciting of			
a) additional full-time participants?	43	58	42
b) part-time resource persons?	49	55	45
6. the efforts of the Committee to to encourage participation by those not otherwise willing or able to participate?	55	69	31
7. the efforts of the Committee to solicit a larger or more representative membership?	55	71	29
8. the efforts of the Membership Committee to solicit a larger or more representative member- ship?	43	70	30

TABLE X
OVER AND UNDER REPRESENTATION BY TYPE OF PARTICIPANT

Type of Participant	Percentage of all Respondents (107) Believing the Type of Participant Was Over Represented	Percentage of all Respondents (107) Believing the Type of Participant Was Under Represented
a) Politicians		
i) Federal	1	47
ii) Provincial	2	51
iii) Regional	3	45
iv) Local	5	49
b) Government Administrators		
i) Federal	3	41
ii) Provincial	2	48
iii) Regional	7	35
iv) Local	4	46
c) Academics	15	26
d) Professionals in the Subject Area of the Committee's Work	26	26
e) Representatives of Interest Groups	30	32
f) Citizens with a General Interest	8	36
g) Others	5	7

A high percentage of the non neutral respondents were dissatisfied with the overall representativeness of the Committee (question 1, Table 7). More specifically, the respondents were of the opinion that politicians and administrators from all levels of government were underrepresented (Table 8).

"No local politician or civic service help made the work of the Committee relatively hollow. It is the greatest possible proof to me that local politicians and civic servants have no respect in the opinions of the people they purport to serve."

This fact supports the author's earlier statement (Chapter IV, III.C.) that the participants were in agreement with the trans-active planning style's participant satisfying criteria and that their dissatisfaction was due to the lack of GVRD actions in support of those aspects of the planning style.

Many respondents commented (Appendix II) on the under representation of specific types of individuals within a particular field of Committee interest and there was also a general concern regarding the over representation of professionals and, the under representation of the 'common man'.

The high level of dissatisfaction with the overall representativeness of the Committees, in part may also be attributable to the small number of participants in view of the amount of work to be done by the Committee (question 2, Table 7), the number of Committee member 'drop outs' (question 3, Table 7), and the

geographical distribution of Committee members - especially the paucity of members from outlying centres and rural areas of the district (question 4, Table 7; and Appendix II).

All questions relating to efforts to encourage more and better participation (questions 5 to 8, Table 7) were answered by approximately 50% of all the respondents. This indicates that perhaps such efforts occurred too late in the history of the Committees to be experienced by many of the participants who dropped out early. The respondents' answers to these questions indicate dissatisfaction with all attempts to improve participation.

C. Communications

In addition to the questions concerning the dialogue between participants, and planners and politicians, the questionnaire included the questions regarding communications contained in Table 9.

As with the dialogue between the participants and the planners it also appears, from the questionnaire results, that communications within and between the Committee and the general public were not particularly successful (see Table 9).

Four respondents commented on the matter of communications with the public and each one suggested a reform measure (see Appendix II). The suggestions ranged from a low direct involvement but more regularized citizen presence by placing citizen members on GVRD committees; to the retention of citizen committees

TABLE XI
COMMUNICATIONS

Question	Number of Non Neutral Responses	OF THE NON NEUTRAL RESPONSES	
		Percentage Dissatisfied & Very Dissatisfied	Percentage Satisfied & Very Satisfied
HOW SATISFACTORY WAS/WERE -			
1. communications between sub- groups of the Committee?	54	45%	55%
2. communications with Commit- tees having overlapping sub- ject areas			
a) before the establishment of the Communications Committee?	44	82	18
b) after the establishment of the Communications Committee?	34	71	29
3. communications with indivi- duals or groups who might have aided or benefited from the Committee's work?	60	71	29
4. the Committee's attempts to solicit public input ... (overall assessment)	61	67	33

but with more exposure to the general public and special interest groups and more contact with GVRD politicians and planners.

In summary, it appears that the GVRD's Policy Committee program, at least in the opinion of the Committee members, was detached from the planning and political decision making process; and, as has been demonstrated in this section, divorced from the community at large.

D. Administrative, Secretarial and Professional Aid to the Committees

Table 10 lists those survey questions dealing with the GVRD's administrative, secretarial, and professional aid to the Committees and summarizes the respondents' answers.

The most successful aspect of the Policy Committee program and perhaps the single source of general satisfaction that might convince participants to volunteer for a similar program in the future was the administrative and secretarial aid to the Committees. Also what appears to have been a major effort by a small number of GVRD staff may have contributed to participant satisfaction with the sincerity of the planners' motives.

Two factors which appear to have been decisive in influencing the respondents' overall satisfaction with the administrative and secretarial aid to the Committees (question 1, Table 10) were the Secretariat's reporting of Committee meetings (question 2, Table 10), and the Secretariat's performance of its inter-Committee liaison function (question 3, Table 10).

TABLE XI
ADMINISTRATIVE, SECRETARIAL, AND PROFESSIONAL AID TO THE COMMITTEES

Question	Number of Non Neutral Responses	OF THE NON NEUTRAL RESPONSES	
		Percentage Dissatisfied & Very Dissatisfied	Percentage Satisfied & Very Satisfied
HOW SATISFACTORY WAS/WERE -			
1. GVRD's administrative and secretarial aid to the Committee?	80	14%	86%
2. the provision of existing information by GVRD staff?	89	33	67
3. GVRD research for the Committee?	52	31	69
4. GVRD technical input to Committee discussions?	58	36	64
5. the secretariat's reporting of Committee meetings?	70	6	94
6. the Secretariat's performance of its inter-Committee liaison function?	51	24	76
7. GVRD staff attempts to aid the Committee in arriving at realistic recommendations without exercising undue influence?	61	18	82
8. the amount of money available to the Committee?	54	26	74
9. the requirements for a budget prior to the disbursement of funds?	49	37	63
10. the scheduling of meetings?	74	11	89
11. the locations of meetings?	72	20	80

Unfortunately, the high level of participant satisfaction with GVRD's administrative and secretarial aid to the Committee (question 1, Table 10) did not extend to the more technical or professional types of aid such as the provision of information, research, and technical input to Committee discussions (question 4, 5 and 6, Table 10). One participant was particularly explicit in his recommendations for improved technical and professional aid to the Committee's work.

"The staff role that I believe the committee required was that of enabling and assisting the committee to achieve its objective by helping to identify alternative approaches, ensuring that workable methods are being used and consistent with objectives, identifying issues and various points of view, etc., in order to ensure that the committee is looking at all sides of the question, various alternatives, etc. Between meetings, continuity of research and preparation of draft documents, etc., would be carried out, making it possible for the volunteer chairman to function adequately. This is a skilled job and one which we sorely missed."

Not surprisingly, the lack of aid by the professional staff did result in a high satisfaction response to the question regarding GVRD staff attempts to aid the Committee in arriving at realistic recommendations without exercising undue influence (question 7, Table 10) since if they did not take part in Committee discussions they would not be exercising undue influence.

The amount of money available to the Committee (question 8, Table 10) and the requirement for a budget prior to the disburse-

ment of funds (question 9, Table 10) were not matters of major concern since only half of the total number of respondents answered non neutrally. Furthermore, although dissatisfaction was quite high with each of these aspects of Committee operations, their solution is so straightforward that further comment is not required.

