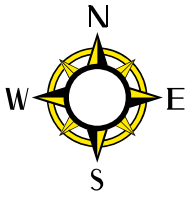
RURAL TRANSPORTATION SERIES

No. 1



Community-Based Responses to Rural Transportation Issues in Ontario

A Review of the Ontario Community Transportation Action Program (CTAP) 1998-2000

Prepared for the Sustainable Rural Communities Research Program (University of Guelph and the Ontario Ministry of Agriculture, Food and Rural Affairs)

By

Tony Fuller, Ph.D., and Marni Herold
School of Rural Planning and Development
University of Guelph

December 2000 (Revised February 2002)

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PREFACE TO THE SERIES

This is the first in a series of reports on research undertaken on rural transportation in Ontario, 1998 – 2001.

The **first report** is based on an examination of the rural experience of the Community Transportation Action Program (CTAP), a provincial initiative to stimulate greater coordination of local transportation services. Although short-lived, the CTAP was very effective and it provides us with many insights into how communities can develop their own style of program. A report specifically on detailed community approaches to local transportation services will conclude this series

Report number two concerns rural youth and a survey of their transportation issues. **Report number three** is a first look at rural roads and their future given the changes in municipal restructuring, and the "export" nature of the rural economy. **Report number four** is based on an examination of elderly and individuals with disabilities living in rural areas and their mobility problems. Information is drawn from the literature and from comparative studies.

At the small community level, rural transportation is almost entirely dependent upon the automobile. Apart from inter-city buses, there is no public transportation in small town Canada. We may assume that those with access to an automobile are able to get around. In this research, those without regular access to transportation are considered potentially to be "transportation disadvantaged." This includes the elderly, rural youth, and the mobility challenged.

Getting around in rural areas is essential for most people's needs. Mobility governs access to jobs and services as well as to social and recreational activities. To a large extent, the economy, as well as civil society, is dependent upon transportation of one kind or another. Therefore, the provision and maintenance of transportation infrastructure is of prime importance in rural areas and this includes roads, bridges and soft infrastructure such as regulation (insurance and policing). Transportation thus involves a complex set of interconnected parts and requires a good deal of planning and servicing to remain effective and efficient.

It is surprising therefore, that very little research attention has been paid to rural transportation issues in the 20 years preceding the end of the 20th century, at least in Ontario. This research series is designed as a scan of transportation conditions in rural areas of the province and is intended to provide information on some of the key issues and servicing problems facing governments, organizations and rural citizens.

Tony Fuller
Guelph

ACKNOWLEDGEMENTS

This research on the Community Transportation Action Program (CTAP) was undertaken through the Sustainable Rural Communities (SRC) research program at the University of Guelph with funds from the Ontario Ministry of Agriculture, Food and Rural Affairs. The SRC is one of the research programs under the Enhanced Partnership between OMAFRA and the University of Guelph.

The bulk of the work was undertaken by Marni Herold, a graduate student in the School of Rural Planning and Development, with help from Kathleen Kay and Todd Gordon, all graduates of the Master's of Science program in the School of Rural Planning and Development at Guelph. Marni Herold completed a master's thesis on this topic.

Funding support and help in kind was received from The Ontario Rural Council (TORC). The Ontario Ministry of Transportation was extremely helpful in making available documents and staff to assist the review.

To all concerned in those communities that collaborated on the field research a special gesture of thanks. We hope that the report will in some way acknowledge the effort and dedication of all those trying to improve the transportation situation in small-town and rural Ontario.

Tony Fuller and Marni Herold
Guelph
December 2000

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Executive Summary

In almost all discussions of issues in rural Ontario, the problematic nature of community transportation is repeatedly interwoven, no matter what the topic. Transportation has been recognized as a pressing issue related to municipal restructuring, family violence, school closures, and health-care restructuring**,** to name but a few. Because of the ubiquitous nature of rural transport as a rural issue, it was decided that exploratory research was necessary to determine what policy, and community planning, actions might be taken to improve community transportation services in rural areas.

This report is focussed on the first two years of research and is limited to an assessment of the Community Transportation Access Program (CTAP), a multi-sectoral initiative of the Government of Ontario, 1996 to 1999. It is focused on community involvement in CTAP.

The objectives of the study were as follows:

1. To assess the rural transportation problem in Ontario by means of a comparative literature review;
2. To determine, by means of evaluation techniques, the effectiveness of government programs in promoting rural transportation in Ontario;
3. To examine cases of locally based transportation systems in rural Ontario for lessons learned and useful ideas; and,
4. To describe a set of models of community-based transportation systems for potential use in rural Ontario. A triangulation approach to research was used in order to fulfill the objectives of the first two years of the project.

The methodology used is divided into three parts:

1. A synthesis of information from previous research relating to automobile access, social service coordination, and rural transportation policy;
2. A review of policies and programs that encourage the development of community based transportation projects and
3. A case study review for detailed community analysis.

The literature is not devoid of evidence suggesting that rural transportation is a serious issue for many rural residents especially elderly and young people, and individuals with physical disabilities. Rural transportation may be new in regards to rural youth, but is it has long been established as an issue for rural people in general.

The provision of transportation services on the other hand is much more fragmented and uneven. According to the literature, in the absence of public transportation and the prohibitive cost of taxis in many rural areas, the need for more services and the coordination of existing services is needed.

The Community Transportation Action Program (CTAP) in rural Ontario (1996-1999) was used as an example of a government-funded program encouraging the development of

community based transportation projects. CTAP was devised and supported by the Ministry of Transportation, the Ministry of Education and Training, the Ministry of Citizenship, Culture and Recreation, the Ministry of Community and Social Services, and the Ministry of Health in Ontario.

From the review of 14 rural communities funded by CTAP, three forms of transportation coordination in rural areas became evident. The categories that have been developed are flexible and general in nature reflecting the uniqueness of each rural community and available transportation resource base. The three 'types' of transportation projects include:

1. Urban centralized - high resource
2. Rural centralized- low resource
3. Rural dispersed

Case studies provided examples of models of coordination at each of the three levels and outlined self-prescribed improvements and successful steps.

The three 'types' of models identified can be useful to communities and organizations wishing to explore methods of coordinating transportation systems, or creating a project that suits the needs and resource base of their area. Useful information has been gathered in terms of what approaches could lead to an improvement to lives of the transportation disadvantaged people living in rural areas.

Several recommendations were made relating to information sharing, policy development, and future programming for rural transportation initiatives.

1 Introduction

1.1 Background to the Study

In almost all discussions of issues in rural Ontario, the problematic nature of community transportation is repeatedly interwoven, no matter what the topic. Transportation has been recognized as a pressing issue related to municipal restructuring, family violence, school closures, and health-care restructuring**,** to name but a few. Recently, rural youth have been added to the list of concerned stakeholders expressing their views on rural transportation (Herold & Kaye, 2000). Because of the ubiquitous nature of rural transport as a rural issue, it was decided that exploratory research was necessary to determine what policy and community-planning actions might be taken to improve community transportation services in rural areas.

A three-year proposal was submitted to the *Sustainable Rural Communities Research Program* in 1998**,** a research partnership of the Ontario Ministry of Agriculture, Food and Rural Affairs, and the University of Guelph. This research would contribute to the SRC program under the goal of community "capacity building" as well as the goal of understanding the effects of municipal restructuring. **This report is focussed on the first two years of research and is limited to an assessment of the Community Transportation Access Program (CTAP), a multi-sectoral initiative of the Government of Ontario, 1996 to 1999. It is focused on community involvement in CTAP.**

1.2 Study Objectives:

The objectives of the study are:

> To assess the rural transportation problem in Ontario by means of a comparative literature review
>
> To determine, by means of evaluation techniques, the effectiveness of government programs in promoting rural transportation in Ontario
>
> To examine cases of locally based transportation systems in rural Ontario for lessons learned and useful ideas
>
> To describe a set of models of community-based transportation systems for potential use in rural Ontario

1.3 Methodology

A triangulation approach to research was used in order to fulfill the objectives of the first two years of the project. The methodology used is divided into three parts:

A. Synthesizing information from previous research

In order to provide a comprehensive review of rural transportation issues in North America (with an emphasis on Ontario), a literature review was conducted under the topics of special populations, automobile access, mobility patterns, rural transportation policy, and social service coordination. A limited number of reports from the UK were also included, given their relevance to rural areas.

B. Policy and Programs

The Community Transportation Action Program (CTAP) in rural Ontario (1996-1999) was used as an example of a government funded program encouraging the development of community based transportation projects. The program was reviewed through its last eight months of operation, including reviews of background documents leading up to the start of the program. Twenty-four rural communities that had received funding from CTAP were examined using personal interviews, and document reviews. Key informant interviews took place throughout the research period, including the program manager and four interministerial team leaders of the program. CTAP was devised and supported by the Ministry of Transportation, the Ministry of Education and Training, the Ministry of Citizenship, Culture and Recreation, the Ministry of Community and Social Services, and the Ministry of Health in Ontario.

C. Three Rural Case Studies

Three rural case studies were selected for detailed community analysis. The cases represent different community responses to transportation provision and include the West Elgin Transportation Network, the Perth County Transportation Working Group, and the Brant Integrated Transportation Network. The progress, problems, and implementation of these projects were monitored through continuous key informant interviews with coordinators, funders, volunteers, clients, consultants, and administrators of the projects.

2 Literature Review

Due to the low population densities of rural areas in Ontario, and the dispersed organization of services, mobility for accessing services is essential. The need for transportation has been expressed in several areas of literature including the rural elderly and rural youth issues. In order to illustrate the widespread importance, as well as the variety of transportation needs in rural areas, a review of rural transportation issues is provided from a review of the relevant literature.

2.1 Reliance on the Personal Automobile

Studies have suggested that the majority of rural residents depend on and have immediate access to a personal automobile (Cullinane and Stokes, 1998: Cutler and Coward, 1992: Farrington, Gray, and Martin, 1997: Fuller and Armstrong, 1979). However, not all of the studies have determined whether available vehicles can be operated by all individuals. These studies support the suggestion that the majority of people living in rural areas are not in need of public transportation services. It cannot simply be assumed, however, that all rural residents will have access to a personal automobile, providing them with the freedom to obtain employment, access to health facilities, and the ability to carry out daily activities (Fraser and Fuller, 1989).

As it becomes easier for people with an accessible vehicle, a greater division between those with cars and those without is formed. It appears then, that in the absence of public transportation, there is inequality in terms of insuring that most of the mobility and accessibility needs of all Canadians are met. The increased reliance on the personal vehicle has also allowed for the centralization of services, making it even harder for those in rural areas who do not have access to cars, to obtain these services. For example, while many rural residents do have their own vehicles, the ongoing costs of fuel, insurance, and maintenance, turns the vehicle into a financial burden, and leaves others feeling hopeless (Cullinane & Stokes, 1998). Furthermore, single vehicle households are often without access to a car during the day or when the ‘breadwinner’ is away for employment purposes.

