

**TAKING CARE OF BUSINESS?
AN EVALUATION OF PUBLIC ENGAGEMENT WITH
LOCAL BUSINESSES ALONG THE CANADA LINE**

by

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Abstract

This thesis examines the consultation process with affected businesses before and during construction of the Canada Line, a rapid transit line in Metro Vancouver, British Columbia, and one of the first public private partnerships in the region. The objective is to examine an academic theory on effective public consultation against a real world situation, specifically by determining and evaluating how a collaborative model of participation was implemented to reduce tension between the Canada Line partners and businesses affected by its construction. Research data was compiled from a survey with businesses along the Line and interviews with stakeholders involved in the consultation process. Findings show that a collaborative participation model was introduced after it was revealed that the project would be built using predominantly cut-and-cover construction. Several principles of collaborative participation could have improved relations between Canada Line partners and businesses if they had been applied earlier in the planning process.

Keywords: Canada Line, collaborative planning, collaborative participation, shared decision-making, public consultation, businesses

Dedication

I would like to dedicate this project to Vancouver, BC, the city in which I was born and raised. There is something indescribably beautiful and inspiring about this city that makes me want to play a role in improving civic life. Whether it is the complexity and compassion of the Downtown Eastside juxtaposed with affluent neighbourhoods of pricey new condos, or our never-ending modern glass skyline that reflects stunning mountain and ocean vistas, Vancouver is a series of contrasts, and like the seawall that wraps its shoreline, it is always looking outward at the future and trying to be better. It has stirred my passion to study urban issues and to stay involved and engaged in what makes cities great.

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I would like to thank my father, Robert Glover, for teaching me how to run a marathon. It took me years to become a long-distance runner. But after a 3.5 hour, fifth place finish in my first and only marathon, I learned that accomplishing a goal is a long, and sometimes challenging journey that is totally possible and worth the struggle. Thank you for teaching me this lesson and thanks to both you and Maxine Glover, my mother, for providing support and encouraging my goal of completing a Masters in Urban Studies.

I would also like to thank Jason Neve for always being there throughout this journey, making me laugh and sharing dinner and a glass of wine after my workday was over and before an evening of homework began.

Many thanks to everyone who agreed to fill out a survey or participate in an interview for this project. And finally, I would like to express my gratitude to Ardath Paxton Mann, John Hansen and Bernée Bolton for giving me the opportunity to get involved in urban development projects like the Vancouver Agreement and the World Urban Forum when I was working at Western Economic Diversification Canada as a communications advisor. Getting involved in these files truly ignited my passion for urban issues.

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Glossary

Cut-and-cover	A method of construction that involves cutting a long trench in the street. A portion of the tunnel is built in the hole, the dirt is trucked out and the hole covered before moving on to the next section.
Collaborative Participation/ Collaborative Planning/ Shared Decision-Making	A model of public participation where participants jointly develop a mission and purpose, lay out their interests (avoiding taking positions) for all to understand, develop a shared understanding of a problem and agreement on what they need to do, and then work through a series of tasks which lead to action or agreements that all, or most, believe will improve their ability to meet their own interests and, in the process, improve the collective welfare (Innes and Booher, 2000, pg. 5).
InTransitBC	InTransitBC is the company contracted to design, build, partially finance, operate and maintain the Canada Line for a 35-year period. InTransitBC is a joint venture company owned by SNC-Lavalin, the Investment Management Corporation of BC (bcIMC) and the Caisse de Depot et Placements de Quebec.
Public Private Partnership (P3)	A public private partnership is a legally-binding contract between government and business for the provision of assets and the delivery of services that allocates responsibilities and business risks among the various partners. In a P3 arrangement, government remains actively involved throughout the project's life cycle. The private-sector is responsible for the more commercial functions such as project design, construction, finance and operations.
RAVCO Project Management Ltd. (RAVCO)/ Canada Line Rapid Transit Co. (CLCO)	RAVCO was the independently governed, wholly owned subsidiary of TransLink responsible for overseeing the procurement, design, construction and implementation of the Line. On February 1, 2006, RAVCO had its name changed to Canada Line Rapid Transit Inc. (CLCO)
TransLink	TransLink is the organization responsible for the regional transportation network of Metro Vancouver in British Columbia, Canada, including public transport and major roads and bridges.

Chapter 1: INTRODUCTION

There was no meaningful public consultation even though this project is unprecedented in cost, scope and duration.

Susan Heyes, owner of Hazel & Co., clothing store on Cambie Street (Heyes, 2008)

We may go out of business because of the sheer negligence and cruel irresponsibility of Canada Line and City of Vancouver... construction-related dust and hard access have almost killed us, at times prompting me to thoughts of suicide... I am now on the verge of losing everything I have.

Vik Puri of King Photo, in business on Cambie St. since 1977 (Olsen, 2008)

The Canada Line Rapid Transit Project team and partners have made business liaison a priority. That means providing resources for planning, communication and problem solving. Programs have been developed based on the input and experience of businesses and business associations along the corridor.

Canada Line website (CLCO, 2010)

The Canada Line, which opened in the fall of 2009, is a rapid transit line that runs from Downtown Vancouver to the Vancouver International Airport and Richmond, traveling through several major commercial districts in Vancouver, BC, including Downtown Granville Street, Cambie Village, Oakridge and Yaletown. It was one of the first public private partnerships (P3) in Metro Vancouver and ostensibly, it conducted a very thorough, ongoing consultation process with affected stakeholders.

However, over the five-year process of planning and building the Canada Line, the \$2 billion project was embroiled in controversy due its high cost, the merits of procuring it through a public private partnership, and the disruption caused by cut-and-cover construction through surrounding communities and businesses.

In the end, the project had a significant impact on the businesses adjacent to its construction. Arguably, since the line was built through predominantly commercial areas in Vancouver, nearby businesses rather than residential areas felt the negative impacts of its construction more acutely. The story of how the Canada Line project unfolded with local businesses (and unraveled in some cases) reads like a soap opera – complete with secrets, surprising revelations and ultimately, lawsuits.

Because of the specific, adverse impact that the Canada Line had on local businesses, my primary interest has been to examine the public consultation process that occurred with affected businesses before and during the Canada Line's construction. Major public transportation infrastructure projects like the Canada Line can hold significant benefits for adjacent communities; however, their construction can also disrupt the lives of businesses and residents along their proposed routes. Public consultation, involving any number of strategies, becomes a means for mitigating the conflict between those negatively impacted and those wanting to move the project forward. However, few have sought to

evaluate the level and effectiveness of public consultation on major rapid transit projects, particularly those that involve a public private partnership.

Judith Innes and David Booher have observed that public participation often happens after the deals have been made (Innes and Booher, 2000). Citizens may then have the opportunity to comment on proposals, but there is very small likelihood that basic changes will be made. This deal-making component has left citizens feeling that public participation is merely for show and not designed to actually get public input (Innes and Booher, 2000). At the same time that these ritualized and sometimes polarizing methods of participation continue to consume vast public resources, a wide array of collaborative and experimental methods of public participation are available.

In contrast to the traditional participation methods, many academics in the field of public participation note that a more collaborative model of participation, where participants engage directly in conversation with one another and with decision makers, is the most effective method of public consultation. This model has been referred to as shared decision-making, collaborative planning and collaborative participation. Innes and Booher describe the process as follows:

Participants jointly develop a mission and purpose, lay out their interests (avoiding taking positions) for all to understand, develop a shared understanding of a problem and agreement on what they need to do, and then work through a series of tasks which lead to action or agreements that all, or most, believe will improve their ability to meet their own interests and, in the process, improve the collective welfare (Innes and Booher, 2000, pg. 5).

Innes and Booher also describe the benefits of collaborative participation:

They are interesting, empowering and sometimes can be seen to have an effect, to actually cause change. They are efforts that involve learning by all the participants. Government officials get a chance to understand in some depth the points of view of their constituents, and citizens and stakeholder groups learn about what is possible and what is not. The group as a whole sometimes learns how to make something possible that never was before because the group work can allow polarization to be replaced by cooperation, ill will by trust, parochial objectives by shared ones. This work, in turn, can help change alienation into engagement, and frustration into hope (Innes and Booher, 2000, pg. 5).

The objective of my research is to evaluate the Canada Line's public consultation strategy with businesses against this model of effective public participation by determining how and if it was applied at any stage in the process of building the Line.

Unlike many case studies evaluating collaborative participation, the Canada Line project is particularly unique because the public consultation strategy with adversely affected communities (businesses) was not designed as collaborative participation initially; however, public sentiment shifted dramatically over the course of the project and a consultation strategy with many elements of this model was ultimately introduced once it was announced that disruptive, cut-and-cover construction instead of bored tunnel construction would be used to build large portions of the line through commercial districts. As there are several small retailers along the route who likely rely on pedestrian access by foot and/or vehicle, this change in construction mode had a detrimental impact on local

businesses. Furthermore the project's delivery as a P3 affected the manner in which this shift in construction methodology was revealed to the public.

For this reason, I have evaluated the consultation strategy in two phases: before construction and during construction. It is important to note that collaborative participation is a model of "ideal" public consultation that I will use to examine two separate types of consultation done by representatives of Canada Line – neither of which was explicitly designed as collaborative participation.

Prior to construction, the consultation strategy with local businesses was not at all close to this ideal; and during construction, the consultation strategy was somewhat closer to this ideal. As a result, before construction, I examine the public consultation process against the principles of collaborative participation to assess the distance to be travelled between the consultation process initially envisioned and the principles of collaborative participation. Shortly before construction commenced, when a model more closely based on collaborative participation was introduced, I evaluate how successful the consultation strategy was in meeting the key principles of this model.

Given the current controversies surrounding the Canada Line project (a class action lawsuit against the Canada Line partners was recently filed by local businesses), there were some limitations to conducting research on this subject. Some businesses were reluctant to participate in a survey and representatives

from the Canada Line may not have provided complete information on why the public was not informed in the early planning stages that cut-and-cover construction was a possible method of construction for the project.

In spite of these challenges, many businesses and Canada Line representatives agreed to participate in this project. Their input provides insight into how the Canada Line consultation strategy with businesses unfolded, what was successful and what could have been improved.

Ultimately the goal of this research is to assist practitioners in understanding how to engage adversely affected parties on major infrastructure projects and to determine what situations are appropriate to apply a model of “ideal” public consultation known as collaborative participation.

Chapter 2: RESEARCH DESIGN

2.1 Research Question

Participation must be collaborative and should incorporate not only citizens, but also organized interests, profit-making and non-profit organizations, planners and public administrators in a common framework where all are interacting and influencing one another and all are acting independently in the world as well (Innes and Booher, 2004, pg. 11).

Canada Line Rapid Transit Inc. (CLCO) consulted the public at every stage of building the Canada Line – from the initial needs assessment to project definition, design, environmental assessment and construction. However, many businesses along the Line felt misled, suffered financial loss during its construction and ultimately sued the Canada Line partners. The question arises “How were businesses along the construction route consulted and what impact did it have on their feelings about the project?”

In their article, “Reframing Public Participation Strategies”, Innes and Booher propose a new way of conceptualizing participation and engaging the public in planning with a model based on collaborative participation (Innes and Booher, 2004). It involves an inclusive process with citizens engaging in authentic dialogue where all are equally empowered and informed and where they listen and are heard respectfully. This interaction allows citizens to influence action in the public arena before the decision to move ahead on a project or issue a

foregone conclusion. Collaborative participation is based on the observation that governance is no longer only about government, but now involves fluid action and power distributed widely in society.

Many urban planning academics argue that more collaborative forms of participation such as shared decision-making, collaborative planning and collaborative participation are the most effective ways to engage and consult the public. But, how can these collaborative models be applied to major infrastructure projects like the Canada Line? Furthermore, is this always the most suitable approach to public consultation?

A substantial body of literature states that collaborative methods of consultation are highly effective and are often successfully applied to contentious urban issues. However, even these proponents would admit that the collaborative model is not appropriate in some situations. Although the designers of the Canada Line's public consultation process never articulated that they intentionally applied collaborative participation, this project will assess if and at what stage elements of this model were applied to the consultation strategy with businesses along the construction route and how these businesses felt about the overall effectiveness of the consultation process.

Because I have evaluated the consultation strategy in two phases (before construction and during construction), the first research question asks "How did

the early consultation strategy compare to a collaborative participation model?
Could a collaborative participation model have been suitable to apply at this stage of building the Canada Line?”

The second question asks “Once the project shifted to cut-and-cover construction and a consultation strategy with several elements of collaborative participation was ultimately introduced, how effective was it in meeting the principles of this model?”

I have focused on businesses along the construction route in Vancouver as opposed to Richmond, because all of the cut-and-cover construction occurred in Vancouver.

2.2 Data Collection

In order to evaluate the Canada Line consultation strategy with businesses, the research and data collection for this project occurred in the following stages:

Literature Review: a literature review was conducted to look broadly at academic research on effective public participation methods, which led to a detailed examination of collaborative participation, describing the advantages and disadvantages, and providing a framework for determining and evaluating collaborative participation in a consultation process. This review also looked at previous academic research on the Canada Line project, P3 projects in general

and how to effectively consult and engage businesses.

Evaluation Criteria: The next step was to find criteria to evaluate collaborative participation. In a similar study conducted to evaluate consultation efforts in land and resource management planning in British Columbia, Tanis Frame developed *Design and Evaluation Criteria for Shared Decision-Making (2002)*, which formed the basis for my business survey and interview questions (Appendix 1). I chose to use Frame's criteria to evaluate the role of collaborative participation in the Canada Line because her criteria incorporate the principles of collaborative participation defined by many academics who have evaluated this method of consultation, such as David Innes, Judith Booher, Dorli Duffy, Mark Roseland, David Susskind, Margaret A. Moote, Barbara Gray and Carrie Menkel-Meadow (Frame, 2002).

Public Documents: A review of public documents and a media scan were conducted to describe the key facts in how the Canada Line project unfolded, particularly its public consultation strategy with businesses.

Personal Interviews: In order to evaluate the Canada Line consultation process against Frame's *Design and Evaluation Criteria for Shared Decision-Making*, key stakeholders involved in planning the public participation process (before and during construction) were interviewed. I used the same interview questions that Frame had designed to address each of her evaluation criteria (Appendix 2 and

3), with the exception that I chose one question per criterion, as opposed to using the two to five questions she had developed for each criterion. Due to the limited amount of time I anticipated would be granted for each interview, I had to choose the most appropriate question of the two to five that Frame used in her research design to address each criterion. Frame's questions were originally close-ended statements (designed to be evaluated on a scale) and since I wanted my interviews to contain open-ended questions, I modified them slightly. For example instead of using the statement:

The consultation process ensured that participants were accountable to the people they were representing (answer: Strongly Agree, Somewhat Agree, Somewhat Disagree, Strongly Disagree or Not Applicable).

I changed the statement to a question so that I would get more detailed answers from interview participants:

Did the consultation process ensure that participants were accountable to the people they were representing? If so, please describe. If not, please explain.

In order to evaluate how businesses were consulted before Canada Line construction, interviews were conducted with the following CLCO officials: Jane Bird, President and CEO; Alan Dever, Vice President, Government and Community Relations; and Jonathan Tinney, Manager of Community and

Business Relations. Also interviewed were Judy Kirk, President of Kirk and Co., the public relations company that designed and implemented a comprehensive public consultation program for the early project definition and design phases of the transit project, as well as assisting in designing the Canada Line's ongoing community consultation program; and Gordon Harris, formerly of Harris Consulting, who researched and wrote a report documenting case studies of business engagement in transportation infrastructure projects, and advised the CLCO on the creation of its Business Liaison Committee.

In order to evaluate the use of collaborative planning principles during construction, in addition to Gordon Harris, Karen Pederson, the independent project director for the Business Liaison Committee was interviewed, as well as five former members of the Canada Line Vancouver Business Liaison Committee. This committee was tasked with developing a program to provide input into the CLCO construction mitigation strategies.¹

Business Survey: in addition to conducting interviews, a survey was administered to businesses located along the Canada Line construction route to complete online or in hardcopy (Appendix 4). The survey was designed to determine how collaborative participation principles were applied to the consultation with businesses before construction. Similar to the questions developed for interviews, the survey also used questions from Frame's Design

¹ The identities of the BLCC members I interviewed are not revealed in this report; however, I will state that the members interviewed included: two small business owners, and representatives from a BIA, a major tourism organization and a large international company.

and Evaluation Criteria for Shared Decision-Making. However, the survey questions are primarily closed-ended statements (modeled to reflect Frame's original survey design) and include questions that evaluate the public participation process as a whole and the marketing strategies that were implemented to mitigate the impact of the Canada Line construction.

As I mentioned, the personal interview questions, which are open-ended, included one question to address each of Frame's principles. On the other hand, the business survey contains two closed-ended questions to address each principle. This is because the business survey questions are designed to evaluate the participation process instead of describing it in detail.

The survey includes questions that ask participants what neighbourhood and sector their business represents and number of employees. These questions were included because the Canada Line construction had a different impact on each neighbourhood, due to business size, location and clientele, and I wanted to see how this might affect participant responses.

The questions that follow ask whether or not respondents were involved in the pre-design and project consultation phases of the Canada Line project. If they were not involved in these consultation phases, respondents can skip to a section evaluating the marketing and business liaison strategies that were

implemented after the public consultation phase to mitigate the impact of the Canada Line construction on local businesses.

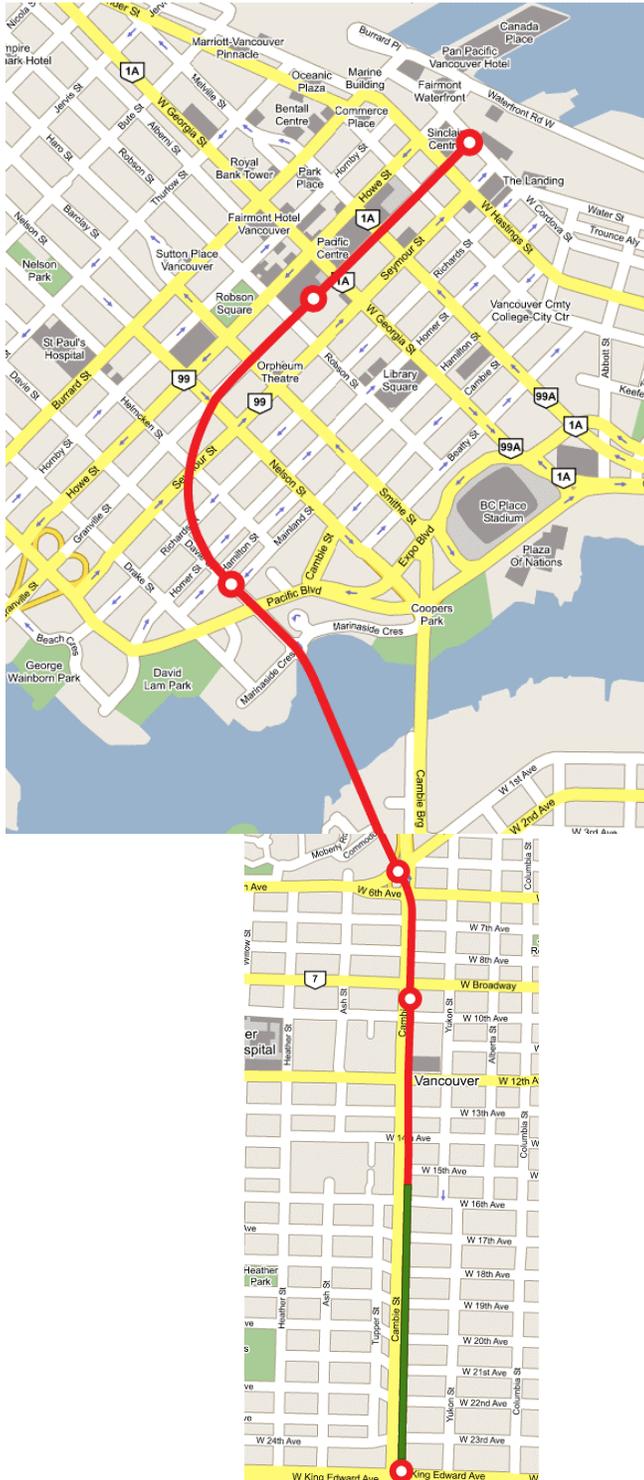
The survey also asks if, at the outset of the process, respondents felt that the project would have a positive or negative impact on their business. This question is asked again at the end of the survey to see if the construction process and the project's completion might have changed their attitude about the Canada Line overall.

There are also open-ended questions asking about the strengths and weaknesses of the consultation process and the Business Liaison Committee and if there are any additional comments. In order to avoid pre-determining the responses to these questions, they were left open to see if any trends or other interesting results emerge.

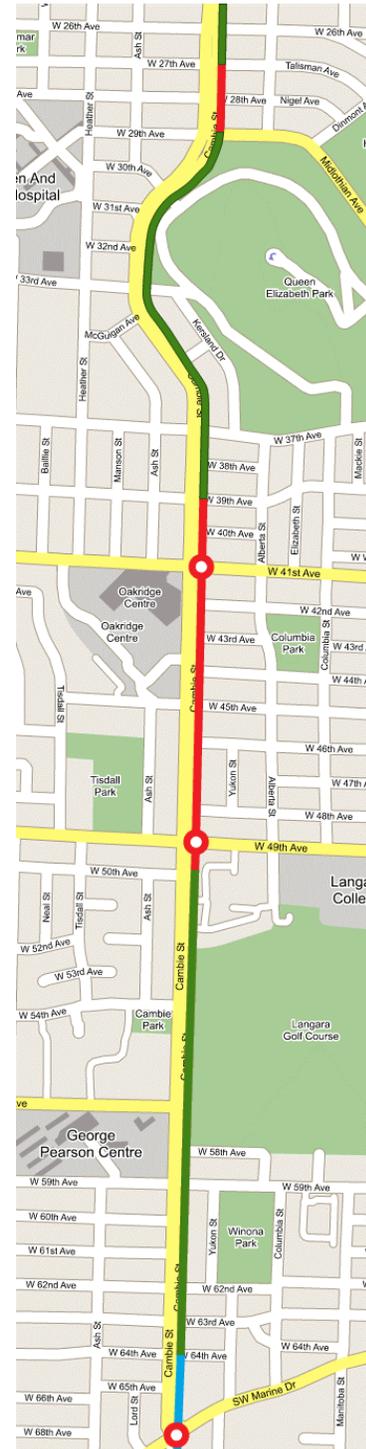
Survey Distribution and Collection: to determine which businesses would be part of the sample, a review of the Canada Line's construction map was conducted (Figure 1) and the following neighbourhoods were selected for the survey: Granville Mall (from Hastings St to Smithe St); Cambie Street (from 1st Street to 41st Ave/Oakridge); and a section of Yaletown (Davie St – from Homer to Pacific; and Mainland St. – from Davie St to Helmcken St). These areas were selected because they are predominantly retail districts where cut-and-cover construction occurred.

Figure 1: Canada Line Vancouver Construction Map

Downtown Vancouver, Yaletown and Cambie Village



Oakridge



Businesses operating in these neighbourhoods for less than a year were not included, because they were not located in the area long enough to have been part of the public consultation process or to comment on the construction mitigation strategies. In order to contact businesses in this population, I went door to door to all of them to drop off a hard copy of the survey, explain my project and ask how long they had been operating in the neighbourhood. If businesses were not open, busy, or had left the area, I sent emails via the contact information provided on their company website. In all cases, I followed up frequently with survey recipients – in person, by email and/or telephone. In total, I surveyed 56 businesses, out of a sample of 245 businesses, for a 23 per cent response rate (Appendix 5).