Lastly, the scheduling of meetings (question 11, Table 10) and the locations of meetings (question 12, Table 10) were handled satisfactorily by the Committees with and from the Secretariat.

In summary, all aspects of the GVRD's administrative and secretarial aid to the Committees except for the more technical matters of providing information, conducting research and taking part in technical discussions were handled very successfully. The participants' poor dialogue with the planners probably contributed substantially to their dissatisfaction with the GVRD's technical aid, and therefore any solution to this problem must be sought in clarifying and improving the relationship between participants and planners.

E. Committee Dynamics

Table 11 states the questions and summarizes the respondents' answers to that portion of the survey which investigated the general question of committee dynamics.

Committee attempts to establish and follow a work programme were not particularly successful; (question 1, Table 11); however, it appears from respondent answers that this was not due to the

TABLE XIII
COMMITTEE DYNAMICS

Questions	Number of Non Neutral Responses	OF THE NON NEUTRAL RESPONSES	
		Percentage Dissatisfied & Very Dissatisfied	Percentage Satisfied & Very Satisfied
HOW SATISFACTORY WAS/WERE -			
1. Committee attempts to establish and follow a work programme?	71	41%	59%
2. (the leadership of the Committee chairman)?	59	24	76
3. the working relationship between Committee members with different interests; e.g. professional, special, general?	65	31	69
4. the degree to which conflicting viewpoints were reconciled?	66	38	62
5. the degree of unanimity among members on the Committee's recommendations?	54	13	87
6. HOW SATISFIED ARE YOU -			
6. that the Committee has met the report requirements as originally stated by GVRD?	65	37	63
7. with the depth of analysis and feasibility of your recommendations?	72	50	50

Committee's leadership (question 2, Table 11) but rather to the working relationship between Committee members with different interests (question 3, Table 11). Respondent comments also indicated this fact.

"Generally the Committee consisted of too many 'professional' participants, i.e. people who get off on going to every meeting in sight about everything under the sun. They in themselves, tend to attempt to speak for the public as if they know for certain public attitudes, desires, et.al. This idea that they know and can thus accurately assess the value of certain issues and ways of life, etc., is as dangerous and misleading as a politician and planner making these same sorts of claims. The reason I dropped out was over the failure of these people to realize the limits of their representativeness of public wishes."

Alternately, another individual stated:

"How much better to select people with some knowledge of a subject to give advice on that subject than to take just anyone off the street. The GVRD could not really have been serious!"

Because of the poor working relationship between different types of participants it is understandable that the resolution of conflicting viewpoints would be difficult (question 4, Table 11). In view of this response it is not quite so clear why the respondents expressed satisfaction with the degree of unanimity among members concerning the Committee's recommendations

(question 5, Table 11). The author suspects however, that this is due in part to the fact that several respondents dropped out because of disagreement with other members' viewpoints but may also be due to the nature of the recommendations; that is, that they may represent the lowest common denominator of agreement.

Lastly, a high percentage of respondents were dissatisfied with the degree to which the Committee had met the GVRD's report requirements (question 6, Table 11) and the depth of analysis and feasibility of the Committee's recommendations (question 7, Table 11). These last two factors suggest that a review of the nature and interrelationships of the respondents' answers is in order so that this last and perhaps most discouraging response can be more fully evaluated.

It appears that no single question response within any of the five major categories described in Part IV of this chapter can be credited as the root cause of overall participant dissatisfaction. For example, with respect to the matter of representativeness, respondents were dissatisfied with the balance of types of participants, the absolute number of Committee members and their geographic distribution, and attempts to improve participation and representativeness. Furthermore, dissatisfaction within one category of responses affect and are affected by dissatisfaction with other aspects of the Committee process. For example, the "inbalance" of types of participants resulted in Committee difficulties in establishing and following a work program and drafting the final report. Because of the interrelationships and

the cumulative effects of dissatisfaction, the responses to many questions must be viewed as an amalgamation of numerous specific dissatisfactions.

This fact, however, does not resolve the basic inconsistency revealed in this study. That is, the participants' dissatisfaction with the Policy Committee portion of the Livable Region program is at odds with the GVRD's well established participation style of planning. To explain this inconsistency the author has reviewed the development of the Policy Committees in view of the participant dissatisfactions revealed in the survey responses. The conclusions to this review appear in the following chapter.

Chapter V

SUMMARY, CONCLUSIONS, RECOMMENDATIONS

This chapter will summarize the results of the questionnaire analysis in relation to both the transactive planning style and specific aspects of the Policy Committee experience of the participants. The author then outlines the suspected basic cause of participant dissatisfaction and suggests certain guidelines that might aid other agencies embarking on similar programs in the future.

I. Summary of Questionnaire Analysis

In total, the questionnaire returns indicate general dissatisfaction with the Policy Committee process as experienced by the respondents. This dissatisfaction was evident in the responses of all Committee members irrespective of whether they were signatories to the Committee's final report.

A. Transactive Planning and the Policy Committee Process

Policy Committee members expressed considerable dissatisfaction with all of the participant satisfying aspects of the transactive planning style; as experienced during membership on the Policy Committees. More specifically, participants were dissatisfied with:

1. the lack of a suitable dialogue with the GVRD politicians and to a lesser extent with the GVRD planners.
2. their lack of appreciation of other participant viewpoints, particularly those of members of other Policy Committees, and what they considered to be the depth of the politicians' knowledge of the participants' viewpoints.

3. their lack of a sense of involvement in the Livable Region Planning process.
4. the slight increase in their competence in the Committee's subject area.

B. Participant Dissatisfaction with Particular Aspects of Their GVRD Policy Committee Experience

Participants were dissatisfied with virtually all of the major aspects of the Policy Committee process as identified by the author from Committee minutes and reports. More specifically, participants were generally dissatisfied with:

1. Committee Role and Function

Participants were dissatisfied with the GVRD's explanation of the Committee's role and function especially in regard to the Committee's advisory rather than activist role, uncertainty regarding the Committee's appropriate scope of activity, and the amount of time allotted by the GVRD for completion of the Committees' work. Furthermore, lack of success in resolving the above difficulties and the Board's displeasure at some Committee's activities in publicizing their activities probably contributed to the participants' suspicions regarding the planners and to a greater extent the politicians' motives in establishing the Policy Committees.

2. Representativeness

A major concern of many participants was what they considered to be the lack of representativeness of

the Committee's membership. This dissatisfaction was directed towards the low number of participants, the over representation of professionals and special interest groups as opposed to citizens with a general interest, the lack of attendance at Committee meetings of politicians and administrators from all levels of government, and the low representation from outlying regional centres and rural areas. Furthermore, participants were dissatisfied with their Policy Committee's and the special purpose Membership Committee's efforts to improve participation and representativeness and their lack of success in soliciting public input to their work.

3. Communications

As might be expected, given the participants' stated dissatisfaction with the lack of public input to their work, the participants were also dissatisfied with the Committee's lack of, or poor communications with the general public and interested groups and individuals. Also, reconfirmed in this section was the fact that participants were dissatisfied with the lack of a suitable dialogue between the Committee and the GVRD politicians and planners. More surprising however, was the general dissatisfaction with Communications within and between Policy Committees. In the case of communications between Committees having

similar interests, this dissatisfaction was unacceptably high even after the establishment of the special Communications Committee. It appears therefore that the Committees functioned quite separately from the GVRD planners, politicians, and the general public.

