

# **Mobility Options for the Aging Population of Manitoba: An Action Plan for Regional Solutions**

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# EXECUTIVE SUMMARY

Safe mobility for older adults is a multifaceted and complex issue, and no single solution exists to address the needs of a diverse senior population. Solutions to improve transportation for seniors are impeded by a range of obstacles including: (1) increasing demand due to large increases in the elderly population; (2) inadequate funding and the need for clarification in jurisdictional responsibility; (3) the extreme winter conditions experienced in Manitoba; and (4) heavy reliance on the automobile and limited support for alternative forms of transportation. In the province of Manitoba previous research has emphasized that the lack of appropriate mobility resources for seniors in both urban and rural settings hinders the promotion of independence, quality of life and empowerment that are all crucial factors for successful aging. Conversely, seniors who are able to maintain high levels of mobility experience elevated levels of access, choice and opportunity that in turn support independence, self-fulfillment and active social engagement.

The present research project was formulated to examine current transport resources, promising practices and alternative models that could potentially contribute to a broad vision of transportation for Manitoban seniors. The most critical component of the project was a comprehensive consultation process with twenty-six stakeholders representing the civic, municipal and provincial government bodies of Manitoba, the transportation sector, the business community, health and social services, non-profit organizations and seniors' agencies. The review of best practices and the extensive consultation process of the project have contributed to the strategies that are formulated in this report to address the mobility needs of an aging population in both Winnipeg and the regions of Manitoba.

**This report puts forward the need for a broad vision of transportation that includes an assortment of stakeholders from both the private and public sector to establish a continuum of appropriate transportation options that provide for the varying mobility needs of older adults. A multi-modal vision requires the enhancement of a range of mobility options to ensure that seniors in Manitoba are able to access appropriate transportation to meet their life-sustaining and life-enhancing needs. Therefore, this report provides a total of thirteen recommendations to improve the transportation modes that are available to seniors. These recommendations represent an outline of regional solutions and specific steps to offer a broad spectrum of transportation resources that improve the mobility of both seniors and other transportation-disadvantaged groups.**

**Both Winnipeg and the province as a whole presently provide important mobility resources for seniors and the overall population. It is essential that these resources be promoted and enhanced to address the needs of a growing elderly population. Moreover, funding mechanisms at the provincial level are already in place that could be used to expand the options available to seniors. In relation to these funding mechanisms, the report provides two principal recommendations:**

- Promotion of increased funding to Support Services to Seniors to provide access to appropriate mobility resources for seniors within the community in both urban and rural Manitoba.**
- Consideration of the expansion of demand-responsive public transit services in Winnipeg neighbourhoods that provides curb-to-curb service and links seniors with retail outlets, health care and community activities.**

**In addition to the principal recommendations outlined above, there are several ways to enhance the transport modal options that presently exist for the aging population in Manitoba. These modes include mobility resources provided by: (1) the public sector in the form of public transit and handi-transit services, (2) private companies, and (3) personal resources including driving and walking. The report outlines a**

series of short- and long-term recommendations that identify actions that can be taken to improve these mobility options for the aging population. These actions include:

- Support of the development of fixed-route transit systems that are both universally accessible and senior-friendly.
- Policy development to address the ever-increasing demand for handi-transit services.
- Provision of alternative transportation modes such as community shuttles.
- Promotion of the greater use of taxis and private transportation through education and awareness, the negotiation of reduced fares outside of peak hours, subsidized taxis using taxi vouchers or scripts, and the improved training of drivers.
- Promotion of self-assessment driving courses that help to ensure the safety of older drivers.
- Support for rides provided to older adults both informally and through formal volunteer transportation programs.
- Support for urban design that promotes high density residential areas with a high quality pedestrian infrastructure and easy access to community services and activities.
- The establishment of a rural coalition to address the particularly pressing issues of transportation for the aging population of rural Manitoba.

Overall, these recommendations represent an action plan to develop mobility solutions for Manitoban seniors that recognizes the diverse environments in which older adults reside ranging from high density metropolitan areas and smaller urban communities to isolated and dispersed rural regions. These strategies address a broad range of transport options and provide suggestions for action to improve existing transportation resources throughout the province. The strategies put forth in this report should be regarded as a starting point to enhance the mobility of older adults in the decades to come. A multi-modal transport vision will ensure that a comprehensive range of mobility options will be available to the increasingly older population.

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# PART 1

## 1.0 BACKGROUND: THE GUIDING PHILOSOPHY

Safe mobility for older adults is a multifaceted and complex issue, and no single solution exists to address the needs of a diverse senior population. This report provides an overview of the findings of a research project that was initiated specifically to consider the development of an action plan to focus on the transportation needs of the increasingly aging population of Manitoba. Through an examination of best practices and an extensive consultation process with a wide range of stakeholders, a multi-modal vision of transportation options for seniors was identified as a global strategy. What is needed is a broad vision of transportation that includes an assortment of stakeholders from both the private and public sector to establish a continuum of appropriate transportation options that provide for the varying mobility needs of older adults.

**What is needed is a broad vision of transportation for seniors that includes an assortment of stakeholders.**

A multi-modal vision requires the enhancement of a range of mobility options to ensure that seniors in Manitoba are able to access appropriate transportation to meet their life-sustaining and life-enhancing needs. Therefore, this report provides a total of thirteen recommendations to improve the transportation modes that are available to seniors. These recommendations represent an outline of regional solutions and specific steps to offer a broad spectrum of transportation resources that improve the mobility of both seniors and other transportation-disadvantaged groups.

The continuing demographic process of population aging has been well established. What remains uncertain, however, is the response to the growing need for adequate and sustainable mobility for seniors to promote independence, quality of life and empowerment. Researchers have stressed that if the older population increases as predicted then profound change will be required in both the development of policy and provision of transportation for seniors. Moreover, abstract thinking is needed to offer transportation alternatives that better meet the needs of this emerging population.

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The province of Manitoba is at an important crossroads with respect to the issue of mobility for the growing elderly population. The issues and problems faced by seniors in the province to access safe and appropriate transportation services in both urban and rural contexts have been well documented (Sylvestre & Pelletier, 2001; Sylvestre, Christopher & Snyder, 2006). Small scale strategies to improve the mobility of older adults have been identified and pilot projects have been implemented by the Seniors Transportation Working Group in Winnipeg to provide greater mobility resources. Nonetheless, a comprehensive vision is lacking that identifies the key elements of an effective and efficient transportation system to meet the needs and desires of the aging population.



# **A comprehensive vision is lacking that identifies the key elements of an effective and efficient transportation system to meet the needs and desires of the aging population.**

This report provides the parameters of a comprehensive vision to address the mobility needs of seniors in the province of Manitoba. This vision focuses on the enhancement of current resources while also planning for long-term goals that promote more sustainable forms of urban design and transportation provision.

## **1.1 PROJECT OVERVIEW**

The primary goal of this project was to examine current transport resources, promising practices and alternative models that could potentially contribute to a broad vision of transportation for Manitoban seniors. The review of best practices and the extensive consultation process have contributed to the strategies that are formulated in this report to address the mobility needs of an aging population in both Winnipeg and the regions of Manitoba.

The report is comprised of three sections including this introduction. In the remainder of this section, the research activities of the project are documented. This introductory section also provides an overview of the significance of transportation for an aging population, the barriers related to adequate transportation that exist, as well as the parameters that must be included when developing mobility solutions for older adults. The second section of the report presents an action plan that is comprised of: (1) two principal recommendations that are identified to be priority actions, and (2) a series of short- and long-term recommendations to enhance specific mobility options. The final section provides a brief conclusion for this report.

Through the *Advancing Age: Promoting Older Manitobans* strategy, the Manitoba Seniors and Healthy Aging Secretariat provided resources for the development of this project with the stated objective to:

- ❖ **Develop an action plan, including the identification of stakeholders and potential solutions relevant to the province as a whole, as well as specific plans for implementing solutions in Winnipeg, to address the mobility needs and transportation issues of the aging population throughout Manitoba.**

Resources for this project were directed to the Seniors Transportation Working Group (STWG). STWG subsequently sub-contracted the Institute of Urban Studies to carry out research to address the objectives of this project. The research project consisted of three phases that were carried out between October, 2006, and March, 2007.

The first phase of the project was a consultation process with STWG. A presentation was provided to the broad group of STWG members to outline the objectives of the project. A total of 14 steering committee members of the STWG were interviewed individually to gain a greater understanding of their perspectives for improved transportation for the aging population. Individuals interviewed represented a range of stakeholders including government, non-profit organizations and seniors agencies, as well as individual seniors. The findings of these interviews have been incorporated into the strategies that are formulated in this report.

The second phase of the project included the development of a review of best practices and alternative mobility models in Canada, the United States, and Europe. An extensive review of academic literature, government documents and planning reports was undertaken to evaluate the current state of transportation for older adults and

identify emerging models that are being applied to address the mobility needs of seniors. The findings of this phase of the project are documented in Appendix A which outlines a range of transport modes in relation to rates, trip purpose, funding, governance, education and awareness, and benefits and disadvantages.

The most critical component of the project was the third phase that consisted of a comprehensive consultation process with twenty-six stakeholders representing the civic, municipal and provincial government bodies of Manitoba, the transportation sector, the business community, health and social services, non-profit organizations and seniors' agencies. A primary objective of this consultation process was to identify key players and to initiate the dialogue process. The names of agencies, organizations and government departments that were consulted in this project are listed in Appendix B.

## **1.2 THE SIGNIFICANCE OF TRANSPORTATION FOR AN AGING POPULATION**

Population aging is regarded as one of the most significant demographic developments of the past century (Treas, 1995). Currently, the continuing aging of the population presents far more issues than have been confronted in previous generations and poses many challenges for public policy. Thinking must go beyond the agenda of healthcare to include all those services and supports that are the infrastructure of daily living in a healthy community (Coughlin, 2001). An important element of this infrastructure is transportation which is a basic human need and is one of the key elements needed to live independently and to age-in-place successfully.

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Moreover, independent living and aging-in-place are overarching goals because they enhance personal fulfillment, support economic vitality in communities, reduce financial and emotional stress on family members, and reduce cost to society for eldercare and related services (APTA, 2006). As healthy living requires both accessibility and supports, mobility is a crucial component of the quality of life for all citizens. High levels of mobility result in elevated levels of access, choice and opportunity that in turn support independence, self-fulfillment and active social engagement.

This discussion illustrates that transportation is a vital part of healthy and productive aging because it allows older individuals to participate fully in the community (Coughlin, 2001). Therefore, it is imperative that strategies be formulated to address obstacles and barriers to accessible transportation for the growing elderly population.

## **1.3 OBSTACLES TO THE PROVISION OF ADEQUATE OF TRANSPORTATION FOR AN AGING POPULATION**

It is important to emphasize at the outset that Winnipeg and other communities in Manitoba have effective mobility resources that are assisting older adults to remain mobile and engaged in society. Throughout the province volunteer drivers ensure the mobility of many seniors, while a range of transport services, including public transit in urban areas and a handi-transit program in rural areas, provide options to the older population. However, there are a variety of challenges in

Manitoba that represent obstacles to the improvement of mobility resources offered to seniors. These challenges include demographic, political and structural, environmental, and mobility factors.

### ❖ *Demographic Factors*

- A dramatic increase is projected in the numbers and proportions of older adults, and substantial increase in the oldest-old will create a greater need for transportation supports.
- In the coming decades older women will have fewer children and those experiencing greater disability will face serious constraints with little family assistance (Burkhardt, 2003).
- Large increases in the amount of travel by seniors (Hu and Young (1999) found that in the U.S. seniors made 38 percent more trips in 1995 than the corresponding cohort in 1985.
- Low-income seniors are particularly vulnerable to isolation because the lack of affordability limits the mobility options available to them.

### ❖ *Political and Structural Factors*

- Serious funding challenges exist for human service programs at all levels of government including transportation.
- While all levels of government are supporting the provision of mobility options to seniors, it is not clear which jurisdiction is responsible for this portfolio.
- While national policy on aging does include questions of accessibility, effective movement forward on the issue of transportation for seniors is not discernable.
- Provincial aging-in-place strategy emphasizes support systems but excludes funding for transportation resources.
- There is a lack of coordination among various transportation providers in both the public and private sectors.