It is important to note that my survey was conducted in the fall of 2009, one month after the line was completed and in the midst of litigation filed by businesses along Cambie Street against the CLCO. As a result, some businesses were reluctant to participate in the survey, even though it was anonymous.

2.3 Outline

This research paper begins with the story of how the Canada Line project unfolded, the point at which it was revealed that cut-and-cover construction would occur through commercial neighbourhoods, and the impact it had on businesses in Vancouver along the construction route, followed by a description of each stage of the extensive public consultation process that occurred before

and during construction, focusing on how businesses were involved in this process.

The next chapter is a literature review providing an overview of P3s and how this project delivery model impacts public consultation, as well as describing effective public participation methods. The review also examines previous research on collaborative participation, the Canada Line project and how to effectively consult and engage businesses.

The remaining chapters outline my findings and conclusions based on the business survey and interviews with key stakeholders involved in the Canada Line consultation process with businesses. Chapter 4 describes how collaborative participation principles were applied in the pre-construction consultation strategy that occurred with businesses prior to the formation of the Business Liaison Committee, while Chapter 5 describes how these principles were applied to the Business Liaison Committee.

The final chapter draws conclusions on how the Canada Line public consultation strategy with businesses was effective and how it could be improved, while outlining the implications for future public consultation processes on major infrastructure projects, particularly P3s.

Chapter 3: BUILDING THE CANADA LINE

3.1 Vancouver's Pre-Olympic Rush for Airport Rapid Transit

When Vancouver hosted Expo 86 over 20 years ago, it opened its doors to the world to gain international exposure and showcase itself as a modern city set amidst a spectacular natural setting. In addition to putting Vancouver on the map for an international audience, the event was a catalyst for public investment in large-scale infrastructure projects such as BC Place, the Coquihalla highway to the BC Interior and a new urban rapid transit system known as SkyTrain.

If one looks at the role SkyTrain has played in defining the urban landscape of Vancouver, it is arguably the most significant of all of these infrastructure projects. The first SkyTrain line was conceived as a legacy project of Expo 86 and was finished in 1985 in time to showcase the fair's theme: "Transportation and Communication: World in Motion - World in Touch." Since its creation, citizens of Metro Vancouver have come to rely on SkyTrain as a fast, convenient, environmentally sound and relatively affordable transportation alternative to the automobile for getting around Metro Vancouver. It has evolved to become the longest automated rapid transit system in the world and the longest rapid transit system in Canada (with a total 68.7 km of track).

The SkyTrain system was introduced with the Expo Line, connecting downtown Vancouver, South Burnaby, New Westminster and Surrey. Since then it has expanded to include the Millennium Line, completed in 2002 stretching from East Vancouver to North Burnaby. The Canada Line, completed in 2009, connects downtown Vancouver to South Vancouver, Richmond and Vancouver International Airport.

The rush to complete the Canada Line by 2009 was spurred by Vancouver's successful bid to host the 2010 Winter Olympic Games. Similar to the underlying rationale for Expo 86, politicians had aspirations to use this major international sporting event to expand the transportation network, to develop sports infrastructure and spur broader development throughout the region. As Vancouver prepared to welcome the world, the Olympics provided a sense of urgency to fast-track a number of transportation projects (Siemiatycki, 2006). It created a perfect synergy of attention from multiple levels of government and available finances to start building projects like the Canada Line and Sea to Sky Highway improvements, which were already being proposed years before the successful Olympic bid (Siemiatycki, 2006a).

According to Jane Bird, President and CEO of Canada Line Rapid Transit Inc. (CLCO)², a rapid transit line linking downtown Vancouver, the Airport and central Richmond had been studied for decades and was a priority in almost every

² On February 1, 2006, RAVCO Project Management Ltd. (RAVCO) changed its name to Canada Line Rapid Transit (CLCO). To avoid confusion, I have chosen to refer to the organization as the CLCO for the entire paper.

regional and city plan dealing with transportation since the early 1970s (RAVCO, 2004b); however it was not until 2000 that the real work commenced on building the Canada Line.

From September 2000 to December 2001, a Steering Committee of eight agencies was formed to govern the Richmond/Airport – Vancouver rapid transit project: Transport Canada, Vancouver International Airport Authority, TransLink, City of Vancouver, City of Richmond, GVRD, Vancouver Port Authority, and the Province of BC (participating as an observer) (RAVCO, 2003b). The Steering Committee was tasked with governance of the project until a “project owner” was determined as part of the Project Definition Phase, which took place between April 1, 2002 and January 31, 2003. During this phase, the Steering Committee assigned a Project Team to work with experts and begin defining the requirements for the Canada Line (completion timeline, cost, technology, route, station location, travel times, passenger capacity, etc.) and identify the structure, including public and private-sector participation, to build and pay for the line.

3.2 Finding a Private-Sector Partner

Perhaps the most significant conclusion of the Project Definition Phase was the decision to build the Canada Line as a public private partnership (P3). This contrasts with the Expo line and the Millennium line, which were funded and implemented entirely by the Province of B.C. According to the report:

Like virtually all rapid transit lines in the world, the fare revenue would not cover the full cost of construction, operations and financing – and therefore a public subsidy would be required. The Airport Authority, the Province and TransLink all indicated that they were prepared to consider a substantial contribution. However, they noted that there were competing demands for their capital, and that efforts should be made to pursue private-sector funding as well in order to minimize the public sector contribution (RAVCO, 2003b, pg. 7).

In choosing to deliver the project as a P3, the Project Definition Report cited the potential for greater innovation, risk management over the life of the system (the private-sector would be responsible not just for designing and building the line, but for maintaining it over a long period) and cost efficiencies (the private-sector optimizing costs over the life of the project, while meeting the policy requirements of the public sector) (RAVCO, 2003b).

Under the Canada Line's P3 structure, TransLink, the region's transit authority, would continue to set schedules and fares and be responsible for marketing the service, while the private-sector partner would enter into a long-term operating contract of up to 35 years under which they would be responsible for designing, building and maintaining the system and ensuring that it performed to standard. The private-sector partner would also be responsible for funding that was needed over and above the agencies' contributions.

Another key conclusion of the Project Definition Phase was the Project Team's decision to locate the Canada Line along Cambie Street. They had initially

focused on the Arbutus and Cambie corridors, however early in the Project Definition Phase the Cambie corridor was identified as the Reference Alignment for analysis. According to the Project Definition Report, Cambie corridor offered a shorter distance, closer proximity to key employment destinations and a higher predicted ridership (RAVCO, 2003b).

The initial consultation strategy for the Canada Line was decided during the Project Definition Phase. It would take place in two phases. The first phase, “Community Consultation,” would involve community presentations and gathering feedback on-line, via fax, open houses and public meetings. The second phase, “Neighbourhood Consultation,” would occur after the project’s approval and would include discussions with individuals, organizations and neighborhoods along the Canada Line about station area planning and service amenities. Other consultation activities would include identification and ongoing consultation with stakeholder groups and a public attitude survey (RAVCO, 2003b).

Following the Project Definition Phase, RAV Project Management Ltd. (RAVCO), which later became Canada Line Rapid Transit Inc. (CLCO), was established to act as an independently governed subsidiary of TransLink and undertake the design, construction and financing of the line. The CLCO was to be responsible for ensuring the project met its commitments to funding agencies, stakeholders, the competitive procurement process and the public. Once CLCO was established, a Request for Proposals was issued in 2003. At the time, CLCO

selected two teams to participate in the next stage: the best and final offer competition - RAVxpress and InTransitBC.

Final offers were received from both proponent teams in September 2004. After evaluating these proposals, CLCO recommended InTransitBC, a team including Montreal-based design and engineering firm SNC-Lavalin Inc. and UK-based international operator of transit systems Serco, as the proponent whose final offer proposal was most advantageous overall. By July 2005, CLCO had entered into a Final Agreement with InTransitBC. According to the CLCO, the 35-year agreement was a “fixed-price, date-certain contract to design, build, partially finance, operate and maintain the Canada Line (RAVCO, 2003b). It allowed construction of the Canada Line to begin with a completion deadline of late 2009.

3.3 The Ensuing Controversy

Much of the controversy surrounding the Canada Line project began in December 2004, when the CLCO was applying for its required federal and provincial environmental assessment. In its Environmental Assessment Certificate (EAC) application, it was discovered (with no public announcement) that the Canada Line would be built using cut-and-cover construction for 75 per cent of the project – an additional 37 blocks along Cambie Street and a section of Granville Street near Waterfront Station (the remainder would be constructed with bored tunneling).

Cut-and-cover construction is a less expensive, yet more disruptive construction method. It involves excavating a long trench in the street, constructing the line in the trench and covering the trench before moving on to the next section. Bore tunneling is done underground, with the dirt funneled back out through a portal to a loading area. Cut-and-cover construction usually entails the closure of some or all of the traffic lanes and rerouting of vehicular and pedestrian traffic around the affected area.

InTransitBC favoured cut-and-cover because it was the least expensive, lowest risk and fastest method for building an underground rail line. It also allowed stations to be built close to the surface, making station platforms more accessible to users (Siemiatycki, 2006a). This news came as a surprise to many residents and business owners in Vancouver neighbourhoods including Granville Mall and Cambie Village, where the cut-and-cover construction would occur. The Project Definition Report released during public consultation activities had indicated that 90 per cent of the construction would involve bored tunneling with only 10 per cent of construction involving cut-and-cover tunneling (RAVCO, 2003b, pg. 51). From March 2003 to November 2004, the CLCO had already delivered a public consultation plan (required as part of its EAC application) that included a telephone survey, three public workshops, 17 group meetings, four open houses and public feedback received by mail, fax and e-mail. As the CLCO entered into the confidential bidding selection process, according to Jane Bird, construction methodology had never been part of the public debate. According to Ms. Bird, the

CLCO “didn’t know in Vancouver for a portion whether it would be a trench or a tunnel.” However, she never did specify whether she was aware that cut-and-cover construction was an option prior to the confidential bidding phase, or why the possibility of using this disruptive construction method was not mentioned in the public consultation strategy during the project definition phase.

While cut-and-cover construction could cause major inconvenience to Vancouver residents and visitors, it could be devastating for the businesses located in the predominantly commercial districts along the proposed route. According to former Vancouver city councillor Anne Roberts, CLCO had pulled a “bait and switch.”

This is a fundamentally different proposal than the one presented to the public... How are people going to properly engage in a consultation when this has not really been out there and has not really been discussed? If I as a councillor didn't know this, I find it hard to believe that our citizens know about it. I am sure the people who live along Cambie and the businesses along Cambie are not fully informed of this (Boei, 2005).

In June 2005, six months after the successful bidder, InTransitBC, and its revised proposal involving cut-and-cover construction, were revealed, the Environmental Assessment Office (EAO) accepted the CLCO’s formal application for an EAC (InTransitBC conducted additional public consultation and provided a supplement on how the new proposed construction method would impact their initial assessment). Several businesses and residents along the construction route

reacted to this announcement by forming the “Do RAV Right Coalition” and filing a lawsuit in BC Supreme Court in a bid to oppose the proposed cut-and-cover construction and force another environmental assessment. They argued that the public consultations undertaken were inadequate because at the time, they were not informed that cut-and-cover construction would be used for significant portions of Cambie Street.

The BC Supreme Court case, and a subsequent appeal with the BC Court of Appeal were both rejected on the grounds that: the method of construction identified in the project terms of reference was necessarily indeterminable and subject to later modification and that the change in construction of the RAV line did not mean that "the project" itself became a different "project" when the successful bidder's proposal was selected. The court found that Jan Hagen, the Project Assessment Director of the Environmental Assessment Office, had the jurisdiction to require a "supplement" to the proponent's original application; and that subsequent public consultation on the "cut-and-cover" method prior to the issuance of the EAC was adequate (BC Supreme Court, 2004). According to Jane Bird:

The difficult thing is that until the construction method was made public, we did not consult on construction methodology because the nature of the methodology was proprietary. You're in a very expensive competitive process so each team is putting together a proposal of how they are going to design and build. And until you are at the end of this process and have selected one, you cannot consult on every proposal because otherwise they will just share information and it is not a competition anymore.

In the years of construction that followed from September 2005 to the Canada Line's opening in August 2009, the story of its negative impact on businesses continued to garner headlines. Several businesses in Vancouver neighbourhoods affected by its construction, such as Yaletown, Granville Mall, Oakridge and Cambie Village, were financially affected and had to close or relocate, blaming disruptive construction for preventing customers from accessing their businesses. Although the CLCO allocated over \$1.3 million toward marketing programs and events to advertise that businesses along the line were open, many (including media and prominent politicians) felt that these actions were not enough, and they continued to raise the issue of compensating these businesses financially. The severity of disruption and demands for compensation eventually led to another lawsuit against the CLCO filed by Susan Heyes, who owned Hazel and Co., a maternity store on Cambie and 16th Avenue in Vancouver. In June 2009, the BC Supreme Court ruled in her favour.

BC Supreme Court Justice Ian Pitfield estimated that the damage suffered by Heyes' business during Canada Line construction was \$600,000. He let the federal, provincial and municipal governments off the hook, but TransLink, CLCO and InTransit BC were ordered to pay that penalty plus interest and court costs. However, similar to the previous BC Supreme Court ruling, the Justice didn't find that Heyes was misled about the cut-and-cover or the length of time the project would disrupt her business. His sole finding was on the nuisance the construction

caused when InTransitBC chose to use cut-and-cover instead of a bored tunnel to save money (Supreme Court of British Columbia: Heyes v. City of Vancouver, 2009). According to Pitfield:

Cut-and-cover construction of the Canada Line tunnel between Second and 37th avenues on Cambie Street substantially interfered with Hazel & Co.'s use and enjoyment of its premises. Consideration of the relevant factors supports the finding that the extent of the interference was sufficiently unreasonable to constitute a nuisance (Supreme Court of British Columbia: Heyes v. City of Vancouver, 2009, pg. 42).

Just one month later, InTransitBC, likely fearing that an expensive precedent had been set, filed an appeal. At the time of writing this paper, the hearing on this appeal had not yet occurred and given the stakes involved, some speculate that the case might have to be decided in the Supreme Court of Canada.

In spite of all of the controversy before and during its construction, the Canada Line opened to massive crowds in August 2009, several months ahead of its goal to be operational in time for the 2010 Winter Olympics. It already exceeded ridership forecasts during the Olympics (VANOC, 2010) and many are heralding the Canada Line as one of the most successful legacies of the Games. Already popular with Metro Vancouver residents for its comfort and convenience, it may be easy for some to forget the hardship and disruption it caused to businesses along the route. However, controversy continues. On February 5, 2010, a BC Supreme Court judge granted class-action status to Cambie Street merchants

suing for damages they claim resulted from nuisance during the construction of the Canada Line (Supreme Court of British Columbia, *Gautam v. Canada Line Rapid Transit, Inc.*, 2010).

Chapter 4: CANADA LINE PUBLIC CONSULTATION STRATEGY

4.1 2001 – 2006: A Multi-Staged Public Consultation Process

Unlike the Canada Line, previous SkyTrain projects in Metro Vancouver (the Expo Line and Millennium Line) were delivered directly by the provincial government. Those critical of the projects state that both were highly politicized and lacked transparency and accountability (Siemiatycki, 2006a). The CLCO made attempts to avoid these issues when planning the Canada Line public engagement strategy by building on the results of previous local and regional planning processes, and designing a process that included dozens of meetings with stakeholders, workshops, open houses, public hearings, and extensive community opinion polling – many of which took place at each phase of the procurement process. This chapter describes each phase of the Canada Line’s pre-construction public consultation strategy.

Needs Assessment Phase Consultation (1970s – 2001)

The potential extension of rail rapid transit from Vancouver to Richmond and the Vancouver International Airport was explored in a variety of public forums and planning documents since the 1970s; however it was not until March 2001 that more focused public consultation regarding a proposed Richmond-Airport-

Vancouver (RAV) line began. It occurred as part of the needs assessment/concept feasibility phase of the project (RAVCO, 2004b).

According to the CLCO, in this initial consultation process, participants were asked to examine the results of a cost/benefit analysis and discuss various aspects of the proposed project. Consultation activities involved a website, open houses, small group meetings and presentations, and a public opinion survey. The survey, which posed the question, “do we need to build the project by 2010?” was conducted to demonstrate to prospective funding agencies within various levels of government whether or not there was enough support to build the rapid transit line (CLCO, 2010). The conclusion was “yes.” Over 80 per cent³ of those surveyed supported building the Canada Line (CLCO, 2010).

Project Definition Phase Consultation (February – May 2003)

In February and March 2003, another round of public consultation was organized as the Canada Line moved into the Project Definition Phase. CLCO reached out to the public to share the results of the Project Definition Report in this phase, determine whether the public supported the project as defined, and identify issues of concern (RAVCO, 2004b). According to the CLCO, public input was also sought regarding whether (RAVCO, 2004b):

- The project should proceed within the defined funding envelope of \$1.5 billion to \$1.7 billion;

³ Number of survey participants unknown

- The route should follow the Granville Street – Cambie Street - No. 3 Road – Grant McConachie Way corridor; and/or
- The vertical profile of the line should be as proposed (i.e., a combination of below ground, at-grade and above-grade levels)

More than 1500 people participated in this phase. Participants had opportunities to provide input through a Discussion Guide and Feedback Form and/or attend open houses in Vancouver and Richmond, a public workshop in Richmond and two public workshops in Vancouver. In addition, 17 small group meetings were held (Table 1). These meetings did not include business owners in the Granville, Yaletown or Cambie neighbourhoods – areas that would be the most impacted by the line’s construction, however there was a meeting with the Downtown Vancouver Business Improvement Association and the property management companies representing major shopping malls in these areas (RAVCO, 2003c):

Table 1: Project Definition Small Group Meeting Participants

17 small group meetings held with community organizations in February and March 2003. These meetings involved:

1. Greater Vancouver Chambers’ Transportation Planning Panel - February 13, 2003
2. Oakridge Centre, Ivanhoe Cambridge – March 7, 2003
3. Richmond Centre, Ivanhoe Cambridge and Cadillac Fairview – March 10, 2003
4. Langara College – March 11, 2003
5. BEST - March 12, 2003
6. Kwantlen University College – March 14, 2003
7. Greater Vancouver Gateway Council – March 18, 2003
8. Past President, Cambie Boulevard Heritage Society and Colleagues – March 19, 2003
9. Lansdowne Centre – March 19, 2003
10. Vancouver Economic Development Commission Board - March 19, 2003
11. UBC Transportation Advisory Committee - March 19, 2003
12. Children and Women’s Health Centre – March 20, 2003
13. Vancouver Regional Construction Association – March 21, 2003
14. Workers’ Compensation Board (WCB) – March 21, 2003
15. Vancouver Area Cycling Coalition – March 21, 2003
16. Downtown Vancouver Business Improvement Association (DVBIA) – March 24, 2003
17. Transport 2000 BC – March 24, 2003

According to the CLCO, 82% of those who filled out the feedback form indicated that they somewhat or strongly agreed with the project proceeding at an estimated cost of \$1.5 billion to \$1.7 billion; 73.2% supported the route in its entirety; 64.6% of participants expressed a preference for an elevated line over at-grade, if underground was not possible (RAVCO, 2003c). The feedback form did not ask any questions or make reference to construction methods or the possibility of cut-and-cover construction. According to Jane Bird:

There was no consultation directly on construction methodology. That in part is because we didn't initiate, "How would you like to see this built?" You have to remember that at the time, no one was talking about the construction impact. People were talking about the 100-year life of this project: would it be built on my street or yours? Could we pay for this? A host of big issues: tunnel risks? Too massive? Cost overruns? No one was on details.

Pre-Design Consultation (October 2003 – April 2004)

Following the Project Definition Phase consultations, there was a Pre-Design Consultation Phase that occurred in three stages to gather feedback on prototypes proposed for each station, the location of stations in neighbourhoods, and issues that affected how each station will function (RAVCO, 2003a). This consultation phase began with organized meetings with small, representative groups of residents, businesses, and social and environmental groups to develop

ideas and draft design objectives. Fifty-one meetings were held between November 17 and December 12, 2003 (Table 2). A total of 270 individuals participated in these meetings. Similar to the Project Definition Phase consultations, these small group meetings did not include a significant portion of business owners in the Granville Mall, Yaletown or Cambie neighbourhoods. The CLCO appears to have been more focused on involving the associations who represented business owners. For example, there were only two business owners present at the meeting with South Cambie Merchants meeting (the Cambie Village Business Association did not exist at this time); the meeting with Oakridge businesses only involved the property management companies and representatives for City Square and Oakridge Mall; and the meeting with Downtown Vancouver businesses only included representatives from the Downtown Vancouver Business Improvement Association, BC Chamber of Commerce, Tourism Vancouver and the Vancouver Board of Trade (RAVCO, 2003a). The exception to this would be the meeting with South West Marine Drive businesses, which appears to have involved 8-10 business owners in that area (RAVCO, 2003a).

Table 2: Pre-Design Consultation Meeting Participants

During the pre-design consultation, 24 meetings were held with the following:

November 17 2003	Vancouver Area Cycling Coalition
November 18	Emily Carr Elementary Parent Advisory Committee
November 18	South Cambie Merchants
November 20	Oakridge Businesses
November 21	Downtown Businesses
November 24	Children's and Women's Hospital and Other Health Groups
November 24	Langara College Administration
November 25	Vancouver Port Authority & Downtown Businesses
November 25	UBC Transportation Committee
November 25	Yaletown Residents
November 26	South False Creek Residents
November 27	Cambie Boulevard Heritage Association
December 1	Smart Growth BC
December 1	Vancouver Natural History Society and Heritage Foundation
December 1	Chinatown Revitalization Association
December 2	SPEC
December 2	BEST
December 3	Coalition of Persons with Disabilities
December 3	Cambie Residents Living Between 49th Ave. to South West Marine
December 8	Cambie Residents Living Between 39 th – 49 th Ave on Cambie
December 9	Businesses at SW Marine
December 9	Cambie Residents Living at 5000 – 5900 Cambie
December 10	Cambie Residents Living at 4000 – 4900 Cambie
December 11	Riley Park and Douglas Park Community Centres

During these meetings, participants were given a “Draft RAV Project Pre-Design Work Book” to seek their advice and document their feedback on design, construction and operational issues, and on future consultation.

Based on the outcome of the Pre-Design Consultation meetings, the discussion guide was refined and a feedback form was developed for use during the second, more extensive stage of consultation in the Pre-Design phase, entitled,

'Step 2 – Broader Public Consultation.' This phase involved a series of mall displays and open houses in communities along the Line. In addition to these consultation activities, a telephone survey was completed (RAVCO, 2003a).

As expected, businesses involved in this stage of consultation emphasized the importance of mitigating the impact of construction. The key strategies outlined to address this were: to provide information about construction often and early, minimize traffic disruptions and minimize noise and vibrations (RAVCO, 2003a).

Environmental Assessment Phase Consultation (January 2005 – April 2005)

The final round of pre-construction consultation occurred as part of the harmonized federal and provincial environmental assessment process. As set out in the BC Environmental Assessment Act, public review of the EAC Application was required in order to provide the public with an opportunity to comment on the document, to inform them about the selected rail system technology, alignment and station locations; and ensure that all relevant issues relating to the project were identified and addressed as part of the project review process (RAVCO, 2004a).