According to Friedmann's transactive planning theory, dialogue between all participants in the planning process is the keystone of a successful and participant satisfying planning style. It follows therefore that many specific participant dissatisfactions may be due to the lack of a suitable dialogue with those whom the Committee members felt should have been involved in Committee discussions.

4. Administrative, Secretarial, and Professional Aid to the Committees

The greatest source of consistently high participant satisfaction was the administrative and secretarial aid to the Committees. This category includes such services as the provision of Committee minutes, the Secretariat's aid in inter-Committee liaison, and the scheduling and location of meetings.

Participants however, were dissatisfied with the amount of professional and technical aid provided to the Committees by the GVRD Planning Department. This sentiment correlates well with the participants' dis-

satisfaction with their dialogue with the GVRD planning staff. The participants' poor dialogue with the planners may have contributed substantially to their dissatisfaction with the GVRD's technical aid, and therefore any solution to this problem must be sought in clarifying and improving the relationship between participants and planners.

5. Committee Dynamics

The major dissatisfactions in this category appear to be due to other aspects of the Policy Committee process. For example, the participants' dissatisfaction with the quality of their working relationship between different types of Committee participants (e.g. academics versus citizen with a general interest in the Committee's subject area) can be traced in part to the over representation of professionals in the Committees' memberships. Dissatisfaction with the depth of analysis and feasibility of the Committee's recommendations may be attributable in part to the shortage of time, small number of participants, and the lack of professional staff and political aid to the Committees in formulating recommendations. Lastly, participant dissatisfaction with the Committee's poor fulfillment of the Committee's terms of reference may be due to initial confusion regarding the Committees' role, function, and scope of investigation and subsequent

difficulties in resolving these difficulties because of poor communications with GVRD politicians and planners.

II. Conclusions

After reviewing the GVRD's expectations and efforts in support of the Policy Committees, and the nature of the participants' dissatisfactions, the author has concluded that the GVRD attempted too much in too short a time and that most participant dissatisfactions can be traced to this fact.

A. Role and Function

Clearly the GVRD's original terms of reference, which requested the following content to Committee reports, were too rigorous for what could realistically have been accomplished by citizen committees in the time allotted. The content of Committee reports was to include:

1. suggested policy objectives for the Committee's subject area.
2. the appropriate role and responsibility of the Regional District with respect to the Committee's subject area.
3. proposed livability indicators to be used to determine whether or not progress is being made towards improved livability in its subject area.
4. comment on the adequacy of the policy statements contained in the Report on Livability.
5. a report on those steps which should be taken by the District to operationalize each policy statement

6. if possible, state the level of operating and capital expenditures required to carry out the policies.

Furthermore, the fact that nine Policy Committees were formed with very broad and in some cases obscure subject areas led to confusion regarding the appropriate role and scope of investigation that the Committees should adopt in order to fulfill their function as defined by the terms of reference.

B. Representativeness

Dissatisfaction with Policy Committee representativeness, a concern of many respondents is related to the scale of the participation program and also to its appearance as a 'once only' exercise. The author suspects that a very large program would tend to deter those who might prefer to 'wait and see' before volunteering their services. Those who would be hesitant in becoming Committee members would likely be citizens with a general interest in the subject while those who would more readily attend would probably be more experienced in discussing their viewpoints, such as professionals, academics, or representatives of interest groups. Furthermore, the limited time available to the Committees and the scope of their subject areas may have precluded attempts to solicit representation from outlying areas or more general citizen input. Similarly, the short period of time over which the Committees were to discuss their subject areas and draft the reports may have made it extremely

difficult for the relatively small number of politicians and knowledgeable government administrators with numerous other demands on their time to satisfactorily aid the Committees by their attendance.

C. Communications

Although the fact that the Committees operated with little communication with each other, the politicians, the planners and the general public appears to be a result of a lack of effort on the part of the Committees and an absence of aid by the GVRD staff. Such an unsympathetic view of the participants and the GVRD's efforts hides the fact that the Committees, after resolving difficulties with the terms of reference and formulating a work program were left with very little time to do anything but attempt to draft a report containing recommendations that would be supported by all or most of the Committee members.

D. Professional, Administrative and Secretarial Aid

The GVRD staff was put in a very difficult position by the Board's decision to advance the deadline for presentation of a new draft Regional Plan and their own deadline imposed on the Policy Committees for submission of the final reports. Inevitably too little time was available for the staff to adequately fulfill all their responsibilities as members of a planning agency with an ambitious work programme and as a result their aid to the Policy Committees suffered. Indeed, dissatisfaction would have been even more widespread if it was not for the major

effort of a few planning staff, performing primarily administrative and secretarial services for the Committees.

E. Committee Dynamics

The analysis of the questionnaire responses indicated that the problems identified generally as matters of Committee dynamics, such as the poor working relationship between different types of participants were attributable to other more specific causes such as the imbalance in the types of Committee members. Yet as has been demonstrated in this section, these specific causes can be gathered under an all embracing conclusion that the GVRD attempted too much in the way of citizen participation in too short a time.

F. The Transactive Planning Theory

If this conclusion did not logically follow from an analysis of the GVRD's citizen participation effort and the participants' responses to the Policy Committee methodology, the author might have concluded that the transactive planning style and perhaps its fundamental citizen participation satisfying concepts of continuous dialogue, mutual learning, and involvement resulting in increased competence in the planning process were an inappropriate response to the needs and demands for citizen input to planning in the Greater Vancouver area.

Fortunately, the analysis results and thesis conclusion indicates that the fault was not due to the theoretical foundation of GVRD planning practise but rather was due to an over

zealous citizen involvement program that resulted in the GVRD not being able to adequately realize the dialogue, mutual learning, sense of involvement and increased competence aspects of the transactive planning style that were clearly desired by the Policy Committee participants.

III. Recommendations

The analysis and thesis conclusion contains several lessons for the GVRD in its future citizen participation activities and for other agencies embarking on a citizen participation program. Agencies should not be deterred from citizen participation programs because of the results of the GVRD's Policy Committee strategy and hopefully the GVRD will also view this as a learning experience and not interpret the results as a condemnation of their planning style.

The overall thesis conclusion indicates that above all a successful citizen participation program requires a high degree of agency and political commitment to the ideals of citizen participation. The analysis indicates that after the GVRD's initial error of attempting too grand a program, each additional difficulty, large or small, magnified the participants' dissatisfaction to the point where what were probably quite logical actions, such as requiring a Committee budget prior to the disbursement of funds, were interpreted as a gesture of non-confidence in the Committees by the Board. If necessary therefore, the agency and politicians must be able to demonstrate by their

actions that they are sincere in their desire for citizen input to the planning process. As the Livable Region Plan Policy Committee experience suggests, this commitment may be difficult to maintain in the face of participant dissatisfaction and professional staff and the politicians' disappointment with the program results.

A second lesson is that the agency responsible for such a program should not underestimate the resources, particularly the staff's and politician's time, required to achieve participant satisfaction. This was a major source of dissatisfaction with the Policy Committee members and led some participants to suspect the sincerity of the politicians' and planners' motives and the likely success of their reports. If the GVRD program had not overtaxed the staff's time then perhaps through a successful dialogue they might have been able to mutually resolve many of the Committees' difficulties and allayed many of the participants' dissatisfactions.