- Competition amongst senior organizations for limited funding reduces capacity to work together on mobility issues.

## ❖ *Environmental Factors*

- Increasingly the older population is located in suburban and rural communities. Effective mobility solutions for older adults must take into consideration the location of the older population both in Winnipeg and rural Manitoba. Appendix C provides a series of maps on Winnipeg that illustrate the location of the aging population. (Similar maps for rural Manitoba are found in the report by Sylvestre and associates (2006) regarding rural transportation for seniors.)
- The extreme weather of Manitoba requires greater mobility supports for seniors in the winter.
- Issues of security and seniors' perceptions of safety limit access to mobility resources.

## ❖ *Mobility Factors*

- The majority of older adults in Canada rely on the automobile as either driver or passenger. In the case of seniors who can no longer drive or who feel dependent on informal networks, they are unlikely to consider other forms of transportation because of a broad-range of perceived barriers presented by other mobility resources.
- There is a lack of familiarity and limited knowledge amongst seniors about existing mobility resources provided by service agencies and transportation providers (Smith & Drost, 2003).
- Walking may not be an option because of long distances to access commercial and service areas; in addition these areas may lack pedestrian facilities such as sidewalks, crosswalks and resting places (AARP, 2005).
- Public transit may be inaccessible because of long distances to the bus stop; in addition, transit routes may not provide seamless connections to desired destinations and some seniors may require greater assistance than is available on a bus.

- Para-transit systems have a limited mandate and cannot possibly provide for all the mobility needs of older adults.
- Taxi service, while providing essential curb-to-curb service, may not be considered an appropriate service by some seniors for two primary reasons: some drivers may not have an effective understanding of the needs of older adults; and the cost of taxis is perceived to be restrictive.

## 1.4 ELEMENTS TO CONSIDER FOR POTENTIAL TRANSPORTATION SOLUTIONS

Overall, transportation for seniors should include principles of social equity and environmental sustainability to address the challenges of an ever-increasing elderly population that is aging-in-place in low density suburbs and rural communities. Senior-friendly transportation should provide mobility that allows access for both life-sustaining and life-enhancing needs, and provides door-to-door service and specialized equipment if required. Moreover, there are a range of elements that must be considered when planning mobility solutions for the aging population that include:

### ❖ *Transportation for Life-Sustaining and Life-Enhancing Needs*

- There are two categories of mobility need for older adults that must both be addressed for transportation-disadvantaged seniors:
  - Life-sustaining trips for medical care and access to services.
  - Life-enhancing trips that allow the full participation of seniors in the community.

### ❖ *The Five A's*

- Any model or vision of mobility options for seniors and the development of potential transportation solutions must incorporate principles that will assure senior-friendly

transportation service. The Beverley Foundation (AARP, 2005) has identified the “5As”:

- **Availability** (service is provided to places seniors want to go to at times they want to travel);
- **Accessibility** (e.g., door-to-door or door-through-door service is provided if needed, vehicles are accessible to people with disabilities and stops are pedestrian-friendly);
- **Acceptability** (service is clean, safe, and user-friendly);
- **Affordability** (financial assistance is provided to those who need it); and
- **Adaptability** (service is flexible enough to accommodate multiple trip types or specialized equipment).

### ❖ *The Most Vulnerable Cohort*

- Solutions must be targeted to seniors that are transportation-disadvantaged including:
  - **Low-income seniors**
  - **Women** (women are more vulnerable to mobility limitations and are more likely to be transportation dependent for a longer period of time than men.)
  - **The oldest-old (85 years and over)**
  - **Ethnic and minority groups**
  - **Those living in suburban and rural areas.**

### ❖ *‘Buy In’ from a Variety of Stakeholders*

- To address the transportation needs of older adults requires a combination of players from the public, non-profit and private sectors to broadly represent the interests of seniors. According to Coughlin (2001), there is an urgent need for individuals, industry



and all levels of government to consider how they might contribute to the establishment of a full range of mobility options for the aging population.

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- A common mandate is required for the multi-sectoral stakeholders to address the mobility needs of seniors, and, most importantly, to obtain the commitment of the key players and decision-makers for their involvement in exploring new policy, investment structures and alternative models of delivering transportation resources to older adults.

❖ ***Crucial Parameters***

- When developing mobility solutions for Manitoban seniors, a range of parameters must be considered including:
  - **Governance.** A clear and effective governance structure must be incorporated to ensure that mobility solutions are sustainable.
  - **Viability. Public Funds and Private Investments.** The cost of publicly funded mobility is high, but the costs and quality-of-life penalties of not providing mobility are much greater.
  - **Sustainability.** Mobility solutions for Manitoban seniors must reflect principles of environmental sustainability and the increasing problems of oil reliance for transportation systems.

- **Social Equity.** Mobility solutions for Manitoban seniors must be provided in an equitable manner that recognizes the heterogeneous nature of the aging population.
- **Awareness and Education.** Part of the challenge is to increase awareness and to build and mobilize community resources and support. Public policy is required to guide education and public information about the importance of mobility for older people's quality of life.
- **Information Technology.** An important component of mobility solutions are intelligent transportation systems (ITS). Mass transit efficiency based on shared rides and advance planning will be achieved more through information system management than through the use of high-occupancy vehicles. GIS and the Internet will create benefits for shared rides and dispatched information that is consumer-friendly oriented

## **1.5 THE NEED FOR OPTIONS: SHORT- & LONG-TERM SOLUTIONS**

It is evident that many seniors who do not drive, or who must stop driving, rely heavily for rides on family, friends or communities of faith to meet life-sustaining and life-enhancing needs. However, for those seniors who do not have access to these support structures, mobility needs, particularly related to life-enhancing activities, may not be met (USGAO, 2004). Therefore, while it is important to foster an informal network of mobility resources, there is also a need to provide appropriate alternative transportation options.

**AARP has outlined that transportation options must be affordable, easy-to-use and flexible to access health care services, establish and maintain social and family networks, and preserve independence and well-being (2005).**

In terms of potential strategies, there are a range of obstacles to address the mobility needs of seniors with limited access to transportation resources. As some challenges can be more easily addressed than others in the legislative, policy and regulatory environment, it is useful to conceive of potential mobility solutions for seniors in relation to short- and long-term strategies. According to Burkhardt (2002), some solutions can be implemented within existing structures, while other solutions will require fundamental structural changes in the way services are organized, managed and delivered.

**Some solutions can be implemented within existing structures, while other solutions will require fundamental structural changes in the way services are organized, managed and delivered.**

As transportation infrastructure improvements require decades of work, society must begin to prepare for the future travel needs of the aging population now. Presently Manitoba has one of the highest proportions of population aged 75 and over in Canada (7 percent in 2001). Mobility difficulties are particularly prevalent among this group. As it is these older individuals who are at greatest risk to be transportation-disadvantaged, it is imperative that solutions be implemented in the short-term to improve their access to mobility resources that currently exist.

Alternatively, long-term solutions are also necessary as the growth of the older population accelerates over the coming decades with the aging of the baby boom population. In Manitoba, the proportion of the population comprised of persons 65 and over is projected to increase from 13.5 percent to 19.9 percent between 2005 and 2026. Similarly, Winnipeg's proportion of seniors is expected to climb from 13.4 percent in 2001 to 18.2 percent in 2026 (Turcotte & Schellenberg, 2007).

# PART 2

## 2.0 A MULTI-MODAL TRANSPORTATION VISION: PROVIDING OPTIONS

New ways of conceptualizing transportation provision for older adults are required to reflect the diversity of solutions that exist. The main global strategy put forth in this report is the adoption of a multi-modal transport vision that provides travel alternatives to driving in a coordinated system that efficiently and effectively manages the mobility resources that are available. Such a vision would include building capacity for seniors to use existing transportation, as well as evaluating potential new options.

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The impetus for this multi-modal vision throughout North America and Europe has been escalating costs that have prompted many systems to search for ways to shift users into a broader range of services. European countries such as Sweden, assume that one form of transportation cannot possibly serve the entire community. Sweden has led the way in providing integrated systems of accessible transport for people with differing degrees of disability.

The primary principle of the multi-modal transportation vision is that mobility options must include a range of service options. The

recommendations in this report address an assemblage of mobility options that provide a comprehensive response to the transportation needs of the aging population of Manitoba. These mobility options represent resources provided in the public and private sectors, as well as by the informal support networks that provide the majority of rides to seniors.

As stated at the onset of this report, safe mobility for seniors is a multifaceted and complex issue. To strive for a multi-modal transport system for seniors requires a combination of players from the public, non-profit and private sectors to broadly represent the interests of seniors. According to Coughlin (2001), there is an urgent need for individuals, industry and all levels of government to consider how they might contribute to the establishment of a full range of mobility options for the aging population. In the Manitoba context, it is essential that a regional perspective be established to gain consensus regarding a viable approach that meets the varied needs of different subsets of the elderly, using cooperative strategies that forge partnerships between and among public- and private-sector agencies and organizations (Rosenbloom, 2003).

The provision of a multi-modal transportation system must be supported by the coordination of the various mobility options. The models of coordinated transportation and mobility management are discussed in Appendix A.8. It will be important to consider a long-term strategy to develop a system that will coordinate the mobility resources for older adults. However, before this vision can be achieved there are a range of issues related to the individual transportation options that must first be addressed. This report presents a series of recommendations to improve upon the transportation options that are presently available to Manitoba's aging population.

The recommendations are presented in the following two sub-sections. The first sub-section presents two principal recommendations that are

identified to be areas of priority. The second sub-section provides a series of recommendations to improve specific transport modes including public transit, handi-transit, taxis and private transportation, as well as the options of the automobile and walking.

Overall, these recommendations represent an action plan to develop mobility solutions for Manitoban seniors that recognizes the diverse environments in which older adults reside ranging from high density metropolitan areas and smaller urban communities to isolated and dispersed rural regions. Therefore, the final recommendation refers to the specific mobility needs of seniors in rural Manitoba.

## **2.1 PRINCIPAL RECOMMENDATIONS**

As was noted in the previous section, both Winnipeg and the province as a whole presently provide important mobility resources for seniors and the overall population. It is essential that these resources be promoted and enhanced to address the needs of a growing elderly population. Moreover, funding mechanisms at the provincial level are already in place that could be used to expand the options available to seniors.

One such funding mechanism has been established through the provincial program *Support Services to Seniors*. Through this program, limited funds are distributed to individual senior resource councils in both urban and rural Manitoba to provide mobility resources to older adults. This community development approach recognizes that service providers working at the neighbourhood level have the greatest understanding of the needs of seniors in their community. It is the senior resource coordinator who can identify the best mobility options for older adults. Therefore, a principal recommendation of this report is the expansion of funding for Support Services to Seniors to enhance the ability of senior resource coordinators to provide effective transportation resources for elders in their community.

## ❖ **Recommendation 1**

- **Increased funding to Support Services to Seniors and adoption of a capacity building approach would allow communities to determine the best strategy for mobility support at the neighbourhood level in a cost efficient manner. Financial support at the community level would enhance the sustainability of existing resources. Increased funding in both rural and urban areas of Manitoba could be utilized by senior resource coordinators to:**
  - **Distribute taxi vouchers to subsidize travel by taxi for seniors in urban areas to access meal programs, medical appointments, as well as recreational opportunities.**
  - **Provide funds for the expenses of drivers providing rides to seniors through volunteer driving programs that are offered by the senior resource councils.**
  - **Coordinate regular shuttle buses for trips to essential services such as the grocery store. (See discussion of community buses in Section 2.2.2.)**

**A further funding mechanism is the province of Manitoba's support for public transit services. Given the province's commitment to public transit in both urban and rural areas, it is imperative to seek ways to ensure that these monies continue to be spent effectively. Further funding from provincial sources could only enhance transportation services for the aging population of the province.**

**It is essential to consider existing transit services that can effectively provide mobility to seniors. A specific example is the DART service that is currently offered in a limited number of neighbourhoods in Winnipeg. The system was implemented in Winnipeg by re-directing funds for fixed routes. These alternative dial-a-ride bus routes provide curb-to-curb service that is an essential component of mobility resources for seniors. The DART is a demand responsive system that offers greater routing options than a traditional fixed route system. Currently in Winnipeg, DART routes are offered in three neighbourhoods during the**

evening to connect with main routes. In comparison, the DART route in St. Boniface is offered on weekdays.