From January 10 to February 23, 2005, there was a 45-day public comment period and three open houses. During this public comment period, the cut-and-cover construction method was revealed without an official announcement.

CLCO put the Canada Line's environmental assessment certification submission

on its website on Christmas Eve (December 24, 2004) and did not issue a news release at the start of the public comment period on January 10 (the BC Environmental Assessment Office apparently issued a news release on December 20th, however there is no date on the actual release on its website and no record of this being reported in major dailies such as the Vancouver Sun and Province from that time period).

Over 500 people responded during this public comment period, including several Cambie Street businesses, demanding an extended public comment period, requesting bored tunneling as the predominant construction method and stating that the proposed cut-and-cover construction method differed from all of the three studied reference projects upon which the approved Terms of Reference were based and that the impacts resulting from cut-and-cover construction had not been addressed by CLCO in its EAC (RAVCO, 2005c).

Following the close of the public comment period, the Canada Line's EAC application was submitted to the three provincial ministers who have the last word on environmental approvals. They told the EAO to initiate a second 21-day public comment period, which was launched from April 25 – May 16, 2005 with one open house (CLCO, 2010). In addition, public delegations were given an opportunity to provide input to the Canada Line Board at quarterly board meetings.

An even greater number of people (over 800) responded during the second public comment period. Similar themes from the first comment period were raised: criticizing the Environmental Assessment timeline (too short) and public notification process (over reliance on print and electronic media) as well as the Canada Line public consultation process (misinformed about construction methods); and raising concern about air quality and contaminants. A significant number of comments opposed the proposed cut-and-cover construction plans, particularly the detrimental impact this would have on local businesses (in addition to concerns about noise, health risks, destruction of heritage trees along Cambie, etc) (RAVCO, 2005a).

Preliminary Design Consultation (January 2005 – June 2005)

While the EAC consultation activities were underway, a Preliminary Design Consultation program was launched. This program focused primarily on the Canada Line stations, seeking further advice on selected alignment and station design issues in the submissions provided by the bidding P3 teams as part of their Best and Final Offer proposals (RAVCO, 2005b). This consultation phase was also an opportunity to provide an update on the procurement and consultation process. It consisted of six station-area meetings, four open houses, a discussion guide and feedback form and posting consultation information on the Canada Line website.

According to the CLCO, approximately 570 individuals participated in the consultation and approximately 1,050 feedback forms were returned. The summary report for this phase outlines the most common themes: safety and security, accessibility for persons with disabilities, bicycle access, station integration into existing development and station access (RAVCO, 2005b).

During this phase, a Community Liaison program was established to gather further input from local residents and businesses on issues specifically related to the traffic management plan and construction issues. Teams from the Community Liaison Program attended each of the Preliminary Design Consultation station area meetings and open houses to provide general project information and to obtain feedback on traffic management, air quality, construction noise, and plans for a community and business liaison program (RAVCO, 2005b). This also gave the public an opportunity to review construction and schedule information and ask technical staff detailed questions. Overall, 394 people attended the Community Liaison portion of the Preliminary Design Consultation and 57 feedback forms were received.

As expected, the key theme raised by most participants was access. Many participants, particularly businesses and parkades in downtown Vancouver, stressed the importance of maintaining access to businesses (including parkades) and local traffic access (RAVCO, 2005b). Respondents also noted the importance of access to on-street parking and were interested in the consultation

process on the traffic management plan. Construction-related noise and dust were also a concern.

Detailed Design Consultation (January – June 2006)

The Detailed Design Consultation began in January 2006 to inform the public about the chosen rail system technology, route and station locations, and to seek further advice on station character and aesthetics (CLCO, 2006). From January until June 2006, a series of open houses was held in Vancouver, Richmond and at YVR. According to CLCO, more than 2,020 people attended the open houses and participated in this phase of consultation. Following the first round of open houses, the Canada Line's station design team presented public feedback to the Urban Design Panels in Vancouver and Richmond, as well as to the Airport Authority, for review. This input was then considered during further station design work undertaken by the Canada Line's design team, and was presented to the public at a second round of open houses which began in March 2006.

4.2 2005 – 2009: The Business and Community Liaison Committees

Following the Detailed Design Consultations, construction of the Canada Line construction was fully underway. At this stage, further public consultation activities were designed to engage the community in discussions about how to reduce construction-related disruption.

Community Liaison Committee

Since January 2005, through its Community Liaison program, the CLCO was providing project information and updates to local residents and stakeholders, in addition to contacting individual businesses, business associations and neighbourhood groups along the line, and developing a distribution list of 4000 individuals and groups to receive regular updates (RAVCO, 2005b). According to the CLCO, InTransitBC organized a construction liaison and notification program to regularly inform the public about construction-related activities; provide advance notice of these activities and their duration; and provide points of contact and prompt responses to construction-related issues (RAVCO, 2005b).

It was determined after the announcement of cut-and-cover construction that this program would not be sufficient to specifically address the needs of local business owners and mitigate the impact of construction. The CLCO hired a consultant in the spring of 2005 to research case studies of transit lines built through commercial areas throughout North America and describe how they worked with local businesses. This resulted in the formation of a Business Liaison Committee, separate from the Community Liaison Committee, to address the needs of local business owners and mitigate construction impacts.

Business Case Studies Report

Gordon Harris and Harris Consulting Inc., his consulting firm, were hired to research other North American cities where similar projects had occurred and what programs they had put in place. According to Harris:

Generally what came out [of our research]...seems like common sense now, but at the time it was ...[the importance of] constant notification. In some cases the setting up of a business liaison committee, actually in all cases. In some cases that committee was given money to deliver programs to address the impact or in other instances that money was available and distributed by the transportation authority on marketing programs to mitigate impacts. Out of those examples came the idea that we would set up something for Vancouver and Richmond.....and have all the different stakeholders, the contractor, transit authority, Canada Line and others sitting on that committee so that they could answer questions, provide information and organize this pot of money.

According to Harris, none of the examples they could find involved compensating the businesses financially, with the exception of the Rainier Valley light rail project in Seattle. A \$50 million Rainier Valley Community Development Fund was set up to help ease the strain of the light-rail construction and encourage new development. The money was intended as grants and loans to cover lost income or relocation expenses. Some of the Fund also went toward business renovations, and to build low-cost housing (Rainier Community Development Fund website, 2010). According to Jonathan Tinney, former CLCO Manager of Community and Business Relations, the Rainier Valley line is distinct from the Canada Line, however, because it was being built through the poorest

neighbourhood in Seattle and because it was an at-grade line, there was a different dynamic. They had to rebuild the road and in many cases had to widen it, so 70 of the 200 businesses along that road had to be expropriated. As a result, a big portion of the Community Development Fund was allocated to buy those buildings and relocate them.

Business Liaison Committee

Jane Bird noted that after reviewing Harris' report and recommendations, the CLCO consulted 20-25 businesses (some were representatives of BIAs) and asked them how they might create a business group that they would use to communicate with, get ideas and provide support through marketing programs.

Following these early discussions, CLCO, working with the business communities along the Line, developed the terms of reference for a Business Liaison & Communications Committee (BLCC) for each of the cities of Vancouver and Richmond. The members of the Committees were to be representatives of businesses along the construction corridor. CLCO, based on input from the BLCC members, hired a full-time Independent Project Director, Karen Pederson, and administrative staff to support the Committees' work. The Committees and the programs they developed were funded by CLCO. The Vancouver BLCC comprised eleven business people, including representatives from the Cambie Village Business Association, the Downtown Vancouver Business Improvement Association, and the Yaletown Business Improvement Association.

Representatives from InTransitBC, the City of Vancouver, TransLink, and CLCO also attended the meetings.

The Vancouver Committee met from October 25, 2005 to June 18, 2009 and had a budget of \$1 million to deliver marketing programs that would attract customers and promote that business is open along the Canada Line (Richmond had a budget of \$300,000). According to the terms of reference, the objectives of the BLCCs were (Vancouver Business Liaison & Communications Committee, 2005):

1. To provide information and advice to CLCO and InTransitBC to be used for the development of a Business Liaison & Notification Program to reduce construction-related disruptions where possible and achieve predictability in the schedule for businesses adjacent to construction, while respecting project constraints associated with safety, affordability, and schedule;
2. To provide a conduit for businesses adjacent to construction to raise concerns and provide advice on strategies to address issues and notification strategies;
3. To provide a forum for CLCO and InTransitBC to present information and discuss approaches for addressing business concerns regarding construction-related disruptions; and
4. To provide recommendations and feedback to CLCO and InTransitBC regarding the Business Liaison & Notification Program and its implementation.

Some of the initiatives undertaken by the BLCC for marketing and communications were Cambie Village parking access maps, over 10,000 of

which were mail dropped to residents and provided to merchants; the distribution of cards explaining the Granville Street transit changes; a Yaletown mail drop to over 10,000 residents to support business in Yaletown; having goodwill ambassadors⁴ represent the Canada Line brand; a customer appreciation and loyalty program; advertising; organizing Family Bus Tours of the tunnel construction; and retaining a retail consultant for merchants. Streetscape initiatives focused primarily on way-finding, street level signage, and banners.

In 2007, roughly halfway through construction, an independent consultant, Suromitra Sanatani, was hired by the CLCO to evaluate the BLCC and its programs. She conducted interviews with a range of stakeholders including BLCC members, businesses along the line, and representatives from the CLCO, InTransitBC, and the City of Vancouver. Her report found that the BLCC was “an effective mechanism for the business community to communicate with CLCO and InTransitBC about the project.” (Sanatani, 2007) She also found that amongst those merchants who participated in the business support programs, there was “general recognition of Canada Line and the BLCC’s goodwill towards them.” According to her report, the business support programs, while not claiming to be a panacea, provided merchants with opportunities to market their business. However, she noted that limited participation in these programs hindered their

⁴ An ambassador team deployed at Canada Line sites from time to time throughout duration of construction. The ambassador’s primary role was to provide a friendly face to the community for Canada Line but also to be helpful citizens. When appropriate, ambassadors distributed information on Canada Line or local businesses, including samples but also may be performing “random acts of kindness” (e.g. hand out hot chocolate, carry bags, hold the door open, hold an umbrella, etc) (Sanatani, 2007)

success and some programs such as the retail workshops did not fulfill their stated objective. Although compensation was “top of mind for many merchants,” it was not included within the terms of reference for her report. According to Sanatini:

Given that so many of the people who provided input to this report raised the issue of compensation, it is important to mention a few words about this complex topic. While people generally acknowledge the goodwill behind Canada Line’s financial support for business support programs, most have indicated that the resources would have been better allocated to offering the merchants redress. The fact that construction-related disruption has been more severe and gone on longer than the merchants had anticipated has further fuelled people’s anger over the lack of reparation (Sanatini, 2007, pg. 14).

Sanatini stated that to date, no governments in British Columbia had offered financial compensation for business disruption as a result of public infrastructure projects. She noted that if redress were ever to occur, it would have to be within a principled policy framework, and such a framework would need to establish defensible thresholds for conditions under which governments would offer compensation to businesses suffering financial hardship from a public infrastructure project. Measures would also need to be implemented to ensure that only those businesses able to demonstrate financial loss over a significant period of time due to the project would be offered compensation. She concluded by remarking, “in light of the large infrastructure deficit we face in the province, this will not be the last time this type of issue arises. It would make sense, therefore, for the different levels of government to have a dialogue about whether

compensation should be offered to businesses for infrastructure projects that have an impact on some for the benefit of many” (Sanatini, 2007, pg. 14).

Chapter 5: PAST RESEARCH ON P3S, PUBLIC CONSULTATION AND THE CANADA LINE

In order to fully understand the Canada Line's extensive public consultation strategy, it is necessary to examine how its delivery as a public private partnership (P3) affected this process. Transparency and accountability issues arose when design details, particularly how the Line would be built, were decided away from public scrutiny during the confidential bidding selection process. As P3s become an increasingly common model for delivering public services, it is important to examine how the partners involved can maintain an open public consultation process.

5.1 Defining Public Private Partnerships

Although private firms have been involved in delivering public services for a long time, the introduction of public private partnerships worldwide in the early 1990s established a mode of public service delivery that redefined the roles and relationships of the public and private-sector (OECD, 2008). Throughout the 1990s and early 2000s, more jurisdictions around the world started using this mode of delivery. The early trendsetters included Australia and the United Kingdom, but by 2004 the list also included Canada (OECD, 2008).

According to a 2008 OECD report on P3s, a public private partnership is defined as, "an agreement between the government and one or more private partners

(which may include the operators and the financiers) according to which the private partners deliver the service in such a manner that the service delivery objectives of the government are aligned with the profit objectives of the private partners and where the effectiveness of the alignment depends on a sufficient transfer of risk to the private partners.”

Under such arrangements, a public sector agency defines a series of minimum performance standards for a new service they wish to deliver (with a public transportation project, this would include travel time, safety, frequency, etc.) and private proponents are then invited to use their expertise to propose the designs for a system that best meets these performance standards at the lowest cost (Siemiatycki, 2005). The winning bidder is selected through a competitive tender process, where the government evaluates and selects the proposal (Siemiatycki, 2005). The government thus shifts from being an owner of assets and direct provider of services into a purchaser of services through a long-term agreement (Siemiatycki, 2005).

As governments struggle to reduce costs and improve services simultaneously, they have turned to P3s for various reasons such as improving the value for public money in public service delivery projects, or because P3s have the potential of bringing private finance to public service delivery (Boivard, 2004). This is especially relevant when planning for major transportation infrastructure

projects like the Canada Line, which cost millions of dollars and take several years to complete.

In addition to the potential for increased value for money and a financial boost, P3s are considered desirable because they can infuse some private-sector values into public service delivery. There is a whole set of arguments around improving governments by making them run more like a business. In their book, *Banishing Bureaucracy*, Osborne and Plastrik developed a conceptual framework for understanding how to transform public bureaucratic systems to run more efficiently based on private-sector values. These strategies include focusing on customer service, creating consequences for organizational performance and reducing red tape (Osborne and Plastrik, 2000).

Without these private-sector values, critics argue that the delivery of public services usually becomes inefficient because they are provided and produced under government monopolies that are not subjected to the forces of competition. As a result, governments have little incentive to innovate or cut costs in the production of services (Bish and Warren, 1972). If the service provision and production functions of public service delivery are separated as they are in a P3, governments retain control over service provision while developing a market for production. Such an arrangement creates an incentive structure that uses competitive forces to drive innovation, reduce costs and improve efficiency

(Siemiatycki, 2005), making P3s attractive for cash-strapped governments wanting to build large, expensive transportation projects.

5.2 A Knowledge Gap: The Impact of P3s on Public Consultation

With the increased prominence of P3 partnerships emerging in the 21st century as a viable option for cost reduction and improved delivery of public projects and services, many stress the need to consider carefully the fundamental principles of good governance: accountability, responsiveness, transparency, citizen engagement, fairness, predictability and participation [Flinder (2005), Boivard (2004)]. There has been little evaluation done to determine how P3s measure up to these good governance principles (Boivard, 2004). So far, the evaluation of P3s has largely been confined to issues of their efficiency, their cost relative to other available mechanisms of public policy and their corporate governance [Flinder (2005), Boivard (2004)].

Many of the good governance principles mentioned above can be addressed in a P3 through an effective public engagement and consultation strategy. According to the OECD, gaining public support and building consensus through citizen engagement are critical to ensure the success of public private partnerships, especially when P3s provide key public services such as transportation.

If public opposition is significant, support from political authorities for P3s may waver, increasing the political risk of the public private partnership. This greater risk might also deter private-sector participation in P3s, thereby reducing the level of competition for a P3 project and undermining the pursuit of value for money (OECD, 2008). In order to avoid this scenario, in addition to performing the usual preliminary financial and risk analyses, a further preliminary exercise for a government department wishing to create a public private partnership is to engage with all possible stakeholders, inside and outside of government, including the general public, to ensure there is widespread support for a proposed project.

Although few studies have been undertaken to evaluate accountability and public engagement on P3 projects, the importance of these issues is gaining recognition. Both national and international government guidelines and manuals for delivering P3 partnerships have flagged the need for ongoing meaningful consultations with staff, stakeholders, and the general public throughout the “Design-Build-Finance-Operate” (DBFO) planning process, in order to gain input on project objectives and desired system features (Siemiatycki, 2007). In fact, in the United Kingdom, the Institute for Public Policy Research's (2001) Commission on Public/ Private Partnerships established a set of principles for evaluating the accountability of a P3 planning process which included: disclosing key information and making processes sufficiently transparent to permit public scrutiny of decision making; identifying the individuals and organizations

answerable for each decision; and setting out procedures for citizens to file grievances and seek redress if they feel adversely impacted by a decision.

5.3 Public Consultation: Theory and Practice

Although there is currently a limited amount of research evaluating how P3s measure up to good governance principles as applied to public consultation and citizen engagement, there is a significant body of literature on public consultation and its role in urban policymaking. With the exception of a few who have argued that too much public consultation may have a negative impact, most urban scholars believe that increasing citizen involvement is desirable (Hays, R. Allen, 2002).

The challenge to urban policy makers is determining how to design an effective public consultation process. The International Association of Public Participation (IAP2) developed a Spectrum of Public Participation to assist with selecting the level of participation that defines the public's role in any public participation process. According to IAP2, the Spectrum shows that differing levels of participation are legitimate and depend on the goals, time frames, resources, and levels of concern in the decision to be made. The IAP2 website states that the Spectrum is a resource used internationally in many public participation plans. It is defined in Figure 2 (IAP2, 2007):

Figure 2: IAP2 Spectrum of Public Participation

					
	Inform	Consult	Involve	Collaborate	Empower
Public participation goal	To provide the public with balanced and objective information to assist them in understanding the problem, alternatives, opportunities and/or solutions.	To obtain public feedback on analysis, alternatives and/or decisions.	To work directly with the public throughout the process to ensure that public concerns and aspirations are consistently understood and considered.	To partner with the public in each aspect of the decision including the development of alternatives and the identification of the preferred solution.	To place final decision-making in the hands of the public.
Promise to the public	We will keep you informed.	We will keep you informed, listen to and acknowledge concerns and aspirations, and provide feedback on how public input influenced the decision.	We will work with you to ensure that your concerns and aspirations are directly reflected in the alternatives developed and provide feedback on how public input influenced the decision.	We will look to you for advice and innovation in formulating solutions and incorporate your advice and recommendations into the decisions to the maximum extent possible.	We will implement what you decide.
Example techniques	<ul style="list-style-type: none"> ▪ Fact sheets ▪ Web sites ▪ Open houses 	<ul style="list-style-type: none"> ▪ Public comment ▪ Focus groups ▪ Surveys ▪ Public meetings 	<ul style="list-style-type: none"> ▪ Workshops ▪ Deliberative polling 	<ul style="list-style-type: none"> ▪ Citizen advisory committees ▪ Consensus-building ▪ Participatory decision-making 	<ul style="list-style-type: none"> ▪ Citizen juries ▪ Ballots ▪ Delegated decision

In spite of IAP2’s assertion that different levels of public participation are legitimate depending on the type of issue being addressed, a growing body of academic literature has identified that the key concept to apply in developing any successful public consultation process is a set of collaborative planning principles. These are also defined as shared-decision making (Frame, 2002) and collaborative participation (Innes and Booher, 2004) and would fall under IAP2’s “Collaborate” level on the Spectrum in Figure 2. This collaborative planning

paradigm emerged in the 1980s and early 1990s and had a significant impact on urban planning (Ronmark, 2005).

After decades of rational comprehensive planning, where the planner and the government set the agenda and controlled the design and development of any major urban transportation project, a 'crisis of confidence in professional knowledge' began to seep into urban planning (Schön, 1987). By the 1970s, there was a growing recognition that public participation and the search for consensus through dialogue had the potential to broaden the range of potential solutions under review for a particular project; build community capacity and involvement; ameliorate project impacts and create better transparency and accountability (Siemiatycki, 2005).

Recognizing these significant benefits, governments are increasingly prescribing public participation as a mandatory part of the infrastructure planning process (Siemiatycki, 2005). However, often the forms of public participation used by government agencies are on the lower level of the IAP2 Spectrum of Public Participation in terms of the level of public involvement, even those projects that have a significant impact on citizens. Governments often choose to "inform" the public through open houses and websites, "consult" them through public meetings, public comment periods, public hearings and surveys, and "involve" them through workshops. Some researchers in the academic field of urban

planning have determined that none of these methods are as effective as those involving collaborative planning (Innes and Booher, 2000; Healey, 1997).

Collaborative Planning is a model of public participation where participants jointly develop a mission and purpose, lay out their interests (avoiding taking positions) for all to understand, develop a shared understanding of a problem and agreement on what they need to do, and then work through a series of tasks which lead to action or agreements that all, or most, believe will improve their ability to meet their own interests and, in the process, improve the collective welfare (Innes and Booher, 2000, pg. 5).

According to Innes and Booher, participation must be collaborative and should incorporate not only citizens, but also organized interests, profit-making and non-profit organizations, planners and public administrators in a common framework where all are interacting and influencing one another and all are acting independently in the world as well (Innes and Booher, 2004).

In North America, some of the earliest large scale participatory planning exercises for transportation projects were undertaken in the 1970s in Canadian cities such as Toronto and Vancouver. In Toronto, residents mobilized around a central city (Spadina) expressway, public sector urban renewal and threats to inner city neighbourhoods. They demanded the right to take part in planning decision-making. In 1970, this movement gained sufficient political clout on Toronto City Council to replace expert-driven planning with a process that gives

more emphasis to public participation. For example, when the City of Toronto was introducing a secondary plan for each city neighbourhood, planners took on the role of consultants at the service of local residents, ultimately resulting in the downzoning of several neighbourhoods to assure their preservation (Andrews et al., 2002).

Building on these early experiences, collaborative planning processes have come to be seen as a mechanism for developing projects that better meet the needs of the community while mitigating conflict and fostering understanding among special interest groups (Innes and Booher, 2004). Collaborative planning processes also expand the definition of knowledge because as opposed to traditional planning processes, where planning expertise is emphasized, information brought forward by experts and non-experts alike is valued on its merits.

5.4 Collaborative Models of Participation

Collaborative Planning (CP) implies a systematic use of public participation in decision-making, as well as employing alternative methods for solving conflicts. It is a set of practices that involves a diverse, representative group of stakeholders in long-term, face-to-face discussions to produce plans and policies on controversial public issues (Innes and Booher, 2004). According to Judith Innes and David Booher, strong advocates of collaborative participation who have extensively researched the different methods of public participation:

Effective participatory methods involve collaboration, dialogue and interaction. They are inclusive. They are not reactive, but focused on anticipating and defining future actions. They are self-organizing both in content and membership. They challenge the status quo and ask hard questions about things otherwise taken for granted. They seek agreement or at least build shared knowledge and heuristics for collaborative action (Innes and Booher, 2004, pg. 4).

In other words, a collaborative planning process is inclusive of stakeholders and dialogue is at its core. It seeks to address the interests of all, allowing time for these to be explored. Participants—public agencies, powerful private interests, and disadvantaged citizens—are treated equally within the discussions. In these processes, learning takes place, and sometimes conflicts are resolved, and innovations emerge (Innes and Booher, 2004). The process is one of give and take, and joint problem solving.