Faced with limited resources the GVRD might have benefited from the author's third suggestion - that wherever and whenever possible the agency responsible for initiating the program should design flexibility into the participation strategy. For example, it is the author's opinion that if the Policy Committee program had been designed so that it could be increased in scale gradually to the point where optimum use was being made of the GVRD's staff and information resources, such as by varying the number of Committees formed, virtually all of the dissatisfactions

would have been substantially reduced. Similarly, if the GVRD could have prearranged for professionals in each Committee's subject area to act as either part-time resource persons or full-time participants, depending upon the balance in the types of Committee members, then Committee dynamics may have been improved. Another example is the rigorous terms of reference requirement with respect to the Committees' report contents. The author suspects that if the report requirements were derived at least in part through discussion with the participants at their initial meeting(s) considerable dissatisfaction might have been avoided.

Undoubtedly numerous other examples exist but fundamentally the three recommendations, political and staff commitment to the participation ideal, resource planning, and program flexibility, provide a suitable foundation for the design of a participation strategy consistent with the agencies' needs and the community's desire for public involvement in planning.

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 - a) Education and Research
 - b) Environmental Management and Pollution
 - c) Health and Public Protection
 - d) Recreation
 - e) Residential Living
 - f) Social Services
 - g) Transportation and Transmission

Note: Government and Society Policy Committee Report has yet to be released and the Production and Distribution Policy Committee was dissolved.

GVRD Policy Committee Minutes

- a) Education and Research (11 meetings)
- b) Environmental Management and Pollution Control (12 meetings)
- c) Government and Society (7 meetings)
- d) Health and Public Protection (15 meetings)
- e) Production and Distribution (6 meetings)
- f) Recreation (9 meetings)
- g) Residential Living (20 meetings)
- h) Social Services (11 meetings)
- i) Transportation and Transmission (7 meetings)

Note: Minutes were not kept for all meetings.

13. Thorburn, D., Terms of Reference and Selection Process for the Policy Committees, GVRD, January, 1973.

Appendix I

QUESTIONNAIRE, CODING, FORMAT, AND DATA LISTING

THE UNIVERSITY OF BRITISH COLUMBIA

VANCOUVER, CANADA V6T 1W5

SCHOOL OF COMMUNITY & REGIONAL PLANNING

February 18, 1974

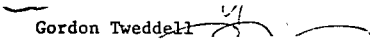

TO: GVRD Policy Committee Participants

FROM: Gordon Tweddell, Graduate Student
School of Community and Regional Planning
The University of British Columbia
Vancouver, B.C. V6T 1W5

The purpose of the attached questionnaire is to evaluate your satisfaction with the Policy Committee process so that future citizen participation programs might benefit from the GVRD's experience. The questionnaires will be analysed, incorporated into my Master of Arts thesis, and made available to the GVRD Planning Department.

Please return the completed questionnaire in the enclosed postage paid envelope. If you have any questions, please telephone me at within the next ten days. If you think an important aspect of policy committee operations has not been covered by the questionnaire, please add your comments to the back of the questionnaire. Your cooperation will be greatly appreciated.

Yours truly,


Gordon Tweddell
Gordon Stead
Faculty Advisor

N/A	VD	D	N	S	VS

N/A: Not Applicable or do not know
VD: Very Dissatisfactory or Very Dissatisfied
D: Dissatisfactory or Dissatisfied
N: Neutral
S: Satisfactory or Satisfied
VS: Very Satisfactory or Very Satisfied

A. Committee #(1 to 9)
(please check for accuracy)

1. Education and Research
2. Environmental Management
3. Government and Society
4. Health and Public Protection
5. Production and Distribution
6. Recreation
7. Residential Living
8. Social Services
9. Transportation and Transmission

1. Were you involved in the Committee's last few meetings when its recommendations were agreed upon and/or the report drafted Y N

2. Number of meetings attended (approximately)

3. Type of participant (describe yourself by checking the most appropriate box)

- a) Politician ☐
 i) Federal ☐
 ii) Provincial ☐
 iii) Local ☐
- b) Government Administrator ☐
 i) Federal ☐
 ii) Provincial ☐
 iii) Local ☐
- c) Academic ☐
- d) Professional in the subject area considered by the Committee ☐
- e) Representative of an interest group ☐
- f) Citizen with a general interest ☐
- g) Other (please specify) ☐

4. Overall, how satisfied were you with the Committee form of citizen participation?

N/A	VD	D	N	S	VS

5. Would you participate again in a similar program? YES NO

6. If you "dropped out" as a Committee member was this because:

- | | | |
|---|------------------------------|-----------------------------|
| a) of disagreement with other members viewpoints? | YES <input type="checkbox"/> | NO <input type="checkbox"/> |
| b) you felt the Committee's work would likely be ineffective? | <input type="checkbox"/> | <input type="checkbox"/> |
| c) of lack of interest in the Committee's subject area? | <input type="checkbox"/> | <input type="checkbox"/> |
| d) of other reasons (please specify)? | | |

B. HOW SATISFIED ARE YOU —

N/A VD D N S VS

1. that your contribution to Policy Committee deliberations has increased -

- a) the Politician's knowledge of citizen views? ☐ ☐ ☐ ☐ ☐
- b) other participant's knowledge of different citizen viewpoints? ☐ ☐ ☐ ☐ ☐

E. HOW SATISFACTORY WAS/WERE -

N/A VD D N S VS

1. GVRD's administrative and secretarial aid to the Committee? ☐

--	--	--	--	--	--
2. the provision of existing information by GVRD staff? ☐

--	--	--	--	--	--
3. GVRD research for the Committee? ☐

--	--	--	--	--	--
4. GVRD technical input to Committee discussions? ☐

--	--	--	--	--	--
5. the Secretariat's reporting of Committee meetings? ☐

--	--	--	--	--	--
6. the Secretariat's performance of its inter-Committee liaison function? ☐

--	--	--	--	--	--
7. GVRD staff attempts to aid the Committee in arriving at realistic recommendations without exercising undue influence? ☐

--	--	--	--	--	--
8. the amount of money available to the Committee? ☐

--	--	--	--	--	--
9. the requirement for a budget prior to the disbursement of funds? ☐

--	--	--	--	--	--
10. the Plan Group-Policy Committee workshop in terms of aiding the Committee's deliberation? ☐

--	--	--	--	--	--
11. the scheduling of meetings? ☐

--	--	--	--	--	--
12. the locations of meetings? ☐

--	--	--	--	--	--

F. HOW SATISFACTORY WAS/WERE -

1. the overall representativeness of the Committee? ☐

--	--	--	--	--	--
2. the contribution of each of the following groups to the Committee's work?
 - a) Politicians
 - i) Federal ☐

--	--	--	--	--	--
 - ii) Provincial ☐

--	--	--	--	--	--
 - iii) Regional ☐

--	--	--	--	--	--
 - iv) Local ☐

--	--	--	--	--	--
 - b) Government Administrators
 - i) Federal ☐

--	--	--	--	--	--
 - ii) Provincial ☐

--	--	--	--	--	--
 - iii) Regional ☐

--	--	--	--	--	--
 - iv) Local ☐

--	--	--	--	--	--
 - c) Academics ☐

--	--	--	--	--	--
 - d) Professionals in the subject area of the Committee's work ☐