The DART route in St. Boniface is a good example of the effectiveness of the service as seniors in this community are picked up at their home and driven to retail outlets, health services and recreational opportunities found within the community. Therefore, the second principal recommendation is the consideration of expansion of the DART service particularly in neighbourhoods with large proportions of seniors living there.

## ❖ *Recommendation 2*

- Explore the application of the DART system in an expanded number of Winnipeg neighbourhoods.
  - Further investigation is required to determine the level of funding that is required to expand this service.
  - Further spatial analysis would contribute to a greater understanding of those neighbourhoods with the highest proportion of transportation-disadvantaged seniors. (Refer to maps in Appendix C that illustrate the distribution of older adults in Winnipeg.)
  - A comprehensive evaluation is also needed to determine what form the DART system could adopt in the diverse neighbourhoods of Winnipeg. For example:
  - Neighbourhoods such as St. Boniface with a high density of both seniors and community services can support a DART service offered on a daily basis.
  - In other neighbourhoods characterized by lower densities of seniors and services, it may be more feasible to operate a weekly DART service whereby seniors could be assured of regular access to appropriate mobility resources.



## 2.2 RECOMMENDATIONS TO ENHANCE MOBILITY OPTIONS

In addition to the principal recommendations outlined above, there are several ways to enhance the transport modal options that presently exist for the aging population in Manitoba. These modes include mobility resources provided by: (1) the public sector in the form of public transit and handi-transit services, (2) private companies, and (3) personal resources including driving and walking. In the following subsections, the opportunities and challenges presented by these modes are outlined, followed by the specification of short- and long-term recommendations to identify actions that can be taken to enhance these mobility options.

### 2.2.1 PUBLIC TRANSIT

**The majority of seniors do not use public transportation, and do not perceive it as a viable option because they are unaware of the services that are offered.**

#### ❖ *Opportunities of Public Transit*

- Public transit is the most viable alternate mode of transportation that Winnipeg and other urban areas of Manitoba have to offer. In Winnipeg, routing throughout the city provides good coverage of most areas seven days per week. The fare structure is also inexpensive compared to trips by taxi or private vehicle. There have been a number of initiatives that Winnipeg Transit has put into place, or is developing, to improve transit operations.
- Direct Opportunities of Public Transit include: regularly scheduled buses, good coverage in most parts of the city, current initiatives to assist senior riders, personal

tax benefits, low-floor buses, priority seating, and the reduced fare option (Appendix A.5).

### ❖ *Challenges of Public Transit*

- A shortage of drivers in all transport spheres is an issue throughout Western Canada.
- Direct challenges of public transit include: stops and starts of the bus may make it difficult for seniors to safely sit down and stand up on the bus, access to bus stops can be difficult in winter conditions and delays may put vulnerable seniors at greater risk of exposure, bus routes may not provide proximate access to major destinations (i.e. malls), limited amount of accessible seating available, trips may require multiple transfers and can take long periods of time (Appendix A.4).

### ❖ *Recommendation 3 (short-term)*

- To encourage older adults to use public buses the continuing efforts of Winnipeg Transit must be supported:
  - Promotion of Winnipeg Transit’s travel training program for seniors that is offered to provide education and awareness about the availability of public transportation.
  - Encouragement of an “Ambassador” program being considered by Transit that would position volunteers on buses to provide information and support to riders.
  - Support the implementation of GPS technology planned in the next three years that will improve service through real-time schedule information and on-bus support such as the announcement of stops.
  - Continually improve the fixed route foundation. Fixed route service frequencies and coverage in suburban areas, as well as ways to get to the fixed routes, need to be improved. The total fixed route transit system from the waiting area, customer service by the operators, priority seating, and security need to be continually monitored for accessibility and improvement.

#### ❖ *Recommendation 4 (long-term)*

- Increased visionary planning is needed with regard to urban motorways to support transit friendly routes and sustainable shuttle services in the Winnipeg region. The inclusion of Transit as a key stakeholder in urban and sociological planning processes is required (Appendix A.5).

### 2.2.2 PARA-TRANSIT AND HYBRID SERVICES (SHUTTLES)

**To depend on para-transit services to meet the travel needs of the rapidly growing and largely ambulatory elderly population could jeopardize the ability of para-transit services to meet the needs of both non-ambulatory elderly and younger persons with disabilities.**

A custom transit service is public transit that provides door-to-door or curb-to-curb service for similar rates to the conventional transit systems. Common names for custom transit services include Para-transit and Handi-transit. In most cities, custom transit systems run parallel to regular transit systems. Para-transit services are a crucial mobility resource for both the senior and disability communities. In most areas, this type of mobility aide service is over-strained with ever-increasing demand as the aging population continues to experience functional declines. Strategies are required to make this service more effective, as well as to provide alternatives for seniors not eligible for para-transit service, but who require greater assistance and door-to-door or curb-to-curb service. While para-transit is essential for seniors with limited functioning, alternative hybrid approaches must be considered.

## **Two examples of hybrid services that may be used in conjunction with para-transit and regular transit services are community buses/van services and grocery stores shuttles.**

Community shuttles typically run on a weekly or monthly basis and provide seniors with access to grocery stores and shopping malls. The door-to-door pickup provided by these shuttles represents extra assistance that is so desperately needed. Community buses have started to gain popularity in use over the past few years (Appendix A.10). In addition, grocery store chains offer free shuttle buses from senior complexes to and from the store in order to provide a community service to seniors. While these grocery shuttles provide essential mobility for seniors, it is possible that these services will be discontinued at some time in the future. Therefore, other forms of community shuttles developed by the public sector must be considered.

### **❖ *Opportunities of Para-Transit and Shuttles***

- **Direct Opportunities of Para-Transit include: door-to-door or curb-to-curb services, Demand-Responsive Transit allows those with mobility and visual impairments to use public transportation, it also helps individuals who may be limited by winter conditions (Appendix A.7).**
- **Direct Opportunities of Shuttles include: curb-to-curb service that provides access for seniors to community services that expands or compliments the existing transit services particularly in the winter months (Appendices A.3 and A. 10).**

### **❖ *Challenges of Para-Transit and Shuttles***

- **Direct Challenges of Para-Transit include: service is usually only available on reduced hours and access to service may be limited on weekends and holidays, custom transit services limited to specific geographic regions, user may feel uncomfortable using a**

'handi-transit', pre-booking is required, thus not allowing for spontaneous trips (Appendix A.7).

- **Direct Challenges of Shuttles include: program is somewhat informal in terms of availability, store manager can stop program at any time, limited period of time at the store, advertising is minimal and is primarily "word of mouth", buses are not always universally accessible, limited in scope, many shuttles operate only during peak travel periods (morning and afternoon rush hours)(Appendix A.3)**

### **❖ *Recommendation 5 (short- and long-term)***

- **To enhance the provision of door-to-door and curb-to-curb service for seniors requires the following considerations:**
  - **Policy development for handi-transit services that would address eligibility requirements, provide increased resources in winter when other transportation options may not be appropriate for seniors, and encourage the use of regular transit whenever possible.**
  - **Provision of alternative transportation models including community forms of bus travel provided on a weekly or bi-weekly basis to allow regular access to services located in the community. It is recommended that more aggressive action be taken to support these forms of hybrid services.**

## **2.2.3 TAXIS AND PRIVATE TRANSPORTATION**

### **❖ *Opportunities of Taxis and Private Transportation***

- **Taxis provide flexibility and reliability for older adults in most urban centres. With the exception of inclement weather and various holidays, taxis are available at a moments notice for any trip purpose.**

- Although at first glance, taxi fares can be higher for trip distances compared to a private vehicle, using a taxi can in fact be cheaper than operating a private vehicle (See Appendix A.1).
- Lowering fares for seniors: In some cities, taxi-saver or taxi-script programs are used to assist seniors and mobility challenged individuals. These programs allow eligible users to purchase half-price taxi vouchers or coupons.
- Private Transportation such as Driving Miss Daisy (Appendix A.4) provides seniors with personalized transportation options. Miss Daisy provides door-through-door service, personal shopping aides, as well as a range of other supports for seniors.
- Direct Opportunities of taxi service include: spontaneous trips with the potential for multiple stops, flexible and convenient, curb-to-curb service with some drivers providing door-to-door service (Appendix A.1).
- Direct Opportunities of private transportation include: familiarity with driver, door-through-door service, assistance from driver, and safe, courteous drivers that understand the needs of clients (Appendix A.4)

## **Taxis and private transportation companies are not perceived to be mobility options for many seniors.**

### **❖ *Challenges of Taxis and Private Transportation***

- Direct Challenges of taxi service include: high cost in most cases within a single trip context, most taxi companies will not allow door-to-door or door-through-door service for liability reasons, some taxi drivers lack awareness of the needs of seniors, each stop will cost wait time, limited service areas and limited availability in rural regions (Appendix A.1).
- Direct Challenges of private transportation include: relatively high cost, limited availability due to high demand (Appendix A.4).

### ❖ **Recommendation 6 (short-term)**

- **As transportation provided by both taxis and private transport companies is an ideal form of mobility for seniors, steps must be taken to encourage greater usage of this mobility resource by older adults:**
  - **Expand funding for taxi subsidization. Presently, limited monies are provided for the inclusion of taxi vouchers in programming for seniors. Expansion of this funding could be considered in light of programs in other communities whereby subsidized taxi vouchers are made available to all seniors (Appendix A.1).**
  - **Discussions with taxi and private transportation representatives indicated that it would be possible to negotiate reduced fares outside of peak times. The development of contracts that would provide senior-friendly service for both individual and group travel should be explored.**
  - **Many seniors consider taxi service to be too expensive as a mobility resource. Education and awareness programs are required to demonstrate the affordability of rides provided by private companies in comparison to owning and maintaining a car (costs of owning a car are outlined in Appendix A.2). Such awareness may encourage older adults to take taxis for *priority rides* such as for medical appointments.**
  - **Support could be provided to assist in the retention of drivers. For example, as the mandatory driver training course is offered only every three months, some potential drivers may choose to find other job opportunities rather than wait to take the course.**

### ❖ **Recommendation 7 (long-term)**

- **To improve service provided by taxis and private transport companies, an advocacy role is required to lobby for: (1) the enhanced training of drivers to better meet the needs of seniors, (2) the issuance of more taxi licenses to address the growing elderly population, and (3) the reduction in fare.**

## 2.2.4 DRIVING AND RIDES IN AUTOMOBILES

### **There is an overriding dependence of older adults on automobile travel as driver or passenger.**

An action plan for the improved mobility of older adults must be based on a fundamental understanding of the affinity to automobiles in order to effectively plan for a replacement when older people can no longer drive. The automobile has enormously powerful symbolic value and no attempt to design a transportation service for older people will be complete or effective without penetrating this phenomenon. Mobility alternatives to the private automobile should be offered that enable individuals to identify mobility requirements and try alternatives before having to use them. Providing safe, reliable and accessible options to seniors is one of the most effective ways of reducing the number of elderly drivers behind the wheel. Mobility solutions must help older drivers maintain independent mobility as they reduce driving so that they do not have to drive beyond their capacities.