Applying collaborative planning principles to a project like the Canada Line would involve the creation of a forum for open dialogue on the issue before a decision is made (and opening up the decision authority itself), where participation is voluntary, all interests are represented, equal voice is given to disparate groups, and the ultimate goal is to build consensus on how to move forward by getting participants to think beyond their own interests and focus on the benefits to the community as a whole.

To achieve more collaborative participation in transportation planning, government agencies around the world have employed a variety of strategies, which continue to evolve. Early public participation processes engaged in the more traditional, large public meetings, workshops, long-term working groups and public advisory committees (Siemiatycki, 2005), however more recently the internet and social media have made a more inclusive dialogue possible through websites, online public surveys, blogs, online public forums, etc.

5.5 The Ongoing Debate: Benefits and Limitations of Collaborative Participation Methods

The intangible outcomes of collaborative planning are increasing trust and cooperation among participants, which ultimately leads to new partnerships, practices and ideas (Frame, 2002). CP advocates believe that the process builds support and ownership; helps agencies and interests understand each other and stay in touch with changing values and knowledge; provides opportunities for interdisciplinary learning and problem-solving; and reduces alienation by closing distance between decision makers and those affected by them. (Frame, 2002).

Success in implementing a collaborative planning process requires a change in thinking from a top-down, technical decision-making process to a shared, lateral approach (Ronmark, 2000). A key issue is information sharing. One of the biggest issues in participation is information – who controls it and whether it is trustworthy (Hanna, 2000). In collaborative participation joint fact-finding is

conducted in which the parties can question data (Ozawa, 1991) and present their own. The result is that citizens and stakeholders have information that can improve the quality of decisions (Frame, 2002).

In contrast, traditional planning and decision-making processes such as public hearings and comment periods restrict information exchange. CP advocates also state that traditional public planning processes can have detrimental effects, such as: reinforcing stereotypes while promoting confrontation and win-lose solutions; limiting public involvement by excluding the general public in favour of special interest groups; not providing adequate forums for representing and responding to public interests and individual needs; and being inaccessible to the public and poorly understood (Frame, 2002).

On the other hand, those who are critical of collaborative planning note that CP processes are frequently resource-intensive, emotional and controversial. And some argue that the concept of community development draws partly on an activist tradition in which conflict is an essential element in progressive social change (Kenny, 2002). As a result, there is a wariness of the current rhetoric of partnership and consensus (Henderson and Salmon, 1999) – a suspicion that it merely suppresses conflict, raising the question, ‘consensus on whose terms?’

In some cases CP processes are seen to be more symbolic than substantive, as the state is unwilling or unable to share power with the community (Cochrane,

1996) and all public involvement is therefore a potentially coercive sham (Cooke and Kothari, 2002). Policy makers naturally act to protect and promote institutional agendas, producing a familiar kind of public involvement: local, limited in its participants, late in policy-making processes, consultative rather than binding and involving issues that are not challenging to the mainstream of the local authority (Connelly, 2006). Public involvement activities thus become contests in which actors attempt to influence or control the activity and its effectiveness in shaping policy.

In response to these claims, CP advocates state that conflict and disagreement are in fact an essential part of an effective collaborative planning process; however, it must occur in such a manner that the duality between citizens and government are stripped away. According to Innes and Booher, society is “trapped” in seeing public participation as involving citizens on the one hand and government on the other. This simplistic duality underlies the debates and encourages adversarial participation.

Consensus is more likely to be constructed through an inclusive, communicative, yet argumentative process in which the actors are not pitted against each other (Healey, 1997). Debates should be conducted through argument where real yet controlled conflict around issues substantive enough to merit serious debate happens without the conversation breaking down to one side dominating the other, or a stand-off emerging (Innes and Booher, 2004). According to Innes and

Booher, the CP framework is not based on the mechanistic imagery of citizens pushing on government, but on the complex systems imagery of a fluid network of interacting agents, gathering information from each other and the environment and acting autonomously.

Although its advocates state that collaborative participation should not be seen as a panacea for all situations, they stress that it has more promise for dealing with the dilemmas of participation in contemporary society than traditional methods of public hearing and review and comment procedures, which depend on an informed citizenry and responsive bureaucracy (Frame, 2002; Innes and Booher, 2004).

One advantage of CP is that it is flexible and can be adapted to suit many situations and circumstances (Frame, 2002). It can complement existing processes and be applied within existing mandates and authorities, and can be used when conflicts have erupted, are emerging or are anticipated (Cormick et al. 1996).

5.6 Evaluating Collaborative Planning

In previous case studies of collaborative planning, participants have stressed the importance of conducting evaluations on CP in order to help determine what strategies and methods will be most effective and under which conditions (Innes, 1999). Potential participants need information about how and when CP is most

effective in order to be able to make informed decisions about involvement, while those who focus on public policy development need to develop best practices and understand how CP compares to alternatives (Innes, 1999).

Reviews of CP processes use a range of methodologies including surveys or in-depth interviews to assess participants' perspectives and levels of satisfaction with the process (Innes, 1999). Others compare a selection of cases using surveys, interviews and records to evaluate techniques and outcomes to improve a process or to contribute to theory (Innes and Booher, 1999). Frameworks for evaluation of collaborative planning processes are published by several researchers including Innes and Booher (1999); Cormick et al. (1996); Frame (2002); and Ronmark (2000).

A local evaluation of collaborative planning was conducted by Tanis Frame to evaluate public participation in land and resource management planning in British Columbia. Prior to 1994, there was discontent with the lack of meaningful public participation and general mistrust of centralized decision-making in land-use planning. As a result, a provincial Commission on Resources and Environment was set up with a mandate to engage the public in planning through consensus-based, shared-decision making (Frame, 2002). In her evaluation of shared decision-making in land and resource planning in British Columbia, Frame (2002) created design and evaluation criteria for shared decision-making processes based on existing collaborative participation frameworks developed by Innes

(1999), Wondolleck and Yaffee (2000); Cormick et al. (1996); Duffy et al. (1998); and Moote, McClaren, and Chickering (1997). These design and evaluation criteria have since been applied to other public participation case studies of land-use planning, including Ronmark (2000) and McGee (2006).

This project applies Frame's criteria for shared decision-making processes in order to evaluate the Canada Line consultation strategy with businesses along the route, as her criteria encompass all of the principles of collaborative participation that I have encountered in literature on the subject.

5.7 Previous Academic Research on the Canada Line: How a P3 Model Impacted Public Consultation

Public private partnerships (P3s) and collaborative participation in urban policymaking are two concepts that played a significant role in the Canada Line project and its consultation strategy with businesses. In particular, Canada Line representatives were challenged by the need to maintain confidentiality, a key principle of the P3 model, which limited their potential to hold an open transparent consultation process, a key principle of collaborative participation.

Academic research suggests that information is often suppressed when public infrastructure is planned by through a P3 process (Siemiatycki, 2007). Within a P3 process, a need for confidentiality has the potential to undermine the principles of a meaningful consultation process (Siemiatycki, 2005). At a surface

level, some of the key information produced by the private-sector for public agencies is of a proprietary nature and competitive bidding processes to select private consultants often require a high degree of secrecy to maintain the integrity of the tendering procedure.

Matti Siemiatycki conducted an evaluation of good governance principles, accountability in particular, with respect to the Canada Line. He examined whether the information kept confidential in the Canada Line case, such as construction methodology, matched the rationales put forward in the literature; whether publicly released summary documents accurately represented the information contained in the confidential documents; and how releasing less than complete information affected the public's ability to be meaningfully involved in the Canada Line planning process.

For example, during the Canada Line public consultation process that occurred in March 2001 as part of the initial needs assessment phase, the public was asked questions related to costs, location and their support for a proposed Richmond Airport Vancouver rapid transit line. Siemiatycki found that information provided to the public positively portrayed the economic and environmental benefits of the project while providing limited information about the financial costs and no information about the potential for predominantly cut-and-cover construction. Also, the costs and benefits of alternative routes or technologies other than rail were selectively covered. As a result, the strength of the widespread public

support garnered during the needs assessment phase through public opinion polls and other initial consultation activities that was used by politicians to justify the project, comes into question. Siemiatycki raised the issue that the public opinion polls used a sample drawn exclusively from residents in Vancouver and Richmond, who would derive the most benefits from the Canada Line. He noted that the depth of the discussions in the public domain were limited by a lack of details about the project, since these were kept confidential as part of the competitive tendering process.

According to Siemiatycki, the DBFO partnership model of P3s provides theoretical rationales for both public accountability and confidentiality, which poses a challenge to delivering effective public consultations. Even though the award winning Canada Line procurement process followed, and in some cases exceeded, internationally accepted best practices for maintaining confidentiality, the information withheld reduced public transparency and the potential for meaningful citizen involvement in the planning process (Siemiatycki, 2007).

Details that could have raised public concern such as with the type of construction methods proposed by the two final bidders, were kept confidential longer than it was actually commercially sensitive (Siemiatycki, 2007). The lack of access to the full range of information during the planning process prevented the public and some of its representatives overseeing the project from questioning the merits of various aspects of the project as decisions were being

made (Siemiatycki, 2007). Specifically, the necessity for a high level of confidentiality in order to protect the integrity of the tendering process ensured that while many technical planning documents for the Canada Line were made easily accessible to the public, only a limited amount of the financial and detailed project design information necessary to assess the merits of the project were publically available. According to Siemiatycki, this happens often in P3 partnerships in Vancouver and around the world, resulting in the public's limited ability to challenge the dominant discourse in an informed manner and challenge the pressures inherent in planning major transportation projects.

The level of secrecy required to maintain the integrity of the P3 model calls into question whether the Canada Line project governance structure threatened the fiduciary responsibility of the civil service, or provided the necessary accountability to the elected officials who were responsible for deciding whether to approve the project. It also raises questions about whether the Canada Line as designed would have received widespread public and business sector support if all the details had been known during the planning and consultation process....public opinion may have been somewhat different had important details been made more readily available earlier in the process (Siemiatycki, 2007, pg. 148).

Siemiatycki found that much of the public consultation that happened prior to the announcement of cut-and-cover construction has been accused of being more of a public relations exercise than an accurate gauge of public opinion, designed to manufacture political and public consent for the development of the Canada Line.

He found that the requisite level of secrecy for a competitive planning process is not compatible with the need for public transparency and the Canada Line project met very few criteria for a meaningful consultative process, particularly as it is described in Innes and Booher's article, "Reframing Public Participation," advocating the importance of collaborative planning.

5.8 Consulting and Engaging Businesses

One factor in the Canada Line project that set it apart from other LRT lines, particularly existing SkyTrain lines in Metro Vancouver, was that its construction took place almost entirely in existing, and in most cases, thriving retail districts in the City of Vancouver, such as Yaletown, Cambie Village, Oakridge and Granville Mall. Furthermore, the survey conducted for this research paper revealed that the majority of respondents in these retail districts were businesses that employ fewer than 50 people, putting them in the category of small business. (Appendix 6).

Unlike large chain companies, which can offset losses at one store with profits from other locations or online sales, it may be that many small businesses rely more on customer foot traffic to one location. As a result, they may be more vulnerable to construction activities that disrupt direct access to their storefront.

Several case studies have revealed that consulting small businesses requires a strategy distinct from larger businesses. In *Time for Business*, the Small

Business Deregulation Task Force in Australia observed that as a consequence of the different pressures and experiences to which small businesses are exposed, there may be significant differences of philosophy and perception between policy makers, regulators and small businesses. The report went on to note that “creating effective consultation mechanisms is one way to assist these groups to better understand each other and to break down these differences” (Small Business Deregulation Task Force, 1996, p. 90).

However, small businesses face unique challenges to participating in a consultation processes. When the European Union found that the level of business involvement in the law and policy making process was weak, particularly small business involvement in the consultation process, they conducted a study on how to increase their participation. This study revealed that the main problems that small businesses face during the consultation process are the following: “not enough time for preparing a contribution”, “not enough human resources” and not enough expertise within the organization (European Commission, 2005, pg. 7).”

In its report on Best Practice Consultation with Small Business, Australia’s Small Business Council proposed several strategies to effectively consult small businesses, such as targeting and representation, timeliness, accessibility and transparency. Appropriate targeting is important because small businesses are extremely diverse in terms of industry, size, age of business, geographical

location and characteristics of the owner. These factors will influence which issues are important, as well as the most appropriate consultation method. For example, the size of a small business will influence the time and resources available to participate in a consultation process (Small Business Council, 2000).

Contacting industry associations and small business lobby groups provides an opportunity to consult bodies that represent a range of small businesses (Small Business Council, 2000). However, many industry associations represent the interests of both small and large business, and not all small businesses belong to a representative organization. This issue came to light in the Canada Line business consultation strategy, as most of their meetings took place with business improvement organizations, chambers of commerce and boards of trade, as opposed to actual business owners.

Australia's Small Business Council report also stressed that consultation should not always occur with the same group of businesses or representative organizations. There is a danger that agencies can be perceived to have been 'captured' by representative organizations if they consult with the same groups in a consultation process. If the process is limited in this way, it is likely that the agency will fail to gain a true picture of the needs of small business (Small Business Council, 2000).

With respect to timeliness, consultation with small businesses should occur as early as possible in the decision making process to ensure there is maximum opportunity to identify and assess the relevant issues, options and potential impacts. Accessibility and transparency are also important factors (Small Business Council, 2000). The consultation process must be open and transparent, with clearly articulated objectives, and information should be delivered in an appropriate medium, made easily available to the affected small businesses and packaged into understandable formats, using plain language to clarify the issues at stake.

Chapter 6: CANADA LINE CONSULTATION WITH BUSINESSES BEFORE CONSTRUCTION

The research question being posed to evaluate the Canada Line consultation strategy with businesses in the initial planning stages is: “How did the early consultation strategy compare to a collaborative participation model? And, could a collaborative participation model have been suitable to apply at this stage of building the Canada Line?”

To answer this question, data collected from the results of the business survey and interviews with those involved in designing the consultation strategy before construction are described and evaluated against Frame’s (2002) Design and Evaluation Criteria for Shared Decision-Making.

6.1 Overview

On behalf of CLCO, some of the key players involved in developing and organizing the early stages of public consultation were Kirk and Co., a Vancouver-based public relations company that has developed and managed consultation strategies for several public and P3 infrastructure projects in British Columbia. In an interview with Judy Kirk, President of Kirk and Co., she stressed that the early stages of public consultation on the Canada Line were never

designed or intended to follow a model based on shared decision-making.

According to Kirk:

At no time were we involved in designing or implementing a shared decision-making model because the decision makers were the TransLink Board, and they did not delegate the authority for decisions (regarding the Canada Line) to the community. Later, the Canada Line Board was the decision-maker, then once procurement was finished and the project was selected, CLCO had a project board with a chair and they did not delegate decision-making to the project or the community. It was always advisory consultation. The TransLink Board retained the authority and responsibility to make decisions about various features of the Line.

When asked about the rationale for not using a shared decision-making model, Kirk stated that it was to avoid misleading the public into thinking that they were making decisions on the Canada Line when they were in fact providing advice:

Poor consultation happens because people don't understand the difference between shared decision-making and advisory consultation. The organizer will have participants misunderstand that they are somehow involved in decision-making when it is in fact advisory or vice versa. It is not about whether one is better than the other, it is what is the most appropriate for the consultation you are doing. There

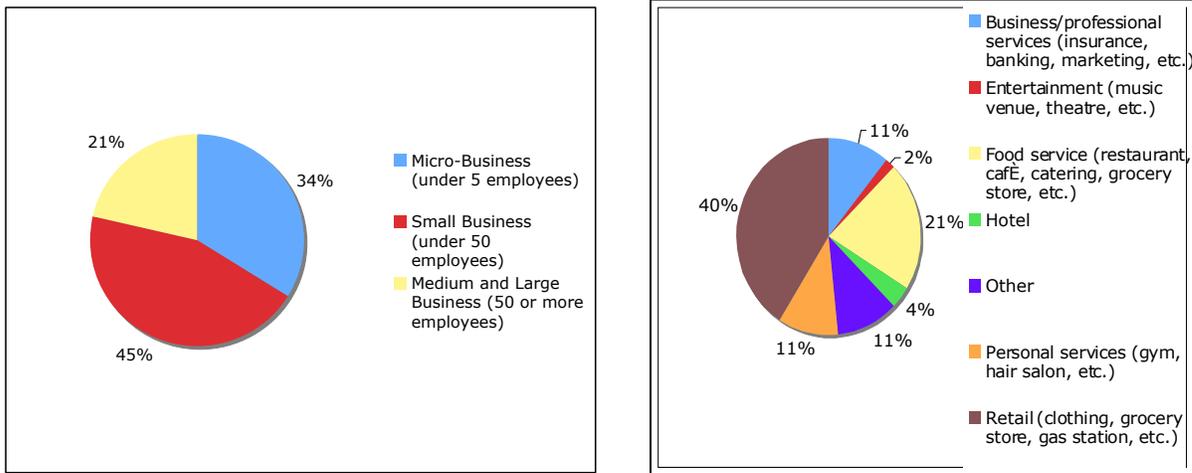
was advice, but there was not shared decision-making and we were very clear about that.

Although businesses were not able to share in the decision-making on the Canada Line, Kirk insisted that businesses were consulted at every step of the way because they were a “key stakeholder in the process.” Even though it is clear that the early consultation process was not designed as a collaborative model of participation, it is useful to look at what elements of collaborative participation participants felt were present.

6.2 Profile of Survey Participants

This project involved administering a survey of businesses along the Canada Line to assess their views regarding the public consultation process, especially with respect to Frame’s criteria for shared decision-making. The survey was delivered or emailed to 245 businesses from the following business districts: Granville Mall (from Hastings St to Smithe St); Cambie Street (from 1st Street to 41st Ave/Oakridge); and a section of Yaletown (Davie St – from Homer to Pacific; and Mainland St. – from Davie St to Helmcken St). As of January 30, 2010, 56 completed surveys had been received and form the basis of analysis. Results of the survey are summarized in Appendix 6.

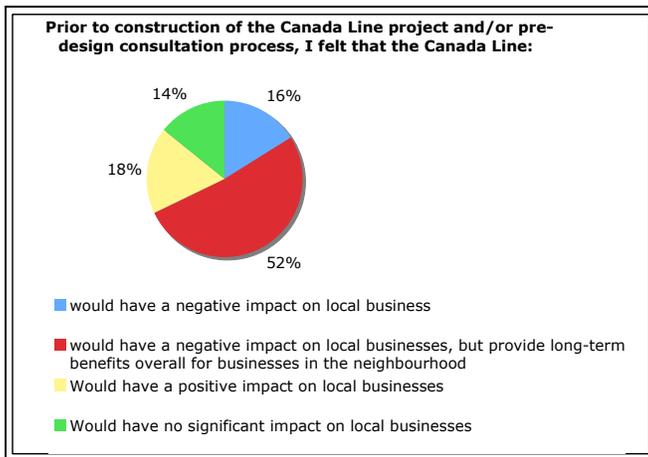
Figure 3: Survey Participant Profile



Of those businesses who responded to the survey, the majority were in the retail sector (40 per cent), followed by food service (21 per cent). 54 percent of survey respondents were from Cambie St, followed by Granville Street (29 per cent), Oakridge (13 per cent) and Yaletown (4 per cent). In terms of business size, small and micro businesses comprised the majority of survey respondents (79 per cent) (Figure 3).

Prior to construction, a majority of respondents felt that the Canada Line would have a negative impact on their businesses (although most believed it would have long term benefits overall), yet only 15 respondents (27 per cent) identified themselves as having participated in any of the public consultation activities that occurred during this time (open houses, feedback forms, surveys, etc.). Due to this small number of respondents who participated in the pre-construction consultation activities, the survey cannot be considered statistically significant.

Figure 4: Survey Response re: Canada Line Outlook



A majority of the survey respondents who stated that they had participated in the Canada Line consultation activities were from Cambie Street (53 per cent), followed by Granville Street (27 per cent), Oakridge (13 per cent) and Yaletown (7 per cent); and 80 per cent were small or micro businesses (Figure 4).

6.3 Collaborative Participation Principles and the Pre-Construction Consultation Process

This section outlines Frame’s Design and Evaluation Criteria for Shared Decision-making and describes how each criterion applies to the Canada Line pre-construction consultation strategy with businesses.

Purpose and Incentives: *The process is driven by a shared purpose and provides incentives to participate and work towards consensus in the process.*

Although the pre-construction consultation strategy was never designed as a consensus or shared decision-making process, the majority of survey

respondents who participated in the process had clear goals in mind going into it (66 per cent agreed or strongly agreed) and believed that it was the best way to achieve these goals with respect to the Canada Line project (66 per cent agreed or strongly agreed).

Inclusive Representation: *All parties with a significant interest in the issues and outcome are involved throughout the processes.*

Both the CLCO and Judy Kirk stressed that businesses were consulted throughout the Canada Line process. According to Kirk, this was ensured through extensive public notification: advertising in public newspapers, on the web, thousands of emails sent to identify stakeholders and mail drops within a two and three block radius of the Line. “We rarely, if ever, got feedback saying, ‘you didn’t hear from me because I didn’t know,’” said Kirk.

A majority of survey respondents who participated in the consultation process did not feel it was inclusive. 54 per cent of respondents disagreed that all appropriate values and interests were represented in the consultation process (26 per cent agreed or strongly agreed). However, they did respond more positively when asked if they felt all public and private *agencies* that needed to be involved were adequately represented (47 per cent agreed or strongly agreed with this statement, while 33 per cent disagreed). This may be because, as mentioned in Chapter 4.1, although some open houses and a few workshops were open to the public (including local businesses), the majority of face-to-face, small group

meetings with businesses primarily involved business organizations and property management companies – such as the local BIAs, the BC Chamber of Commerce and Vancouver Board of Trade – rather than actual business owners. In my interview with Jane Bird, she suggested that these meetings were the most ideal method for discussing critical issues:

We find lots of people go to open houses but you don't get a sense of the issues unless you are sitting around tables with people face to face.

The CLCO likely chose to consult business agencies because they wanted someone who could act in a neutral manner on behalf of the business community as a whole and not just their individual business.

Voluntary Participation: *The parties who are affected or interested participate voluntarily and are committed to the process.*

Businesses were not required to participate in any stage of the consultation process, yet it appears that those who did get involved were committed to the process. The majority (66 per cent) of survey respondents agreed or strongly agreed that they were committed to making the consultation process work.

Self-Design: *The parties involved work together to design the process to suit individual needs of that process and its participants.*

Both the CLCO and Kirk and Co. stated that the public was not given the initial opportunity to design the pre-construction public consultation strategy. A majority of survey respondents (60 per cent) involved in this process agreed that they were not involved in the design of the Canada Line consultation process and/or were able to influence the process on an ongoing basis. According to Jane Bird:

We did not consult on the process because it's really hard to do when you are talking about a massive project that is going to affect a region of 2 million people. To have a consultation process around the consultation process.... you could do it but it would be quite unwieldy, expensive and pretty time-consuming.

According to Judy Kirk, there was not a pre-consultation process because before the project was approved, it was governed under an elected body. The funding partners were the provincial and federal governments and TransLink and all of them are elected representatives. "They were the ones making those early decisions about whether the project should proceed and what kind of consultation should occur," Kirk said.

She also raised the point that they had very few complaints about the consultation process at that stage and as a result did not feel a need to alter it.