The implications of current land use planning policies must also be considered when addressing the issue of increased reliance on the personal automobile (Kehm, 1998). The development of suburban areas, industrial zones, commercial zones, and residential zones, augments the need to rely on automobiles to carry out daily tasks such as grocery shopping, employment, recreation, and education. Because of these types of developments, it has become nearly impossible for one to rely on the bicycle, foot, or alternative modes of transport (Sewell, 1998).

The dispersed nature of population centres makes it difficult to improve mobility and access for those rural residents without access to a car (Cullinane and Stokes, 1998). As car ownership increases, there is less demand for public transportation and taxi services, resulting in the removal of these services that may have once existed in rural areas. Cullinane and Stokes (1998) explain how the ‘now generation’, stemming from instant access, technology and other societal factors, has helped to create a situation where people feel the need for instant gratification of their needs. In relation to the ‘now generation’ is the lack of

ability, or lack of desire to plan for the short-term and long-term future. Not wishing to plan ahead for carpooling, or for the use of a public transportation system, for example, contributes to the high use of single occupancy vehicle trips and difficulty in promoting public transportation solutions in rural areas. Farrington, Gray, and Martin (1997) suggest that there is a perception of the need to rely on a car, without actively considering alternative modes of transport.

2.2 The Transportation Disadvantaged: Groups at Risk

2.2.1 Rural Elderly

There is abundant literature on the need for transportation for elderly people. The need for mobility becomes increasingly problematic as individuals age, especially in rural areas. Transportation is one of the largest, self-reported concerns of the rural elderly (OACSC, 1992). Studies have also found that an involuntary move can devastate the elderly, illustrated by an elderly man who stated " . . . take a man who has lived his whole life on a farm or with the earth, put him in a little square box in town and he'll be dead in two months" (Ontario Advisory Council on Senior Citizens, 1992, p.64). This quote demonstrates the need for changes in policy to help the rural elderly to stay in their homes as long as possible. This implies delivering support services, such as Meals on Wheels, homemaking, to the elderly in their homes, whenever possible.

It is evident that elderly rural residents depend on informal transportation services within their communities to meet their needs (Coward, Cutler, and Mullens, 1990; Scott and Roberto, 1985). Pickering (1987) discovered that there is a general assumption that informal arrangements are adequate in meeting the transportation needs of the rural elderly. Therefore, it is believed that any effort to 'improve' transportation services will disrupt the efforts of the volunteer sector. However, the stress placed on volunteers, due to the lack of formal services would not appear to be equitable either. Joseph and Fuller (1988) found that informal services were utilized the most, as the rural elderly tend to prefer private transportation services rather than public transportation even when it was available. Some of the options include the use of school buses to transport the rural elderly, and various volunteer driver programs organized by churches and voluntary organizations (e.g. mobility clubs).

Several studies suggest that the implementation of transportation options need to be in keeping with the nature of the elderly, and the unique needs of the individual communities (Hodge, 1987). Joseph and Fuller (1988) suggest that the best transportation programs for the rural elderly are those that are appropriate to the area, small scale, developed with input from the elderly, and involve familiar individuals (volunteers, dispatchers) from the area. Cutler and Coward (1992) also stressed the idea that solutions reached in one locale may not be applicable in other communities. They therefore suggested that funding formulas and resource allocation policies must allow service providers the freedom to create solutions that are reflective of the distinct areas that they serve.

Any effort to improve access to mobility must recognize the linkages between available service support systems, housing or residence options, and transportation services. Joseph and Fuller (1991) suggest that these three aspects need to be considered as a 'service package' throughout the planning stages for support services, housing and transportation services. For example, housing does not only provide shelter, but potential access to other services including transportation if planned properly. An alternative option could lean toward efficient transportation services, accompanied by accessible health services within the community that may result in a decreased demand for long-term care residences. This interrelationship supports the need to consider the specific needs of the elderly population, as well as the unique needs and resources of each rural community.

2.2.2 People with Disabilities in Rural Areas

The literature has suggested that the disabled population in rural areas generally share transportation issues with the rural elderly. Often studies, as well as services, recognize the need to create such groupings in order to operate sustainable transportation programs. Generally, there are fewer people with disabilities, than elderly individuals living in rural areas, resulting in the need for shared services, including transportation (Sutton, 1988). There is a need for more current literature on the specific transportation needs of people with disabilities, as this group may not have any options other than publicly accessible vehicles and may have mental or physical needs requiring personal assistance from the driver or transportation personnel (Stunkel, 1997).

2.2.3 Rural Youth

As mentioned earlier, transportation is not only an issue for rural elderly residents, but for additional special populations as well. In a study of travel patterns in a rural community, it was found that the purpose and frequency of trips by many older rural individuals were similar to other age groups (Patton, 1975). In a recent poll of rural residents in Canada, it was found that transportation in terms of obtaining education and employment is major barrier for rural teenagers (Government of Canada, 1998). Because of decentralization of services, programs, education, and employment opportunities, it is evident that youth in rural areas are not equally benefiting as their urban counterparts may be (Ramsey, Alderman, Shaw, and Lapensee, 1998). This finding suggests that it would be beneficial to integrate existing forms of public transportation to serve a community more efficiently. The same study stated that while numerous rural transportation services have been piloted, many of them were terminated at the end of the demonstration period.

2.2.4 Coordination

While the need for transportation has been identified, it is also apparent that many rural areas have made efforts to improve the transportation conditions of residents. The majority of transportation programs serve a specific clientele and are largely the result of voluntary programs organized through churches and service clubs. At the same time, several provincial ministries provide funding for the transportation of certain groups of people, such as Ministry of Health Long Term Care dollars, and Ministry of Education and Training funding allocation for school bus transport. The resulting gaps, as well as the overlapping of services, provides the opportunity to consider the greater potential for coordination to create efficiencies and more effective transportation service delivery.

Bell and Olsen (1974) suggested that there is a need to examine federal regulations that may serve to limit use of transportation funds. The researchers noted that by looking at existing regulations, joint funding of a community's transportation resources might be permitted, which would help to transform special purpose programs to multipurpose systems. This would also serve to stretch available transportation funding in the current culture of cutbacks, downsizing, and decentralization of social and other services.

More than twenty years later, in her examination of federal policy regarding public transportation in rural areas Stunkel (1997), expressed the need for the coordination of transportation resources at the community level. It was found that many rural organization's vehicles often stand idle, which suggests the need for better coordination and flexibility among agencies serving different populations in a rural area. It was felt that rural transportation systems tended to follow political boundaries rather than service economies, which increases problems for the rural resident, who may need to travel long-distances to acquire these services. The lack of transportation options will only continue to increase as the population ages and funding declines (Stommes, 1990).

2.2.5 Discussion of the literature

The literature is not devoid of evidence suggesting that rural transportation is a serious issue for many rural residents. Rural transportation was identified in the top five ranked issues in over 80% of the local needs assessments consulted for this research. Rural transportation may be new in regards to rural youth, but is it has long been established as an issue for rural people in general.

The provision of transportation services on the other hand is much more fragmented and uneven. According to the literature, in the absence of public transportation and the prohibitive cost of taxis in many rural areas, the need for more services and the coordination of existing services is needed.

3 Policy and Programs (CTAP)

3.1 Introduction

Because of the *Report of the Community Transportation Review* conducted by the Ontario Ministry of Transportation in 1993, it was discerned that transportation resources from various sectors were not being efficiently used. This might have been a consequence of the former government policy and the funding provided to meet the needs of specific transportation user groups. By channeling funding into specific sectors, 'transportation silos' were established with little interaction among the silos. It was also recognized that, over time, the transportation needs of Ontario residents had grown, resulting in service gaps in addition to the already existing silos (Ministry of Transportation, 1993). Several demographic and policy shifts have all led to an increasing demand for community transportation services. Examples include the increase the proportion of elderly in Ontario, the increased independence of disabled and elderly people, deinstitutionalization, regionalization of services and functions within the health, social and educational sectors, municipal funding restructuring, inequitable access of certain groups, and the duplication of services.

The Community Transportation Office (CTO) was established in 1993. This office was set-up to provide support to communities wanting to improve local transportation (Ministry of Transportation, 1993). CTO support was the forerunner of the Community Transportation Action Program (CTAP) that would be introduced in 1996**.**

3.2 CTAP: What is it?

The Community Transportation Action Program (CTAP) began in September 1996. CTAP is a joint provincial initiative involving ministries already carrying transportation budgets:

- Ministry of Transportation
- Ministry of Education and Training
- Ministry of Citizenship, Culture and Recreation
- Ministry of Health
- Ministry of Community and Social Services

The five ministries were brought together to support a program providing Ontario communities with the opportunity to develop sustainable, integrated, transportation programs. It was felt that by including ministries with already existing transportation budgets, an increased effort to integrate already existing services could be made.

CTAP was introduced to:

- Decrease gaps, duplication, and inefficiencies of existing transportation services
- To increase service planning at the local level
- To increase the quality and access to services for consumers
- To free up resources to meet service demands
- To empower local decision making

(Community Transportation Action Program)

In order to reach the specified goals, CTAP was designed to offer support for community efforts by acting as an agent of change, and encouraging the use of already existing resources. This was to be done in two ways.

1. Transitional funding was to be provided to develop community-based transportation programs.

2. Efforts were to be made to remove provincial policy or legislative barriers that may have prevented or hindered communities from achieving coordination.

Ontario communities had the opportunity to obtain up to a maximum of $50 000 to support two phases of individually designed integration plans. A concrete definition of ‘community’ was not provided by the Community Transportation Action Program. Any geographical area that was interested in coordinating transportation was invited to submit a proposal. Typically, the first phase of each program was to complete a “transportation resource inventory” in order to determine available resources for further integration and to facilitate cross-sector planning. Following the inventory was the second phase, the “planning for implementation phase” that was to be designed with community resources and needs in mind. Communities were encouraged to develop models of integration to suit the needs of their area.

3.2.1 Program Guidelines

When submitting a proposal to CTAP, communities were required to have proof of endorsement from agency or organizational involvement from a minimum of two sectors involved in the program. This provided an incentive for local partnerships. CTAP guidelines also encouraged the integration of the public and private sector, plans for sustainability of the proposed program, the identification of existing barriers to integration, evaluation criteria for the project, and a funding request.

3.2.2 Program Timelines

CTAP required that each of the two phases was to last no longer than one year. However, often times communities waited for up to six months for their proposals to be accepted by CTAP. Several communities listed the waiting period between proposal submission dates and acceptance date as a barrier in their final reports.

3.2.3 Assessment[1]

Considering the fact that the programs were encouraged to be designed by a wide range of committee members, the problems associated with waiting for funding can be understood, especially when the initial understanding was that the entire program was to be completed in a maximum of two years. Some communities reported that by the time funding was provided to them, the committees had lost their momentum. It was stated that continued correspondence was made throughout the acceptance process, with the mutual understanding that changes were to be made in accordance to suggestions given.

While the time limit restrictions appear to have thwarted the progress of some programs, at the same time they may have been beneficial. If time restrictions did not exist, many communities would have continued for an undisclosed amount of time in a quest to develop a 'perfectly integrated system' on paper. It appears that the short time duration may have aided in the success of some community programs. However, by forcing communities to distribute their funds and complete final reports in under a year, action was forced, and smaller partnerships were formed. By achieving integration on a smaller scale, communities were left with the option of expanding their projects in the future.