#### **❖ *Opportunities of Driving***

- Car transportation represents the most appropriate and the most frequently used form of mobility for seniors as it allows for multiple destinations and provides door-to-door service. Generally in North America, the majority of older adults either drive or are passengers in a car and do not consider other modes of transportation that may be available options.
- Opportunities of driving include freedom to drive whenever, wherever, personal choice, “control” of the vehicle, and less wait time and ‘in vehicle’ time (Appendix A.2)



## ❖ *Challenges of Driving*

- The reliance on automobile travel by seniors is projected to increase further as the boomer generation ages (Coughlin, 2001). This growing elderly population will face formidable transportation challenges because most of them live in suburban or rural communities that have fostered a heavy dependence on the automobile to sustain mobility and meet the needs of daily living (Rosenbloom, 2003).
- While many retain their driving skills, the aging process may impair the cognitive, sensory and physical functions that can create health and safety issues for driving (AARP, 2005). In addition to medical conditions, limited income may also restrict driving because of the cost of owning, maintaining and insuring an automobile.
- Unfortunately, driving is not as economically (or environmentally) feasible compared to other modes of transportation. There are no options for rebate programs, and, all expenses for operating a vehicle have traditionally increased over the years (Appendix A.2).
- It is often older drivers that are providing rides to seniors suggesting that one older person losing a drivers licence (or the ability to drive) may substantially reduce the mobility of several elderly individuals (Rosenbloom, 2003).

## ❖ *Recommendation 8 (short-term)*

- As driving will continue to be the primary mode of transport for seniors, it is imperative that safety for all drivers is ensured:
  - To ensure that seniors continue to drive safely further promotion is required of self-assessment tools such as The Mature Driver, Road Map to Driving Wellness, and Roadwise Review.
  - Advanced promotional activities and an increase in available coursework for seniors in rural areas are crucial due to the limited mobility options available for the aging population outside metropolitan areas.

## ❖ **Recommendation 9 (short-term)**

### ➤ **Rides provided to seniors in private vehicles must be encouraged:**

- **Rides in cars will continue to be a significant mobility resource for seniors. Both formal (volunteer driving programs) and informal (rides from friends and family) mobility options must continue to be encouraged through innovative environmental-friendly approaches.**
- **Volunteer Driving Programs are an important mobility resource because they are an affordable option that provides escort support and are offered throughout urban, rural, and remote areas of Manitoba. It is acknowledged that greater awareness is required in relation to the substantial value offered by the program in the form of social and capital savings to public service agencies.**
- **There is evidence that volunteer bases are declining in many communities, and programming is required to encourage community members to assist in maintaining the mobility and independence of older residents.**
- **One model of volunteer transportation that is important to consider is the Independent Transportation Network America (ITN) (Appendix A.9). The ITN model has been applied primarily in small American urban centres and although the service is more expensive than traditional volunteer transportation that is provided in Manitoba, there some innovative practices that should be considered including ridesharing amongst groups of seniors and tax credits for the donation of vehicles.**
- **To maintain the feasibility of volunteer transportation for seniors some form of fundraising is required. Perhaps the creation of “gift certificates” for rides purchased by family members and the establishment of a foundation would allow the donation of monies for seniors transportation and enhance the ability of the community to respond to the needs of the aging population.**

## 2.2.5 WALKABILITY

### **Walking is not an alternative for many seniors.**

#### **❖ *Opportunities of Walking***

- Walking is one option for senior’s transportation when the weather is favourable and the distance is viable. Walking has added health benefits and is environmentally friendly.

#### **❖ *Challenges of Walking***

- Due to the extreme winter weather conditions experienced in the province, walking is often not an option for seniors in both urban and rural areas.

#### **❖ *Recommendation 10 (short-term)***

- In Winnipeg and other urban centres, it is important to make older adults aware of the process of snow clearing and to support their efforts to improve walking conditions in their neighbourhoods.

#### **❖ *Recommendation 11 (long-term)***

- Current choices in urban form and community design do not foster sustainable independent living for older adults. A long-term goal must be to design a more accessible environment that incorporates principles of Smart Growth to include a mix of land uses, a range of housing types, “walkable” neighbourhoods and access to a range of transportation options.

## **2.3 RURAL TRANSPORTATION**

**Transportation provision for seniors in rural areas of Manitoba is considered to be a far greater issue than in urban centres because of long distances that require heavy reliance on the automobile, coupled with the lack of alternative mobility options.**

Population aging is a defining characteristic of nucleated communities in Canada's rural areas. Rural elders are disadvantaged in terms of mobility because spatial dispersion and geographic isolation represent substantial barriers for access to goods, services, medical care and social networks. In rural areas in particular, personal mobility is dependent on adequate transportation options and is an essential component of well-being for the aging population (Sylvestre, Christopher and Snyder, 2006).

The consultation process that comprised the majority of activity for this project established the need to develop a collective relationship amongst the key players in the realm of seniors transportation throughout the province. Particularly in rural Manitoba, a common mandate is required for the multi-sectoral stakeholders to address the mobility needs of seniors. Two recommendations are put forward that identify specific actions to improve rural transportation, as well as the broader objective of the creation of a network of stakeholders to formulate a group similar to the Winnipeg-based Seniors Transportation Working Group.

### ❖ *Recommendation 12 (short-term)*

- To enhance transportation options for rural seniors, the following actions are recommended:
  - **Increased Funding for Support Services to Seniors.** The development of advanced funding initiatives to support rural senior resource councils are needed to help alleviate current transportation costs that are proportionally high. Such funding may be distributed and utilized based on the unique needs of the respective rural communities.
  - **Keeping Older Drivers Safe.** Based on finding from Sylvestre, Christopher and Snyder (2006) programming is required not only to keep older drivers safe, but also to provide supports when alternatives to driving must be considered. In addition to driving, rides provided by an elder's social support network are particularly important in keeping the older population mobile. The report recommends that there be greater recognition of the contribution of informal caregivers, as well as awareness of the diminishing volunteer base that provides support to rural seniors.

### ❖ *Recommendation 13 (short- and long-term)*

- To provide the foundation for the establishment of a coalition of rural stakeholders that can identify common resources and alternative approaches to deliver mobility support to older adults in rural Manitoba.
  - The first step in the development of a rural coalition would be a summit providing a regional forum for dialogue that would lead to the identification and implementation of more equitable and sustainable mobility alternatives for rural seniors.
  - An initial network of stakeholders would provide leadership to establish a summit that would seek representation from the civic, municipal and provincial levels of government, the private sector, social services, non-profit agencies and seniors organizations.

- The goal of the summit would be to obtain the commitment of key players and decision-makers to explore new policy, investment structures and alternative models of delivering transportation resources to older adults in geographically isolated areas of the province.
- By emphasizing the need to coordinate resources and educate people on issues of mobility and possible transport options that are available, it is foreseen that this summit would be the basis for the development of solutions for the future.
- The summit would also set the stage for the establishment of a rural coalition to continue to address the transportation issues of the aging population.
- **Coalition Development.** While rural seniors may experience far greater transportation-disadvantage, potential solutions are perceived to be unattainable because of the magnitude of the problem. Nonetheless, there is potential to improve the mobility of rural seniors with the development of a province-wide coalition. Such a coalition would come together to exchange ideas and resources to build capacity and foster locally-driven solutions. The overall goal of this coalition would be to consider the broad picture to encourage forward movement on the issue of transportation for seniors in rural Manitoba.

# PART 3

## 3.0 CONCLUSION

The overall objective of the present project was to examine the current circumstances of transportation for seniors in Manitoba and to initiate dialogue with a broad range of stakeholders regarding the issues of inadequate mobility for the growing elderly population. Through this consultation process, an action plan was formulated to identify short- and long-term strategies to improve access to mobility resources for the aging population. In this action plan one global strategy was identified: the adoption of a multimodal transport vision that includes the coordination of mobility resources for seniors. As part of a multimodal vision, a series of strategies have been outlined in this report to address issues concerning specific mobility options for seniors in Manitoba:

- **Promotion of increased funding to senior resource councils to provide access to appropriate mobility resources for seniors within the community in both urban and rural Manitoba.**
- **Consideration of the expansion of demand-responsive public transit services in Winnipeg neighbourhoods that provides curb-to-curb service and links seniors with retail outlets, health care and community activities.**
- **Support of the development of fixed-route transit systems that are both universally accessible and senior-friendly.**
- **Policy development to address the ever-increasing demand for handi-transit services.**
- **Provision of alternative transportation modes such as community shuttles.**
- **Promotion of the greater use of taxis and private transportation through education and awareness, the negotiation of reduced fares outside of peak hours,**

subsidized taxis using taxi vouchers or scripts, and the improved training of drivers.

- Promotion of self-assessment driving courses that help to ensure the safety of older drivers.
- Support for rides provided to older adults both informally and through formal volunteer transportation programs.
- Support for urban design that promotes high density residential areas with a high quality pedestrian infrastructure and easy access to community services and activities.
- The establishment of a rural coalition to address the particularly pressing issues of transportation for the aging population of rural Manitoba.

These strategies that are formulated in this report address a broad range of transport options and provide suggestions for action to improve existing transportation resources throughout the province. The strategies put forth in this report should be regarded as a starting point to enhance the mobility of older adults in the decades to come. A multi-modal transport vision will ensure that a comprehensive range of mobility options will be available to the increasingly older population.



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## **Appendix A**

### **Transportation for an Aging Population: Best Practices and Alternative Models**

## A.1. Taxi Service

The taxi service was chosen to study as a mode of transportation for seniors because of the relative flexibility and reliability of taxi services in most urban centres. With the exception of inclement weather and various holidays, taxis are available at a moments notice for any trip purpose someone can think of. Usually taxi drivers provide a curb-to-curb service because of insurance and liability, however, there have been comments made by users in Winnipeg that door-to-door service is not uncommon. Vehicle types range from 4 door Hybrid vehicles to minivans that can accommodate non motorized wheelchairs and walkers. City operated Handi-van/Handi-cab services provide for motorized wheelchairs and scooters.

Although at first glance, taxi fares can be higher for trip distances compared to a private vehicle, using a taxi can in fact be cheaper than operating a private vehicle. In Winnipeg, the taxi fare for going 5 km is a minimum of \$9.58; this does not include stopping for traffic and traffic lights, nor does it include gratuities. Fuel for a 5 km trip, assuming that fuel is \$0.90 per litre and the car uses 10L/100 km, is half a litre, or \$0.45. The idea of a car going 5 km “using only fuel” is a misconception; a car needs annual registration, insurance, maintenance, and a renewal of the driver’s licence. To operate a 2000 Buick Century Limited would cost a range of \$1816 per year to \$4865 depending on level of insurance and whether vehicle depreciation is considered. Using the lowest figure, a person could use the taxi for an approximately 189 five km trips in the year. In the Private Vehicle Transportation Mode, there is a greater discussion on annual operating costs, including three different examples.

The fare structure for all Winnipeg Taxicabs is created and adjusted by the Manitoba Taxi Board and the Manitoba Taxi Act to enact fair competition between all taxi companies in the city. It is not unusual for boards and laws in other cities and provinces to create and adjust the fares for taxicabs. In Ontario, taxi legislation is administered by municipal or regional governments, thus allowing flexibility in creating partnerships with Coordinated Community Transportation initiatives.

There are opportunities to lower fares for seniors, or low income earners. In some cities, taxi saver, or taxi script, programs are used to assist seniors and mobility challenged individuals. These programs allow for a registered user, usually through a city department, to purchase half price taxi vouchers or coupons monthly in order to use the taxi. The registered user is usually a regular Handi-van passenger due to mobility problems. In most jurisdictions, the Handi-van needs to be pre-booked at least 24 hours in advance, which does not allow for spontaneous trips by the Handi-van users. Cities in BC (Victoria and Penticton are two examples identified) have taxi-saver programs where a few of the taxi companies partner with public (BC Transit) or private institutes (Community Resource Centres) in order to provide spontaneous trips.

The script programs in Victoria and Penticton, users can purchase a maximum of \$60 worth of taxi vouchers for \$30 each month to use during normal operating periods of the Handi-van (for example if the Handi-van does not operate past a certain time or day, the user can not take a

taxi and use the script). The usual restrictions identified are after 9:00 or 10:00 pm and usually not on Sundays and holidays.

Building partnerships with community service providers, taxi companies and the city are important aspects in maintaining the taxi saver programs. In BC, the provincially legislated BC Transit is a key partner in maintaining this service to the residents in many smaller communities that have limited resources for operating a Handi-van.