--	--	--	--	--	--
 - e) Representatives of interest groups ☐

--	--	--	--	--	--
 - f) Citizens with a general interest ☐

--	--	--	--	--	--
 - g) Others, (please specify) ☐

--	--	--	--	--	--
3. the absolute number of participants in view of the amount of work to be done by the Committee? ☐

--	--	--	--	--	--
4. the geographical distribution of the Committee's membership? ☐

--	--	--	--	--	--
5. the number of member "drop outs", in view of the amount of work to be done by the Committee? ☐

--	--	--	--	--	--

	N/A	VD	D	N	S	VS
3. the degree to which conflicting viewpoints were reconciled?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
4. the degree of unanimity among members on the Committee's recommendations?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
5. If the Committee appointed a chairman, how satisfactory was the leadership?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
6. If the Committee did not appoint a chairman, how satisfactorily did the Committee determine and follow through a work programme?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
7. How satisfied are you that the Committee has met the report requirements as originally stated by GVRD?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
8. How satisfied are you with the depth of analysis and feasibility of your recommendations?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

ADDITIONAL COMMENTS

Card Number One

<u>Column(s)</u>	<u>Content</u>
1 to 3	respondent identification number
4	card number (1)
6	committee number
8	question A.1
10 and 11	question A.2; number of meetings attended; code = actual number of meetings
13 and 14	question A.3; type of participant; code as follows:
0 = no response	6 = Local Government Administrator
1 = Federal Politician	7 = Academic
2 = Provincial Politician	8 = Professional in the subject area considered by the Committee
3 = Local Politician	9 = Representative of an interest group
4 = Federal Government Administrator	10 = Citizen with a general interest
5 = Provincial Government Administrator	11 = Other (specified in the respondents' comments, Appendix II)
16	question A.4.
18	question A.5.
20	question A.6.a.
22	question A.6.b.
24	question A.6.c.
26	question A.6.d.
28	question B.1.a.
30	question B.1.b.
32	question B.2.
34	question B.3.
36	question B.4.a.
38	question B.4.b.

<u>Column(s)</u>	<u>Content</u>
40	question B.5.
42	question B.6.
44	question C.1.
46	question C.2.
48	question C.3.
50	question C.4.
52	question C.5.
54	question C.6.
56	question C.7.
58	question C.8.
60	question C.9.a.
62	question C.9.b.
64	question D.1.
66	question D.2.
68	question D.3.
70	question D.4.
72	question E.1.
74	question E.2.
76	question E.3.
78	question E.4.
80	question E.5.

Card Number Two:

<u>Column(s)</u>	<u>Content</u>
1 to 3	respondent identification number
4	card number (2)
6	question E.6.
8	question E.7.
10	question E.8.
12	question E.9.
14	question E.10.
16	question E.11.

<u>Column(s)</u>	<u>Content</u>
18	question E.12.
20	question F.1.
22	question F.2.a.i)
24	question F.2.b.ii)
26	question F.2.a.iii)
28	question F.2.a.iv)
30	question F.2.b.i)
32	question F.2.b.ii)
34	question F.2.b.iii)
36	question F.2.b.iv)
38	question F.2.c.
40	question f.2.d.
42	question F.2.e.
44	question F.2.f.
46	question F.2.g.
48	question F.3.
50	question F.4.
52	question F.5.
54	question F.6.a.
56	question F.6.b.
58	question F.7.
60	question F.8.
62	question F.9.

For all parts of questions F.10 and F.11, a '1' signifies that the respondent believes that the type of respondent identified by the question was either under represented (question F.10) or over represented (question F.11). A '0' signifies that the respondent did not check the box opposite the type of respondent identified by the question.

64	question F.10.a.i)
66	question F.10.a.ii)
68	question F.10.a.iii)

<u>Column(s)</u>	<u>Content</u>
70	question F.10.a.iv)
72	question F.10.b.i)
74	question F.10.b.ii)
76	question F.10.b.iii)
78	question F.10.b.iv)
80	question F.10.c.

Card Number Three

<u>Column(s)</u>	<u>Content</u>
1 to 3	respondent identification number
4	card number (3)

The coding described for questions F.10 and F.11, card number two, also applies to those portions of questions F.10 and F.11 coded on card number three.

6	question F.10.d.
8	question F.10.e.
10	question F.10.f.
12	question F.10.g.
14	question F.11.a.i)
16	question F.11.a.ii)
18	question F.11.a.iii)
20	question F.11.a.iv)
22	question F.11.b.i)
24	question F.11.b.ii)
26	question F.11.b.iii)
28	question F.11.b.iv)
30	question F.11.c.
32	question F.11.d.
34	question F.11.e.
36	question F.11.f.

<u>Column(s)</u>	<u>Content</u>
38	question F.11.g.
40	question G.1.
42	question G.2.a.
44	question G.2.b.
46	question G.3.
48	question G.4.
50	question G.5.a.
52	question G.5.b.
54	question G.5.c.
56	question G.5.d.
58	question G.5.e.
60	question G.5.f.
62	question G.5.g.
64	question G.6.
66	question H.1.
68	question H.2.
70	question H.3.
72	question H.4.
74	question H.5.
76	question H.6.
78	question H.7.
80	question H.8.

DATA LISTING

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Appendix II

RESPONDENT COMMENTS

The portions of the following comments in quotation marks are the respondents' own words as they appeared on the completed questionnaire. They have been corrected only for spelling. Sentence structure and the respondents' emphasis have not been changed. Each respondents' comments are prefixed by a three digit number which corresponds to the respondents' identification number in the data listing.

001. The respondent dropped out because of "lack of thought and lack of facts." The respondent believes there was an over-representation of "students." The respondent believes the Committee's recommendations are "superficial and emotional."

004. The respondent dropped out because of "academics playing their game." The respondent believes that the Committee was under-represented by "those affected."

005. The respondent, a student, felt that "students" were under-represented.

"Regular, continual citizen panels should be established with more powers than the committees."

006. The respondent dropped out because of "loaded bias."

009. "I originally was going to participate in the Education Committee but decided to forget it after attending the first meeting. The Committee seemed to be under the influence of people who had already made up their minds about a great many things and that a person such as myself was not too welcome. There was a definite sense of an "in" group and the Committee did not appear representative in any way. For obvious reasons I did not complete your questionnaire but I thought I would like to record my complete dissatisfaction with the GVRD Committee as I saw it beginning its task."

013. The respondent believes there was an under-representation of "businessmen."

"Found the Committee extremely useful. Learned more about Education and about the widespread dissatisfaction throughout the community. Found that the politicians (at least the majority) could not understand the premise behind our view of education."

014. "Local and regional politicians negated any real value of the Committee's work. GVRD Planning staff had to withdraw their help due to political pressure. No local political or civic service help made the work of the Committee relatively hollow. It is the greatest possible proof to me that local politicians and civic servants have no respect in the opinions of the people they purport to serve."

I think the Secretariat personnel did a great job in spite of the lack of support and the risks they took for their jobs."