3.3 Who Should Benefit?

Due to the integrated nature of the program, several groups were expected to benefit from CTAP efforts. These include: users of the program (riders), community agencies, local communities, and the Province of Ontario (Ministry of Transportation, 1993).

By decreasing the gaps of service provision, **users of transportation services** would benefit from:

- Improved service
- Increased access to a broader service base
- Elimination of specific criteria for using service
- Greater service options
- Access to a greater geographical area
- Increased access to community services and events

[1] Assessment, in the form of commentary from the researchers, is included in italics in this section (3) of the report.

Community agencies that provide and use transportation services were also to benefit from greater coordination of existing resources. It was proposed that coordination would leave agencies with:

- Greater flexibility in the type of transportation services available to clients
- Less demand on existing professional staff who may have been devoted to transporting clients
- Healthier integration of clients with other users of transportation services
- More efficient use of volunteers
- Overall lower transportation costs

The **greater community** was also to benefit from the Community Transportation Action Program. By planning a transportation program locally, communities were provided with:

- Greater accountability for the use of existing resources
- Increased communication between agencies providing/using transportation
- A greater cohesiveness in the community from the planning process
- The opportunity for a stimulated local economy

Lastly, the coordination of community transportation resources was thought to be a benefit to the **province of Ontario.** Through increased integration of existing resources, the government will experience:

- A reduction in expenditures for the introduction of resources in the future
- An increased use of public vehicles
- Greater levels of satisfaction from residents
- The recognition of taxpayers concerns to act on the inefficiencies of available public resources in the past (Ministry of Transportation, 1993)

It is interesting to note that no mention was made of specific 'rural' needs or benefits.

3.4 Organizational Structure

CTAP operated with hierarchical structure. Heading the program was the program manager who reported directly to the Director of Transportation Policy. Reporting to the program manager were four interministerial team leaders, who were placed in the program from past positions among the five program ministries. There were two team leaders from the Ministry of Transportation, one from the Ministry of Health, and one from the Ministry of Community and Social Services. Only three of the five ministries are represented on the CTAP team. The fact that the Ministry of Citizenship, Culture and Recreation, as well as the Ministry of Education were not included in the final team questions the extent of central integration that CTAP represented.

To support the community efforts, each funded community was matched up with a team leader. On average, each of the team members was involved with 10 communities.

While some efforts were made to maintain open channels of communication between the team leaders regarding the status of all community projects, it was evident that not all were aware of CTAP projects of fellow staff members.

3.5 Program Promotion

Ontario communities were informed of the Community Transportation Action Program on August 16, 1996. Information packages and proposal guidelines were sent to all municipalities, and various stakeholders throughout the province (Interviews, 1999). A news release was presented by the Ontario Transportation Minister Al Palladini (Ministry of Transportation, 1996). The information packages were set up in a newsletter format entitled "CTAP Courier".

One year later, over sixty communities had expressed interest in obtaining more information about the program as well as integrating community transportation. In response to the interest shown, CTAP held five Community Development Meetings/CTAP Regional Workshops (Interviews, 1999). The meetings were set up to provide a forum for further discussion and the exchange of ideas among interested communities. The five workshops took place in:

- Sudbury Dec. 13, 1998
- St. Catherines March 26, 1998
- Metro Toronto April 9, 1999
- Barrie March 5, 1999
- Brockville Jan. 28, 1999

The CTAP Courier, published bi-annually, was to be used to distribute information about the program and included numerous inserts. Topics covered by the CTAP Courier included:

- Updates of models in the making
- A summary of what CTAP funded communities had achieved
- Announcements of videos, websites, and other promotional items
- Pioneer experiences in community transportation coordination.
- Examples from the United States where coordination requirements exist in several states
- Frequently asked questions

However, the CTAP Courier was never released to the public because of numerous political issues, including the proposed extension to the project in 1998.

Therefore, this potentially beneficial tool of encouragement for community coordination was not provided to individual communities.

In July of 1997, CTAP announced their newest mode of information sharing, their own website, which can still be viewed at www.ctap.gov.on.ca. The website includes the information that was published in the CTAP Courier editions. The site provides additional information through links to other sites related to community transportation. Eventually the site also developed a 'bulletin board' where ideas and questions could be posted.

There appeared to be problem with the upkeep of the website as it was not updated regularly. A major drawback of this mode of information sharing is the fact that the only announcement of the web site was published in the CTAP Courier, which was not distributed. Since its introduction, few messages have been posted on the bulletin board. Again, a potentially useful tool for the sharing of coordination strategies and the avoidance of 'reinventing the wheel' was not delivered to its full potential. Many communities are linked to the Internet and the web site may have been a success if it was promoted by the CTAP staff to a higher degree. Issues that could have been clarified through this communication method include:

- *Licensing for Public Passenger Vehicles*
- *Insurance for volunteer drivers and group insurance*
- *School bus regulations surrounding non-student riders*
- *Uniform standards and policies which transcend all Ontario communities*

At the same time that the website was introduced, a CTAP video was also produced. The video provided an in-depth look at how communities including Middlesex, Hamilton, and Caledon, had successfully integrated existing transportation resources in their communities. The announcement of the video was published in the CTAP Courier four months after it was produced, inviting inquiries about obtaining a video.

Only a few copies of the video were distributed.

3.6 CTAP Funding

The majority of rural communities involved with CTAP included prospects of cost-sharing ideas in the proposals. This was not a requirement, but it was felt by CTAP staff that cost sharing would give the individual programs more credibility. It was also stated that this type of funding would increase the chances of a program's sustainability when provincial funding ended.

A funding sponsor was required on a CTAP proposal. This agency, or municipality, was responsible for channeling the money from the province to the community. The funding sponsors required an existing funding relationship with the provincial government in order to make the channeling of funds more effective.

Although several guidelines were followed at the start of the program, these were modified as the program developed. Either these guidelines became irrelevant or other issues emerged. Funding policies that existed at the closure of the program include:

- CTAP would not fund a project if an implementation model for coordinating transportation was not noted as an outcome of the Phase I project.
- CTAP agreed to pay for consultant and coordinator fees as these were viewed as being strictly transitional in nature
- New positions that may have been created in order to coordinate transportation were partially funded as long as the community demonstrated that the positions were sustainable in the future

Originally, CTAP agreed to pay for the full cost of software, hardware, and communications but this was changed as the program developed further. Several communities that had already existing transit services were taking advantage of this money to upgrade their already existing systems, which was extremely costly. Therefore, only 50% of these costs were covered by CTAP by the end of the program. This proved problematic for some rural communities who did not even have basic technology systems.

At the beginning of CTAP, communities were granted the full amount of funding approved by the CTAP staff. However, this changed over the three years of the program. In the end, communities were generally given 90% of their funding at the start of their project, after an agreement was signed by the project proponent, funding sponsor, and CTAP staff. After a community had completed their project or phase, and provided the proper evaluation forms, they received the remaining 10% of their requested funding. While this was the general formula followed by CTAP staff, exceptions were made. The amount that a community was given up front was based on CTAP's perception of the community's ability to carry the project out. Proposals were reviewed by the CTAP team, which then lead to funding formula decisions. Some communities were provided with only half of the requested funding up front. The amount of funding, and the breakdown of the funding distribution was included on the agreement.

A detailed budget, with receipts, was required of all communities. If money could not be accounted for in phase I, the outstanding amount was deducted from the amount of money requested for phase II. Similarly, if Phase II funding was not accounted for, communities had to return the money and did not receive the balance of their funding.

This realization led several communities to spend quickly at the end of the program in order to gain from the available funding. These communities also admitted that the money would have been better spent if they could have held onto it in order to ensure the sustainability of the projects.

3.7 Monitoring System

Communities were required to report to their CTAP representatives at the end of their projects only through the submission of an evaluation form. This evaluation form had to be filled out in order for the community to receive the balance of the funding requested. If an extension had been requested by a community, mid-term reporting was required for the CTAP representative to review, to ensure that funds were being used appropriately.

No formal evaluation was conducted on CTAP that is in the public domain, which means that a great learning opportunity was missed. A conference to bring together the active community partners and those communities planning a transportation initiative that was talked about for the conclusion of the program had not taken place at the time of writing.

4 What are the Current Results? Who Has Benefited?

4.1 Rural Communities Receiving CTAP Funding

In total, 58 Ontario communities received CTAP funding after submitting the required proposals. Of these, 24 were adjudged rural in nature, by population size, location, and composition of the service area. Approximately $126 000 was provided to rural communities wishing to improve their transportation options. On average, each of the rural communities received $31 011 for both phases of their community transportation projects.

The following section will provide an overview of self-expressed views of each of the 24 rural communities that utilized CTAP funding. An overview of the following discussion is outlined in Appendix B. Aspects that will be discussed include:

- Barriers experienced in coordination attempts
- Lead agencies of the projects
- Consultants hired
- External funding
- Successful Processes
- Suggestions for Future Process
- Sectors Involved
- Software Used
- Ridership Criteria

4.1 Barriers to Coordination: Central Issues

Contrary to what was expected by CTAP staff, there were few existing barriers at the provincial level (Interviews, 1999). It had been anticipated that difficulties with insurance, using school buses, drawing in municipal partners etc., would be quickly identified as barriers at the upper or external levels. This was also surprising to CTAP as one of the goals of the program was to serve as a catalyst for change, in terms of removing barriers at the central level, which might hinder transportation coordination. It was suggested that the barriers exist only due to 'hearsay' but do not actually exist**.** In this sense, the role of CTAP was not to eliminate existing barriers, but to clarify false beliefs.

One example would be the assumption that volunteer drivers faced increases to their insurance costs when delivering a transportation service. CTAP looked into this further and discovered through the Insurance Bureau of Canada that as long as volunteer drivers are not financially profiting from their service, increases to insurance rates were not applicable. It was stressed that this policy applied even though there may be payment towards the cost of the trip (http://www.ctap.gov.on.ca).

CTAP staff members also suggest that provincial levels of non-governmental organizations, such as the Canadian Cancer Society, need to change their agendas to shift toward a 'community-minded' approach to providing transportation. If modifications to eligibility

criteria were made in such organizations, the transportation needs of a wider community might also be met.

In a review undertaken by the researchers of transportation coordination projects in rural communities that received funding, several barriers were identified. *The majority of these barriers did not relate directly to particular aspects of existing legislation, but appeared to focus on perceived rules and regulations. To summarize, 137 barriers were identified (See Appendix B) and have been grouped into six categories. These are: geographic barriers, organizational barriers, administrative barriers, funding barriers, political barriers, and other barriers.*

As can be seen in Figure 4.1, the majority of the barriers are considered political and organizational in nature.