Clear Ground Rules: *as the process is initiated, a comprehensive procedural framework is established including clear terms of reference and ground rules.*

Similar to the rationale provided for not having a pre-consultation process on the Canada Line consultation strategy, both Kirk and Co. and the CLCO stated that businesses and the general public were not able to establish the ground rules, roles, procedures, etc. for the public consultation process. This might explain why 47 per cent of survey respondents did not feel that the procedural ground rules and participant roles were clearly defined.

Equal Opportunity and Resources: *The process provides for equal and balanced opportunity and effective participation of all parties.*

When asked if there were measures in place to ensure that all participants had equal influence in the consultation process, Jane Bird affirmed that the CLCO ensured that everyone had an opportunity to participate in the process and had equal influence.

You filled out a form and if you wanted to participate in a working group, each of those were facilitated. Everyone's comments were then rolled up into a master document to see what the key themes were.

However, both Ms. Bird and Ms. Kirk were quick to clarify that while everyone had an opportunity to participate, not all comments were given the same weight.

According to Jane Bird:

It's not a democratic process where everyone's comments get given the same weight. What you try to do is get skilled people to capture out of all of the data the key themes.

When Judy Kirk was asked if there were measures in place to ensure that all participants had equal influence in the consultation process, she responded:

I think that the commitment on an advisory consultation is to consider input and if in considering that input, your judgment is that all input be considered equally, then the answer is yes, very clearly. But if what you mean is that every single piece of input is utilized in the same way, then the answer is no. The reason is that some pieces of input are more critical than others. For example, if a safety issue is identified that hadn't been previously and another piece of input isn't, would you judge that piece of input in the same way? Probably not. Is all input considered? Yes. But it is not used in the same way.

The vast majority of survey respondents who participated in the consultation process (80 per cent) disagreed or strongly disagreed when asked if all

interests/perspectives had equal influence throughout the Canada Line consultation process. It may be that many respondents felt this way because of the decision to proceed with cut-and-cover construction was made despite strong opposition.

Principled Negotiation and Respect: *The process operates according to the conditions of principled negotiation including mutual respect, trust and understanding.*

Although the consultation process designers from the CLCO and Kirk and Co. did not intend for the process to foster teamwork, it appears that a small majority of those who participated in the process felt that there was a sense of mutual respect, trust and understanding among participants. 40 per cent of survey respondents agreed or strongly agreed that all participants demonstrated a clear understanding of the different stakeholders around the table (33 per cent did not know and 27 per cent disagreed). 50 per cent of survey respondents agreed or strongly agreed that the consultation process encouraged open communication about participants' interests.

Jane Bird stated that the pre-construction consultation process was designed to get people's opinions, as opposed to fostering teamwork. However, as Judy Kirk suggests, one of the spin-off benefits may have been that it brought communities of interest together. For example, there was not a Business Improvement Association (BIA) in Cambie Village before the Canada Line project commenced.

The businesses in this neighbourhood became more closely aligned during the process and formed the BIA as a result. According to Kirk:

Did it foster a sense of community? I think it probably did. For example, people who lived in and around airport, Richmond, Cambie, as well as Yaletown and Downtown, all had shared values and shared desires. When you look at the summary reports you would see key themes that show some of the communities of interest.

Kirk also felt that while teamwork may be a goal for a shared decision-making model, it would not be ideal in an advisory consultation process (the public consultation model that the pre-construction consultation process was based upon):

Teamwork is an odd question when you related it to this so I would say that it was not the goal. It could be specific to a shared decision making model.... within a collaborative model you will have advisory committees and you could move to teamwork there. There is a value judgment there that you should be aware of, and that is that sometimes teamwork is a way of describing shared interest and part of what consultation is about is hearing diverse interests. In facilitating good consultation you should not encourage a sameness of thinking. In some instances it is more important to understand the range of issues than have consensus on one issue.

In spite of the designers' objective to ensure that the Canada Line consultation process allowed for diverse interests to be heard, it seems that the majority of survey respondents who participated felt that the process as a whole was hindered by a lack of communications and negotiating skills – a strength for participants in any consultation process, and one of the key criteria in collaborative participation models.

Accountability: *The process and its participants are accountable to the broader public, to their constituents, and to the process itself.*

The CLCO and Kirk and Co. both stated that the process effectively represented the needs of the broader public and that it ensured participants were accountable to the people they were representing. According to Jane Bird,

I feel very strongly that in both phases, the process captured the views of the broader public. If people were critical, it was that we didn't capture the needs of the immediately affected public. But the broader public, without question.

Several survey respondents disagreed with this statement. When asked if the consultation process was effective in representing the interests of the broader public, 50 per cent disagreed or strongly disagreed, while 36 per cent agreed or strongly agreed with this statement.

Flexible, Adaptive, Creative: *Flexibility is designed into the process to allow for adaptation and creativity in problem solving.*

This question generated different responses depending on the audience.

According to Judy Kirk, the pre-construction consultation process was flexible enough to be adaptive to changing circumstances or public feedback:

As we went from the first phase through to the second and third, the input from phase one had an influence into the design and topics in the next phases. That is the beauty of multi-phase consultations.

When asked if the consultation process was flexible enough to be adaptive to new information or changing circumstances, the majority of survey respondents (72 per cent) disagreed or strongly disagreed. This might be a response to the rejected court appeal for additional consultations after cut-and-cover construction was revealed during the environmental assessment phase. The provincial government demanded that the CLCO hold additional open houses and extend the period for public comments; however, there was no new consultation strategy implemented following the announcement of extensive cut-and-cover construction.

According to the CLCO, the pre-construction consultation was not adaptive or flexible because there wasn't a lot of feedback critical of the process. According to Jane Bird:

When we even met with the small groups, we didn't get a lot of feedback saying, 'we don't think this process is effective.' If you read through the comments, there wasn't a theme coming back saying you need to do more of this or we don't like this in terms of the process.

Ms. Bird was likely not referring to the environmental assessment consultation phase in this statement, because at that stage, the public, particularly businesses, became highly critical of the consultation process as a whole. When asked specifically about whether businesses were satisfied with the consultation process, she said:

We need to be very careful (re: whether or not businesses were satisfied with the pre-construction consultation process). At the time, the discussion was on different issues. There is a huge amount of criticism out there that we should have told the businesses that we were using cut-and-cover construction earlier than we did. And one of things that is interesting is how, in a P3 project, you can consult on issues that you might anticipate getting feedback on, while at the same time carrying on a competitive environment where confidentiality is necessary. That is hard part and maybe it's

about explaining a spectrum of design responses that you could get more accurately.

The issue of publicly disclosing the “spectrum of design responses” (i.e. construction methodologies) that could have been applied to the Canada Line project is discussed below under the ‘High Quality Information’ criterion.

High-Quality Information: *The process incorporated high-quality information into decision-making.*

The majority (58 per cent) of survey respondents who participated in the pre-construction consultation activities agreed or strongly agreed that they lacked adequate, high quality information for effective decision-making on the Canada Line project (21 per cent disagreed, 21 per cent did not know). When asked if the information provided during the consultation process was accurate and unbiased, the majority (58 percent) of respondents disagreed or strongly disagreed (28 percent agreed). According to one respondent:

They came to us, painted the rosier picture of the construction process (that they would be burrowing rather than doing cut-and-cover), as well as misled us into believing that the impact would be minimal. Consequently, we supported them prior to approval from the government.

When reflecting on the information provided during the pre-construction consultation phase, Jane Bird expressed some regret in how the information regarding construction methodology was presented:

I think that the quality of the information we put out was very, very good in the pre-construction consultation phase. But, it is fair to say people are very critical of the fact that we did not highlight cut-and-cover as a possibility. And I think they have reason to be critical and it is an honest mistake. It isn't a malicious mistake, but in our mistake we should have said, 'Hey! Hey! It could be cut-and-cover!'

Kirk and Co. also felt that the lack of disclosure on this issue hindered the consultation process they had designed. According to Judy Kirk:

As consultation practitioners, we didn't know (about the cut-and-cover construction), and so one of the things that Kirk and Co tried to bring, not only do I adhere to best practices around this, but I personally think it is important that you need to define the consultation topics and the description of the project or the policy or whatever it is you are consulting on, as fully and completely as you can.

Kirk did feel however that due to the competitive bidding process, the CLCO had their "hands tied" in terms of disclosing construction methodology.

Time Limits: *Realistic milestones and deadlines are established and managed throughout the process.*

Survey respondents were split on whether the time allotted to the pre-construction consultation process was realistic (43 per cent agreed, 43 per cent disagreed) and on whether the process had a detailed project plan including clear milestones (50 per cent disagreed, 43 per cent agreed). Considering that the process was over three years in duration and numerous public documents show clear milestones for each phase of consultation, it may be that some members of the public were unaware of the total duration and structured design of the consultation process as a whole. According to Judy Kirk:

There was so much opportunity to provide input.....if anything it was, haven't we heard enough? Remember there were three rounds and the environmental consultation.

Implementation and Monitoring: *The process and final agreement include clear commitments to implementation and monitoring.*

Survey respondents were also split on whether, at the end of the pre-construction consultation process, participants shared a strong commitment to support the Canada Line project (43 per cent agreed, 50 per cent disagreed and 7 percent did not know). The process designers from the CLCO and Kirk and Co. both felt that businesses did support the project at the end of the pre-construction consultation. According to Jane Bird:

At the end of the consultation process (pre-construction), there is no question that businesses supported the project. This is all about good business. There is no question about it and if you just look in the Cambie corridor at how many businesses have located there in the last 3 years compared to what was there before....remarkable. So I think it is fair to say that businesses support the Canada Line project.....Businesses where cut-and-cover affected them, were critical.

Effective Process Management/Independent Facilitation: *The process is coordinated and managed effectively and in a neutral manner. The process uses an independent trained facilitator throughout the process.*

Although, the CLCO hired an independent agency, Kirk and Co., to assist with designing and implementing the pre-construction consultation process, 50 per cent of survey respondents involved in this process disagreed or strongly disagreed that the agencies responsible for managing the Canada Line consultation process acted in a neutral and unbiased manner (21 per cent agreed and 29 per cent did not know). In spite of this, many respondents felt that the structure of the process was not an issue. 36 per cent disagreed when asked if the consultation process was hindered by a lack of structure (40 per cent did not know, 21 per cent agreed).

6.4 Evaluation of the Pre-Construction Consultation Process

Although the business survey indicates that most respondents did not feel that the consultation process followed many of the criteria present in a shared decision-making model, survey responses were split on whether or not the Canada Line consultation process was successful overall (35 per cent agreed, 35 per cent disagreed and 30 per cent did not know). This raises the question of whether or not a collaborative planning model would have been the most effective form of consultation for the Canada Line in the early planning stages.

One criticism of collaborative planning is that it can mislead the public into thinking that they have the power to make final decisions on an issue when this is not the case. With the Canada Line, the decision to build the line was already made, and according to Judy Kirk and the CLCO, the consultation process was designed to seek advice from the public on issues such as design, location and cost; however, the final decision-making authority on all aspects of the project lay in the hands of the governing power. As a result, designing a public consultation process based entirely on collaborative planning would have risked raising false public expectations that they had the power to make final decisions on the project.

The CLCO made the right decision in creating a detailed consultation strategy that proactively sought the public's advice – through a variety of strategies – at

every stage of building the Canada Line; however, there are several aspects of collaborative planning that could have been incorporated into their public consultation strategy to improve public support and understanding of the project throughout its construction.

High Quality Information: *Describe the Full Range of Possible Project Outcomes (Particularly Construction Methodology)*

A key aspect of collaborative planning is to provide high-quality information so that the public can make informed decisions on critical issues. In the case of the Canada Line, information – how it was presented and what was available to the public – was a key aspect of the pre-construction public consultation process that could have been improved to avoid the frustration for business owners, many of whom felt that they were presented with an overly optimistic picture of the Canada Line and all the benefits it would bring, without ever being told that several years of disruptive, cut-and-cover construction was a possibility.

Both Jane Bird and Judy Kirk agreed that the CLCO should have clearly communicated the possibility of cut-and-cover construction. According to Kirk:

If people were told that the range of options for construction, it would have been better. No doubt.....On a pure planning level for consultation, one should as much as possible define what the project is.

This is especially important during the public consultation activities that occurred as part of the Project Definition Phase, where the public was being asked whether or not they would “support the project as defined” and to identify issues of concern. This was misleading because the “project as defined” in the project definition report stated that the majority of the Line would be built using bored tunnel construction (RAVCO, 2004b). Ultimately, many members of the public felt misled because they had supported the project as it was defined in the report, which unbeknownst to them, was not a conclusive document.

To avoid this miscommunication, any practitioner developing a public engagement strategy for a major infrastructure project should clearly communicate all possible construction options, without suggesting that one is more likely than another until the construction methodology is confirmed. This applies to P3 projects also; even if the project partners are do not know how the project will be delivered until after the confidential bidding phase.

During the early planning phases, construction methodology was also not highlighted as a key consultation issue because the CLCO believed that the public was not concerned with how the Line would be built. It is clear now that moving forward with any major infrastructure project through a residential or commercial district will require that one ensures the public’s full understanding and awareness of construction methodology regardless of whether or not the proponent believes this is an issue of public concern.

Clear Ground Rules: *Ensure the Public Understands the Project Delivery Structure and How Their Input Will Be Used*

The CLCO undertook a detailed, thorough public consultation strategy; however a lawsuit was filed against them by the “Do RAV Right Coalition”, who accused them of inadequate public consultation before the project even broke ground (because of the public’s unawareness and surprise over the proposed cut-and-cover construction). The BC Supreme Court case, and a subsequent appeal were both rejected on the grounds that: the method of construction identified in the project terms of reference was necessarily indeterminable and subject to later modification. These events demonstrate how businesses did not fully understand the consultation process and how their input would be used.

A key component of the Canada Line public consultation strategy should have been to clearly state and emphasize how the process would work with them to ensure that their concerns would be reflected in the alternatives developed; and explain how a project definition report is not conclusive and that the final decision on any aspect of the project would rest with the project’s governing body. This illustrates how supplementary documents explaining the project delivery process, key timelines, the public’s role and how their input will influence the final decision are integral to any consultation process.

Inclusive Representation: *Work Directly with Adversely Affected Parties in the Earliest Planning Stages*

Another aspect that could have been improved was how businesses were involved in the pre-construction public consultation process. It seems that the

CLCO did not proactively focus on engaging business owners at the outset of the early stages of public consultation.

There are justifiable reasons for this – businesses supported the Canada Line at that time, businesses are too busy, weren't interested, the CLCO didn't know that cut-and-cover construction was possible, they were limited in what they could disclose because of the confidential bidding process, etc. – regardless, the Canada Line was slated to be built through predominantly commercial districts and there should have been a more concentrated effort to involve and inform the businesses in these neighbourhoods about the project from Day One. The CLCO did consult a select group of BIAs and other business associations in a smaller working group setting; however, it is not evident that these meetings were open to business owners along the construction route or that, prior to the announcement of cut-and-cover construction, any other effort was made that focused on business owners.

An increased focus on business owners did not occur until after the construction method was announced. Although the CLCO was in a difficult situation of not being able to reveal to the public during the confidential bidding process that cut-and-cover construction was the chosen construction method; the frustration and confusion in the business community might have been avoidable if there was already some sort of sustained, face-to-face dialogue between stakeholders in the business community to share information and solicit advice – similar to a

collaborative planning model, with the exception that final decision-making power would still lay in the hands of the CLCO.

Ultimately, a consultation process based closely on collaborative planning was developed after the cut-and-cover announcement with the formation of the Business Liaison Committee (BLCC). The effectiveness of the BLCC and whether or not it followed a model based on collaborative planning will be discussed in the next chapter.

Chapter 7: CANADA LINE CONSULTATION WITH BUSINESSES DURING CONSTRUCTION

The research question being posed to evaluate the Canada Line consultation strategy with businesses during construction is: “Once the project shifted to cut-and-cover construction and a consultation strategy with several elements of collaborative participation was ultimately introduced, how effective was it in meeting the principles of this model?”

To answer this question, data was collected from interviews with those involved in creating and overseeing the Canada Line Business Liaison Committee (BLCC), such as Karen Pederson, the independent project director and Gordon Harris, the consultant who established the committee; as well as five former BLCC members. The interview data is analyzed using Frame’s Design and Evaluation Criteria for Shared Decision-Making (2002) to determine and evaluate how elements of collaborative participation were applied to this phase of consultation and engagement with businesses.

7.1 Overview

As mentioned, collaborative planning is not always initiated at the start of a public consultation process. It is sometimes instigated well into the process as means of resolution by bringing together a group of people to represent divergent interests

when a source of tension or controversy arises. It becomes clear when examining the Canada Line's Vancouver Business Liaison Committee that, although it was not explicitly developed as a collaborative participation process, it was intended to achieve this objective. As mentioned earlier, the Canada Line project is particularly unique because, unlike many case studies evaluating collaborative participation, the public consultation strategy with adversely affected communities (businesses) was not designed as collaborative participation initially; however, public sentiment shifted dramatically over the course of the project and a consultation strategy that involved many elements of this model was ultimately introduced once it was revealed that cut-and-cover construction would be used to build the Line through commercial districts.

According to one of its creators, Gordon Harris, the BLCC was established to bring together all of the different stakeholders: those affected by the construction, such as business owners and the BIAs that represented them; and those that could listen to their concerns and answer their questions, such as the City of Vancouver, InTransitBC, TransLink, and the CLCO. An independent project director, Karen Pederson, was hired to oversee the BLCC and the committee was given a pot of money (\$1 million to the Vancouver committee) to spend on marketing programs to mitigate the construction disruptions. "It (the BLCC) left final decision making in the hands of businesses.....and it was all about independence," said Harris.

At a glance, it appears that the BLCC was modeled based on the principles of collaborative participation. How successful they were in applying these principles is the focus of this next section.

7.2 Collaborative Participation Principles and the Business Liaison Committee

Purpose and Incentives: *The process is driven by a shared purpose and provides incentives to participate and work towards consensus in the process.*

All of the former BLCC members I interviewed were at the table because they had clear goals in mind with respect to the Canada Line project and felt that the committee was an effective way to achieve those goals. The fact that many of its members stayed on the committee for the entire duration of the Canada Line project attests to this. According to one former BLCC member from a Vancouver tourism agency:

The BLCC was an opportunity to be a conduit back to industry, and be a champion for the Line that we worked so hard to ensure was going to be built.....But recognizing now that it was going to be built in a way that was really going to make it difficult for some of those on the committee. We were going to take hits, so the BLCC was important. It did good work, it was responsive, and it had a budget.

On the other hand, according to Pederson, although some of the independent business owners on the BLCC were committed to staying involved, they did not feel that the committee and the marketing funds were enough to address their needs:

People with a more global perspective understood the need for a more overarching strategy, but people that were independent said that not enough was being done for the little guys. They thought, 'we need specific and independent support; and some of these other guys, they don't need the help. They'll weather this storm anyways.'

In spite of the BLCC being allocated what some considered a small budget, one member felt that the committee was the best way to work together and address the construction impact:

I know there was controversy around the methods, tunnelling versus cut-and-cover, but the fact of the matter was, that it was what it was when we got involved, so you're damned if you do and damned if you don't.

Inclusive Representation: *All parties with a significant interest in the issues and outcome are involved throughout the processes.*

In forming the BLCC, the CLCO clearly attempted to create a group that would represent the divergent interests of the Vancouver neighbourhoods and their

businesses – large and small – that were impacted by the Line’s construction; in addition to inviting key stakeholders from the transit authority, contractor and municipality to meetings to answer questions and hear the business community’s concerns. According to Harris, the Vancouver members were chosen based on geography, so there was a member from each of the BIAs along the construction route (Yaletown, Downtown, and Cambie Village); a business owner from Oakridge (which had no BIA); as well as a few large and small businesses from the affected neighbourhoods. The majority of former BLCC members that I spoke to felt that the BLCC was inclusive in its representation. According to one former member from an international electronics company:

There was good representation from the City, TransLink, the Canada Line, businesses small and large, so with that you got a varying degree of sophistication and input.

Jane Bird did mention the challenges in selecting a sample of people that can represent the broader concerns of the business community:

On the BLCC side, I think there was an effort to ensure that everyone had equal weight and that it was representative. One of the questions you are going to have to ask in this model is how do you get a representative sample? Because at some point in the process, almost by definition you are in a subset of the group, either a self-selected subset, because they are the only ones that come to the meeting, or because

the process that you've designed creates a subset. In any event, you are always dealing with a subset of the greater interested group and then the question always becomes in planning, is that a representative sample and can these people speak for everyone else?

One former member felt that the neighbourhoods that did not have a BIA were not sufficiently represented on the BLCC:

I think the places where they had BIAs got represented, but the places that didn't, like Cambie South to King Edward, none of them were represented, other than Oakridge, where the company that owns Oakridge was represented.

Whether or not the larger business organizations such as BIAs and property management companies, were effective in representing small business owners was debatable according to one former member and small business owner:

The individual people that were really affected...whether the BIAs met their needs.....I don't think so, but that is just my opinion.

Voluntary Participation: *The parties who are affected or interested participate voluntarily and are committed to the process.*

Although some former BLCC members mentioned that there were a few people who were not as committed to the process as others, all members were there voluntarily and many stayed on the committee for the duration of the project. And as mentioned, most were committed to the process.

Self-Design: *The parties involved work together to design the process to suit individual needs of that process and its participants.*

Karen Pederson, and all of the former BLCC members interviewed by this project, felt that the committee worked together to design the process and establish the goals and objectives of the program. According to Pederson:

We came up with terms of reference and those terms were brought forward into a strategic planning session, where we were all brought together to come up with goals and objectives.

In addition to working together to develop the terms of reference and overarching goals and objectives of the program, members were responsible for deciding how the funding would be allocated toward marketing and construction mitigation programs. While most people interviewed felt satisfied with the program design and their involvement in it, there were a few issues of dissatisfaction with key

aspects of how the BLCC operated, particularly the level of access to funding and decision makers. According to one former member:

I think the access to decision makers and the funding were good structures and I think they (the CLCO) worked hard to make sure that happened. Could there have been more access to the funding and decision makers? I think possibly. Could there be more funding? Well when you have that level of construction, it is not evenly distributed and you have some businesses that have very significant disruptions and others not as much. It (construction) is taking away access to your business....can you fully offset that by marketing? Maybe you can, but (not) unless you heap tons of marketing dollars on the table.

One former member felt that the BLCC could not function effectively because it did not have enough influence over construction issues:

It's not like the committee had any power, all the committee could do was ask the contractor to do something and if he wanted to do it he would, and if not, too bad. It had no power really. The only power it had was how to spend a million dollars, but most of it was general advertising. It didn't work because the powers were limited for marketing.

Clear Ground Rules: *as the process is initiated, a comprehensive procedural framework is established including clear terms of reference and ground rules.*

The BLCC worked together to establish the terms of reference, which described voting and meeting procedures. The majority of former members I spoke to expressed satisfaction with the terms of reference and the procedural framework; however, a couple of members felt that their role was not sufficiently articulated in the BLCC Terms of Reference.

I think that because it was a new concept, we didn't have a clearly defined role in the beginning. And the role kind of evolved over time.... We didn't have the role defined in the beginning as to what one was supposed to do, what our responsibilities were ...I think that is something that could have been done better....they could have defined what we were really there for....the Terms of Reference didn't say what each individual member was responsible for doing.