<b>Transportation Mode</b>	<b>Taxi</b>
1) Description/Characteristics	<ul style="list-style-type: none"> <li>● Small, personal sized vehicles with professional drivers</li> <li>● Provides curb-to-curb service as a minimum <ul style="list-style-type: none"> <li>● Some taxi companies allow for door-to-door service, but many jurisdictions have laws in place against this service for a number of reasons, but primarily for personal liability</li> </ul> </li> <li>● Most jurisdictions have multiple sizes of vehicles from small 4 door cars to minivans. Current trends in Winnipeg (at a minimum) are for fuel economical and environmentally friendly vehicles</li> <li>● Most taxi companies can accommodate walkers, folding wheelchairs, and if minivans are in service, possibly powered wheelchairs and power scooters. Some models of motorized wheelchairs are not accommodated in taxis due to size</li> <li>● In most urban centres, small and large, there are multiple taxi companies to provide for choice; however all case studies identified fall under the jurisdiction of municipal or provincial legislation on regulations and fare structure.</li> </ul>
2) Rates	See Point #10 Case Studies for a variety of examples
3) Trip purpose	<ul style="list-style-type: none"> <li>● Trip purpose can be for any reason; medical, shopping, or personal</li> <li>● Routinely short distances (city wide, or in some cases within the surrounding area)</li> <li>● Can have long distance trips, but at a high cost (see disadvantages)</li> </ul>
4) Operation and usage	<ul style="list-style-type: none"> <li>● Taxi drivers are required to have a higher class of licensing (Class 4), in addition to additional insurance for liability and transportation</li> <li>● Some Provincial jurisdictions require classroom instruction prior to Class 4 testing</li> </ul>



5) Funding	<ul style="list-style-type: none"> <li>● Options for funding mobility disadvantaged are limitless, but currently quite restrictive or nonexistent (See Case Studies)</li> <li>● Largest examples of funding include “taxi saver programs” which are sponsored in part by municipal governments, private organizations, or by transit services (BC Transit)</li> </ul>
6) Governance	<ul style="list-style-type: none"> <li>● Municipal or provincial legislation</li> <li>● Some regions have taxi boards which determine the fare structure and regulations</li> <li>● Winnipeg Taxi Board controls and issues business licences for taxicab operators</li> <li>● Many laws and regulations in order to protect the public and the taxi operators</li> </ul>

<p>7) Education and awareness</p>	<p><b>Passengers</b></p> <ul style="list-style-type: none"> <li>● Nothing in place in the case studies examined for passengers</li> <li>● Need for education and awareness on using a service (i.e. gratuities, restrictions on door-to-door/curb-to-curb service, cost of operating personal vehicle annually versus taking a taxi “on occasion”)</li> </ul> <p><b>Driver/Operators</b></p> <ul style="list-style-type: none"> <li>● All Canadian jurisdictions require taxi operators to complete a Provincial Class 4 or higher (3, 2, or 1) drivers licence (written test and driving test is required)</li> <li>● In Winnipeg, taxi operators are required <ul style="list-style-type: none"> <li>● to produce a Record Review Certificate;</li> <li>● to take an English Language Assessment Test; and</li> <li>● complete the Taxicab Driver Training Program</li> </ul> </li> <li>● The Taxicab Driver Training Program is a 45 hour course that covers: <ul style="list-style-type: none"> <li>● Taxicab Act &amp; Regulations;</li> <li>● <i>quality customer service</i>;</li> <li>● the taxicab as a business;</li> <li>● geography planning routes</li> <li>● driver personal safety;</li> <li>● <i>transporting the disabled</i>; and</li> <li>● defensive driving.</li> </ul> </li> <li>● 100 percent attendance is required for successful completion</li> </ul>
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8) Benefits	<ul style="list-style-type: none"> <li>● Spontaneous trips possible with slight delay waiting for an available taxi cab</li> <li>● Flexible and convenient to use (excluding holiday seasons where wait times can be quite high – 3 to 5 hours in some cities during Christmas and New Years)</li> <li>● Some drivers will provide door-to-door service which is “not allowed” due to recommendations from the Taxi Board for liability reasons (stories heard of door-to-door service in Winnipeg include regular passengers, good tipping, friendly and polite passengers); Premium Taxis and Limousine Services (higher cost service than regular taxi services) require drivers to assist in carrying packages and luggage unless “the driver believes on reasonable grounds that to do so would pose a risk of harm to the driver” (Manitoba Taxicab Act Section 36 (2) paragraph (a))</li> <li>● Can provide for multiple stops (short turn around, i.e. bank, corner store for single item); there is a standing cost for this service, but usually costs less than re-ordering a taxicab</li> </ul>
9) Disadvantages	<ul style="list-style-type: none"> <li>● High cost in most cases within single trip context (as compared to annual operation of a private vehicle). i.e. 5 km one-way trip in Winnipeg would cost close to \$10 at a minimum. Cost of <i>fuel only</i> for that trip would only be approximately \$.45 (assuming \$.90/L with fuel consumption at 11.6L/100km driving)</li> <li>● Most regular taxi companies will not allow door-to-door or door-through-door service for liability reasons</li> <li>● Some taxi drivers are perceived as not understanding the needs of seniors (i.e. safety, and assistance)</li> <li>● Elderly passengers may have difficulty communicating with driver about their own personal needs</li> <li>● Each stop will cost wait time</li> <li>● Limited service area (restricted to city limits or just outside) High cost for long distance trips (Duffy’s Taxi Winnipeg to Kenora - 200 km - \$346.80 must be booked 24 hrs in advance)</li> </ul>

10) Case Studies	<b>Calgary</b>	<ul style="list-style-type: none"> <li>● \$3.00 load</li> <li>● \$0.20 per 150m</li> <li>● \$0.20 per 30 seconds elapsed time</li> <li>● \$24.00 per hour waiting time</li> </ul>	<p>Minimum Charge for taxi with no wait time, including tax</p> <ul style="list-style-type: none"> <li>● Trip 5 km: \$9.66</li> <li>● Trip 10 km: \$16.34</li> <li>● Trip 20 Km: \$29.67</li> </ul>
	<b>Edmonton</b>	<ul style="list-style-type: none"> <li>● \$3.20 load</li> <li>● \$0.20 per 210m</li> <li>● \$0.20 per 26.7 seconds;</li> <li>● \$27.00 per hour wait time</li> <li>● \$2.00 for call cancelled after taxi arrival</li> </ul>	<p>Minimum Charge for taxi with no wait time, including tax</p> <ul style="list-style-type: none"> <li>● Trip 5 km: \$7.96</li> <li>● Trip 10 km: \$12.73</li> <li>● Trip 20 Km: \$22.24</li> </ul>
	<b>Ottawa</b>	<ul style="list-style-type: none"> <li>● \$2.85 load</li> <li>● \$1.45 per km</li> <li>● \$0.15 per minute wait time</li> </ul>	<p>Minimum Charge for taxi with no wait time, including tax</p> <ul style="list-style-type: none"> <li>● Trip 5 km: \$10.10</li> <li>● Trip 10 km: \$17.35</li> <li>● Trip 20 km: \$31.85</li> </ul>
	<b>Winnipeg</b>	<ul style="list-style-type: none"> <li>● \$3.30 load</li> <li>● \$0.10 per 79.65 m</li> <li>● \$0.10 per 13.18 seconds wait time</li> </ul>	<p>Minimum Charge for taxi with no wait time, including tax</p> <ul style="list-style-type: none"> <li>● Trip 5 km: \$9.58</li> <li>● Trip 10 km: \$15.85</li> <li>● Trip 20 km: \$28.41</li> </ul>

10) Case Studies	<b>Penticton, BC Taxi Saver Program</b>	<ul style="list-style-type: none"> <li>● For registered handyDART customers (application and doctor's signature required)</li> <li>● Customers can purchase \$60 worth of taxi vouchers for \$30 each month</li> <li>● Use Taxi Saver coupons when handyDART is unable to transport customer, or for an unplanned trip</li> <li>● Taxi Saver coupons come in denominations of \$1, \$2 and \$3; customer uses coupons for the even dollar figure and cash for change and gratuities (i.e. \$5.80 would be \$5 in coupons and \$.80 in change)</li> </ul>	<ul style="list-style-type: none"> <li>● Private partnership</li> <li>● Three taxi companies in program (out of 6 companies)</li> </ul> <p>Contact Address: Taxi Saver Coupon Programs</p> <p>Penticton and District Community Resources Society</p> <p>60 Calgary Avenue Penticton, BC V2A 2T6</p>
	<b>Victoria, BC</b>	<ul style="list-style-type: none"> <li>● Same concept as Penticton's Taxi Saver program with small differences</li> <li>● The Taxi Saver Program provides a 50% subsidy towards the cost of taxi rides. Coupons are sold in sheets containing \$1, \$2 and \$5 taxi saver coupons.</li> <li>● Customers pay \$30 for each sheet (\$60 in vouchers) and may buy two sheets every two months</li> </ul>	<ul style="list-style-type: none"> <li>● 8 taxi companies in Victoria and district (out of approximately 25)</li> <li>● partner with Victoria Transit and taxi</li> <li>● Other BC Transit/taxi partnerships allow for taxi saver programs</li> </ul> <p>Contact info for BC Taxi Saver Program: BC Transit Accessible Service Planner at (250) 995-5695</p>

<p>Manitoba Laws regarding taxi operation</p>	<p><b>Brandon (Taxi By-Law No. 6781)</b></p>	<p><b>1. Metered Taxicabs</b>  Until further order, the tariff of fares which business licensees, taxicab licensees and operators of metered taxicabs shall charge or collect for conveying One (1) or more persons shall be as <i>follows</i>:  (a) from time of engagement and up to the first one hundred (100) metres or fraction thereof \$2.90  (b) for each additional one hundred (100) metres or fraction thereof \$0.14  (c) for each 10 seconds or fraction thereof of metered time waiting while under engagement \$0.10  (d) for the conveyance of hand baggage or parcels accompanying a passenger in a taxicab No Charge  (e) for travelling to point of call or after discharge of passenger No Charge  The above noted rates for metered taxicabs shall be deemed to include any applicable charges pursuant to the Federal Goods and Services Tax and no additional charges shall be allowed pursuant to The Taxicab By-law.</p> <p><b>2. Taxivans</b>  Until further order, the tariff of fares which business licensees, taxivan licensees and operators of taxivans shall charge or collect shall be as <i>follows</i>:  (a) for conveying One (1) or Two (2) persons from a point of call to a place of destination \$10.00  (b) for each additional person or passenger conveyed in the same trip \$1.50  (c) waiting time in addition to (a) and/or (b) \$24.00 per hour  (d) Hourly rate, in alternative to (a), (b) and (c) \$35.00 per hour  (e) for the conveyance of hand baggage or parcels accompanying a passenger of a taxivan No Charge  (f) for the conveyance of passengers from the Brandon Municipal Airport \$7.00 per destination</p>
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<p>Manitoba Laws regarding taxi operation continued</p>	<p><b>Manitoba Taxi Board (Winnipeg Jurisdiction) for Handicab-van operation</b></p>	<p><b>Taxi Fare - Winnipeg</b></p> <ul style="list-style-type: none"> <li>● \$3.30 load</li> <li>● \$0.10 per 79.65 m</li> <li>● \$0.10 per 13.18 seconds wait time</li> </ul> <p>Handicab-van (from <a href="http://www.gov.mb.ca/tgs/taxicab/fares.html">http://www.gov.mb.ca/tgs/taxicab/fares.html</a>)</p> <ol style="list-style-type: none"> <li>1. The fare for a trip commencing within the City of Winnipeg for conveying a passenger or passengers who because of disability require or request assistance, including carrying a manual wheelchair and passenger up or down up to 10 steps, where walkways are clear of ice and snow, is determined as follows: <ol style="list-style-type: none"> <li>a. for the first 80 metres or fraction thereof for each person requiring assistance: \$11.25;</li> <li>b. for each additional 80 metres or fraction thereof: \$0.10;</li> <li>c. for each 16 seconds of metered waiting time: \$0.10;</li> <li>d. for carrying or loading of groceries, <ol style="list-style-type: none"> <li>i. for the first load, no charge, and</li> <li>ii. for each additional load: \$2.15;</li> </ol> </li> <li>e. for moving passenger and personal effects, <ol style="list-style-type: none"> <li>i. for the first half hour: \$13.40, and</li> <li>ii. for each additional hour or part thereof: \$13.40.</li> </ol> </li> </ol> </li> <li>2. The meter shall not be turned on until the passenger or passengers are boarded or 10 minutes waiting time has elapsed, whichever is the later, and shall be turned off when the passenger or passengers has or have left the van.</li> </ol>
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		<p>3. The following additional charges may be made:</p> <ul style="list-style-type: none"> <li>a. for carrying a manual wheelchair and passenger, for each 10 steps or part thereof in addition to those described in section 1: \$5.;</li> <li>b. for use of wheelchair belonging to handicab van: \$3.00</li> </ul> <p>4.</p> <ul style="list-style-type: none"> <li>1. The lifting of a motorized wheelchair may be limited to one step up or down.</li> <li>2. The number of steps that a driver lifts a passenger and wheelchair may be limited by considerations of safety such as weight, angle and weather conditions.</li> </ul> <p>5. The fare for a sightseeing excursion within the City of Winnipeg is as follows:</p> <ul style="list-style-type: none"> <li>a. for each van, for the first two hours or part thereof: \$50.00;</li> <li>b. for each van, for each additional hour or part thereof: \$25.00.</li> </ul> <p>6. The fare for transportation on Christmas Day is 1.5 times the applicable rate permitted under section 1.</p> <p>7. The fare for an unbooked trip between 12:01 a.m. and 6:00 a.m. is twice the applicable rate permitted under section 1.</p> <p>8. No fare is payable in respect of a person or persons who accompany a disabled person for the purpose of being of assistance to him or her.</p>
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## A.2. Private Vehicle