Political barriers that were identified with the highest frequencies were:

- **Municipal Amalgamation and funding changes (11)**
- Lack of enabling provincial legislation and regulations (8)
- School board policies restricting non-student riders on school buses (6)
- Fewer elected officials to sit on area service boards (health, school, social) (6)

Organizational barriers were considered to occur within or between the potential partners of the community transportation projects. Thirty-eight barriers were identified in this category. The following is a list of the most frequently mentioned:

- **Few people willing to share resources (turfism) (9)**
- Lack of member continuity due to restructuring of involved organizations (6)
- Differing and restrictive eligibility criteria of organizations already providing transportation services (5)

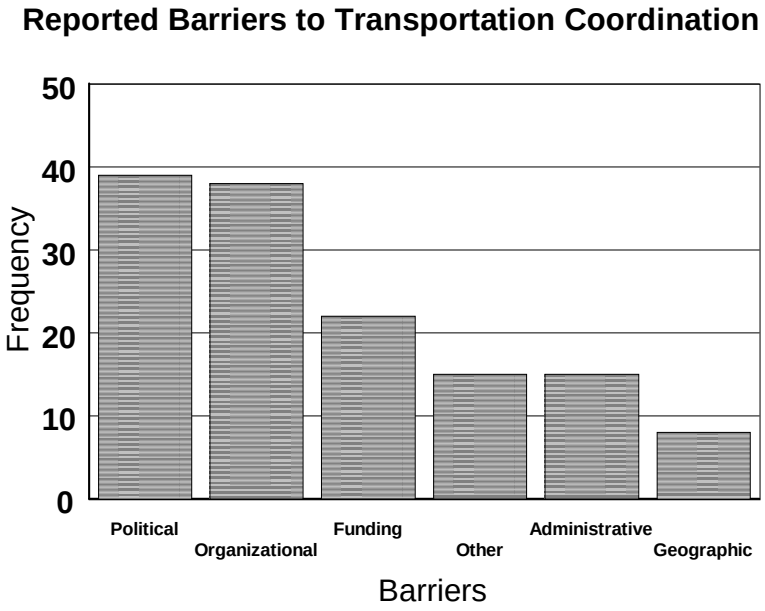
Funding barriers related to coordination were mentioned 22 times. The funding barriers that were identified include:

- Lack of funding (6)
- Finding sustainable funding (4)
- Fear of losing transportation budgets by coordinating with others (3)
- Clients not used to paying for transportation services (3)

The **'other'** category mentioned 15 hindrances. While there was a wide range of responses in this category, repeated barriers were:

- **Decreasing availability of volunteers (5)**
- Clients are accustomed to personal services of the past (3)
- Lack of consumer and provider knowledge of existing services (2)

Figure 4.1



***Source**: CTAP Rural Case Study, 1999-2000 (N=25)*

Administrative barriers were also mentioned frequently. The majority of the fifteen respondents identified the following two barriers:

- **Time issues (length of time for planning and implementation, balancing committee time between work and committee duties) (5)**
- Insurance costs and restrictions

Geographic barriers were the least mentioned. The eight **geographic** barriers that were recognized include:

- **Geographic service boundaries stipulated in municipal by-laws (5)**
- Large geographic area to serve (distance in getting from point A to point B)
- Sparse population

In effect, there **were** several barriers of significance in the Community Transportation Action Program, as identified through the rural project reports.

Of these, the confusions, delays and difficulties created at the time by municipal restructuring were the most prominent. Because these are systemic in nature, more importance was given to the organizational barriers that, if resolved, would appreciably improve local performance.

4.2 Lead Agencies

Lead agencies were required of all of the CTAP projects in order for the provincial funding to flow through an already provincially funded agency or organization. Of the 24 rural communities under study, 11 were led by not-for-profit agencies, nine by the public sector (municipalities, District Health Councils), and four were unknown. As private companies are not provincially funded, they were not eligible for the lead agency role. Throughout the development of many community projects, there were changes in the lead agency role for various reasons. This proved to set the projects back somewhat, both in the shift of responsibility as well as administrative changes with the CTAP funding flow. Included in the lead agency role were:

- Town of Blind River
- Participation House
- Haldimand Norfolk Senior Support Services
- District Health Council
- Good Neighbours
- Kirkland Lake Home Support/YMCA
- VON
- Physically Handicapped Adult's Rehabilitation Association
- North Durham Social Development Council
- Town of Midland
- Northumberland County Community Care
- Woodstock-Oxford County Transportation Task Force
- Regional Municipality of Peel
- Senior Citizens Council
- Corporation of the County of Lambton
- City of St. Thomas
- Community Action Network (CAN)
- West Elgin Community Health Centre
- Lennox and Addington General Hospital

A wide variety of agencies can operate transportation projects.

4.3 Use of Consultants

While money was available through CTAP for the hiring of consultants, communities were advised to be cautious in their decisions in hiring consultants. Even with this suggestion, 20 rural communities hired a consultant, while one did not, and four did not specify their use of a consultant.

Through direct contact with the communities, it became evident that hiring a consultant was not a requirement for the desired outcomes. Many communities expressed the view that the information collection in the survey stages could easily have been managed by a central committee, or could have been removed from the process entirely. However, many groups

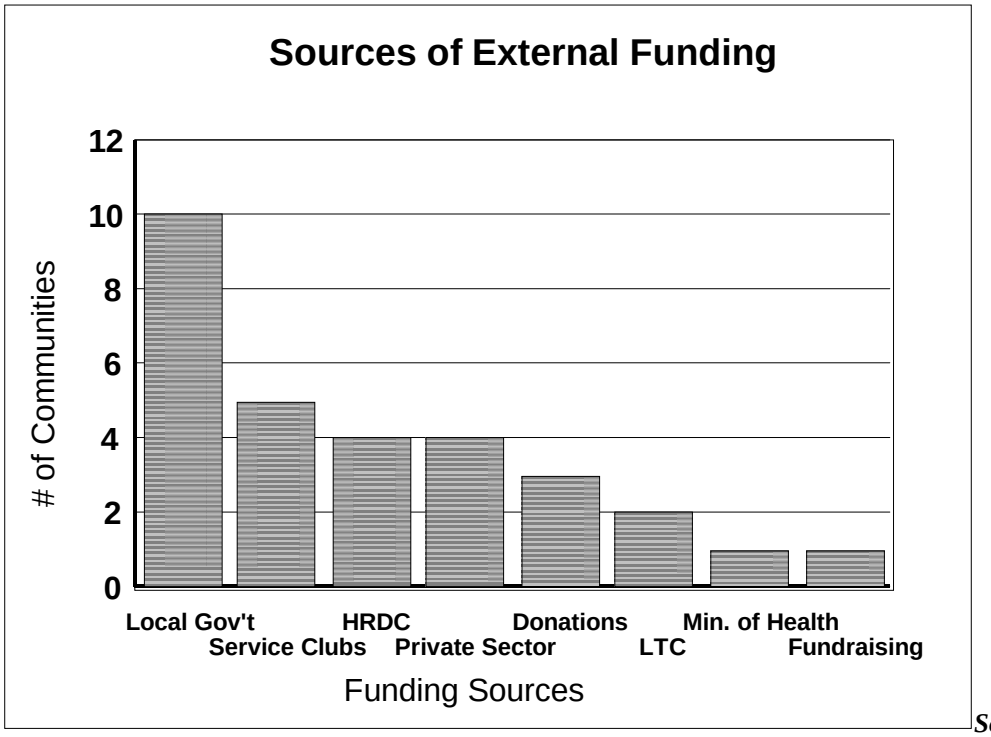
agreed that a position was required to ensure continual movement in the project planning and implementation stages, and to add a certain level of expertise to the process.

4.4 External Funding

Communities were encouraged by CTAP to find sustainable funding throughout their planning and implementation stages of their projects. This would ensure that efforts that were taken would be honored in the continuation of the projects. The majority of the communities (14) were able to secure some funding, while nine could not, and two did not mention future or additional funding.

Thirty (30) different funding options were explored by the 14 communities who acquired funding for their projects. Figure 4.2 illustrates the diverse funding options sought by the communities. The majority of external funding came from local governments, which is surprising as municipal amalgamation was identified as a major barrier to coordination.

Figure 4.2



***Source**: CTAP Rural Case Study, 1999-2000 (N=24)*

4.5 Successful Processes

Even if projects were not as successful as the communities had hoped, the majority of individuals involved in the effort were able to identify positive aspects of the approach that was chosen to improve transportation services in their rural area. From the mass of successful processes provided by the coordinators of the projects, the following were the most common.

- Public/community participation (8)
- Group effort in the development of the project (6):
  - Work plan
  - Policies
  - Goals
  - Operating agreements
  - Visioning
  - Delegation of Tasks

- Raising awareness (6) through mass mail outs, personal contact, Fundraising and speaking with medical field
- Small starts (6)
- Hiring specialized skills (4)
- Multiple sector involvement (3)
- Strong leadership (2)
- Willingness (2)
- Trust (2)
- Look at what has already been done (2)

4.6 Suggested Improvements

Along with identifying beneficial steps that were taken in developing transportation programs, key stakeholders were also able to point out lessons that were learned throughout the process. Self-identified changes that were considered after the fact include:

- More careful consideration of consultant abilities (5)
- Need to know where the real needs and wants are (4)
- Started too big and too fast (3)
- Need longer implementation time (2)
- Hard to coordinate over the summer months (2)
- Need more cooperation from ministries and CTAP (2)
- Bringing in private sector was difficult (2)
- Marketing and promotion needs to be stronger (2)

4.7 Sectors Involved in Projects

CTAP required each community to incorporate at least two sectors into their transportation projects. In practice, health, social services, and the private sector were the most involved in the rural projects. It is interesting to note that each of the 24 rural community projects involved the not-for-profit sector. The following is a breakdown of the combinations of sectors used in the communities:

• Public and Not-for-Profit	10
• Public, Private and Not-for-Profit	10
• Not-for-Profit and Private	3
• Not-for-Profit	1
• Unknown	1

It is interesting to note that the two most common sectoral combinations are the public and not-for-profit, and public, private and not-for-profit partnerships. Perhaps most surprising is the high level of involvement of the private sector. However, while the communities have been grouped in this way, the level of participation and involvement in the projects, from each of the sectors must be considered. For example, while some private companies were heavily involved in the development of the actual program, others were involved through financial contributions only. Nevertheless, it is encouraging to see that various sectors were willing to come together to share ideas and resources to improve transportation in rural areas.

4.8 Scheduling Software

CTAP encouraged the use of organizational software by providing funding for up to half of the total cost of the software. Suggestions were given as to which programs would be the most useful, but it was up to the communities to decide which programs suited their needs the most, if at all. Eleven of the rural communities used software for scheduling purposes, two did not, and 12 did not specify. It must be noted that the 12 communities that did not specify the use of software, may not have required the use of software. These projects may have had objectives related to awareness and information provision of existing services rather than the development of a new, integrated transportation service.

Of the communities that did use software packages, three used Microsoft Access, two used Trapeze, one used Microsoft Outlook Calendars, 1 used a custom designed program called TRACK, and 4 did not specify the type of software used.

4.9 Ridership Criteria

While the CTAP program was based on the need for the elderly and disabled residents of Ontario to better access transportation services, many of the rural communities that received funding aimed to serve all residents of the area. This may signal the fact additional populations need access to transportation as well. Following is a list of ridership criteria of the 24 rural community transportation projects.