One former member felt misled about the BLCC's level of influence:

I think we thought we would have more say initially but really all we could do is make suggestions or ask questions.

Equal Opportunity and Resources: *The process provides for equal and balanced opportunity and effective participation of all parties.*

The issue of providing equal opportunity and resources for effective participation was hotly contested amongst the former BLCC members I interviewed. Because of the committee's diverse membership, involving businesses large and small as well as BIAs and associations, there were some members who felt that they did not have as much influence as others at the table. Some BLCC members representing BIAs and larger companies felt that small business owners were too preoccupied with their own needs to participate effectively on the BLCC. On the other hand, the small business owners on the BLCC that I spoke to, felt that they were overshadowed by what they felt were the more powerful and influential BIAs and large companies. One former member described the challenges of engaging small business owners in the committee and the advantages and disadvantages of having BIAs represent their interests:

It's always a challenge for business owners. They are busy. They don't have the time to commit to ongoing committee meetings, working through the details and reading plans. They need to run their business so they do rely on BIAs. But I think that that's got its advantages and disadvantages. The BIAs tend to miss some things that are important to business operators and the flow of information isn't seamless.

Karen Pederson made attempts to ensure that BLCC resources were distributed fairly:

At first, I just took spreadsheets and spread them all over the table and divided all the areas up and measured how many months of construction, how heavy and how does that relate to their retail schedule. I came up with budget allocations then put those in front of everyone and said ok, this is what I think would be fair in this situation and let's talk about it. They all nickled and debated whether or not it was fair to their area....They had input into those budget allocations, which were looking at different stuff like signage, streetscape enhancements, marketing or events.

Although every member had one vote at meetings, in Jane Bird's opinion, the BIAs on the BLCC had more influence:

On the BLCC, I think it's fair to say that the BIAs probably had more weight than any individual business. Whether that was good or bad or inevitable, that was the reality.

Whether members, including the BIAs, had the capacity and resources to participate effectively in the BLCC was also an issue. A business owner on the BLCC who was there to represent Oakridge area businesses (Oakridge has no BIA) said:

Had anyone done it again, there should have been resources for each committee member to get the information out to the other stores. It's okay for a BIA because they already have those resources...they already have secretaries. I didn't have any. It was difficult for me to get the word out to all the different businesses. I didn't have all the email addresses of all the stores and a lot of them don't speak English so it was a little difficult.....no translation services either.

Even amongst the BIAs at the table, some had more capacity than others. For example, the Cambie Village BIA was not well established because it was formed when the Canada Line construction began. When I asked Gordon Harris about this, he replied:

They (the BIAs) certainly had the capacity and most of the time had the will to do it effectively. In the Downtown portion, I think the BIA did very well at getting information out to members. Along Cambie, the BIA was very new. They had an executive member who was part-time and so they didn't have those kind of systems in place and there were a lot of retailers along there that were not sophisticated and others that were very sophisticated.

One former member said that it did not matter whether someone was from a BIA or a small business; members' influence depended on their willingness to participate, and their capacity to collaborate effectively:

I am not sure that you can have equal influence, you can ensure that people have equal opportunity. The notes were distributed in advance, people knew when the meetings were happening. They knew the terms of reference and had an opportunity to comment and influence those. The voices could be heard, but you've got to show up, you've got to be prepared and in some cases, know what you want and how to collaborate effectively. That's not a skill that was shared fully amongst participants, some people are just better at working in group environments or they happen to be well-positioned and well placed within the group structure and maybe they have experience in this type of work before and maybe they have some dollars that can be leveraged so that might enhance their influence, knowing that they are bringing other resources to the table. So I think equal influence is not the right word...fair reasonable opportunity is a better way to put it.

In spite of all members having a fair opportunity to participate, no one I interviewed stated that the CLCO provided training or support to help less experienced committee members to participate more effectively.

Principled Negotiation and Respect: *The process operates according to the conditions of principled negotiation including mutual respect, trust and understanding.*

All of the interviews conducted by this project confirmed that the BLCC operated under the principles of mutual respect, trust and understanding; however, many felt that some BLCC members did not always look beyond their own needs.

According to Karen Pederson:

If you are a representative of an area, it is much like government, you are going to come in there and hear a guy pleading for his area and that they need more, and deserve more for whatever reason. So the teamwork aspect of it (the BLCC) was not the strongest. I mean, we are a team. We are working there, we are listening, and we are cooperating, but when it comes down to it, everyone is fairly competitive for his or her piece of the pie.

As one former member put it, “People were not looking at the big picture....and you know, it was probably good in some ways to have that diversity, which at the same time, made it challenging to get consensus.”

Accountability: *The process and its participants are accountable to the broader public, to their constituents, and to the process itself.*

As with most collaborative planning processes, BLCC members were at the table to represent the interests of a specific group, whether it was a neighbourhood, like Cambie or Yaletown; or a business sector, like large corporations or small

retailers. Most former members I spoke to felt that each member was effective in representing the needs of a specific group; however, they weren't always effective at looking beyond these needs to be accountable to the needs of businesses outside of their sector or neighbourhood. This is why, as one former BLCC member stated, representative membership on the committee was important:

That's where the mix of the group was very important. You want to have a few of the associations, BIAs, etc. The BLCC was able to have a couple of those umbrella organizations and a couple of specific business owners, because in the association world you are going to miss some of the day to day things,.....basic stuff like, 'people can't park... they can't get to my parking lot....people can't cross the street..' And businesses will see that immediately and respond to it immediately. On the other hand, the broader interests still needed to be considered because the impacts were uniform across the Line and one business group or a cluster might have needed more marketing or simple signage. Others needed some very aggressive parking changes, so you needed to have the balance of both and not an unwieldy number of people so the team could gel. They did a good job.

Jane Bird, and some former BLCC members I interviewed, noted that the BLCC faced challenges in engaging the broader business community:

BLCC was effective...did they communicate back, the program, the challenges to all the people in Yaletown, for example? I think that the answer is that they did. Did they do it effectively? Not all that effectively in a lot of cases. But in saying that, I need to communicate that it is a really difficult thing to do...because people are often distracted and busy. You can get feedback, you can write this is what we decided, but engaging people is hard.

Flexible, Adaptive, Creative: *Flexibility is designed into the process to allow for adaptation and creativity in problem solving.*

In addition to providing input into a comprehensive marketing plan with various strategies to mitigate the impact on local businesses for the duration of the Canada Line's construction, all of the former BLCC members that I interviewed felt that the committee and the process was flexible enough to adapt to changing circumstances. According to Karen Pederson:

I had certain criteria. I had to meet with my Chair. I had to provide a report as well, and if people didn't feel that things were going the way it should, they certainly were vocal about it. If they didn't think something was delivered, then they said so and they would want to tweak things and we might shift. We might take something out of advertising and throw it into signage because it wasn't effective where it was, so yes, the process was very flexible.

She added that the process had to be flexible due to the evolving nature of the Line's construction schedule:

It had to be flexible. Suddenly, the timing has changed, we're going to do this section, not that one.....'But (we would say), that is where we are doing our event.' Okay. Now we are going to do something else that was just advertised as 'x' or 'y.'.... We had to be so flexible it was ridiculous. Extremely flexible. It's the changing construction schedule and on top of that, you had things like utilities being repaired, which were never fully explained within the scope of the Canada Line.

One former BLCC member mentioned that one aspect of this flexibility was the opportunity to bring in key proponents whenever an issue arose:

The access to the proponents or influencers or government people.... I thought that was very flexible. We could bring Jane Bird in, or someone from TransLink or the City, if we identified an information gap that was there. Although often you ended up seeing the communications people at InTransit BC, not the ones on the ground managing the project. I think the other piece was the finances. We had good opportunities to decide how that was going to be spent and allocated.

This former member also felt that the construction representatives were not entirely at fault and that at least the BLCC provided a forum for them to work together:

The construction guys, you can't blame them. They are just trying to get the job done, but the BLCC gave us a forum to say, 'hey, can you go to those guys and get them to fix the fencing or clean up the sidewalk?' Little things like that that made it easier for customers to get to the stores or move a piece of equipment. Those types of things got dealt with pretty quickly.

High-Quality Information: *The process incorporated high-quality information into decision-making.*

The issue of whether or not the BLCC had access to high quality information was also a source of contention amongst the former BLCC members who I interviewed. Those that spoke favorably of the information provided to them, felt that the BLCC provided a forum for members to work with key decision makers, who would provide updates on the Line's construction, potential issues, etc. According to Karen Pederson:

InTransit BC and the community liaisons were at every single meeting, but the actual foreman and superintendents only attended occasionally because they needed to be at work. But when there were really major changes coming, or

a new process or something difficult was happening and they wanted to make sure everyone knew the steps of it, they came. And we would have extraordinary meetings. They would have the charts all over the wall, they'd invite the whole neighbourhood that was going to be impacted, and they were actually quite good about providing the technical advisories. The engineers, the contractors. They would answer every question that was asked and staff until every person was gone. I feel like they made a hell of an effort.

She went on to describe how the BLCC ensured that high-level decision makers were present at the meetings:

We had someone from the Canada Line.... always high level, same with TransLink and the City of Vancouver – they sent people who could actually do something with what was said. So people felt that they had some power at that table and that when their problems were listed off and everyone would go around the table.....and they would go through the construction schedule for each area and tell them exactly what they could expect over the next 30 days and they had the opportunity to ask a lot of questions about it, which they could take to their members and they got minutes which they could circulate to their organizations, so they had excellent conduitsBLCC members could have an impact based on just being there.

One former member felt that information was forthcoming, but he would often have to ask for it first:

Most of the time, we had to ask for more information.....but I would say that any time we asked for more information, we got it and you never really know what is there until you ask for it. Every time we asked, it was pretty forthcoming. If it wasn't given to us, we could ask for it.

One issue that was brought up a couple times, was that although information was available to the BLCC, it was frequently subject to change. According to one former member:

We met once a month, but what would happen is that it would change so quickly with construction – because the company would decide one day to shut down one street and would send out an email to us. The next day, they would change their mind and shut down another street. So the conditions changed on a daily basis on what construction was going, what would be open, etc. When you are meeting monthly, all we can do is email things to people that we would get emailed. We were expected to always look at their website, but most businesspeople can't everyday be looking at the website and things wouldn't be accurate on the website, they would just do whatever they wanted anyway.

Karen Pederson's response to this was:

Well, they always said 'subject to change', because you've got weather, you've got crews being pulled into one situation or another. That 'subject to change' was exercised with some regularity. It was a big project going on in a lot of different places at once, so it would often be frustrated. We would put information out about something that was supposed to happen on x, y or z day and it would happen on a different day and we may not have time to get out information that it was happening earlier or later. You can't really plan.

Another issue that was raised was that there was not enough information available to the BLCC to understand how to create an effective marketing program. According to a former member:

I think sometimes you can get too much information and then at other times, when you are really trying to drill into an issue or marketing program, maybe there is not enough information....so there is always a tension between too much and where are there gaps. How much did we know about consumer patterns? Where are they shopping? What are they looking for? How much do we know about people who used to shop the line and may have been avoiding it? I think there are probably big gaps in our understanding.

Time Limits: *Realistic milestones and deadlines are established and managed throughout the process.*

Time limits did not appear to be an issue with anyone interviewed about the BLCC. Most members I interviewed felt that BLCC operated well in terms of developing realistic milestones and deadlines for achieving its goals and objectives.

Implementation and Monitoring: *The process and final agreement include clear commitments to implementation and monitoring.*

It seems that the BLCC did include commitments to implementation and monitoring. The committee created a detailed marketing plan to implement through the course of the line's construction and hired a consultant, Suromitra Sanatani, halfway through construction to evaluate the effectiveness of their marketing activities. In addition, one former member praised Karen Pederson for keeping the committee aware of the impact of feedback on the marketing programs:

Karen was pretty good at giving feedback on how the various programs were viewed and visitors they got. They had a good read on which stores had so many visits. She was good at getting feedback on that stuff to see what worked more effectively than others.

Although Sanatani's broad evaluation of the BLCC marketing programs was conducted based on interviews with key stakeholders, one member felt that there should have been more quantitative evaluation of the marketing strategies:

There was no accountability. At the end of each thing we did, there was no measure of effectiveness of that. If they did radio ads, there should be measurements. If there are no measurements, it's useless. No one ever knows if it was an effective thing to do or not.

Effective Process Management/Independent Facilitation: *The process is coordinated and managed effectively and in a neutral manner. The process uses an independent trained facilitator throughout the process.*

All of the former BLCC members I spoke to agreed on the importance of having an independent facilitator, Karen Pederson, overseeing the BLCC. They were also unanimous in their praise for Pederson in facilitating this role. According to one former member:

Karen didn't represent any area or business sector, so she was able to be a very steady hand on the discussion and made sure everyone was heard and that those potential conflicting interests were managed.

As an independent facilitator, Pederson was also able to facilitate the discussion effectively. According to Gordon Harris:

It was a bit of a challenge, because you end up with someone saying, 'this is fine' and another business saying that it is really dealing with a bunch of different dynamics.....Well I think that is a fortunate bit of microcosm. There was a lot of really productive tension in the Committee and certainly a key was the independent chair.

7.3 Evaluation of the Business Liaison Committee

It is evident that all of Frame's shared decision-making principles were applied to a degree with the BLCC program, some more effectively than others. In evaluating how each collaborative participation principle was used, it appears that the BLCC was successful in creating a program that involved: inclusive representation; voluntary participation; self-design; independent facilitation; a flexible, adaptive, creative process; a commitment to implementation and monitoring; effective process management and time limits.

Collaborative participation principles that were not applied as effectively fell into the themes of working together, and access to information and resources. Specifically, the principles of accountability; shared purpose and incentives; equal opportunity and resources; principled negotiation and respect; high quality information; and clear ground rules, could have been improved. The following recommendations are suggested to address these issues in future collaborative planning strategies for major infrastructure projects:

Accountability and Shared Purpose and Incentives: *Appoint an Effective, Independent Facilitator*

Some of the people involved in the BLCC felt that members were not capable of seeing the big picture beyond the needs of their own business or community.

However, they also praised project director, Karen Pederson, for mitigating this issue – demonstrating the importance of having a strong, independent facilitator to oversee a business liaison committee. An effective facilitator should be someone with experience in the issues the committee is dealing with. For example, Ms. Pederson was an entrepreneur with two businesses, and was the former President of the Downtown Vancouver BIA. As a result, she had experience in business district programming and marketing, in addition to dealing with adverse situations like the 2001 bus strike in Vancouver, which led to decreased sales for many downtown retailers.

Equal Opportunity and Resources: *Provide Sufficient Resources for Committee Members to Communicate with the Broader Community*

In addition to having an effective facilitator, issues of accountability and shared purpose could have been addressed through enhanced capacity and resources for BLCC members. Many of the smaller businesses and new BIAs on the committee did not have enough resources to look beyond their own needs and communicate the work of the BLCC to the broader business community.

According to some former members, this lack of capacity was one of the main challenges they faced. And that could explain the high level of responses to my survey indicating that many participants were unaware of the marketing programs the BLCC delivered. The BLCC also had a relatively small budget to

implement these programs, which may be the reason for such a high level of dissatisfaction expressed by survey respondents when asked to rate them.

According to the survey, every construction mitigation strategy, including the BLCC itself, the \$1.3 million budget for marketing and all of the programs that were developed were predominantly ranked a 1 or 2 out of 5, in terms of effectiveness in mitigating construction (1 being not effective, 5 being highly effective). According to Jonathan Tinney:

I think as a tool for gathering input and getting information out, the BLCC worked very well. I am not certain on the effectiveness of the mitigation programs. I think it is necessary to have that program in place. It is important to give businesses the tools to address the issue themselves. But I am not necessarily sure what actual impact they (the programs) had.

Some former members, including Karen Pederson, felt that there could have been more money allocated to the program (one former member thought \$20 million would have been more suitable). However, according to Karen, “I am not sure any amount of money can be enough, because you can’t make the construction go away.”

It is possible that the BLCC's activities could have had a greater impact if the committee had a larger budget for marketing programs; however in addition to this, there should have been more funding to enhance the capacity of BLCC members to engage the business community. For example, additional financial support could have been provided to Karen Pederson and the BIAs to raise awareness amongst local businesses about BLCC marketing programs. There could also have been workshops to educate the committee members who were entrepreneurs or newer BIAs (such as Cambie Village) on how to promote the BLCC and its programs.

High Quality Information and Clear Ground Rules: *Clearly Indicate Participants' Roles and How Decisions are Made*

A few former members believed that the marketing programs didn't work because the P3 structure of the project meant that the developer was not under contract to alleviate the impact of construction:

Once construction hit here, the marketing campaigns were ineffective because they said Cambie is open, but it wasn't open. People had to go over 2km before they could make a right or left turn, people were so frustrated. No one could park any place. The businesses were open, but people didn't have access to them. Construction never followed through with what was promised and so once construction hit Cambie Village, it was totally ineffective.

“The private partner, through the contract, had all decision making power on how everything was constructed, and Canada Line, through TransLink, had no power,” said another.

As a result, one could argue that the process was not truly a collaborative planning process because businesses did not have a final say on decisions about the construction schedule. However it is important to keep in mind that collaborative planning involves coming to an agreement based on the interests of all affected parties, including the developer. Pederson’s response to accusations about the limited decision-making power of the BLCC was:

Some of the things that people were asking for on a time restricted contract are not realistic to ask..... and in some ways in creating a committee like this you are not managing that expectation that well because they are thinking yes, we have the power. We can do these things. But it was always, within reason. Within reason we can do things. There are lots of little things, like if someone put a portapotty in front of someone’s restaurant window, I think we can do something about that. We can move it right now. But not working on certain days at certain times was not realistic to expect.

It seems that some members did not understand that their decision-making power rested with how to spend the marketing budget and that while they could

influence the Canada Line construction schedule, they did not have the power to change it. This should have been clearly communicated to them in the committee terms of reference. As mentioned, some former members felt they did not fully understand their role on the BLCC. These expectations may have been avoided if participants' roles were more clearly defined.

Inclusive Representation: Provide a Forum for Ongoing Communication with Adversely Affected Communities in the Earliest Planning Stages

In many ways, the BLCC was a successful program in applying the principles and achieving the goals of collaborative planning, such as: building social capital (new relationships are formed), creating a high quality agreement that is acceptable to all stakeholders, reducing conflict, producing creative ideas for action and serving the public interest. According to Gordon Harris:

I think the structure allowed people to make good use of their time...feel like their time was valuable and the big part of that was that there was funding available and there was some ability to connect to decision makers whether it was city staff, etc. to pick up the phone and make something happen, whether it was parking regulations or schedule of construction.

Because it was effective in mitigating frustration in the business community, it would have been beneficial to establish the BLCC earlier in the planning process,

before the cut-and-cover announcement. Jonathan Tinney, former CLCO Manager of Community and Business Relations, agreed:

I think it would have been beneficial to set them up early.I think going forward in certain projects that have an impact like this, it certainly makes sense to touch base with those organizations. Because what happened was, because it was reactionary, the people that joined the committee were ones that were the most vocal about the process. It was a bit reactive. There could have been more of a bureaucratic process than a political one.

In spite of the complaints that some members expressed about the BLCC, according to Jane Bird, there was never any attempt to change it, even though the opportunity was there:

It had the potential to be flexible if we wanted it to be. We could change the Terms Of Reference, expand the committee. But strangely, we didn't take advantage of its flexibility. We didn't adjust it. In retrospective now that I am just thinking about it, I mean maybe it would have been worthwhile to sort of say partway through, is this structure that we've put together working for everyone? Shall we expand this?

Alan Dever, CLCO's Director of Communications, responded to Jane's comments by saying:

At midway, we did do an evaluation process with committee member input and they reinforced the process. I think the Terms Of Reference were such that, on the nature of the committee, there was built in flexibility. We could've adapted to change if people felt it wasn't working.

Chapter 8: CONCLUSION

“It is a worry for the province, as a funder, that you are in this awkward position of being a funder but not being in control. It makes me wonder, is this a good model? I am asking myself that at this point....I think we were surprised in a couple of ways as to how Canada Line has approached this project.”

Carole Taylor, former B.C. Minister of Finance, referring to the Canada Line P3 model and how its construction impacted businesses (Vancouver Sun, 2007)

The partners involved in building the Canada Line were criticized for using a P3 model of delivery that ultimately led to secrecy during the bidding process, and shock and frustration when it was announced that significant portions of the line would be built using cut-and-cover construction; in spite of this controversy, it is possible that a P3 model will again be sought to build future SkyTrain lines and other major transportation projects.

According to Jane Bird from the CLCO, the secrecy during the bidding process is not unique to P3 projects, it is the nature of any design-build process where a private company is bidding on a major infrastructure project:

You're in a very expensive competitive process where each team is putting together a proposal of how they are going to design and build. Until you are at the end of this process and have selected one, you can't consult on every proposal because otherwise they will just share information and it is not a competition

anymore.....Design is part of the competition. What becomes challenging is how do you tell people and consult effectively and do shared decision-making on a design that isn't finished until it's selected? What you can do is consult on what elements of design people care about and feed that into the design process.

In the case of the Canada Line, Jane Bird never did specify whether or not the CLCO knew that cut-and-cover construction was a possibility prior to embarking on an extensive public consultation process in the early planning stages. I also did not explicitly ask Ms. Bird this question in my interview with her and it is highly unlikely that I would have gotten a detailed response, given the pending court cases on this issue. She only stated that the CLCO didn't know "for a portion" whether the Line would be built with bored tunnel or cut-and-cover construction. According to Alan Dever, VP of Government and Community Relations:

The lesson learned for us is: try and anticipate a broad spectrum of outcomes, communicate that strongly but be realistic in the sense that no one really cares that much until its happening in front of your business.

Regardless of whether or not businesses cared about the Canada Line until it was in front of their business, the saga of this project illustrates the perils of not paying enough attention to small businesses when building a major infrastructure project through commercial areas.

This research paper set out to determine if collaborative participation principles were applied at any stage of the Canada Line consultation strategy with local businesses to illustrate how this ideal model of public engagement could be applied to a major infrastructure project and to explore if it is always the most suitable approach to public consultation.

In the case of the Canada Line, because there was not strong opposition to the project from the outset, applying a collaborative model of participation using **all** of Frame's criteria, particularly shared purpose and self-design (where the focus is on gaining consensus and participants play a key role in designing the consultation process), could have run the risk of creating a time-consuming, expensive and misleading process – especially since the decision to proceed with the project was already determined outside of the public arena. In the end, the public consultation process implemented by the CLCO prior to the Canada Line's construction was extensive and achieved the CLCO's goal of generating high interest and feedback from local residents and businesses in order to gain input into the preferred project design.

However, there are several aspects of the pre-construction consultation that could have been improved, particularly the quality of information shared with the public. The information provided to the public during this stage was sometimes biased in favour of the project and was misleading, particularly when describing how the line would be built. In spite of the CLCO being constrained by the

confidential bidding process, one way this could have been resolved is if the CLCO had clearly communicated the possibility of cut-and-cover construction at the outset of the project and throughout the consultation process.

Another aspect that could have been improved was the level of business involvement. The CLCO knew that the project would be built through predominantly commercial areas full of small businesses. While at the time of the pre-construction consultations, it may have made sense to only involve high-level business associations and BIAs in the smaller group meetings (perhaps to assure neutrality and focused dialogue), conflict may have been reduced if the CLCO had opened up these meetings to small business owners along the Line and made a concentrated effort to ensure their participation.