Private vehicle as a mode of transportation is by far the most flexible transportation options available. Unfortunately, it is not as economically (or environmentally) feasible compared to other modes in many cases. There are no options for rebate programs, and, all expenses for operating a vehicle have traditionally increased over the years. There is also a point in which driving becomes impossible or impracticable because of medical or financial concerns at all ages.

This section looks at three different examples of the costs of ownership of a vehicle. Ranges of lowest to hypothetical highest possible insurance rates for three different mid sized vehicles have been considered using the Manitoba Public Insurance Online Rate Calculator (<http://www.mpi.mb.ca>) as of January 2007. Fuel consumption is based on Government of Canada Standards for these vehicles and maintenance requirements are the suggested minimum industry standards.

The findings show the most inexpensive annual average cost in operating a vehicle is \$1816 to a maximum of \$9877 for financing a brand new vehicle (within defined parameters of \$0.90 per litre of fuel, 5000 annual kilometres driven and minimal annual maintenance costs). Returning to the taxi fare charges, this could translate to 189 to over 1000 five km trips per year. Of course, trips usually require a return trip, so this would be about 95 to 500 outings per year (an average of 1.8 to 9.6 outings per week). If sharing a taxi with one other person, these trips would double.

Driver and public safety are always at the forefront of using private vehicles. Medical professionals are obligated to report to MPI any condition that would impair a driver's ability to operate a vehicle safely. Thus continuing education and safe driving programs are offered by the Canada Safety Council along with a number of other agencies across the country. Ontario and Alberta have extensive online documents for continuing driver education. These programs are valuable, but without access to the internet, the online courses are not feasible, and that there are slight differences in laws regarding licensing procedures in each province (BC requires medicals after 65 and driver tests after drivers suffer serious medical conditions).

The Canada Safety Council offers instructor led courses called "55 Alive" to identify changes of driving skills because of the aging process. The "55 Alive" driving program is not widely used in Manitoba for fear that the participants will lose their licenses (which is not the case as there are no tests involved with this informative program). There are also concerns about costs for the course and that the course may be too long for one sitting.

Transportation Mode	Private Vehicle	
1) Description/Characteristics	<ul style="list-style-type: none"> <li>● Personal sized vehicle</li> <li>● Unlimited options</li> </ul>	
2) Rates 2007 Chev Malibu Maxx SS	Insurance, registration, plates	<p><b>\$1332 Annually</b> (\$500 deductible, \$1 million Liability, full safe driver discount with leased car protection)</p> <p><b>\$1558 Annually</b> (\$100 deductible, \$200,000 liability, full safe driver discount with leased car protection)</p> <p><b>\$2043 Annually</b> (\$500 deductible, \$1 million Liability, no safe driver discount with leased car protection)</p> <p><b>\$1742 Annually</b> (\$100 deductible, \$200,000 liability, no safe driver discount with leased car protection)</p>
	GMAC Financing Cost	<p>MSRP \$31,990 base price (does not include taxes, destination or additional options)</p> <p>assuming \$1000 down payment, \$5000 trade-in</p> <p>Financing 60 months @ 1.5% APR</p> <p>\$472/month</p> <p><b>\$5664/year</b></p>
	Fuel Cost	<p>655L @ 5000 km (13.1L/100km city driving)</p> <p>\$.90/L</p> <p><b>\$589.50 fuel/year</b></p>
	Maintenance	<p>2 Oil Changes (recommended 4) @ \$35. each</p> <p>1 Tire Rotation @ \$50.</p> <p>2 Semi Annual Service @100. each (incl. oil changes)</p> <p><b>Total \$320</b> (not including misc fluids, car washes extra repairs)</p>

	Annual Average	<p><b>\$7905.50/year</b> With Minimum Insurance Cost (not including vehicle depreciation)</p> <p><b>\$8625.50/year</b> With Highest Insurance Cost (not including vehicle depreciation)</p> <p><b>\$9147.50/year</b> With Minimum Insurance Cost (including 10% annual vehicle depreciation \$3100/year)</p> <p><b>\$9877.50/year</b> With Highest Insurance Cost (including 10% annual vehicle depreciation \$3100)</p>
2) Rates 2000 Buick Century Limited	Insurance, registration, plates	<p><b>\$974 Annually</b> (\$500 deductible, \$1 million Liability, full safe driver discount)</p> <p><b>\$1169 Annually</b> (\$100 deductible, \$200,000 liability, full safe driver discount)</p> <p><b>\$1264 Annually</b> (\$500 deductible, \$1 million Liability, no safe driver discount)</p> <p><b>\$1523 Annually</b> (\$100 deductible, \$200,000 liability, no safe driver discount)</p>
	Fuel Cost	<p>580L @ 5000 km (11.6L/100km city driving)</p> <p>\$.90/L</p> <p><b>\$522 fuel/ year</b></p>
	Maintenance	<p>2 Oil Changes (recommended 4) @ \$35. each</p> <p>1 Tire Rotation @ \$50.</p> <p>2 Semi Annual Service @100. each (incl. oil changes)</p> <p><b>Total \$320</b> (not including misc. fluids, car washes, or extra repairs)</p>
	Annual Average	<p><b>\$1816/ year</b> With Minimum Insurance Cost (not including vehicle depreciation)</p> <p><b>\$2365/ year</b> With Highest Insurance Cost (not including vehicle depreciation)</p> <p><b>\$4316/year</b> With Minimum Insurance Cost (including 10% annual vehicle depreciation \$2500/year; assuming \$25,000 purchase price)</p> <p><b>\$4865/year</b> With Highest Insurance Cost (including 10% annual vehicle depreciation \$2500; assuming \$25,000 purchase price)</p>

2) Rates 1995 Oldsmobile Cutlass Supreme 4 Door	Insurance, registration, plates	<b>\$942 Annually</b> (\$500 deductible, \$1 million Liability, full safe driver discount) <b>\$1130 Annually</b> (\$100 deductible, \$200,000 liability, full safe driver discount) <b>\$1222 Annually</b> (\$500 deductible, \$1 million Liability, no safe driver discount) <b>\$1472 Annually</b> (\$100 deductible, \$200,000 liability, no safe driver discount)
	Fuel Cost	650L @ 5000 km (13.0L/100km city driving) \$.90/L <b>\$585 fuel/ year</b>
	Maintenance	2 Oil Changes (recommended 4) @ \$35. each 1 Tire Rotation @ \$50. 2 Semi Annual Service @100. each (incl. oil changes) <b>Total \$320</b> (not including misc fluids, car washes, extra repairs)
	Annual Average	<b>\$1847/ year</b> With Minimum Insurance Cost (not including vehicle depreciation) <b>\$2377/ year</b> With Highest Insurance Cost (not including vehicle depreciation) <b>\$3147 /year</b> With Minimum Insurance Cost (including 10% annual vehicle depreciation \$2000/year; assuming \$20,000 purchase price) <b>\$4877/year</b> With Highest Insurance Cost (including 10% annual vehicle depreciation \$2000; assuming \$20,000 purchase price)
3) Trip purpose	<ul style="list-style-type: none"> <li>Any trip purpose and distance as desired by the owner/driver</li> </ul>	

4) Operation and usage	<ul style="list-style-type: none"> <li>● Vehicle licensing, registration and driver licensing required.</li> <li>● Maintenance on vehicle is recommended to extend life of vehicle</li> <li>● Regular oil changes recommended (every 3 months or 5000 km whichever comes first on most vehicles made before 2004)</li> <li>● Other maintenance as required/recommended by manufacturer (tires, tire rotation, shocks, transmission, tune-ups, etc.)</li> </ul>
5) Funding	<ul style="list-style-type: none"> <li>● None</li> </ul>
6) Governance	<ul style="list-style-type: none"> <li>● Municipal, provincial and federal highway by-laws and acts regulate traffic laws</li> <li>● By law, physicians and optometrists in Manitoba are required to report drivers with medical conditions that may affect their ability to drive safely to MPI (<a href="http://www.mpi.mb.ca/PDFs/DVL_PDFs/DVLMedicalCond.pdf">http://www.mpi.mb.ca/PDFs/DVL_PDFs/DVLMedicalCond.pdf</a>). MPI is then responsible for removing the license from the driver.</li> </ul>
7) Education and awareness	<ul style="list-style-type: none"> <li>● Licensing procedures</li> <li>● Some provinces have regulations about renewal processes for a certain age (Manitoba introduced graduated licensing for all ages; see <a href="http://www.mpi.mb.ca">www.mpi.mb.ca</a>) or after major health problems (stroke, heart attack, major head injuries, etc.)</li> <li>● Some provinces provide additional safe driving courses (usually for a fee) throughout the year for any driver such as “55 Alive” by the Canadian Safety Council</li> <li>● Professional Driver Education programs are available in all major centres available to all drivers</li> </ul>

	<ul style="list-style-type: none"> <li>● Some Examples of educational programs designed for Seniors (search in Google for <i>senior driver education</i>)</li> <li>● Ministry of Transportation, Ontario: Online driver education; free to access; specific to Ontario driving Laws and regulations <a href="http://www.mto.gov.on.ca/english/dandv/driver/senior/senior.htm">www.mto.gov.on.ca/english/dandv/driver/senior/senior.htm</a></li> <li>● Canada Safety Council “55 Alive”: refresher course for drivers above 55 years of age; 9 topics covered including changes in vision and hearing, driving hazards, medications, and driving decisions; provincial training program offered at various times of the year in various locations <a href="http://www.safety-council.org/training/55alive/55alive.htm">www.safety-council.org/training/55alive/55alive.htm</a></li> <li>● Saferoads Alberta: Online resources for safe drivers of all ages; section on aging drivers <a href="http://www.saferoads.com/drivers/drivers_aging.html">www.saferoads.com/drivers/drivers_aging.html</a></li> <li>● AAA (CAA) Foundation for Traffic Safety: online information for aging drivers; information includes transportation options for drivers who give up their license <a href="http://www.seniordrivers.org/home">www.seniordrivers.org/home</a></li> </ul>
8) Benefits	<ul style="list-style-type: none"> <li>● “Freedom” to drive whenever, wherever</li> <li>● Personal choice</li> <li>● “Control” of vehicle</li> </ul>
9) Disadvantages	<ul style="list-style-type: none"> <li>● Public safety concerns after certain critical medical issues arise to the driver (i.e. stroke, Alzheimer’s disease, head injuries, vision impairments)</li> <li>● Higher cost to operate annually (fuel, insurance, maintenance; see comparisons above)</li> </ul>

### **A.3. Grocery Store Shuttles**

The Calgary Co-op grocery store chain offers free shuttle buses from senior complexes to and from the store in order to provide a community service to seniors. This enables seniors with limited transportation options in various senior complexes in Calgary the opportunity to shop for groceries and some hard goods like stationary, clothes and hardware once a week if needed. The stores are located throughout the City of Calgary as anchor stores in strip malls or, in some cases as stand alone stores.