- **Open to all residents (7)**
- Elderly and disabled--no destination specifications (5)
- Seniors**,** physically and mentally challenged, and economically disadvantaged going to medical appointments or health related appointments (1)
- Elderly and disabled, income challenged, youth who are referred by service provider (1)
- Elderly and disabled of participating agencies (1)
- Patients who do not qualify for but would use ambulatory transportation for travelling to or from LTC facilities (1)
- Low income, seniors, and disabled (1)
- Elderly population and disabled of all ages in rural areas only (1)
- 6 projects did not specify their ridership

5 The CTAP Rural Projects

Out of the 24 rural projects, an assessment was made of 14 to ascertain what general characteristics the participating rural areas have in common. It was also undertaken to determine the type of rural projects supported by CTAP. Given the very diverse nature of rural Ontario, it was assumed that individual projects would be influenced by the geographical, social and economic circumstances of the rural areas. For example, it was assumed that rural areas with dispersed small towns and villages have different problems in delivering transportation services than rural areas in which one central place (a city) is dominant. By reviewing the general characteristics of 14 CTAP projects, these assumptions could be listed and verified.

The 14 projects reviewed are listed below and selected details of their areas and project objectives have been assembled into a chart (Table I). This format enables us to see in a very general way the nature of the places involved in rural projects. The places included are:

- Brant County
- Perth County
- Cateraqui
- Chatham-Kent
- Blind River
- Middlesex
- Emo
- St. Thomas – Elgin
- West Elgin
- Northumberland
- Region of Peel
- Huntsville and Parry Sound
- Kirkland Lake
- Renfrew

Figure 5.1: Characteristics of Rural CTAP Projects

Area Characteristics				
Community/ Region	**Population of Community/Region**	**Urban Centre in Area**	**Areas Served/Involved**	**Quotes Describing Nature of Place**
Brant County	* Brant County: 114,564 - Brantford (City, pop. 84,764) - Brantford (Township, pop. 6,487) - Burford (Township, pop. 5,858) - Oakland (Township, pop. 1,377) - Onondage (Township, pop. 1,650) - Paris (Town, pop. 8,987)	Yes (Brantford)	- Brantford and rural Brant County. - Entire community heavily involved. A series of community consultation sessions was held.	- Usually transportation routes are not flexible which is not good for residents of rural areas. - The lack of transportation might result in the elderly people's premature institutionalization.
Perth County	*Perth County: 72,106 - Listowel (Town, pop. 5,467) - Milverton (Village, pop. 1,618) - Mitchell (Town, pop. 3,670) - St. Marys (Town, pop. 5,952) - Stratford (City, pop. 28,987)	Yes (Stratford)	- Several smaller villages both involved and served (Mitchell, Milverton, Listowel, St. Mary's). - Task Forces had representatives from stakeholders. Community workshops were held.	- This area is predominantly rural. The major activity centres are focused in Listowel, Milverton, Mitchell, St. Marys and Stratford. - Aging population. - With the exception of Milverton, each community had its own mobility bus. Transportation service providers are very localized, restricted in user eligibility and access, and generally confined to the built-up area and its immediate surrounding area. There is very little County-wide interaction.
Kirkland Lake		No	Sesekinkia, Kirkland Lake, Virginiatown, Larder Lake, Tarzwell, Chaput Hughes, Matachewan	- Many organizations and individuals have expressed concern regarding the insufficient means of affordable, accessible transportation for seniors, disables, and income challenged individuals. Transportation for the disabled population has always been recognized as a concern within our district. Due to harsh winters and inadequate transportation, this population is left to spend winters indoors. The cost of transportation by taxi from outlying areas, to gain a minimum waged, job, leaves an individual without the motivation to secure employment.

Area Characteristics				
Community/ Region	**Population of Community/Region**	**Urban Centre in Area**	**Areas Served/Involved**	**Quotes Describing Nature of Place**
Cataraqui	*Frontenac: 136,365 - Barrie (Township, pop. 822) - Bedford (Township, pop. 1,112) - Clarendon and Miller (Township, pop. 545) - Hinchin brooke (Township, pop. 1,328) - Howe Island (Township, pop. 481) - Kennebec (Township, pop. 968) - Loughborough (Township, pop. 5,046) - Olden (Township, pop. 906) - Oso (Township, pop. 1,413) - Palmerston and North and South Canonto (Township, pop. 406) - Pittsburgh (Township, pop. 12,902) - Portland (Township, pop. 5,085) - Storrington (Township, pop. 4,468) - Wolfe Island (Township, pop. 1,180) *Lennox & Addington: 37,240 (39,203 by 1996 Census Canada) - Adolphustown (Township, pop. 946) - Amherst Island (Township, pop. 399) - Bath (Village, pop. 1,389) - Camden East (Township, pop. 4,928) - Denbigh, Abinger and Ashby (Township, pop. 717) - Ernetown (Township, pop. 12,763) - Kaladar, Anglesea and Effingham (Township, pop. 1,712) - Napanee (Town, pop. 5,450) - Newburgh (Village, pop. 729) - North Fredericksburgh (Township, pop. 3,258) - Richmond (Township, pop. 4,143)	No	- Frontenac, Lennox and Addington Counties excluding Kingston. - Every group that provides transportation (including volunteers and service clubs) or contracts with a provider was identified and invited to a meeting to review the goals of the project and to “sign+E10 on” as a member of the Cataraqui CTAP Committee for South Eastern Ontario.	- Growing elderly population, which will translate into a growing disabled population. - Several transportation services have mandates extending well beyond the two counties while others have circumscribed areas of responsibility with defined community boundaries. - Coverage is weekdays between 9:00 a.m. and 6:00 p.m. but becomes increasingly limited outside of weekdays and working hours.
	*1996 Census Canada			

Area Characteristics				
Community/ Region	**Population of Community/Region**	**Urban Centre in Area**	**Areas Served/Involved**	**Quotes Describing Nature of Place**
Chatham - Kent	-Blenheim (Town, pop. 4,873) - Bothwell (Town, pop. 990) - Camden (Township, pop. 2,142) - Chatham (City, pop. 43,409) - Chatham (Township, pop. 6,321) - Dover (Township, pop. 4,040) - Dresden (Town, pop. 2,589) - Erie Beach (Village, pop. 251) - Erieau (Village, pop. 499) - Harwich (Township, pop. 6,594) - Highgate (Village, pop. 446) - Howard (Township, pop. 2,449) - Moravian 47 (Indian Reserve, pop. 300) - Orford (Township, pop. 1,359) - Raleigh (Township, pop. 5,566) - Ridgetown (Town, pop. 3,454) - Romney (Township, pop. 2,176) - Thamesville (Village, pop. 972) - Tilbury East (Township, pop. 2,304) - Tilbury (Town, pop. 4,448) - Wallaceburg (Town, pop. 11,772) - Wheatley (Village, pop. 1,657) - Zone (Township, pop. 1,039)	Yes (Chatham)	- Chatham and Kent. -Stakeholder meetings and focus group with physically challenged individuals living in supported living environments were held. - Survey questionnaire was mailed to any organization or agency known or potentially identified as dealing with clients with transportation needs.	A community transportation and linkage service, called "TRACK" was designed. It consists of a tri-sector partnership involving municipal and provincial government offices, non-profit community organizations, and private sector businesses in Chatham-Kent.
Blind River	* Blind River: 3,152 - Blind River (Town, pop. 3,152) - Spanish (?) - Iron Bridge (Village, pop. 777) - Thessalon (Town, pop. 1,485; Township, pop. 758) - Elliot Lake (City, pop. 13,588)	No.	- Blind River, Spanish, Iron Bridge, Thessalon, and Elliot Lake. - Volunteer drivers got involved.	- Growing population of seniors. - There is a need for a transportation brokerage service in the areas from Spanish to Thessalon, including Elliot Lake.

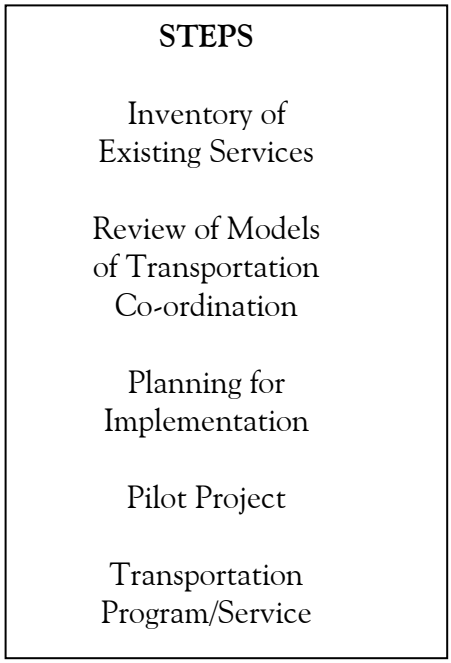
Area Characteristics				
Community/ Region	**Population of Community/Region**	**Urban Centre in Area**	**Areas Served/Involved**	**Quotes Describing Nature of Place**
Middlesex	* Middlesex County: 389,616 - Adelaide (Township, pop. 1,901) - Ailsa Craig (Village, pop. 1,044) - Biddulph (Township, pop. 2,208) - Caradoc (Township, pop. 6,248) - Delaware (Township, pop. 2,436) - East Williams (Township, pop. 1,366) - Ekfrid (Township, pop. 2,318) - Glencoe (Village, pop. 2,178) - Lobo (Township, pop. 5,553) - London (Township, pop. 4,996) - Parkhill (Town, pop. 1,765) - Strathroy (Town, pop. 11,852) - Wardsville (Village, pop. 440) - West Nissouri (Township, pop. 3,484) - West Williams (Township, pop. 942)	Yes (London)	- Rural Middlesex County. - The committee hosted numerous "town hall" meetings to make local decisions. - Surveys were completed by LTC facilities and individuals living in their own homes, within the targeted pilot communities.	- Middlesex County is geographically large and there are no regular bus routes. - Long-term care facilities have transportation needs. -Hospitals have problems with discharged patients accessing transportation. - Middlesex Community Living has an accessible vehicle that they can use on a short-term basis due to limited life span of the vehicle.
Emo	* Emo (Township) 1,366	No	- Rural catchment areas of Emo. - Volunteer involvement (Emo is a volunteer led organization).	Identified transportation needs in Emo catchment areas were: transportation to work sites, transportation for handicapped students requiring special transport, expanding non-emergency type transportation service to general public, establish linkages with local retailers for deliveries of prescriptions, food, etc., and increased needs for elderly.
St.Thomas - Elgin	* St Thomas and Elgin County (except for West Elgin) - Aylmer (Town, pop. 7,018) - Bayham (Township, pop. 4,721) - Belmont (Village, pop. 1,632) - Malahide (Township, pop. 6,255) - Port Burwell (Village, pop. 1,023) - Port Stanley (Village, pop. 2,499) - South Dorchester (Township, pop. 1,899) - Southwold (Township, pop. 4,282) - Springfield (Village, pop. 741) - Vienna (Village, pop. 490) - Yarmouth (Township, pop. 7,148) - St Thomas (City, pop. 32,275)	Yes (St. Thomas)	- The project provides alternative, non-ambulance transportation to or from facilities in the City of St. Thomas and in areas of Elgin County that are within a 20 km radius of the city. - Feedback from health care providers was provided on a regular basis at the monthly meetings of the STEP Planning Group.	Transportation statistics provided by report: - The volume of ambulance pick-ups in Elgin was about 5,300 in 1997. - Of all the Elgin ambulance calls in 1997, 7% were done by external municipalities' ambulances. - Elgin provides about 1,800 non-emergency medical transfers per year (1997). Of these, 500 to 800 could be of-loaded to alternative services. - Elgin County's ambulance costs for 1999 were estimated at 2.01 million. This is expected to rise to $2.32 to $2.83 million by 2004. - Elgin requires one additional ambulance, and 4,160 additional staff hours per year.