015. "I did not feel that the Committee was representative; it appeared weighted academically, although some of the others may have felt that it was weighted Regionally, since a number of 'non-professional' GVRD staff members attended as private, interested individuals ... if it was not the intent for the Committee to be representative, this should have been stated - or the general public should not have been invited to attend."

017. "I am not convinced that the political (politicians and GVRD policy planners) leadership positively supported
a) public participation b) participation in this form,
c) would stand by policy recommendations. There was no specific statement of what the role of the Committee was to be, in the planning process.

In the meetings I attended chairmen were elected that were either government administrators, academics, or other professionals. I can see why that happened but didn't like it. Citizen participation is somewhat skewed by this kind of leadership. On the other hand, citizens unfamiliar with information, problem areas, etc., have tremendous difficulty in tackling such issues in a systematic fashion. These two points are major failings of the arrangement.

Perhaps it would have been sufficient for representative citizen groups to identify problem areas for the politicians rather than conducting any in-depth research with inadequate manpower (numbers), money and time."

022. "The whole process was slow and inefficient particularly in the first half of its deliberations. This seemed to arise from a failure to organize a work plan at the early stages and in general the lack of experience in the kind of process by the Chairman and most other committee members with some notable exceptions resulted in failure to clarify decisions/opinions/recommendations at each stage."

029. The respondent dropped out because of "too much staff" (involvement by GVRD).
032. "In general, I feel that the Committee came up with a very good report under severely restricting conditions. However I feel that not much was altered either in the minds of the individuals involved or in the GVRD. I feel that there are several reasons for this. The committees were asked to delve into very complex issues but only on a superficial basis and in a very short period of time. I also feel that the resource information necessary to come up with comprehensive recommendations was either not provided in sufficient numbers, or in concise and informative ways, or was not available. The use of evening meetings was not conducive to being able to accomplish a suitable amount of discussion in each session.

I feel that the GVRD would get a better idea of the public's wants if they were to take one area at a time, obtain more participation on the committee and assist them to take the meetings out to the public via general meetings in each municipality over a prolonged period of time and be consulted on the current events.

033. The respondent dropped out because "other commitments (were) mandatory."

"As a general comment my impression was that the whole process was an exercise in public relations, and that both politicians and GVRD were unwilling to accept the Committee's competence to advance any ideas or proposals which would upset their preconceived notions and plans in being. We were not expected to rock the boat, but to be humble, as our status of 'interested citizens' required in the presence of 'knowledgeable professionals'."

034. The respondent was an observer of "the workings of the public participation process in this particular context."

The respondent believes that the Committee was under-represented by "older, poorer people."

"Generally the Committee consisted of too many 'professional' participants, i.e. people who get off on going to every meeting in sight about everything under the sun. They in themselves, tend to attempt to speak for the public as if they know for certain public attitudes, desires, et.al. This idea that they know and can thus accurately assess the value of certain issues and ways of life, etc., is as dangerous and misleading as a politician and planner making

these same sorts of claims. The reason I dropped out was over the failure of these people to realize the limits of their representativeness of public wishes."

035. The respondent dropped out because the Committee was "dominated by a few 'professionals' with axes to grind."

036. The respondent dropped out because there was "not enough time to participate further."

"There was a real problem with the willingness of some politicians on the Board to accept the Committee reports and policy recommendations. This led to the impression that the Board was hesitant to act on the policies."

037. "The exercise was interesting but the majority of politicians are not yet ready to take action on the more important recommendations - perhaps because the politician's orientation is basically short-term, while that of the Committee is long-term."

042. The respondent dropped out because his participation was "merely as an observer."

044. "General impression: Too few people with too limited points of view, choked by apathy and not really believing anyone would listen to what they had to say anyway."

046. The respondent dropped out because his role was as the "initial pro tem chairman only."

"For some reason local politicians failed to attend, in our case after three invitations."

047. "Committee should report to the public by newspaper or press release."

Honorarium of \$50.00 per month minimum should be offered to participants to cover expenses.

Poor communication as to when the next meeting.

Feeling of futility of Committee because of extent of problems versus power, personal time, and finances."

052. "The Committee was to function with a rotating chairman from each of the three sub-committees; this intent did not materialize to any degree."

Parliamentary procedure must be given greater recognition in guiding Committee deliberations an impartial chairperson

may possibly have kept the attendance better.

Regular progress reports directed to citizen groups, politicians, etc., may have engendered interest and input by non participants.

There is apprehension among non participants that the Policy Committee structure is just another municipal advisory council, so notorious in rubber stamping decisions made by civil servants in various municipal departments.

During our tenure as a policy formulating committee there was not a single reaction group that consulted with us on problems, although the opportunity was there.

People as in animals react favorably to reward - some sort of monetary or otherwise reward might engender consistency in attendance."

057. The respondent dropped out because participation "took too much time."

"Program suffered from lack of direction. GVRD were too afraid of influencing Committees. GVRD should have presented their ideas and suggestions to obtain feedback. Then modified their plans in the light of the feedback and resubmitted them. That way each group is doing what it is best at. Public providing ideas and pointing out problem areas that were overlooked. Professionals providing the synthesis - but testing it out all the time - and allowing plans to be shaped by public participation - but not just turning everyone loose saying 'it's up to you' and hoping for the best."

062. The Committee, in its attempts to solicit public input, was "hamstrung by (the) requirement not to publicize."

067. "More work is needed (on a more continuing basis). More communication with the members of the GVRD Board - all of them - is needed.

I myself will not do another scrap of work on this because I felt we were working for nothing. The Board has not acted on one single policy issue. It has not asked for input on any particular issue from those that took their own time to find out what was going on, and suggest solutions - a real dissillusionment!"

068. The respondent dropped out because of "general lack of public participation."

"My real concern was the lack of participation by the populace. One or two dozen people are not representative of the cross section of GVRD residents and some of the people there had a particular axe to grind."

- 070. The respondent dropped out because "the whole venture was a waste of professional time."
- 072. The respondent believes the Committee was under-represented by "teenagers, schools' representatives (students), university students."
- 074. The respondent believes there was an under representation of "the common man; tenants; low income citizens; welfare recipients; trades unionists."
- 077. The respondent dropped out because of "lack of representativeness."
- 083. "My impression is that the subject was too broad to be handled in the time available. By the time the members focussed on an area of interest many had dropped out. In my case the Committee drifted towards a part of the total subject area in which I had little interest or special knowledge."
- 085. The requirement for a budget prior to the disbursement of funds was an "indication of lack of respect for Committees."
- 086. "The basic problem is that health care delivery is a Provincial responsibility and GVRD has little input to Provincial planning - e.g. Foulkes report. Thus any comprehensive effort by this Committee is largely futile.

Small progress was made by facilitating interaction between health care agencies."

- 091. "This was a rushed business, badly designed, poorly publicized, badly led by GVRD staff, poor advance materials, little incentive to persevere, no input from GVRD politicians.

I ended up not believing that the GVRD had ever intended to pay any attention to suggestions unless they (the suggestions) were 'vote-catching' type, or supported something already decided upon. Too many people were riding hobby horses.

... as far as influencing policy - what a waste of time and energy.

The fact is, I think most of the public don't want to be bothered participating, especially after an experience like this. Would I do it again? No - not because I find it hard to space the time (which is true) but because I feel that the time was just wasted."