Each store that participates in the program does so at the individual store manager's ability to be fiscally responsible to the corporate office, thus not all stores in Calgary offer the shuttle service. The managers book the buses and are responsible for their own advertising for pick up locations and timing. The corporate office is only involved with this program through maintaining the website schedule of buses; there is no financial assistance at this higher level.

The shuttle services senior complexes only and do not stop at private houses. The patrons are given between sixty to ninety minutes to shop in the stores before the bus leaves to drop patrons back at the residence. All stores have cafeteria style restaurants, so that if there is enough time, patrons can have a cup of coffee and socialize outside of the seniors complex. Unfortunately, there usually is not enough time for seniors to use the alternate stores in the strip mall if desired unless the store or service is right next door to the Co-op (many locations have financial institutes within the mall complex).

In Winnipeg, there are similar programs offered at the Safeway and Sobey's grocery store chains. Operating throughout the city from many senior complexes and a few private houses (a "grandfather policy" before the corporate office took over operations) the Safeway Shuttle program, offers over 40,000 rides per year. The Safeway Shuttle is only offered in Winnipeg. The program is similar to the Calgary Co-op shuttles, which offer rides to various Safeway stores for sixty to ninety minutes. There are a few larger residences that Safeway offers rides to more than once per week.

A concern about this program is that the service is an expensive endeavour for limited, or a negative cash return. There are also issues about who the service is provided to. Traditionally, developments of senior housing complexes have been along arterial routes, or within close proximity to these roads, thus creating corridors and clusters in specific neighbourhoods. In Winnipeg, there are five distinct corridors that are served by the Safeway Shuttle; Portage Ave (particularly in the western areas adjacent to Portage); Pembina Highway from just north of Bishop Grandin to St Norbert; St Anne's Rd from Fermore to the Perimeter; East Transcona area (off Pandora); and Henderson Hwy (with a cluster in East Kildonan). Inner City and North End Winnipeg is missing from the data, resulting in a large percentage of population not receiving the opportunity to take the Safeway shuttle.

One way that had been identified to potentially improving the service, and possibly reducing the burden from one corporation, would be through business partnerships and tax incentives.

<b>Transportation Mode</b>	<b>Calgary Co-op Sr. Bus Transportation</b>
1) Description/Characteristics	<ul style="list-style-type: none"> <li>● Calgary Co-op is a major grocery store chain with 22 stores in, and surrounding, Calgary; each store has a cafeteria, groceries and “hard-goods” (clothing, hardware, books, etc.; Winnipeg example would be similar to “Canadian Superstore”, but smaller scale)</li> <li>● The majority of the Co-op stores in the City of Calgary offer Sr. bus transportation to and from the stores from major Sr. housing complexes</li> <li>● Chartered buses from two bus companies in Calgary provide transportation; buses do not have universal access</li> <li>● Depending on the store, users have 60 to 90 minutes of shopping at the location (most Co-op stores are attached to strip malls, however due to time constraints, the majority of the users only go into Co-op or maybe a financial institute located close to the Co-op store)</li> <li>● Drivers are trained to assist in loading and unloading of passengers and personal shopping carts</li> <li>● Provides a community service</li> </ul>
2) Rates	<ul style="list-style-type: none"> <li>● Free of charge</li> </ul>
3) Trip purpose	<ul style="list-style-type: none"> <li>● Shopping at grocery store</li> <li>● Social interaction (all Calgary Co-op stores have cafeterias available)</li> </ul>
4) Operation and usage	<ul style="list-style-type: none"> <li>● Individual store managers are responsible for the program, including rental of buses, pick-up locations, timing, and advertising</li> <li>● Store managers are fiscally responsible to the corporate office, passenger counts are not available, however there must be a return of profit to maintain a sense of the program being “financially doable”</li> <li>● Program is “well used” in all locations</li> <li>● For the locations that do not have bus pick-up, Co-op offers a “pick and del” service for a nominal charge; customers order online or over the phone</li> </ul>



5) Funding	<ul style="list-style-type: none"> <li>● Corporate office does not supply funding or any assistance to this program with the exception of maintaining the schedules on the website (<a href="http://www.calgarycoop.com/member/Senior_Bus.jsp">http://www.calgarycoop.com/member/Senior_Bus.jsp</a>)</li> <li>● Funding comes from daily operations of individual stores</li> </ul>
6) Governance	<ul style="list-style-type: none"> <li>● Store managers</li> </ul>
7) Education and awareness	<ul style="list-style-type: none"> <li>● Schedules available online at <a href="http://www.calgarycoop.com/member/Senior_Bus.jsp">http://www.calgarycoop.com/member/Senior_Bus.jsp</a></li> <li>● Within stores and apartment complexes</li> <li>● Some senior resource centres</li> </ul>
8) Benefits	<ul style="list-style-type: none"> <li>● Provides community service to seniors</li> <li>● Provides opportunity for seniors to shop</li> <li>● Allows for social contact outside of normal “circle” (many buses stop at multiple senior complexes prior to getting to the store)</li> </ul>
9) Disadvantages	<ul style="list-style-type: none"> <li>● Program is somewhat informal in terms of availability</li> <li>● Store manager can stop program at any time</li> <li>● Short period of time usually does not allow for users to shop outside of Co-op</li> <li>● Non-involvement from corporate office is due to availability – would not be able to keep up with the demand if there were a more formal program</li> <li>● Advertising is minimal and is primarily “word-of-mouth” (for the same reason as keeping up with the demand)</li> <li>● User could miss using the service due to other commitments (i.e. medical appointments on pick-up days, illness, etc.)</li> <li>● Buses are not always universally accessible</li> </ul>

#### **A.4. Personal Shuttle Service**

*Driving Miss Daisy* is a private enterprise that started in Edmonton, Alberta in 2002. The idea was, and still is, to provide seniors personalized transportation options. Although the fares for the driving are more expensive than a traditional taxi in Edmonton, the service that *Miss Daisy* provides is well worth the extra money. *Miss Daisy* provides door-through-door service, personal shopping aides, someone that will take the time to listen to the clients and their caregivers, and much more. The company is selling franchises to expand the services to various neighbourhoods in Alberta and British Columbia.

Fares start at a minimum \$12.00 for 7 km distance plus \$1.60 per extra km. Hourly rates start at \$22.00 per hour, which includes transportation and personalized door-through-door service. The personalized shopping start at \$30.00 per hour and the driver will help put away groceries and other goods.

The vehicles, which are owned by the driver or franchise owner, are able to accommodate non-motorized wheelchairs and walkers, but the client must be able to transfer from the wheelchair to the vehicle. The vehicles recommended by the owner of *Driving Miss Daisy* are the Chevrolet HHR or the Chrysler PT Cruiser. These two vehicles are high enough off the ground to allow for an easy transfer, and are easy to get in and out of the vehicle. In addition, these vehicles are newer to the market, so there is a reduction of potential mechanical breakdowns.

<b>.Transportation Mode</b>	<b>Driving Miss Daisy (Edmonton)</b> <a href="http://www.drivingmissdaisy.net/">http://www.drivingmissdaisy.net/</a>
1) Description/Characteristics	<ul style="list-style-type: none"> <li>● Started in 2002 with one vehicle for seniors (has expanded to accommodate mobility challenged clients of all ages)</li> <li>● Currently operates 18 vehicles in and around Edmonton, AB</li> <li>● Franchise with owner/operators that transport seniors to any number of destinations</li> <li>● Company slogan is “ride with a friend, not a stranger”</li> <li>● Driver will accompany client on shopping trip and will provide door-through-door service (including assisting putting purchases away)</li> <li>● Walker and wheelchair friendly (client must be able to “transfer”)</li> <li>● Vehicles are <i>PT Cruisers</i> and <i>HHR’s</i> in order to accommodate easy access and storage of wheelchairs and walkers</li> <li>● Drivers follow any directions provided by caregivers in order to provide this service in the best possible manner</li> <li>● Business started “not to make money, but to help seniors”</li> </ul>
2) Rates	<p><b>Edmonton and surrounding area:</b></p> <ul style="list-style-type: none"> <li>● Minimum \$12.00 one way (7 km distance)</li> <li>● All other distances calculated at \$1.60/km</li> <li>● Additional stops \$3.00 per stop</li> <li>● Hourly rates: assistance /accompaniment/wait time \$22.00/hour -  personal or grocery shopping \$30.00/hour  pleasure or long distance trips (includes transportation) \$40.00/hour</li> </ul> <p>All other areas except Edmonton and area clients are charged flat rate of \$45/hr</p>

3) Trip purpose	<ul style="list-style-type: none"> <li>● Medical Appointments</li> <li>● Shopping</li> <li>● Hair Salon</li> <li>● Adult Day Programs</li> <li>● Alzheimer's Companion</li> <li>● Social Events Accompaniment</li> <li>● Vacation Accompaniment</li> <li>● Dialysis Units</li> <li>● Anywhere else</li> </ul>
4) Operation and usage	<ul style="list-style-type: none"> <li>● Owner/operators purchase franchise for \$10,000</li> <li>● Vehicles are <i>HHR's</i> and <i>PT Cruisers</i></li> <li>● Clients pre-book trips</li> <li>● Drivers assist clients whenever needed (into/out from doctors appointments, shopping, etc.)</li> <li>● Has expanded from one vehicle in Edmonton to 18 vehicles in 2 provinces within four years</li> <li>● Multiple vehicles are available per franchise (each franchise services one particular area)</li> </ul>
5) Funding	<ul style="list-style-type: none"> <li>● Currently there is no government funding</li> </ul>
6) Governance	<ul style="list-style-type: none"> <li>● Local business regulations apply</li> <li>● Franchisee accountable to owner for services provided</li> <li>● Business Tax returns required</li> </ul>
7) Education and awareness	<ul style="list-style-type: none"> <li>● Word of mouth, internet</li> </ul>
8) Benefits	<ul style="list-style-type: none"> <li>● Drive with someone you know</li> <li>● Door-through-door service available</li> <li>● Clients get assistance from driver (compared to Taxi and Handivan services where the service is curb-to-curb service – no personal escort or assistance in shopping)</li> <li>● Safe, courteous drivers that understand the needs of clients</li> </ul>

9) Disadvantages	<ul style="list-style-type: none"><li>● Relatively high cost (\$12 for 7 km minimum compared to taxi of \$12.73 for 10 km – not including wait time at traffic lights; 20 km with Daisy is \$32 – Edmonton Taxi is \$22.24 for 20 km)</li><li>● 18 vehicles can be limiting to cover the senior population of areas where service is provided</li><li>● From the media link on <a href="http://www.drivingmissdaisy.net">www.drivingmissdaisy.net</a>, it appears that franchise operators are retired themselves (Original owner was retired and started this part time) – this could result in a diminished service if younger individuals do not purchase a franchise</li></ul>
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## **A.5. Conventional Public Transit**

Public transit is the most visible alternate modes of transportation that Winnipeg has to offer. Routing throughout the city provides good coverage of most areas seven days per week. The fare structure is also inexpensive compared to single taxi trips and private vehicle. Routing for public transit is effective with stops along major routes every 150 to 200 metres, and after dark, upon request bus drivers will stop at points along the route that are not designated stops. There has been a number of initiatives that Winnipeg Transit has put into place, or are developing, to improve transit operations (including the after dark stop requests).