Area Characteristics				
Community/ Region	**Population of Community/Region**	**Urban Centre in Area**	**Areas Served/Involved**	**Quotes Describing Nature of Place**
West Elgin	*- Aldborough (Township, pop. 4,042) - Dunwich (Township, pop. 2,288) - Dutton (Village, pop. 1,315) - West Lorne (Village, pop. 1,531)	No	- Several smaller villages & surrounding rural areas served (Dutton, West Lorne, Rodney). E22	- "Low population density with limited community transportation services" makes it hard to access centralized services - "Due to large populations of seniors in West Elgin, service providers have tended to gear service delivery to needs of seniors .... women and children are under identified and under-serviced by transportation. Many villages in West Elgin are bedroom communities to the larger cities located along the 401 corridor."
Northumberland	* Northumberland County: 81,795 - Alderville 37 (Indian Reserve, pop. 363) - Alnwick (Township, pop. 1,078) - Brighton (Town, pop. 4,584) - Brighton (Township, pop. 4,438) - Campbellford (Town, pop. 3,647) - Cobourg (Town, pop. 16,027) - Colborne (Village, pop. 2,054) - Cramahe (Township, pop. 3,420) - Haldimand (Township, pop. 4,450) - Hamilton (Township, pop. 10,140) - Hastings (Village, pop. 1,140) - Hope (Township, pop. 3,748) - Murray (Township, pop. 7,355) - Percy (Township, pop. 3,208) - Port Hope (Town, pop. 11,698) - Seymur (Township, pop. 4,442)	No	- Northumberland County. - Questionnaire was completed by; consumers, service providers and transportation providers living in the towns of Cobourg, Port Hope, Brighton, Warkworth, Campbellford, Roseneath, and the Township of Haldimand, Cramahe, Hope and Hamilton.	- Increasing senior population of the County because of the semi-rural nature of the County and its proximity to the Greater Toronto. - Public transit services existing in Cobourg and Port Hope, but Municipal transit systems only exist within population centres. There are no cross county providers. - Brighton area has Quinte Access (accessible transportation serving eastern end of county), but has difficulty keeping up with service demands.
	*1996 Census Canada			
Region of Peel	Peel Regional Municipality: 932,300 (1997, from report) 852,526 - Brampton (City, pop. 268,251) - Mississauga (City, pop. 544,382) - Caledon (Town, pop. 39,893)	Yes (Brampton, Mississauga)	The Region of Peel Community Transportation Action Planning Group is represented by over 20 volunteers from various health and social service agencies, public and private transportation providers and others who are in need of transportation and/or deliver transportation services throughout the region. The planning Group were directly involved and acted as the project Steering Committee.	- The region is characterized by large urban areas in the south and predominate rural areas in the northern section. - The region is part of the vast Greater Toronto Area, which is subject to a wide-range of transportation related issues. - This region has a rapidly aging population that lends itself to a greater need for accessible and affordable transportation services. - The population base is becoming more diverse in language and culture.

Area Characteristics				
Community/ Region	**Population of Community/Region**	**Urban Centre in Area**	**Areas Served/Involved**	**Quotes Describing Nature of Place**
Huntsville & Parry Sound	Muskoka: 52,054 Parry Sound: 39,895 *- The District of Muskoka has a total population of 50,463 - The District of Parry Sound has a population of 39,906 Muskoka and Parry Sound. Pilot projects were conducted in the Towns of Huntsville (Town, pop. 15,918*) and Parry Sound (Town, pop. 6,326*).	No.	- Muskoka and Parry Sound. Pilot projects in the Towns of Huntsville and Parry Sound. - Meetings and discussions took place with the various interested parties throughout Muskoka and Parry Sound. - A committee was formed, incorporated as a service co-operative, and began developing bylaws, policies and procedures. Questionnaires were completed by community members and local agencies.	- Most residents are living in the rural areas. Availability of transportation is a barrier to individuals in rural areas accessing health, educational, social and recreational programs. There is one municipal transit bus operating on a fixed route in the Town of Huntsville but there is no transit service in the Town of Perry Sound. - Many people rely on family members and friends for transportation services. Of greatest concern are seniors, people with physical disabilities, people with mental health and long-term care needs, and people with fixed and/or low incomes.
Renfrew		Yes (Pembroke)	No report available	No areas are currently served, as the program was not implemented.
	*1996 Census Canada			

While the 14 communities were quite diverse i their eventual outcomes, several process steps were followed in common. The common steps and mechanisms are outlined in Diagram IV.

Figure 5.2: Common Steps and Mechanisms Followed by Rural CTAP Projects



From the review of the 14 communities, three forms of transportation coordination in rural areas became evident. The categories that have been developed are flexible and general in nature reflecting the uniqueness of each rural community and available transportation resource base. The three 'types' of transportation projects include:

1. Urban centralized - high resource
2. Rural centralized- low resource
3. Rural dispersed

5.1 Urban centralized – high resource

The urban centralized – high resource model of community transportation coordination entails much of what the term suggests. The program is centralized in an urban area, which incorporates a surrounding rural catchment area. In this way, the surrounding areas are able to benefit from the high level of resources available in the urban area, hence the title, urban centralized – high resource. Resources that are utilized in this type of project include human resources from centralized services, funding from councils, funding from service groups, transportation services (including private companies and accessible services), as well as a higher population of people looking to use the transportation services. This model works to make the existing forms of community transportation more effective for a greater number of community residents, as well as the organizations and public sectors involved. It is also more attractive for the private sector. This type of model does not suggest that transportation is

only provided from the rural area into the urban area, but that it is generally planned and implemented based on the urban area. Rides may be provided from rural to urban areas, rural to rural areas, or within a rural village itself.

5.2 Rural Centralized – Low Resource

The rural centralized–low resource model differs from the urban centralized–high resource model of community transportation coordination. In this type of coordination, a rural area, usually a town or village, is selected as the base for a centralized system of transportation for the surrounding areas. There is little interaction with urban organizations or transportation services, although trips may frequently be made to nearby urban centers. As the name suggests, this model has few resources from which to draw. In some examples from this study, an area may have several low-key, volunteer transportation programs that are looking to become more efficient through a centralized dispatch system. This model may also be applicable in areas where transportation services are non-existent, but a need for some type of service is recognized. The approach in this model is to start slowly and build upon what exists, all the while noting what works and what does not. The need to start slowly was a common comment on community projects of this type. In order for a 'new' project to be successful, trust between all stakeholders was required, which can be quite timely.

5.3 Rural Dispersed

The rural dispersed approach to community transportation coordination builds upon already existing transportation in rural areas. Typically, there is some form of transportation service in several small towns and villages, which serve the surrounding rural areas. All that is needed is better coordination between the numerous programs. A benefit of this model is the autonomy that is kept by the individual community projects. To a regular user of the service, no notable changes would be evident, except perhaps the increased option of travelling further distances. This type of approach also allows for the sharing of ideas, promotion of programs, and combined funding approaches and applications. Urban areas may also be included in this type of approach, but do not play a dominant role in the planning and development stages, or claim a large proportion of the clientele of the combined services. Option two and three are less attractive to the private sector given the relatively low number of riders.

6 Three Rural Case Studies:

6.1 Introduction

Three case studies were selected for analysis in this research project. The studies were selected based on their meeting of the criteria that they (i) were considered to be rural in nature, (ii) had received funding from CTAP, and (iii) were willing to be involved in the study. The three transportation programs that have been followed represent each of the community transportation coordination 'types' outlined in the previous section and include:

- Brant County
- Perth County
- West Elgin (County)

The differences as well as similarities of the three case studies will be discussed in this section. The communities were asked to identify steps/actions that they would have done differently, as well as what they could identify as key factors leading to success. These ideas will also be summarized followed by an analysis of the overall process that was taken.

6.2 Brant County

Brant County is an example of the 'urban centralized-high resource' type of community transportation coordination.

6.2.1 Demographics

Brant County has a total population of 114 564 and is located in Southwestern Ontario. Brantford is the closest main urban center to the county with a population of 84 764 residents. This urban center is surrounded by smaller communities and villages including: Burford, Oakland, Onondage, and Paris.

6.2.2 Model

Brant County was inspired to explore transportation coordination models by a provincial government publication from 1993 titled "The Community Transportation Review". After studying the report, a community member working in the social service sector, who is now the past chair of Brant Integrated Transportation System (BITS), called together, in Brantford, providers as well as users of transportation services, including individuals from the public, private, and not-for profit sectors. A needs assessment and a provider survey were conducted and indicated that there were 49 transportation services available in Brant County. This pushed the Brant Transportation Vision Team (BTVT) to formulate an efficient transportation system. Unlike many other communities receiving funding from CTAP, Brant County had a heavy involvement of the private sector throughout the planning process. After reviewing several models, before receiving CTAP funding, it was decided that a central dispatch system would be installed. A private taxi company agreed to take care of the dispatch, and all providers remained "on-call" to provide their vehicles if they were required

to fulfill the needs of the elderly and disabled individuals of the county. In 2000, BITS introduced a Board of Directors to ensure the continuity of the program.

6.2.3 Self-Prescribed Improvements

While the Brant project was widely recognized as a successful example of how to coordinate a number of local transportation resources, both public and private, the stakeholders were able to offer ideas of changes that could improve the process. The improvements noted are as follows:

- "Spend more time privately planning strategy to be taken"
- "Spend more time consulting with individual partners"
- "Spend less time on research"
- "Too many meetings, could have selected next 5 steps and gone from there, could have been done in 5 months (instead of 5+ years)"
- "Community meeting with people who weren't even involved was a waste – how much community consulting do you need to start a business?"
- "Would have been more careful about who was hired as a consultant"
- "Certain organizations would have been more involved from the beginning but
- Communication issues did not allow for this"
- "Private sector should have been brought in sooner"
- "Less money spent on consultant and bureaucratic stuff, more on marketing to
- Medical field might have been better"
- "Too much red tape involved to get funding"
- "Get from point a to point b faster and learn as you go"

6.2.4 Successful Steps

The individuals that were consulted also offered their opinions of what they felt were successful elements of their coordination approach. The elements include:

- "Getting decisions made and then working from there"
- "Completion of inventory where 49 services were discovered"
- "Multi-sectors brought together to develop policies through open process"
- "Haven't taken anything away from anyone"
- "Clear understanding of how things would operate"
- "Deal with issues up front"
- "BTVT and their commitment to community problems"
- "Time commitments"
- "Stable community which helped with the continuity in planning"
- "Position in the community"
- "Personalities involved"
- "Determination of the leader as she was able to make others pick up on her
- Dream, she was not afraid to take on the leadership role"
- "Perseverance"

- "Willingness to overcome barriers for those who may be competing, realizing that working together can make things stronger"
- "Trust, confidence and openness"
- "Patience as it is more involved than one would think"

6.2.5 Analysis

It is interesting to note the different aspects of planning for coordination that emerge when the private sector is involved with the not-for-profit sector. Specifically, the business language that was used by the majority of respondents is unique to the Brant group when compared to other case studies. While the funding came from the Community Transportation Action Program, there is a strong sense that if the program development process were to be repeated, this group would have less community involvement in order to speed up the process. By looking at the responses alone, it would appear that 'fast fixes' were sought without much thought toward the sustainability or community development aspects. However, it can also be argued that the success of this project could be due to the heavy involvement of the private sector, those people who were the most willing to sacrifice their time and potential profits. The individuals that were involved with BITS were determined to reach a pre-set goal, resulting in a very strong leadership role.