097. The respondent dropped out because "we moved to Port Alberni."

"I feel that general citizen representation was low and in some instances 'discouraged' in the sense that some of the 'professionals' were rather overpowering in their viewpoints and opinions as to 'nonprofessional' viewpoints. Those 'private citizens' who did not have the 'fortitude' to withstand all the professionalism were driven away if their own commitment to the program was not strong enough. Others who did not attend at all seemed to feel that they knew nothing (or insignificant amount) that could be of use to the committee's work."

100. "Subject matter too comprehensive for one committee."

105. "... any discussion on a Committee should consist to a large extent by people who are fully mature, have good practical knowledge of life, a good personality and who can contribute and express words or thoughts that are relevant to the type of committee or subject matter that is under study. If you have too many people on a committee that are merely promoting a status symbol or using a lot of academic jargon which has little or no relevance to the subject matter then, I personally feel I'm wasting my time participating in such a committee."

110. "More direction needed from GVRD staff!"

"Too few people interested from the outset in a technical field."

115. The respondent dropped out because the "Committee was far too narrow in its representation and had few knowledgeable people prepared apparently to put much effort into it. Grossly open ended."

121. "Much time was spent on credibility of the program and fear of a whitewash. I see no clear way around this."

The experiment was a worthwhile one. If work release time could be paid for or a part-time resource person hired for that Committee more meaningful results might be reached more quickly.

Much more should be done to encourage meetings with more citizen groups and improve field work. This is however difficult for a lay committee working elsewhere five days per week."

- 132. "Final summarized recommendations to GVRD Board entirely GVRD Planners own ideas - too general really one subject only, very dissatisfactory to the Committee members."
 - 139. The respondent dropped out because of "a slight confusion as to our goals but mainly there was not enough of my time to devote to the Committee."
 - 143. The GVRD's administrative and secretarial aid to the Committee was "too great a burden to carry on top of regular hours."
- "There would be enough interest ... to continue giving meaningful input into GVRD policy making.
- "Provision should be made for current reaction or activist groups to plug into the GVRD through the Policy Committee."
- 144. The respondent dropped out because of a "change of meetings location."
 - 148. "I feel that this type of citizen participation is becoming increasingly popular but that it is the most difficult activity to organize. It will be necessary for community and regional planners to learn much more about group organization and consensus and to ensure that local or regional governments provide more and better information to citizens."
 - 149. "The Committee as a whole got the feeling during its exercise that they were a tool manipulated by the ideology of the GVRD planning staff to rubber stamp their own convictions for justification to the politicians. The Committee recognized this fact and carried on independently with the tasks as perceived and defined by the Committee. The resulting report was the result of hard work and dedication of the Committee members. It is hoped (in the face of all the bureaucratic bungling and political haymaking) that the report will have some influence on future directions."
 - 154. "I suspect TOKENISM on the part of GVRD towards citizen participation.

Goals of Committee very poorly defined in advance.

GVRD failed to provide adequate direction and assistance in operations.

I dropped out partly due to frustration."

155. "The Committee discouraged this (soliciting a larger or more representative membership) as each time a new member came we had to re-argue earlier discussions."

The depth of analysis and feasibility of recommendations, "could have been improved by:

1. More time
2. More groups in different parts of the region
3. Bringing groups from outlying parts of the region
4. A few large public meetings throughout the region
5. More publicity."

156. "A complete waste of time for an activist or businessman in the habit of making daily value judgements which must be implemented on the spot.

Being Chairman of a Sub-Committee this person was appalled at the number of times the academics would still be belaboring some minor point at the end of the evening, after a two hour discussion; and (this) was mainly responsible for my leaving.

Future studies of this nature should lean heavily on the Area Councils now being set up as a source of (A) intelligent (B) common sense (C) activist people."

160. The respondent dropped out because the Committee was composed of "professional citizens only! I had no time for this," and "I am totally dissatisfied with the professional citizens which tended to make up the Committees!"
162. "There is a widespread feeling among members that politicians have a tendency to file our reports and most of it is forgotten unless it periodically is brought to their attention - over and over and shoved down their throats."
170. "I gave up after the eighth week, and the third trip around the same conceptual path. The Committee was afflicted with two individuals possessing dramatically opposed views and absolute certainty of the correctness of their own views. They managed to move us from democracy to anarchy, and keep us there for the duration of my tenure. I understand that things improved later on."
173. The respondent dropped out because "too much time (was) needed on job and other commitments."

176. The respondent dropped out because he was "busy working in the community."

"Citizen participation should not be for the benefit of politicians, administrators, academics, and professionals. Too often citizens are used to justify the purposes of these people. Too often citizens are not given credit for their views, nor are they given any power. No recognition is given to the divergence of views of various citizen groups especially when the argument of 'representativeness' is used. Divergence of views indicates a divergence of political philosophies and the resolution must be at the ballot box at a level people can relate to."

183. The respondent dropped out because of "lack of time."

The respondent believes there was an over representation of "professional citizens and upcoming politicians." Sometimes get the sensation that some people in Committees and some of the GVRD staff put in a lot of energy and the chairman of the GVRD does not appear to value these reports a great deal."

188. The respondent dropped out because the "Committee needed a strong chairman."

"I dropped out of the meetings after the first few because the Thursday night they switched to was not too good for me to be able to attend regularly, and also by this time I had found out the group was overloaded with people from the Kitsilano area, there was no strong chairman to get the group active right from the start, for it was a huge Committee and needed definite leadership after the first couple of meetings, but it seemed to me they were still floundering around, and no one seemed to know what they were even supposed to be really doing. I thought the GVRD staff would have given us more leadership instead, they hung back which maybe is what they wanted to do, but at the same time, the group needed some more positive leadership. There were a few people who did all the talking (I found they were all politicians), and the rest of us who were there as concerned citizens just didn't stand a chance."

Next time they want citizen involvement - keep out the professional people (i.e. architects, etc.) and politicians and only call them in for questions."

191. The respondent dropped out because of "lack of time and illness."

202. The respondent dropped out because the Committee's "scope (was) too narrow."

"In general I feel that there were too many members representing specific interest groups. With the exception of one focus of interest few had sufficient experience with the delivery of services."

207. "The work of the Social Services Committee was somewhat of an exercise in futility - not because what we did was not worthwhile but because I have serious doubts about the sincerity of GVRD politicians and professionals in support of citizen involvement. In fact, I doubt they even understand the concept."

212. "This program of citizen participation was poorly conceived at the outset. The frame of reference was totally vague, and the topic of 'Social Services' far too all encompassing to ever be considered in a period of months. As a result, the Committee started with a large number of members, nearly all with different specific interests. There was little given by the GVRD, and quite quickly, discussion centred on one specific topic which was the interest of a number of vocal members. While their concerns were genuine, the concentration on one aspect only caused many of the Committee members to leave.

If this type of venture were to be undertaken again, I would suggest the topics to be considered be far more specific.

If citizen input is wanted on these broader subjects, which require extended and continuous study then there should be citizen members of the GVRD committees responsible."

213. "1. A number of special interest groups viewed the Committee as a way of furthering very valid but narrow areas of interest. They were not 'in' to planning any long range recommendations. I understand they left the Committee as soon as their 'problem' area was 'handled'.

2. Len Minsky, a GVRD staff member was extremely vocal in his beliefs at Committee meetings. He became a major influence on the Committee's structure and discussions.