It is also clear that during this stage, it would have been beneficial to establish the Business Liaison Committee, so that businesses and the CLCO would have an ongoing forum to voice their concerns and solicit feedback on the project. When the Business Liaison Committee was finally formed after the cut-and-cover announcement, it followed a collaborative model based closely on Frame's criteria for shared decision-making and for the most part, was successful in applying this model. The committee worked diligently to mitigate construction issues and deliver marketing strategies to attract customers to the affected neighbourhoods.

As Metro Vancouver basks in the afterglow of hosting a successful 2010 Winter Olympics, where the Canada Line and public transit in general were regularly packed with riders, operated smoothly, and were touted as one of the success stories of hosting this major international event, the region already has its sights set on building further major public transportation projects, including additional SkyTrain lines such as the Evergreen Line, which will run from Burnaby to Coquitlam; and a UBC Line, slated to run from Commercial Drive along West Broadway to the University of British Columbia. As the UBC Line entered its first round public consultations in April 2010, businesses along Broadway were already mobilizing to voice their concerns about avoiding the situation experienced by Cambie businesses during Canada Line construction (Crawford, 2010).

Ultimately, the Canada Line example has proven that in moving forward with any major urban transportation project where disruption is anticipated within a specific community, regardless of whether or not it is a P3, it is fundamental to engage and consult adversely affected parties early and often and to provide clear, transparent information on the full scope of the project, including all possible methods of delivery and construction.

Furthermore, if the decision to move ahead with a project has not been determined or controversy arises, a model based on collaborative participation can be beneficial, especially if the goal is to partner with the public in each aspect

of the decision, including the development of alternatives and the identification of a preferred solution.

Governments will continue to pursue public private partnerships to delivery major infrastructure projects. It appears that the CLCO had good intentions when designing the comprehensive public consultation strategy on the Canada Line; however in a P3 model, they did not have full control over the project scope and its construction. As a result, their consultation strategy was impacted by their inability to predict the actions of their private-sector partner and as a result, the reactions of the general public. Understanding and communicating the reality of this uncertainty should be factored into any public consultation strategy for a P3 project.

Appendices

Appendix 1: Frame's Design and Evaluation Criteria for Shared Decision Making Processes

Process Criteria and Descriptions

1. Purpose and Incentives: The process is driven by a shared purpose and provides incentives to participate and work towards consensus in the process.

The process is driven by a purpose and goals that are real, practical and shared by the group. Parties believe that a consensus process offers the best opportunity for addressing the issues, as opposed to traditional ones; this requires an informed understanding of consensus processes and a realistic view of available alternatives or their BATNA (best alternative to a negotiated agreement). Participants share a sense of urgency with respect to settling the dispute providing incentive to participate and reach agreement.

2. Inclusive Representation: All parties with a significant interest in the issues and outcome are involved throughout the processes.

Includes those parties affected by, or have an interest in, any agreement reached, parties needed to successfully implement it, or who could undermine if not involved in the process, particularly nonactivist, nonaligned members of the public, and including appropriate government authorities. Those representing similar interests form a caucus or coalition in order to keep the process to a manageable number of participants. There are clear provisions to add parties to the process as appropriate.

3. Voluntary Participation; The parties who are affected or interested participate voluntarily and are committed to the process.

All parties are supportive of the process and committed to invest the time and resources necessary to make it work. Participants remain free to pursue other avenues if the consensus process does not address their interests; the possible departure of any key participant presses all parties to ensure that the process fairly incorporates all interests.

4. Self Design: The parties involved work together to design the process to suit individual needs of that process and its participants.

The process is self-organizing, allowing participants to customize the ground rules, objectives, tasks, working groups and discussion topics to meet the circumstances and needs of the specific situation. All parties have an equal opportunity to participate in designing the process. An impartial persons may suggest options for designing the process but ultimately control over the mandate, agenda and issues comes from participants themselves.

5. Clear Ground Rules: as the process is initiated, a comprehensive procedural framework is established including clear terms of reference and ground rules.

Clear terms of reference and ground rules are established including: scope and mandate; participants roles; responsibilities and authority, including process management roles and responsibilities; code of conduct; definition of "consensus"; dispute settlement process; use of subgroups; clear media and public outreach policy; and a "fallback mechanism." It is important to allow for adaptation and flexibility.

6. Equal Opportunity and Resources: The process provides for equal and balanced opportunity and effective participation of all parties.

All parties are able to participate effectively in the consensus process. To promote open, fair and equitable process where power is balanced among participants, consideration is given to providing: training on consensus processes and negotiating skills; adequate and fair access to all relevant information and expertise; resources for all participants to participate meaningfully.

7. Principled Negotiation and Respect: The process operates according to the conditions of principled negotiation including mutual respect, trust and understanding.

Participants demonstrate acceptance of, understanding of, and respect for, the legitimacy, diverse values, interests and knowledge of parties involved in the consensus process. Active respectful dialogue provides the opportunity for all participants to better understand one another's diverse interests and knowledge, fosters trust and openness and allows participants to move beyond bargaining positions to explore their underlying interests and needs.

8. Accountability: The process and its participants are accountable to the broader public, to their constituents, and to the process itself.

Participants are accountable to the process that they have agreed to establish. Participants representing groups or organizations maintain communication with, are empowered by, and effectively speak for the interests they represent. The public is kept informed on the development and outcome of the process, and mechanisms are in place to ensure the interests of the broader public are represented in the process and final agreement.

9. Flexible, Adaptive, Creative: Flexibility is designed into the process to allow for adaptation and creativity in problem solving.

The process is designed with flexibility and feedback is continually incorporated into the process such that it can evolve as the parties become more familiar with the issues, the process and each other, or to accommodate changing circumstances. The process addresses problems in new and different ways by fostering a more open, flexible, comprehensive and integrated problem-solving environment allowing for creative thinking and adaptive management.

10. High-Quality Information: The process incorporated high-quality information into decision-making.

The process provides participants with sufficient, appropriate, accurate and timely information, along with the expertise and tools to incorporate it into decision-making.

11. Time Limits: Realistic milestones and deadlines are established and managed throughout the process.

Clear and reasonable time limits for working toward a conclusion and reporting on results are established and it is made clear that unless parties reach an agreement, someone else will impose a decision. Milestones are established throughout to focus and energize the parties, marshal key resources and mark progress toward consensus, which gives participants positive feedback that the process is working. Sufficient flexibility, however, is necessary to embrace shifts or changes in timing.

12. Implementation and Monitoring: The process and final agreement include clear commitments to implementation and monitoring.

The process fosters a sense of responsibility, ownership and commitment to implement the outcome. The final agreement includes a commitment and plan for implementing the outcome of the process, including mechanisms to monitor implementation and deal with problems that may arise.

13. Effective Process Management: The process is coordinated and managed effectively and in a neutral manner.

While participants themselves may perform process management duties, a neutral process staff is helpful in ensuring effective process management while minimizing participant burnout. The process is managed effectively by providing: a project/process plan and managing its execution; skilled coordination and communication; information management appropriate meeting facilities; records of meetings, decisions and action items; and support to ensure participants are getting the resources required to participate effectively. An independent and neutral process staff can be used to conduct prenegotiation assessment to gather information, identify potential participants and determine if a shared-decision making process is appropriate.

14. Independent Facilitation: The process uses an independent trained facilitator throughout the process.

A trained independent facilitator acceptable to all parties is used throughout the process to assist the parties in reaching an agreement. The facilitator helps the parties feel comfortable and respected, understand and communicate underlying interests, and balance power by ensuring equal opportunity for participants to voice their needs and concerns. The facilitator demonstrates neutrality on issues and parties, communicative competence, general knowledge and basic understanding of issues.

Appendix 2: Canada Line BLCC Interview Questions

- Describe the BLCC program.
- Do you feel that all appropriate interests were represented throughout the program? If so, please describe. If not, please explain.
- Were all BLCC members able to collectively identify and agree upon clear goals and objectives for the program? Why or why not?
- Were members involved in the program able to have a say in how the program and its objectives were designed (ground rules, roles, procedures, etc.)? If so, please describe. If not, please explain.
- Did the program foster team work? If so, please describe. If not, please explain.
- Was there a staff liaison from CLCO?
- Were measures in place to ensure that all participants had equal influence during program? If so, please describe. If not, please explain.
- Were members made to feel that their participation made a difference?
- Were members' roles clearly defined? If so, please describe. If not, explain.
- Was the program flexible enough to be adaptive to new information or changing circumstances? If so, please describe. If not, please explain.
- Were members able to assess the program and recommend adjustments as needed? If so, please describe. If not, please explain.
- What kind of information were you provided with? Was it accurate and sufficient enough to allow for effective decision-making? If so, please describe. If not, please explain. Were requests for more information addressed?
- Did the program effectively represent the needs of the broader business community? If so, please describe. If not, please explain.
- Did the program ensure that members were accountable to the people they were representing? If so, please describe. If not, please explain.
- Were businesses able to have a say in the strategies implemented to mitigate the impact of construction (marketing campaigns, etc.)? If so, please describe. If not, please explain.
- Do you think that the initial pre-design consultation process could have been improved to avoid the need for a business liaison committee? Or should the BLCC have been formed even earlier?

Appendix 3: Canada Line Key Actor Questions

- Describe the community engagement process involved in the design and development of the Canada Line prior to construction, first broadly and then how local businesses were involved.
- I am interested in looking at how shared decision-making and collaborative planning principles were applied to the process. Are you aware of these consultation models?
- Do you feel that all appropriate interests were represented throughout the consultation process? If so, please describe. If not, please explain.
- Were consultation process participants able to collectively identify and agree upon clear goals and objectives for the consultation process? If so, please describe. If not, please explain.
- Were participants involved in the consultation process able to have a say in how the process was designed (ground rules, roles, procedures, etc.)? If so, please describe. If not, please explain.
- Did the process foster team work? If so, please describe. If not, please explain.
- Were measures in place to ensure that all participants had equal influence during the consultation process? If so, please describe. If not, please explain.
- Were participants made to feel that their participation made a difference? If so, please describe. If not, please explain.
- Were participants' roles clearly defined? If so, please describe. If not, please explain.
- Was the process flexible enough to be adaptive to new information or changing circumstances? If so, please describe. If not, please explain.
- Were participants able to assess the consultation process and recommend adjustments as needed? If so, please describe. If not, please explain.
- Was accurate and high quality information provided to allow for effective decision-making? If so, please describe. If not, please explain.
- Did the consultation process effectively represent the needs of the broader public? If so, please describe. If not, please explain.
- Did the consultation process ensure that participants were accountable to the people they were representing? If so, please describe. If not, please explain.
- At the end of the process, did businesses share a strong commitment to support the Canada Line project? If so, please describe. If not, please explain.
- Were businesses able to have a say in the strategies implemented to mitigate the impact of construction (marketing campaigns, etc.)? If so, please describe. If not, please explain.

Appendix 4: Business Survey

Section One: A Little About Your Business

1. **I have a business located in:**
 - a. Yaletown
 - b. Cambie Street Corridor
 - c. Granville Street Corridor

2. **My business is in the following sector:**
 - a. Hotel
 - b. Food service (restaurant, café, catering, grocery store, etc.)
 - c. Retail (clothing, grocery store, gas station, etc.)
 - d. Entertainment (club, music venue, movie theatre, etc.)
 - e. Personal services (gym, hair salon, etc.)
 - f. Business/professional services (insurance, banking, marketing, etc.)
 - g. Other (please specify) _____

3. **My business has:**
 - a. Under 5 employees
 - b. Under 50 employees
 - c. 50 or more employees

4. **Prior to construction of the Canada Line project and/or pre-design consultation process, I felt that it:**
 - a. Would have a negative impact on my business.
 - b. Would have a negative impact on my business, but provide long-term benefits overall for businesses in the neighbourhood.
 - c. Would have a positive impact on my business.
 - d. Would have no significant impact on my business

5. **I was on the Vancouver Canada Line Business Liaison Committee.** Please circle one: Yes/No.
If Yes, please describe when and for how long you were involved with the Committee.

6. **Prior to Canada Line being constructed, the following public consultation activities were developed:**
 - small group meetings with business representatives (March to February 2003, and November 17 - December 12, 2004);
 - an evening and half-day public meeting in Vancouver (March 12 and 15, 2003),
 - open houses (several open houses were held in 2004 and 2005 as part of the pre-design, environmental assessment and station design consultation); and
 - numerous surveys and feedback forms to determine support and seek input on the project.

Please state if you participated in any of these consultation sessions, open houses or surveys/feedback forms:

- a. Yes
- b. No

If Yes, please describe in some detail your participation in the process (when it began, what meetings/open houses attended, what survey you completed, etc.) **IF YOU WERE NOT INVOLVED IN ANY OF THE THESE CONSULTATION ACTIVITIES, PLEASE PROCEED TO SECTION 6 OF THE SURVEY ON PAGE 7 TO CONTINUE.**

Section 2: Your Participation in the Canada Line Consultation Process

To what extent do you agree or disagree with each of the following statements about the Canada Line public consultation process you participated in (choose one of the following answers: Strongly Agree/ Agree/ Disagree/Strongly Disagree)?

	Strongly Agree	Agree	Disagree	Strongly Disagree	Don't Know/Not Applicable
I became involved in the consultation process because I felt it was the best way to achieve my goals with respect to the development of the Canada Line					
I had clear goals in mind for my business when I first became involved in the Canada Line consultation process					
I was involved in the design of the Canada Line process and/or was able to influence the process on an ongoing basis					
My participation made a difference in the outcomes of the Canada Line consultation process					
The consultation process helped to ensure that I was accountable to the community (other local entrepreneurs and the neighbourhood)					

Section 3: The Canada Line Consultation Process in General

To what extent do you agree or disagree with each of the following statements about the Canada Line public consultation process you participated in (select one)?

	Strongly Agree	Agree	Disagree	Strongly Disagree	Don't Know/Not Applicable
All appropriate interests or values were represented in the consultation process					
All public and private agencies that needed to be involved were adequately represented					
I was fully committed to making the consultation process work					
The procedural ground rules and participant roles were clearly defined					
All interests/perspectives had equal influence throughout the Canada Line consultation process					
The consultation process encouraged open communication about participants' interests					
All participants demonstrated a clear understanding of the different stakeholders around the table.					
The consultation process was effective in representing the interests of the broader public.					

The consultation process was hindered by a lack of communications and negotiation skills					
The consultation process was effective in representing the interests of the broader public					
The consultation process was flexible enough to be adaptive to new information or changing circumstances					
The consultation process had a detailed project plan including clear milestones					
The time allotted to the consultation process was realistic					
The consultation process was hindered by a lack of structure					
The agency responsible for managing the Canada Line consultation process acted in a neutral and unbiased manner					
Throughout the consultation process, participants lacked adequate, high quality information for effective decision-making on the Canada Line project					
The information provided during the consultation process was accurate and unbiased					
At the end of the process, the participants shared a strong commitment to support the Canada Line project.					

Section 4: The Outcomes of the Canada Line Consultation Process

To what extent do you agree or disagree with each of the following statements about the outcomes of the Canada Line public consultation process you participated in (*select one*)?

	Strongly Agree	Agree	Disagree	Strongly Disagree	Don't Know/Not Applicable
The Canada Line consultation process was a success					
The resulting plans for the Canada Line addressed the needs, concerns and values of my neighbourhood and the entrepreneurs in the community					
As a result of the Canada Line consultation process, conflict over the Canada Line project decreased					
The consultation process created for the Canada Line was the best way to develop the plans for the project and mitigate its impact on the community (as opposed to other means, such as petitions, lobbying government, etc.)					
The consultation process produced creative ideas for action					

As a result of the consultation process, I have a better understanding of the interests of other participants, more knowledge about the Canada Line project and better public participation skills.					
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Section 5: Open Ended Questions

1. **What were the key strengths of the consultation process?**
2. **What were the key weaknesses of the process?**
3. **How could the Canada Line public engagement process have been improved?**
4. **Would you like to make any additional comments?**

Section 6: Evaluate the Canada Line Business Liaison Programs and Initiatives

The Canada Line Business Liaison Program was formed in 2005 as part of an effort to minimize construction-related inconvenience to businesses along the route. It included numerous programs designed to mitigate the impact of the Canada Line construction; as well as an independent liaison committee made up of local businesses and business associations along the corridor. Please rate the following Canada Line Business Liaison Programs and Initiatives from 1 to 5 (1 being not effective at all, 5 being highly effective, or Don't Know) in their effectiveness in mitigating the negative impact of Canada Line construction on local businesses.

	1 (Not effective at all)	2	3	4	5 (Very effective)	Don't Know
Block by block visits to businesses to provide updates on the project						
The "I Shop the Line" marketing campaign						
Retail workshops to help businesses address construction-related disruption and prepare for post-construction						
Streetscape improvements (window washing, professional decorating service at Christmas, plaza relandscaping, graffiti removal, etc.)						
The "Business is Open" advertising campaign from 2006-2009 (ads placed on public transit, news media, etc.)						
Promotional packages mailed to local residents to support local businesses (packages included flyers, menus, access map, magnet, coupons, etc.)						
Retail consulting advice for corridor businesses						
Wayfinding banners, traffic signs to help shoppers park and find and access merchants during construction						
Independent, full-time senior consultant working on business issues						
The Business Liaison Committee						
\$1.3 million in dedicated funding for business-led initiatives recommended by the Business Liaison Committee						

Customer appreciation and loyalty programs, such as coupons and the ShopGranville program, to provide incentive for customers to shop in construction-affected areas.						
The Shop the Line website						
Community information centres						
Parking Access Maps for local residents and visitors						
Construction Information telephone line						
Holiday festivals, educational and special events (concerts, street parties, etc.) in business corridors						

Section 7: Final Reflections

1. Overall, I feel that the Canada Line project:

- a) Has had a negative impact on my business.
- b) Has had a negative impact on my business, but provides long-term benefits overall for businesses in the neighbourhood.
- c) Has had a positive impact on my business.
- d) Has had no significant impact on my business

2. What were the key strengths of the Business Liaison Committee and Programs?

3. What were the key weaknesses of the Business Liaison Committee and Programs?

4. How could the Business Liaison Committee and Programs have been improved?:

5. Would you like to make any additional comments?

Appendix 5: Business Survey Distribution Sample

Company Name		Completed	Declined	Unknown
<u>CAMBIE STREET (1st to 39th)</u>				
5 Stars Travel Ltd.	3147 Cambie St.		Yes	
A and L Market				Yes
A & P Optical	3348 Cambie St.			Yes
A-1 Tax Break Financial Services	2951 Cambie St.			Yes
Alan's Custom Tailors	3090 Cambie St.		Yes	
Angela and Gabriel's	City Square at West 12th			Yes
Anson Realty Ltd	3378 Cambie St.			Yes
Art's Flowers and Gifts	3473 Cambie St.			Yes
Authentic Rugs and Art	4088 Cambie St.			Yes
Axiom Salon & Spa	City Square at West 12th		Yes	
B. C. Liquor Store	2395 Cambie St.	Yes		
BC Biomedical	City Square at West 12th		Yes	
Beans Coffee and Tea	3365 Cambie St.		Yes	
Best Buy	2220 Cambie St.			Yes
Black Dog Video	3451 Cambie St.		Yes	
Blanche McDonald	City Square at West 12th			Yes
Blenz Coffee	3297 Cambie St.	Yes		
Café Gloucester	3338 Cambie St			Yes
Cambie Coffee Cake Ltd	3003 Cambie St.			Yes
Cambie Cycles	3317 Cambie St.		Yes	
Cambie General Store	3399 Cambie St.	Yes		
Cambie Liquor Barn	3415 Cambie St.			Yes
Cambie Optical	3182 Cambie St.		Yes	
Cambie Village Massage therapy	3256 Cambie Street, #203	Yes		
Canada Diagnostic Centre	City Square at West 12th	Yes		
Canadian Tire	2290 Cambie St.		Yes	
Capers Community Market	3277 Cambie St.	Yes		
Cathay Pacific Insurance	3373 Cambie St.	Yes		
Charles Barbershop	3307 Cambie St.		Yes	
Chevron	3220 Cambie St.		Yes	
Choices Market	3493 Cambie St.			Yes
City Square Administration	City Square at West 12th		Yes	
Copa Café				Yes
Claira Esthetic and	3139 Cambie St.		Yes	

Cookshop	City Square at West 12th	Yes		
Corner 23 Bubble Tea	4008 Cambie St.			Yes
Crankpots	City Square at West 12th			Yes
Daniadown	City Square at West 12th			Yes
David Ng and Company CGA	3256 Cambie St. #202			
Dollar Etc.	City Square at West 12th			Yes
Dr. Jamie Lee, Inc.	3011 Cambie St.			Yes
Dr. Janet Ip	3029 Cambie St		Yes	
Dr. R.J. Zokol (dental specialist)	City Square at West 12th			Yes
Dr.Isabella S.M. Wang, Inc.	3135 Cambie St.			Yes
DuBrule Hair Technology	City Square at West 12th			Yes
Dustin Tour and Travel	4027 Cambie St.			Yes
Dutch Wooden Shoe Café	3292 Cambie St.			Yes
Echo Bay Spa	3286 Cambie St.		Yes	
Edward Jones Investment	3388 Cambie St.	Yes		
Eling's Slimming and Beauty Salon	3160 Cambie St.		Yes	
Erika Fashions	City Square at West 12th		Yes	
Esquire Fine Cleaners	3475 Cambie St.		Yes	
Everybody Loves Veggies	City Square at West 12th			Yes
Eyedol Optical	City Square at West 12th			Yes
FigMint Restaurant	500 West 12th Avenue			Yes
Firefly Fine Wines and Ales	2857 Cambie St.	Yes		
Firewood Café Gourmet	3004 Cambie St.			Yes
Fitness World	City Square at West 12th			Yes
Flying Wedge Pizza Co.	3499 Cambie St.		Yes	
Forever Young	3343 Cambie St.		Yes	
Funhouse Tattoo	3001 Cambie St.	Yes		
G King Photo-colour Ltd.	472 West 15th Avenue			Yes
GVC Credit Union	4088 Cambie St.			Yes
Gigi Hair	3009 Cambie St.	Yes		
Greenworld Electric Vehicles	3010 Cambie St			Yes
Harris Insurance	City Square at West 12th			Yes
Helping Hand Cleaners	4050 Cambie St.		Yes	
Honey	3448 Cambie St.			Yes
Hong Kong Custom tailors	3105 Cambie St.		Yes	
Hye Park Express - Postal Outlet	City Square at West 12th		Yes	
International Insurance	3159 Cambie St.		Yes	
Jack the Modern Barbershop	3386 Cambie St.			Yes
Jay Set (operated by Nygard)	City Square at West 12th		Yes	