It appeared that the involvement of an urban center, Brantford, was a key to the success of this project. Brantford gave the project many resources, including human resources, vehicles, and funding opportunities. The rural areas surrounding Brantford were able to benefit from the resources of the larger urban center. It must be noted however, that the central dispatch was operated out of a taxi company located in the town of Paris.

6.3 Perth County

Perth is an example of the 'rural dispersed' type of community transportation coordination.

6.3.1 Demographics

Perth County is located in South Western Ontario, northwest of the Regional Municipality of Waterloo, and north of the City of London. The total population of the County is 72 106. While mostly rural in nature, the major urban centre of Perth County is Stratford (population of 28 987), with existing villages and hamlets of St. Mary's, Mitchell, Listowel, and Milverton. Like other rural communities, Perth County has been experiencing challenges which have acted to increase the need for improved transportation including: increased deinstitutionalization, an aging population, the downloading of programs from upper levels of government, and an increased turn toward community support programs such as day programs (Huron Perth District Health Council, 1998).

6.3.2 Model

Perth County chose to go about coordinating existing transportation services in a unique way. At first, it was decided that a central dispatch for all transportation services would be implemented countywide. Eventually this idea was replaced with the need to focus on strengthening the already existing services operating out of small towns and hamlets, as a first step to coordination. Five communities in total continue to be involved in the coordination efforts through the networking of local coordinators, under the direction of the Huron Perth District Health Council. The rural transportation working group, comprised of transportation providers, applied to CTAP for funding. In their proposal, they outlined five separate business plans, developed by each community with assistance from a shared consultant. The business plans were developed based on resources that already existed to ensure that strategies were in keeping with the local culture. After receiving funding, the groups worked at improving transportation services in each locale, while continually meeting as a whole to share ideas, information, suggestions for common problems, cost-sharing strategies, and plans for future coordination.

6.3.3 Self-Prescribed Improvements

Reflecting on the process leading to the coordinated transportation project, four individuals involved in administrative positions of the projects offered their thoughts of different approaches that could have been taken to improve the outcome. The self-prescribed improvements include:

- "Would have had a municipal agency as the sponsoring agency due to the amount of paper work required"
- "Less focus on measuring results and looking for fast starts"

Due to the positive attitude and success of this project, few suggestions were given as to what could have been done differently. Perhaps this is an indication of the importance of involving all players from the beginning in outlining the process to be taken.

6.3.4 Successful Steps

In order to determine key elements that may lead to successful coordination, people involved in the development of the project plans were asked what they felt contributed to the overall success. The identified elements include:

- "Historical organization of services among the five groups"
- "Community development has also been a strong factor in this area"
- "Groups had already been working together"
- "Good communication throughout the process"
- "Commitment to equity, shared management/decision making"
- "Start at community level"
- "Shared visioning creating ownership"

- "Shared goals of having better service for customer"
- "Everyone agreed on the goal and were willing to work toward it"
- "Sharing"
- "Keeping it in the hometown instead of county wide"
- "Networking"
- "Sponsoring agency listened but did not take over"
- "Willingness to work as a team, share, and make commitments"
- "Consultant was great (important to have outside viewpoint)"

6.3.5 Analysis

The coordination approach undertaken by the Perth County Group appears to have been effective. The success can be attributed to many different factors including leadership styles, local cultures, starting small, respect for partners, and effective communication. Most importantly, the individual community groups remained autonomous and felt able to collaborate without the threat of loss or dissension.

The leadership style in Perth appears to be a driving force in the coordination effort. The chair of the group, who was responsible for calling meetings, and sharing information of the meetings, trusted and respected the group to make their own decisions, based on the advice of a consultant, and a community development officer who was also involved. The combination of these three supportive key players appeared to inspire the group, and convince them that change, on each individual community terms, was possible.

The process of bringing several transportation providers from the County together in the same room and sharing the same funding, led to effective communication, capacity building, and information sharing. Many different levels of stakeholders attend regular meetings, ensuring that the front-line workers, as well as program planners, are aware of future steps that may be taken by the entire group as a whole. The existing programs were all at different stages of development when the group was brought together, which helped the younger programs to feed on the expertise of individuals who had already gone through the same processes, so as not to reinvent the wheel.

As was mentioned previously, Perth County originally wanted to combine all of the transportation services to form a centralized dispatch system. It can be assumed that this format would not have been as effective as the current model that is being tested. The model selected allows for every existing transportation program in the County to continue to operate on their own terms, taking small steps toward improvements, therefore strengthening relationships and arrangements that had taken years to cultivate in the past. While it is noted by the group that there has not been any "earth shattering" effects resulting from this project, perhaps the recognition that there needs to be improvements made to transportation services, and discussing the options is successful on its own.

Having one person responsible for calling meetings, facilitating meetings, reporting meetings, and disseminating the information to all individuals in the Perth group was

extremely effective in communicating the progress of the group to all interested parties. This group experienced some change in staffing, but the constant updating of information kept new members informed. The majority of the individuals appeared to be comfortable with the semi-informal meetings that were held, and were not shy to speak up if they did not agree with something.

6.4 West Elgin

The West Elgin project is an example of a 'rural centralized-low resource' type of community transportation coordination.

6.4.1 Demographics

West Elgin is located in Southwestern Ontario, west of London. West Elgin is made up of Dutton-Dunwich and Rodney-Aldborough. West Lorne is the largest village with a population of 1477, followed by 1210 people in Dutton, and a remaining 1087 residents in the village of Rodney. The total landmass of the municipality is 611.9 square kilometres (Impact Ontario, 1997).

West Elgin is currently under-serviced in terms of public transportation services. This creates a dependency on personal vehicles for local transportation. This transportation problem is augmented by the large proportion of individuals over the age of 65 in the area, making up 13.93% of the total population. An additional result of the lack of transportation is the high rate of youth unemployment in areas of West Elgin compared to their counterparts in Ontario as a whole. To illustrate the problem, Aldborough has a youth unemployment rate of 10.3% while Ontario has a rate of 8.5%. It is assumed that a more effective transportation system in the area will improve mobility for all members of the community, thereby increasing quality of life (Impact Ontario, 1997).

6.4.2 Model

The West Elgin Transportation Working Group came together after CTAP was introduced to the county council and was brought to the attention of the local Community Health Centre who was a provider of transportation services. In the past, the area had relied heavily on informal modes of transportation provision, but it was felt that individuals would be able to gain more of a sense of independence if a more formalized system was provided. It was eventually decided that a central dispatch system would be used to arrange for rides using two preexisting groups of transportation providers, and a staff member who was working part-time hours at West Elgin Support Services. The area has few transportation options, other than a volunteer driving program, and accessible vans previously used for nursing home residents only. Timing and funding limitations led this group to quickly set-up their system in the fall of 1999.

6.4.3 Self-Prescribed Improvements

When asked to reflect on steps that were taken in the West Elgin area to improve transportation services through coordination efforts**,** key informants provided several suggestions for potential modifications to the process. These include:

- "More information sharing"
- "More consistency with the advisory group"
- "Need to involve people at all levels (reporting back to administrators, managers, and front line etc.)"
- "CTAP funding program should have taken different approach as more money was needed for further sustainability (timing could have been an issue though with high staff turnover)." "We ended up spending the money in order to keep it when it could have been saved and used to support the future of the program"
- "Need more emphasis on looking for more funding"
- "Should have started smaller, serving only one population and grown from there"
- "Stronger leadership role was needed"
- "May not have applied for CTAP funding (too many rules)"
- "Explained project differently to community as clients don't really understand the changes in the money system"
- "Should have found out more about what the community wanted in terms of billing through more research as change makes people upset and confused and may deter from using service"
- "Need better communication"
- "Need to always keep partners updated of changes"

6.4.4 Successful Steps

Reflecting on their process, and the resulting outcomes, the West Elgin group was able to identify elements that may have led to success in their area. The successful elements identified include:

- "Incorporating community mobilization in Phase II which was not in Phase I"
- "Community meetings where issues were brought up"
- "Letting people know that they could be involved if they wished as this increased awareness of the program"
- "Commitment of organizations who stayed"
- "Consultant had skill sets that suited community"
- "Volunteers are the key (attitude and willingness to accommodate changes)"

6.5 Review

Of the three case studies, West Elgin had the fewest existing transportation resources. While there were full intentions to involve the community heavily in the development of the transportation service, this goal was not fully achieved. There were attempts to include various groups, but timing, financial strains, and staff turnover augmented the barriers that

are experienced in developing community transportation programs. The project lacked in leadership. Even with the problems that were experienced by the group, there is a central dispatch, and volunteer drivers may be contacted to provide rides. This project succeeded in starting small and taking the required steps one at a time, but may have suffered from lack of planning for the sustainability of the program. This is largely due to a lack of commitment from steering committee members and a lack of financial resources allocated to this need.

7 Overview of Coordination Models

The three 'types' of models identified here, can be useful to communities and organizations wishing to explore methods of coordinating transportation systems, or creating a project that suits the needs and resource base of their area. This research has explored 24 rural community coordinated community transportation projects, funded by CTAP. Useful information has been gathered in terms of what approaches could lead to an improvement to lives of the transportation disadvantaged people living in rural areas. The three models of coordination, as well as 'tips' provided by those involved in the planning and implementation of rural transportation projects are illustrated in Diagram V.