3. The chairmanship rotated among a number of very vocal participants. Their vocalness hindered the role of a neutral chairmanship.

GVRD is badly in need of more social service, people oriented input. Too many efficient planners and the 'political' nature of the actual GVRD staff members have harmed their

effectiveness also. I felt that the Committee idea and actual implementation was an excellent idea that was seriously and honestly handled. It was unfortunate that my Committee developed so badly."

214. "1. Committee Structure

The terms of reference were, for me, quite specific. They were not followed by our committee for a variety of sufficient or insufficient reasons. In my opinion it was more of a "continuing conference" than a "committee." The expectations of the GVRD Board, and I think of those who participated, were that the committee had a clear task to analyse and produce recommendations for policy. A task group requires a structure and a disciplined approach to its functioning. A specific membership is required, as well as designated leadership and sufficient continuity of participation, to warrant labelling the final results a "committee report."

These conditions just did not prevail in the social services policy committee. There was no continuity of leadership (this is referred to in the report) and at no time was there a specific declaration of committee membership. The report very properly reflects the wide divergence of views and the polarization that developed. The analysis of participation footnoted on page 12 illustrates the lack of any sense of "committee." My own analysis of participation, which I provided and would be in the file, graphically illustrates the dominance of the "new style organizations" during the period of production through June and July, and the almost complete lack of participation by the other categories of membership which were to have been involved.

2. Involvement, Representation and Committee Dynamics

The project set out to achieve a broad participation in the committee. The actual participation (referred to above) did not achieve the original objective. Only one or two "citizens-at-large" became active. Even those persons who might be thought of as "consumers" were also involved in the organization of services, albeit in a self-help or new style form of organization. Jim Tyhurst very ably spelled out the problems of involvement at one of the initial meetings of the committee. Those of us who are used to committees and this form of investigation are very comfortable with longer term goals and future-oriented analysis of recommendations geared to "the system." Others, certainly those associated with new style organizations, consumers and the man in the street, are impatient with this approach. They are frustrated and turned-off by apparent academic and unreal world

of discussion and analysis. Their interest and participation will be maintained largely to the extent that there are immediate results and some kind of obvious relationship to the issues which they feel are immediate and of direct concern to them. Therefore, the solving of apparent inequities in the administration of day care was far more important than more basic considerations of policy affecting day care and subsequent legislation, administration, etc. An attempt was made to reconcile the difference by dealing with the first through a social action oriented approach related to day care, as an illustration of issues affecting the social services generally, with the intention of generalizing to all social services in a second phase.

In my judgement, this didn't really work. The research and fact-finding was inadequate. A balanced view of the issues was not obtained, nor were the majority really interested. Perhaps it could have worked with very strong leadership from a chairperson and with strong staff support. Probably the limitations have to be accepted and different types of committees and structures used in order to obtain several different in-puts and forms of participation.

3. Staff Support

The report refers to the lack of staff services and the uncertainty about the role of staff. Because of my own background and experience I consider this to have been one of the most serious weaknesses in the process. I made certain assumptions at the very beginning which were obviously unwarranted. I just naturally assumed that, with so many staff at the first meeting or two, that they were there for the purpose of providing staff support to the committee. It never occurred to me to even ask if staff were available. Yet such a simple question should obviously have been asked. Secretarial support was excellent. However, to the extent that professional planning staff were involved, participation seemed to represent a strong bias toward a particular point of view about social services, the community and administration and especially negative about established agencies. I am not objecting to this point of view being identified and debated, especially to the extent that it would not otherwise have been represented in committee discussions. This was not the case however, as it was being strongly identified by many participating. It certainly did not require staff identification. The staff role that I believe the committee required was that of enabling and assisting the committee to achieve its objective by helping to identify alternative approaches, ensuring that workable methods are being used consistent with objectives, identifying issues and various points of view, etc., in order to

ensure that the committee is looking at all sides of the question, various alternatives, etc. Between meetings, continuity of research and preparation of draft documents, etc., would be carried out, making it possible for the volunteer members and the volunteer chairman to function adequately. This is a skilled job and one which we sorely missed.

4. Budget

A brief comment on the reference in the report to the committee's budget. It seems to me that this is really a red herring so far as the functioning of the committee is concerned. The committee required a budget in order that it had some context within which to plan its approach, do research, printing, documentation, etc. Direct control of the money, however, was quite unnecessary for a committee of this type. The issues that arose are perhaps representative of the basic conflict that existed within the committee and the particular political and philosophical points of view that some members of the group held about citizen involvement, bureaucracy, government, etc. Again, I do not believe this would have developed as a particular issue if the committee had functioned with the strong leadership of both a chairperson and staff. We tended to get interpretations and reports of the department's administration that almost seemed calculated to create a negative reaction in the committee, rather than a helpful interpretation of perfectly normal administrative arrangements.

I hope the above is useful."

216. "... no actual things, services, institutions within the society are altered. In Social Services we talked about day care and we talked about licensing hassles undergone by any group of people trying to provide a social service. There has been no increase in available day care and no diminishment of licensing hassles as a result of our activity."
217. The respondent dropped out because of "too many self centred groups jockeying for a platform for their own particular interests."

"I was dismayed at the very start with:

- the excessive numbers of problems to be tackled
- the relatively short space of time designated as our timetable
- the shrill voices of highly vocal (and disruptive) members with (seeming) little interest in the overall concepts."

230. The respondent believes the Committee was over-represented by "law enforcement agencies."

"The Committee tended to represent two distinct groups - professionals and day care pressure group. Consequently, there was never any real unanimity and there was too much time spent on the day care rather than the whole range of social services."

235. The Committee was under represented in persons from "outside districts (rural)."

"Handicap and retarded group predominated - Technical Committee on transportation and curtailed progress. This was allowed to continue by staff resulting in the loss of several good Chairmen and frustration of interested members."

237. "One member of the Committee always took over the floor and controlled the conversation and was a bore!"

238. Would participate again "for reasons of defense."

"The whole procedure is useless. It is unrealistic to expect a group of 'experts' such as the GVRD planners to take seriously the recommendations of a group of mostly uninformed individuals.

It is further unrealistic to ask these people to do a job that should be done by the GVRD staff who are paid to do such work.

I consider it to have been an exercise in window dressing designed to give legitimacy to what the GVRD planners intend to do anyway.

How much better to select people with some knowledge of a subject to give advice on that subject than to take just anyone off the street. The GVRD could not really have been serious!?"

245. "There was no communication between Committees, a fact which has advantages and disadvantages."
247. "Transportation costs should be (paid to every) participant."
248. The respondent dropped out because of the "distance and time" required to attend.
249. The respondent dropped out because of "lack of citizen representativeness."

"As an attempt to gain citizen participation this group was a dismal failure - hence my withdrawal. The report finally produced by this Committee was much inferior to the transportation section produced by the Residential Committee!!"

- 250. The respondent dropped out because the Committee was "too power oriented."
- 252. The respondent dropped out because of lack of time to devote to this work.

"Need for experience or professional group leaders to stimulate group thinking, and record responses. Greater need for data inputs into Committee sessions updating Committee lay members on current technology and developments. Lack of GOAL definition."

- 277. "The Committees must remain on-going with short and long range goals to be gained yet."