Joy Wash Laundromat	2963 Cambie St.		Yes	
Julie Hair Design	3302 Cambie St.		Yes	
Jun Sushi	3007 Cambie St.		Yes	
Kin's Farm Market	City Square at West 12th		Yes	
Kirin Restaurant	City Square at West 12th			Yes
Kool Canadian Convenience Store	2915 Cambie St.		Yes	
Kreation Artisan Cake	3357 Cambie St.		Yes	
Kube Computers	2921 Cambie St.	Yes		
Label Express	City Square at West 12th			Yes
Lennox Liquor Store	City Square at West 12th			Yes
Lisa Health and Beauty Centre	3021 Cambie St.		Yes	
London Drugs	525 West Broadway		Yes	
Maemura	3318 Cambie St.	Yes		
Mardon & Campbell Insurance Brokers Ltd	3080 Cambie St.			Yes
Metro Travel & Tours Ltd.	City Square at West 12th			Yes
Mongolie Grill				Yes
Montreux Jewels Ltd.	3288 Cambie St.		Yes	
Mount Pleasant Cheese	3432 Cambie Street		Yes	
Mr. Rea's Cleaners	493 W. 16th Avenue		Yes	
Mulberryland	City Square at West 12th		Yes	
New Sun Restaurant	2925 Cambie St.		Yes	
New Wave Hair Design	3151 Cambie St.		Yes	
Original Joe's	2525 Cambie St.			Yes
Original NewTown Bakery	3484 Cambie St.			Yes
Pacifica Dental Centre	3135 Cambie St.		Yes	
Paradigm Kitchen Design	3000 Cambie St.	Yes		
Park Theatre	3440 Cambie St.	Yes		
Pharmasave				Yes
Pied A Terre	3369 Cambie St.	Yes		
Plaza 500 Hotel	500 West 12th Avenue		Yes	
Powerhouse Athletica	City Square at West 12th			Yes
Praxis Legal	3143 Cambie St.			Yes
Progressive Shoe Service	3155 Cambie St.		Yes	
Purple Grape Wineworks	City Square at West 12th			Yes
Realtyline	City Square at West 12th			Yes
Robinson Lighting	2219 Cambie St.		Yes	
Szechuan House				Yes
Safeway	City Square at West 12th		Yes	
Sala Thai	3364 Cambie St.			Yes

Saté Satu Modern	3488 Cambie St.	Yes		
Scotiabank	City Square at West 12th			
Shop Cocoon	3345 Cambie St.	Yes		
Signature Audio Ltd.	3025 Cambie St.		Yes	
Silkway Travel and Cruise	4016 Cambie St.			Yes
SODA Hair Salon Inc	3395 Cambie Street		Yes	
Specialist Referral Centre	City Square at West 12th			Yes
Spices Vietnamese Restaurant	3346 Cambie St.			Yes
Starbucks Coffee	3492 Cambie St.		Yes	
Sushi Bang				Yes
Swank Hair Salon	3361 Cambie St.	Yes		
TD Canada Trust	3401 Cambie St.		Yes	
Thai Away Home	3315 Cambie St.	Yes		
The Bank of East Asia	3396 Cambie St.			Yes
The U.P.S. Store #177	3495 Cambie St.	Yes		
Tina's Professionally Done Alternations	3170 Cambie St.		Yes	
Tokyo John Sushi	3347 Cambie St.			Yes
Toyama Sushi	City Square at West 12th			Yes
Toyo Sushi	2211 Cambie St.			Yes
Trixi's Crepe and Coffee House	3306 Cambie St.		Yes	
Tropika	2975 Cambie St.	Yes		
Tsi Travel	2921 Cambie St.			Yes
Unique Jewelry and Gifts	3150 Cambie St.		Yes	
Unique Nutrition	City Square at West 12th		Yes	
VanCity Savings Credit Union	501 West 10th Avenue		Yes	
Vineyard WineMaker	2929 Cambie St.			Yes
Warriors & Wonders	3381 Cambie St.			Yes
Well Travel Ltd.	3178 Cambie St.			
Wendy's Restaurants	480 West 8th Avenue			Yes
West King Edward Animal Clinic	510 West 24th Avenue			Yes
White Spot Restaurants	2850 Cambie St.	Yes		
Woofgang Pet Supplies	3356 Cambie St.			Yes
Yokoi Hair Design	3172 Cambie St.		Yes	
Zako's Deli	500 W Broadway St.	Yes		
<u>Oakridge Mall Area (Cambie and 41st)</u>				
BC Liquor Store	5555 Cambie St			Yes
Bubblehouse	5556 Cambie St			Yes
Cambie Flowers	5570 Cambie St		Yes	
Citifinancial	5540 Cambie St			Yes
CIBC	5710 Cambie St			Yes
Dr. KK Young Chiropractor	5862 Cambie St			Yes

Dynamic Martial Arts	5842 Cambie St			Yes
Edward Jones Investments	5744 Cambie St			Yes
HSBC	5812 Cambie St			Yes
Mark's Pharmacy	5760 Cambie Street	Yes		
Newcombe Insurance	5645 Cambie St			Yes
Oakridge Mall	135-650 West 41st Avenue	Yes		
Oakridge Tailors	5534 Cambie St			Yes
Oakridge Optical	5730 Cambie St		Yes	
Packaging Depot	5524 Cambie		Yes	
Perks and RJ Clark Tobacconist	5844 Cambie St	Yes		
Photonation	5892 Cambie St	Yes		
Samurai Sushi House	5888 Cambie St			Yes
Starbucks	5504 Cambie St		Yes	
Sen Beauty	5750 Cambie St			Yes
Sylvan Learning Centre	5970 Cambie St			Yes
TC Canada Trust	511 West 41st Ave	Yes		
Tong Fong Hung Foods Company	5780 Cambie S			Yes
Tony's Beef Noodle	5710 Cambie St			Yes
U Save Cleaners	5864 Cambie St			Yes
VanCity Credit Union	5594 Cambie St			Yes
VCIT China International Travel	5635 Cambie St			Yes
Yum Yum Café	5740 Cambie St			Yes
Yusaf Hair Studio	5516 Cambie St	Yes		
<u>Granville Street</u>				
American Apparel	872 Granville St.	Yes		
Bang- On	843 Granville St	Yes		
Bedo Clothing	2997 Granville St	Yes		
Birks	698 West Hastings St			Yes
Camouflage Clothing	888 Granville St		Yes	
Champ Sports	897 Granville St		Yes	
Chop Shop Hair Co.	1007 Granville Street			Yes
Commodore Lanes	868 Granville St		Yes	
The Commodore	838 Granville St		Yes	
Claire's Accessories	762 Granville St		Yes	
Dunn's Tailors	480 Granville St			
DuBrulle Culinary Arts	300-609 Granville St	Yes		
ECO Outdoor Sports	792 Granville St			Yes
Fluevog Shoes & Boots	837 Granville St	Yes		

Future Shop	796 Granville St	Yes		
Golden Age Collectibles	852 Granville St			Yes
Grand & Toy	550 Granville St			Yes
Granville Optical	807 Granville St	Yes		
Holt Renfrew	737 Dunsmuir Street			Yes
Hostelling Inc Vancouver	1025 Granville St	Yes		
Hudson's Bay Company	674 Granville St	Yes		
Intlingua Language School	300 - 816 Granville St	Yes		
Ingledews Shoes	535 Granville St	Yes		
The Lennox	800 Granville St			Yes
Mantique Clothing Company	782 Granville St		Yes	
Moore's Clothing	524 Granville St	Yes		
Payless Shoes	804 Granville St	Yes		
Salad Loop	752 Granville St			
Scarlet Lingerie Shop	460 Granville St			Yes
Sears Department Store	701 Granville St		Yes	
Shoppers Drug Mart	586 Granville St	Yes		
Sleep Country Canada	756 Granville St			Yes
Spank Clothing	856 Granville St.			Yes
Starbucks	Multiple locations		Yes	
Subway Restaurant	547 Granville St			Yes
Taco Del Mar	545 Granville St	Yes		
Take 5 Cafe	429 Granville St			Yes
The Shoe Warehouse	734 Granville S			Yes
The Shore Club	688 Dunsmuir St			Yes
Tip Top Tailors	100-700 West Pender St			Yes
Trees Organic Coffee	450 Granville Street			Yes
Underworld Skate Shop	860 Granville			Yes
Urban Sushi	562 Granville St			Yes
Vancouver Block Optometrists - Ottico	738 Granville St			Yes
Winners Department Store	798 Granville St			Yes
Zenkai Salon	609 Granville St			Yes
<u>Yaletown</u>				
Bambu - The Salon	1141 Mainland Street		Yes	
Browns Social House				Yes
Cactus Club Café	357 Davie Street			Yes
Chocoatl Chocolate Shop	1127 Mainland Street			Yes
Designhouse	1110 Mainland Street,	Yes		
Dodi Market Ltd.	216- Davie			Yes

	Street			
Dr. Kevin Gee Dentistry	340 - 1152 Mainland Street			
Goldfish Pacific Kitchen	1118 Mainland Street			Yes
Jugo Juice Yaletown	202 Davie Street			Yes
Mini Yaletown	1128 Hamilton Street		Yes	
Opus Hotel	322 Davie Street	Yes		
Quiznos	206 B Davie Street			Yes
RBC Royal Bank - Yaletown	1195 Pacific Blvd			Yes
Somewhere Good Restaurant	1205 Pacific Blvd		Yes	
Starbucks	1195 Mainland Street		Yes	
Strozzi Eyewear	1175 Mainland Street			Yes
Sushi Maro	220 Davie Street		Yes	
Taylorwood Wines	1185 Mainland Street			Yes
Tien Sheng Chinese Herbs	1199 Pacific Blvd.		Yes	
Yaletown Brewing Co.	1111 Mainland Street			Yes
Westcoast Hot Yoga	1128 Mainland Street			Yes
Yaletown Video & DVD	1209 Pacific Boulevard			Yes
Total: 245 businesses				

Appendix 6: Business Survey Results

Canada Line Business Survey

The following survey is designed to evaluate the public consultation and engagement strategy carried out by representatives of the Canada Line, specifically with local business affected by the project's construction. The survey also allows you to evaluate the work of the Canada Line Business Liaison Committee to mitigate the impact of the Canada Line's construction on businesses like yours.

Q1 . I have read the information above and consent to participating in the following survey.

Continue 56

Q2 . I have a business (or business organization), located in:

Yaletown	2
Cambie Street Corridor	31
Granville Street Corridor	17
Oakridge	6

Q3 . My business (or business organization) is in the following sector:

Hotel	2
Food service (restaurant, café, catering, grocery store, etc.)	12
Retail (clothing, grocery store, gas station, etc.)	23
Entertainment (music venue, theatre, etc.)	1
Personal services (gym, hair salon, etc.)	6
Business/professional services (insurance, banking, marketing, etc.)	6
Other	6

Q4 . If you said "Other" , please specify what sector your business is:

Language School
 We are a mall.
 Registered Massage Therapy
 Retail - furniture and home accessories
 healthcare

Q5 . My business has:

Under 5 employees	19
Under 50 employees	25
50 or more employees	12

Q6 . Prior to construction of the Canada Line project and/or pre-design consultation process, I felt that the Canada Line:

would have a negative impact on local business	9
would have a negative impact on local businesses, but provide long-term benefits overall for businesses in the neighbourhood	29
Would have a positive impact on local businesses	10
Would have no significant impact on local businesses	8

Q7 . I was on the Vancouver Canada Line Business Liaison Committee:

Yes	7
No	49

Q8 . Please state if you participated in any of these consultation sessions, open houses or surveys/feedback forms:

Yes	15
No	41

Q9 . If Yes, please describe in some detail your participation in the process (when it began, meetings/open houses attended, etc.)

Only the 5 most recent submissions are displayed. Click "More" to see all submissions.

I attended a meeting that discussed what changes were happening and how long it would take to finish the project. One night only.

Attended open houses and had meetings with Jane Bird. Generally found these meeting to be fruitless. Decisions had already been made and input was just plain lip service.

Very extensive. With Bidders, City, TransLink - everyone

Some one from our company attended one meeting, it was not me so I cannot comment. Although I believe it was an information type meeting.

Majority of the meetings were held in closed doors.

Q10 . Section 2: Your Participation in the Canada Line Consultation Process. To what extent do you agree or disagree with each of the following statements about the Canada Line public consultation process you participated in? (choose one of the following answers):

	Strongly Agree	Agree	Disagree	Strongly Disagree	Not Applicable/Don't Know
I become involved in the consultation process because I felt it was the best way to achieve my goals with respect to the development of the Canada Line	6	4	2		3
I had clear goals in mind for my business when I first became involved in the Canada Line consultation process	4	6	1		4
I was fully committed to making the consultation process work	4	6	1		4
I was involved in the design of the Canada Line consultation process and/or was able to influence the process on an ongoing basis	1	2	5	4	3
My participation made a difference in the outcomes of the Canada Line consultation process		3	3	5	4
The consultation process helped to ensure that I was accountable to the community (other local entrepreneurs and the neighbourhood)	1	3	4	1	5

Q11 . Section 3: The Canada Line Consultation Process in General. To what extent do you agree or disagree with each of the following statements about the Canada Line public consultation process you participated in (please choose one of the following answers)?

	Strongly Agree	Agree	Disagree	Strongly Disagree	Not Applicable/Don't Know
All appropriate interests or values were represented in the consultation process	2	2	8		3
All public and private agencies that needed to be involved were adequately represented	1	6	5		3
I was fully committed to making the consultation process work	2	7	1		5
The procedural ground rules and participants' roles were clearly defined	2	2	5	2	4
All interests/perspectives had equal influence throughout the Canada Line consultation process		1	9	3	2

The consultation process encouraged open communication about participants' interests	1	6	3		4
All participants demonstrated a clear understanding of the different stakeholders around the table.	1	5	4		5
The consultation process was hindered by a lack of communications and negotiation skills	1	6	5		1
The consultation process was effective in representing the interests of the broader public	1	4	4	3	2
The consultation process was flexible enough to be adaptive to new information or changing circumstances		2	6	4	2
The consultation process had a detailed project plan including clear milestones	1	5	5	2	1
The time allotted to the consultation process was realistic		6	4	2	2
The consultation process was hindered by a lack of structure	1	2	4	1	6
The agency responsible for managing the Canada Line consultation process acted in a neutral and unbiased manner		3	4	3	4
Throughout the consultation process, participants lacked adequate, high quality information for effective decision-making on the Canada Line project	5	3	3		3
The information provided during the consultation process was accurate and unbiased	2	2	4	4	2
At the end of the process, the participants shared a strong commitment to support the Canada Line project.	1	5	4	3	1

Q12 . Section 4: The Outcomes of the Canada Line Consultation Process. To what extent do you agree or disagree with each of the following statements about the outcomes of the Canada Line public consultation process you participated in (please choose one of the following answers)?

	Strongly Agree	Agree	Disagree	Strongly Disagree	Not Applicable/D on't Know
The Canada Line consultation process was a success	2	3	2	3	4
The resulting plans for the Canada Line addressed the needs, concerns and values of my neighbourhood and the entrepreneurs in the community		4	3	5	2
As a result of the Canada Line consultation process, conflict over the Canada Line project decreased		5	4	2	3
The consultation process created for the Canada Line was the best way to develop the plans for the project and mitigate its impact on the community (as opposed to other means, such as petitions, lobbying government, etc.)		5	4	3	2

The consultation process produced creative ideas for action	3	4	2	5	
As a result of the consultation process, I have a better understanding of the interests of other participants, more knowledge about the Canada Line project and better public participation skills.	1	7	3	1	2

Q13 . What were the key strengths of the consultation process?

Only the 5 most recent submissions are displayed.

Making the people at Canada Line look like they were being considerate of the community. They got the media coverage and PR they wanted in order to make them look good.

It brought various stakeholders together to share their views on the construction process.

I didn't find any strengths

Facilitated discussion

They were actually presents during the meetings.

Q14 . What were the key weaknesses of the process?

Only the 5 most recent submissions are displayed.

The committee was large and the response time to requests often slow.

Decisions had already been made and the consultation was never intended to put forward new ideas.

The only items that I saw solved were minor issues.

The facilitators did not have control of the outcome. The bidding process had fixed many of the elements and thus, the changes that were required could not be made without a chance order fee to the bidder.

This compromised the facilitator's ability to respond to several issues and perform adequately. The simple issue of designating responsibility of construction to one party, and land acquisition and consultation to another. To my mind, it was doomed from the start by the organizational structure of the project. Which is a shame as it wasn't simply the PPP process that was at fault, it was fine, but it could have been done better with a revised structure.

The round-around answers.

Although we had 2 stores in the Yaletown are that were directly affected by the construction, we were not invited and were not even aware of any consultation process taking place

Q15 . The Canada Line public engagement process could have been more effective by making the following changes:

Only the 5 most recent submissions are displayed.

Truly stepping into the merchants' shoes to understand our needs, rather than doing things to simply try to shut us up, would have allowed for better understanding on both sides.

Ensuring the construction company acted on the suggestions of the committee.

There should have been individual contact and less public relations. There should have been more time spend understanding the business being affected and less effort spent spinning politics

Give them teeth to make changes. It became clear that this was just a process to fatigue and corral public complaint. Deliver the project to the bid requirements was always possible, but it could have been a better project if the engagement was meaningful and actionable. This was not the case.

Honesty, well that's one fact that it is impossible to master.

Q16 . Would you like to make any additional comments?

Only the 5 most recent submissions are displayed.

I realize we can't blame Canada Line for the fact that a city develops and changes, and people and businesses need to adjust accordingly and make their best decisions given the circumstances. However, a major problem I see with the whole process was the fact that we were truly misled into believing the impact of the construction process would be minimal -- we were told that it would be via burrowing, and that traffic on street level would be unchanged throughout the process. With that understanding, we gave our full support. We continued running our businesses as usual, renewing leases, making plans. And then they switched on us. We never got the full picture of the situation as we continued to make plans for our businesses. Had we known, for example, we may not have renewed our leases for that time and found new locations. We weren't able to make the best business decisions -- decisions that affect our livelihood -- because Canada Line misled us initially.

Although the idea of the public engagement process was good, I thought the construction company used the committee as a marketing tool so the public thought the construction company was listening to the Cambie St. merchants.

The Canada Line nearly destroyed my seventy three year old company. There should have been more close communications with each business and of course some sort of compensation for disruption.

Run down the small business community for the greater of the population. Yes, that's right, this seems to be the only set goal of all the P3 levels.

Although we had 2 stores in the Yaletown are that were directly affected by the construction, we were not invited and were not even aware of any consultation process taking place

Q17 . Please rate the following Canada Line Business Liaison Programs and Initiatives from 1 to 5 (1 being not effective at all, 5 being highly effective) in their effectiveness in mitigating the negative impact of Canada Line construction on local businesses.

	1 (not effective at all)	2	3	4	5 (highly effective)	Don't know/not applicable
Block by block business visits to provide updates on the project	17	12	8	8	3	7
The "I Shop the Line" marketing campaign	26	12	7	4	1	5
Retail workshops to help businesses address construction-related disruption and prepare for post-construction	24	9	10	1		10
Streetscape improvements (window washing, professional decorating service at Christmas, plaza relandscaping, graffiti removal, etc.)	20	11	11	5	2	6
The "Business is Open" advertising campaign from 2006-2009 (ads placed on public transit, news media, etc.)	21	13	10	6	2	3
Promotional packages mailed to local residents to support local businesses (packages included flyers, menus, access map, magnet, coupons, etc.)	16	11	10	5		12
Parking Access Maps for visitors and local residents	21	12	7	4	1	9
Wayfinding banners, traffic signs to help shoppers park and find and access merchants during construction	23	10	12	3	1	5
Independent, full-time senior consultant working on business issues	16	10	8	4		14
The Business Liaison Committee	18	8	9	4	1	13
Retail consulting advice for corridor businesses	20	9	6	3		16
\$1.3 million in dedicated funding for business-led initiatives recommended by the Business Liaison Committee	19	12	5	3	1	12
Open Houses and individual business meetings	16	8	5	7	1	14
Customer appreciation and loyalty programs, such as coupons and the ShopGranville program, to provide incentive for customers to shop in construction-affected areas.	16	13	8	5	1	11
Holiday festivals and special events (concerts, street parties, etc.) in business corridors	12	12	16	7	3	4
The Shop the Line website www.shoptheline.ca	24	8	7	4	2	9

Q18 . Overall, I feel that the Canada Line project:

Has had a negative impact on local businesses	21
Has had a negative impact on local businesses, but provides long-term benefits overall for businesses in the neighbourhood.	25
Has had a positive impact on local businesses	6
Has had no significant impact on local businesses	4

Q19 . What were the key strengths of the Business Liaison Committee and Programs?

Only the 5 most recent submissions are displayed.

Engagement of the retailers was a good idea.

They have kept us informed throughout the change.

Nothing! Waste of tax payers \$\$.

I did have some questions regarding construction and the impact vibrations would have on the operation of our MRI machine (it is highly susceptible to vibration and radiofrequency interruptions). The BLC was very good about responding quickly, and researching the questions.

Not enough plans to help businesses stay afloat

Q20 . What were the key weaknesses of the Business Liaison Committee and Programs Only the 5 most recent submissions are displayed.

Special events did not improve our business

Too much effort was made on pine in the sky marketing attempts and not enough practical marketing as probably the largest independent marketer in the downtown Canada Line area, no one even asked what we thought would work.

good idea. Again, that is where it ended. I was on it at the beginning and knew it was significantly underfunded to be effective.

They were as good as could be.

Thick headed, did not come out to face the truth and the facts that compensation would have been the obvious solution to this disaster.

Q21 . How could the Business Liaison Committee and Programs have been improved Only the 5 most recent submissions are displayed.

The campaigns could have been promoted earlier, didn't get much business from these events.

Did not know it existed

No chance.

Disbanded and replaced with cash period!

Advertising for store fronts along the Canada Line after the line was completed

Q22 . Thank you for participating in this survey! Any final comments? Only the 5 most recent submissions are displayed.

I think that the BLCC and the independent coordinator worked very hard to work with in the budget and tools that they were provided. The project scale of Canada Line combined with all of the 2010 Winter Olympic projects but a very large strain on the City. I am confident that a lot of learning was done and feature project will benefit from the miss-steps that were made.

The construction made people fearful to even come near Granville Street

I supported and continue to support rapid transit. I am also very knowledgeable about real estate, construction and the retail business. We need more Rapid Transit and the P3 will be the way to deliver it. Unfortunately, the mistakes made by this project will delay Vancouver getting more RT as it will now needed to be tunneled (which is not economically viable). We won the battle (budget and schedule) and lost the war!

Yes, The grand opening for the line was help prior to all the work being done in the lower Granville area. It seems like all the focus was near Sears and Robson and the lower part of Granville was ignored. We suffered serious loss of sales and customers during the entire process. Poorly marked signs indicating we were open for business. Very Very difficult time for many of us. Sales we will never replace.

Compensation would have been the only solution. Even a simple property tax credit would have been accepted. A small business owner with 960 sq ft pays \$12,500 year on property taxes = loss of business revenues for the past 2.5 years.

Appendix 7: Interviews Conducted

- 1.) June 2009: Jane Bird, President and CEO of Canada Line Rapid Transit Inc. (CLCO), and Alan Dever, Vice President, Government and Community Relations.
- 2.) June 2009: Former Business Liaison Committee Member, Major Tourism Organization.
- 3.) June 2009: Former Business Liaison Committee Member, Small Business Owner.
- 4.) September 2009: Karen Pederson, Independent Project Director, Canada Line Business Liaison Committee.
- 5.) September 2009: Former Business Liaison Committee Member, Small Business Owner.
- 6.) December 2009: Former Business Liaison Committee Member, Large International Business.
- 7.) January 2010: Former Business Liaison Committee Member, Business Improvement Association.
- 8.) January 2010: Judy Kirk, President, Kirk and Co.
- 9.) January 2010: Gordon Harris, Harris Consulting and Jonathan Tinney, former Manager of Community and Business Relations, CLCO.

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