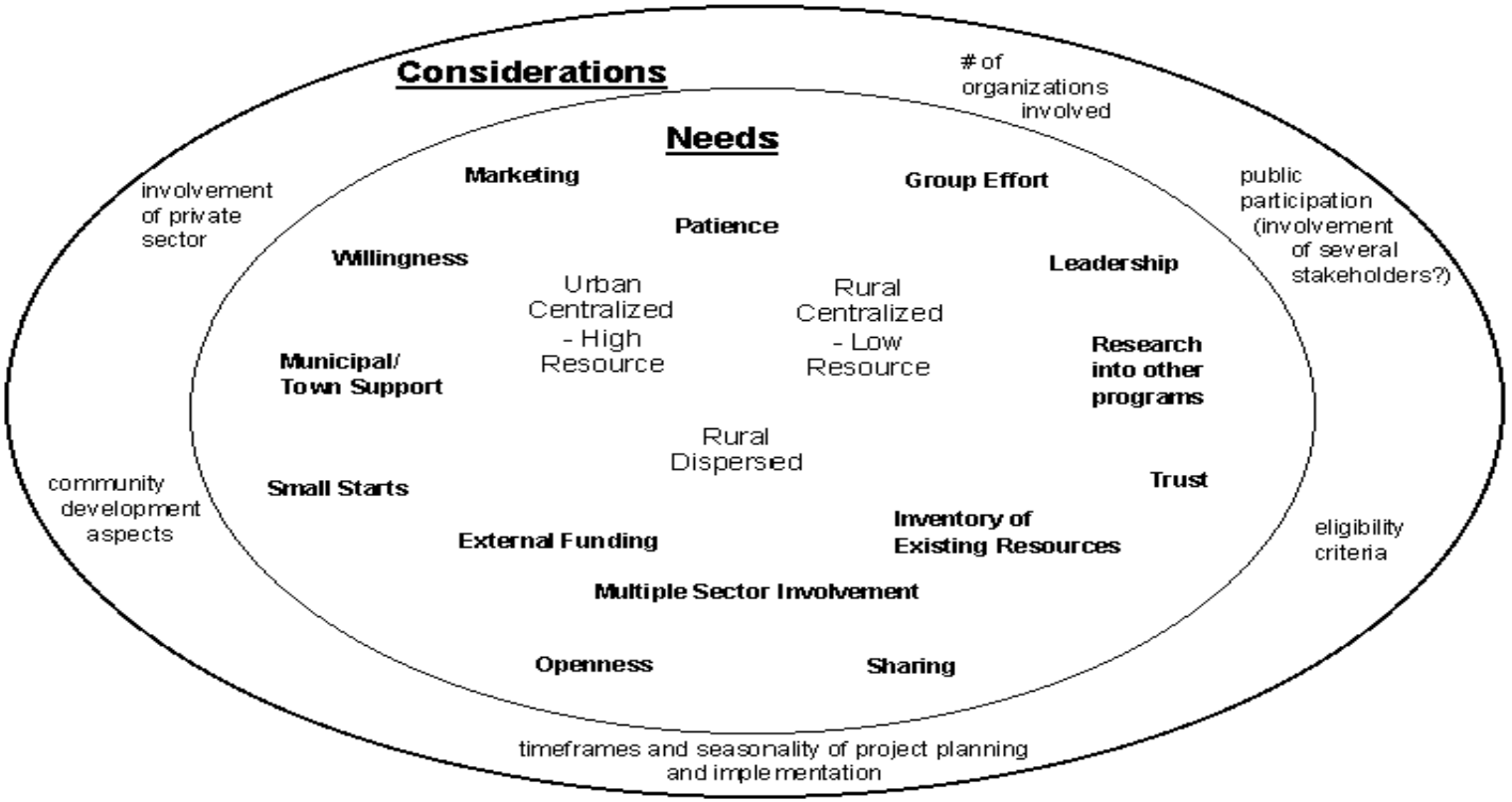
The center of Diagram V illustrates the three types of transportation coordination, urban centralized–high resource, rural centralized–low resource, and rural dispersed, derived from the 24 rural communities involved with CTAP. The inner circle of the diagram represents common **needs** that were identified in the majority of the projects. The circle identifies the necessities of developing a successful transportation program or service. The outer circle illustrates aspects of planning for coordination that were not common to all of the groups, but were given consideration by a number of communities. This circle identifies **considerations** when developing a successful transportation program or service.

While the three types of rural transportation coordination differ in several ways, there are general principles that can be noted. No matter what the approach taken, the resources available, or the population dispersion, the communities in this study have noted various 'needs' that must be met in the planning and implementation stages of any transportation program or service. These common needs are reflective of many of the steps outlined in the literature. These commonalities are illustrated in Diagram V.

Within the programs and services of this study, there were also discrepancies, in terms of what key informants felt was required in a successful transportation program. These opposing conditions may simply reflect a difference of opinion of the numerous stakeholders consulted, but more importantly, they could also stem from the differences of the rural areas attempting to improve their transportation services. As the importance of each aspect was not generally agreed upon, these issues have been termed 'considerations' and are outlined in Diagram V. It is interesting to note the differences in opinion of the importance of: community development aspects and public participation. The literature suggests that the sustainability of a program is greatly affected by the amount of input that users of the programs, volunteers of the program, and administrators of the program, provide during the initial planning and implementation stages.

Figure 7.1

Needs and Considerations for Coordinated Rural Transportation Programs/Services: The Experience of Rural Ontario Communities involved with CTAP



Source: CTAP Rural Case Study, 1999-2000 (N=24)

8 Future of CTAP

The Community Transportation Action Program closed on September 15, 1999. The program had been extended by one year from its original closing deadline.

It is evident that time is a major barrier to the success of community-based transportation programs. Many communities have suggested that CTAP was not in existence for an adequate duration for building the level of community capacity necessary for a successful coordinated transportation program.

There was a consensus from the CTAP staff that the program should have continued.

8.1 Outputs

The final output of the Community Transportation Action Program was to be a 'Best Practices Manual' and video that were to be presented upon the completion of all projects. Approximately 4000 copies of the manual are to be distributed to municipalities, CAO's, mayors, provincial associations, and MPPs, to illustrate success stories, as well as existing barriers in the development of community transportation programs. As of September 2000, The Ministry of Citizenship, Culture, and Recreation is currently in the process of producing these resources.

A final daylong workshop was also planned to sum up the program's activities. However, this was not followed up on once the program closed. The workshop would have provided participating communities with the opportunity to share ideas from their own experiences, as well as to gain knowledge from other communities. It was also an opportunity missed to assess the real value of the program.

8.2 Attainment of Objectives

The CTAP support staff were knowledgeable and provided satisfactory support to communities under their supervision. Several communities commented that the CTAP team leaders were more than willing to provide them with requested information, as well as guidance toward improving their plans. When they were invited, team leaders were often available to attend committee meetings, community forums, and official launches to offer support and clarification.

8.3 Issues Arising

More consistent reporting among all CTAP staff members would have resulted in programs that were more successful. If communities were informed through their team leader of problems and benefits of organizing local transportation, through the experiences of other communities, time would have been saved, as communities would not have had to 'reinvent the wheel'. An example of the possible benefits of better communication among staff members related to the lack of knowledge that communities had regarding school board transportation policies, special licensing policies, and insurance matters. If team leaders were

made aware of what had already occurred in neighbouring communities, this information could have been passed on to inform upcoming projects.

8.4 Recommendations

In order to inform communities, who may be interested in coordinating transportation resources, of success stories and ways of overcoming barriers, there should be a consistent method of inter-community information sharing.

As one of the goals of CTAP is to encourage community-based sustainable transportation programs, there must be a forum for communities to share information among themselves. This could be achieved by networking regions experiencing similar situations. However, there must also be an access point for communities to inquire about possible contacts. Perhaps the dissemination of CTAP project updates through a bi-annual newsletter, providing community contacts, would be effective. The newsletters could be returned to communities when they first express interest in beginning coordination efforts in their areas. This would encourage communities to contact other community projects, in order to develop sustainable programs from the ground up. This would also provide communities with increased independence, as they would not be informed of community projects through the provincial government only. Other options for information sharing would be to make better use of the existing website. The dissemination of community positions using the website bulletin board, with direct links to community projects would empower local communities and increase the sense of identity for their projects.

Community residents who express an interest in their public and community transportation resources (users, providers, funders etc.) must be included in the development of provincial program policy aimed at improving conditions in this area.

Local individuals who deal with transportation issues on a daily basis, may be able to provide the most accurate advice on policy decision making, in terms of rural transportation. Information sharing should not be limited to only those who participate in Ontario wide surveys of transportation needs and resources. Several communities found that the administrative duties involved with CTAP simply added to their problems of integrating transportation services. It was felt that the energy put toward meeting the requirements of their new funding source (CTAP) could have been better spent focusing on further improving services.

In order to provide support to community initiatives, increased communication and information on the assistance available must be provided. Expectations of the communities must be clear from the beginning in order to avoid confusion and discouragement at the project planning level.

Several communities that applied for funding were required to make substantial changes to their original proposals. This resulted in project steps that were then dictated by higher levels, as well as a halt to projects that had already been started.

In a central support program such as CTAP, all staff members must have a clear understanding of program policies to ensure that information given to diverse communities is equitable in nature.

While many of the communities were satisfied with the support provided through their team leaders, others were not as pleased. Some communities felt that information provided depended on the CTAP staff member dispensing the information. Other communities felt that they had not been given the chance to develop ideas that were approved in their original proposals after spending a substantial amount of time and community effort on the initial proposal.

Community-based rural transportation projects build community capacity.

Community control was a central element in the capacity building that took place.

Future community transportation programs must provide the community with high levels of control over individual projects in order to ensure that the program is an optimal fit, thereby encouraging additional community endeavors.

It was evident at several CTAP community project meetings, in rural Ontario, that capacity building was taking place. Many new partnerships were developed through the CTAP process, as well as increased awareness of additional issues to be addressed in the future.

In order for communities to benefit optimally from provincial transportation program funding conditions, changes must be made allowed during the course of the program. To decrease the consumption of community resources by administrative duties related to transportation project funding, alternative reporting strategies must be sought.

The CTAP funding requirements forced communities to submit a final report in order to receive the end portion of their funding. This policy may have moved communities to be more product-focused than process-focused, suggesting that incrementalism was not really promoted. If CTAP were an ongoing program, it can be assumed that policies surrounding deadlines, as well as deviations from original proposals, would be more lenient, in order for communities to learn and benefit from the process of community based transportation planning.

9 CTAP in Retrospect

On reflection, there is little doubt that the Community Transportation Action Program (CTAP) was a success. Despite a number of shortcomings, inevitable bureaucratic delays and community frustrations, the program stimulated a number of groups to seek ways to collaborate and seek efficiencies for effective service. Only a relatively small amount of money ($2 million) was invested in a widely distributed program (very few community participated in Eastern Ontario), with a number of very positive outcomes.

The most disappointing part of the CTAP experience was the shortfall in sharing the results around participating and newly interested communities. The learning curve for stimulating community-based responses to rural transportation issues was high and a shared knowledge outcome would have doubled the benefit of the investment. This is especially true for small community systems that have few other means of gaining ideas and support for service coordination and improvements. CTAP's lack of responsibility to share findings, maintain an active website, hold a series of workshops, or seek future partners for sustaining the program, seriously minimize the impact of this public investment.

There is enough evident to suggest that for small rural transportation systems in both Northern and Southern Ontario there would be a beneficial pay-off in maintaining a central agency to provide information (e.g., legal, insurance questions and answers) and support to ongoing groups as well as newcomers. This service could be run by an association of members. Sharing information and problem solving would be its main purpose. Given the importance of knowledge in the "information society" and the obvious needs of many small rural communities, the experience of CTAP could be used to further the self-reliant aims of mobility services in rural areas.

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