Some of the other initiatives include the eventual replacement all buses to low-floor access equipment. This will ensure that all individuals will be able to access all buses and routes. Currently, some routes completely use low-floor buses, whereas some routes are every second bus that has the specialized equipment. In addition to the change of equipment, buses will have GPS tracking to enable “real time” tracking, so that the public will be able to call or use the internet to locate buses (especially during inclement weather or when heavy traffic may delay the bus). This GPS tracking may also include signs at bus stops indicating when the next bus is to arrive. Various cities in Europe and North America use real time tracking resulting in positive feedback from users and a perception of more effective public transit.

A way to improve transit operations come from improvement of loading buses. In Europe, boarding passengers takes approximately 40 seconds (including those who need assistance like ramps), whereas in America, it takes approximately 2 minutes (Transport Canada, 1997. *The Potential of Intelligent Transportation Systems to Increase Accessibility to Transport for Elderly and Disabled People*; p. 96). One of the reasons for the difference in load times is that some bus stops in Europe are raised, so that buses do not need to “kneel” and ramps operate slightly different than in Canada. The drivers in the European countries still take into consideration the personal needs of the passenger, so if loading requires assistance or longer times, it is given. Unfortunately, raised bus stops can have a negative effect on pedestrians walking on the sidewalks resulting in injuries.

### **BC Transit Service**

The BC Transit service is an anomaly in Canadian Public Transit operations. With the exception of two cities, public transit falls under the Provincial BC Transit Municipal Systems Program (TMSP). Since its inception in 1979, the TMSP provides for planning, marketing, fleet, and funding support for those transit services in which are outside of the Greater Vancouver and Victoria regions. In 2005, there were 72 public transit systems within BC, ranging from conventional bus services to specialized services. The province operates these systems with an annual operating budget exceeding \$133 million. The Provincial government provided \$47.8 million in operational grants, and the remainder of the funds come from municipal governments and fare box incomes. This funding percentage from the BC Provincial Government is consistent with Manitoba Government funding of 33 percent to public transit.

BC Transit operates under the authority of the BC Transit Act, and while it has direct authority over the transit systems in BC (excluding *Trans Link* in Vancouver and the *Victoria Regional Transit Authority*), daily operations are the responsibility of municipalities (4 municipalities) or contractors (the remaining 66 systems). BC transit being more in a “mobility management” role rather than direct involvement in daily operation of the system is similar to what many European transit agencies are moving towards. This is to increase the level of service provided, while reducing overall responsibility and funding requirements to the transit system.

As the population increases in BC communities, the TMSP responds to the expected increase in transit needs. Like that of many European countries, the link between transit and land use planning is of utmost importance to the various levels of the BC government. In addition, the government recognizes the importance of the links between partners in transit initiatives in order to provide the best service possible to the residents of communities. The prime example of this is that in many BC communities, BC Transit and local governments’ partner with taxi companies for the taxi saver programs that are offered to supplement the specialized transit services.

Transportation Mode	Conventional Public Transit
1) Description/Characteristics	<ul style="list-style-type: none"> <li>● Conventional Transit is a service that regularly uses scheduled, fixed-route service</li> <li>● Operated usually by a city agency</li> <li>● Best used in a dense service area, with a high demand for a particular destination</li> <li>● Most transit systems cover the majority of the city by transferring to different bus routes</li> <li>● Can take a longer time to travel across the city</li> <li>● Most Canadian transit systems can accommodate passengers with mobility aids on certain routes by using low-floor buses</li> <li>● Transit planning takes into consideration stop locations (i.e. close proximity to schools, apartment complexes and seniors housing units, major destination points like malls and business districts)</li> </ul>
2) Rates	<ul style="list-style-type: none"> <li>● Rates range in various cities and regions</li> <li>● Average Canadian urban transit systems are approximately \$2.00 per trip, with the ability to take a transfer up to 90 minutes from the start of the trip</li> <li>● Some cities have zone fares (i.e. <i>Translink</i> in the Greater Vancouver area) which costs more to travel between zones</li> <li>● Weekly and Monthly passes are usually available for a reduced rate</li> </ul>
3) Trip purpose	<ul style="list-style-type: none"> <li>● Any trip as deemed appropriate for public transit</li> </ul>



4) Funding	<ul style="list-style-type: none"> <li>● With the exception of a few highly effective transit systems globally, all public transit systems required government subsidies and funding</li> <li>● Canadian averages are approximately 65 percent government funding of operational costs for conventional transit</li> <li>● Funding requirements for specialized transit services (i.e. Paratransit) is approximately 90 percent</li> <li>● In Manitoba, provincial government provides approximately 33 percent funding, remainder is fare box income and municipal government funding</li> <li>● Recent (2005) Federal/Provincial rebate programs (<i>New Deal For Canadian Cities and Communities</i>) earmarked money to supplement sustainable transportation initiatives, which could include improvements to public transit operations</li> </ul>
5) Governance	<ul style="list-style-type: none"> <li>● Local and provincial road laws</li> <li>● Daily operation of the transit system is usually left up to a city or municipal agency</li> <li>● Some operations are determined by transit boards</li> </ul>

<p>6) Education and awareness</p>	<p>Passengers</p> <ul style="list-style-type: none"> <li>● “Travel Training” available (see section below for more details)</li> <li>● Most cities have telephone “telebus” automated transit information along with internet schedule and trip planner software</li> <li>● Malls in Winnipeg have bus schedules available for the routes that service the mall complex</li> </ul> <p>Drivers/Operators (Winnipeg Transit) required to:</p> <ul style="list-style-type: none"> <li>● Obtain a Class 2 Licence (training and testing are part of the Winnipeg Transit training)</li> <li>● Pass a public relations</li> <li>● Pass a driving aptitude test</li> <li>● Complete a competency based interview</li> <li>● Have no criminal record</li> <li>● Pass a medical examination, which includes drug &amp; alcohol testing</li> <li>● Pass a 32 day training period which includes classroom work and on-the-road training and testing</li> </ul>
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7) Benefits	<ul style="list-style-type: none"> <li>● Regularly scheduled buses</li> <li>● Good coverage in most cities (usually requires transferring from bus to bus to travel across the city)</li> <li>● Current initiatives in cities are progressing to purchase “cleaner” burning fuel buses (better for the environment); buses with low-floor access (easier access for individuals with mobility impairments); and GPS enabled tracking systems (in order to provide better customer service)</li> <li>● Economical mode of transportation</li> <li>● Personal Tax benefit for the purchase of monthly or annual passes (as of July 2006)</li> <li>● Low-floor buses accommodate wheelchairs and strollers</li> <li>● Buses have “priority” seating for individuals with strollers, wheelchairs and other mobility aids, and seniors</li> <li>● Safe mode of transportation</li> </ul>
8) Disadvantages	<ul style="list-style-type: none"> <li>● Slower mode of transportation</li> <li>● Access to bus stops can be difficult in winter conditions for individuals with mobility difficulties</li> <li>● Buses may be delayed due to traffic or weather conditions (Winnipeg Transit is taking steps to reduce complaints about delayed buses by implementing real-time tracking)</li> <li>● There are only a limited amounts of accessible seating available (2 wheelchairs or scooters only)</li> </ul>

## A.6. Public Transit Fare Reduction Programs

Public Transit Fare reduction programs are an easy way to create affordable transportation options to all individuals with limited incomes. Most cities have reduced fares for students and seniors. In the United States, because of the *Americans with Disabilities Act*, any transit system that receives federal money (something that is not common in Canada, but has recently been addressed) is required to provide discounted fares for individuals with mobility or vision impairments.

Ways to improve the Public Transit fare structure for seniors are numerous. First could be a further reduction in monthly passes to seniors and low income wage earners. Cities like Calgary, Edmonton and Ottawa offer great reductions in bus passes and fares to Seniors and low income wage earners. In Calgary, an *annual* Seniors pass is \$35.00, or \$15.00 for seniors who earn less than \$18,745 annually, or a combined income of less than \$28,530 for couples. Calgary also offers discounted passes to low income individuals based on Canadian Revenue Agency definitions of low income. Ridership from these two user groups have increased since implementing these programs.

In London, England, the London concessionary travel scheme, allows free off-peak travel for elderly and disabled residents on buses, the Underground (subway), the Docklands Light Railway and the London rail services. This is funded by local transportation authorities (Metz, D. (2003) *Transport Policy for an Ageing Population*. Transport Reviews Vol. 23, No. 4, p. 379).

<b>Transportation Mode</b>	<b>Low income/Senior passes Options in Public Transit</b>
1) Description/Characteristics	<ul style="list-style-type: none"> <li>● Reduced rates for low income individuals or senior citizens</li> <li>● Must provide identification for senior citizen passes</li> <li>● Must provide documents for low income status</li> <li>● Cities identified in the case studies provide universal accessibility for all transit routes (in Winnipeg, some routes provide low-floor buses every second bus, but are in the process of replacing all buses with low-floor units)</li> </ul>
2) Rates	<ul style="list-style-type: none"> <li>● See case studies</li> </ul>
3) Trip purpose	<ul style="list-style-type: none"> <li>● Any trip as deemed appropriate for public transit</li> </ul>
4) Funding	<ul style="list-style-type: none"> <li>● City transit services provide reduced rates at own discretion; there is no return except proving a community service to seniors or low income individuals</li> </ul>
5) Education and awareness	<ul style="list-style-type: none"> <li>● Most transit systems have online tips and suggestions on how to use services</li> <li>● BC transit have dedicated trainers to provide information in classroom setting</li> <li>● The City of Airdrie, AB, have trainers to assist in using the transit services in the small community (trainer will take the bus with an individual to demonstrate to, and coach, the rider). This is an informal service provided by the Airdrie Social Council</li> <li>● For more information on how to use transit, see “Transit Training” section below</li> </ul>

6) Benefits	<ul style="list-style-type: none"> <li>● Regular services for transit covers majority of all cities studied</li> <li>● Most transit services provide universal accessible buses</li> <li>● Reduced fare options give inexpensive transportation options to seniors and low income individuals</li> <li>● Tax incentives from the Government of Canada (Canada Revenue Agency) starting July 2006 for monthly or annual transit passes purchased</li> </ul>
7) Disadvantages	<ul style="list-style-type: none"> <li>● Access to transit stops for mobility challenged individuals, especially in winter, can limit use</li> <li>● Winter conditions can delay services potentially putting a vulnerable population at greater risk for exposure</li> <li>● Amount of transfers required for cross city trips can make trips too long for more frail individuals</li> <li>● Bus stops are not too close at major destinations (i.e. malls)</li> <li>● Trips can take long periods of time</li> </ul>

8) Case Studies	Calgary Transit	<p><a href="http://www.calgarytransit.com/html/fares.html">www.calgarytransit.com/html/fares.html</a></p> <p>No discount for daily fee (\$2.25)  Annual Seniors Pass: \$35.00  Annual Seniors Pass Reduced Rate: \$15.00</p> <ul style="list-style-type: none"> <li>● must have an individual yearly income of less than \$18,745, or a combined income of less than \$28,530 for couples</li> </ul> <p>Low Income Monthly Pass: \$37.50</p> <ul style="list-style-type: none"> <li>● Available to Calgarians with income lower than 75% of the Low Income Cut Off set by the Federal Government (see box below).</li> <li>● Pass is valid on all regular Calgary Transit and Access Calgary Shared Ride Services and Special Services</li> </ul> <table border="1" data-bbox="972 743 1841 1006"> <thead> <tr> <th>Size of Family</th> <th>Total before tax (gross) income must be less than:</th> </tr> </thead> <tbody> <tr> <td>1 person</td> <td>\$15,584</td> </tr> <tr> <td>2 persons</td> <td>\$19,400</td> </tr> <tr> <td>3 persons</td> <td>\$23,851</td> </tr> <tr> <td>4 persons</td> <td>\$28,958</td> </tr> <tr> <td>5 persons</td> <td>\$32,843</td> </tr> <tr> <td>6 persons</td> <td>\$37,042</td> </tr> <tr> <td>7 or more persons</td> <td>\$41,240</td> </tr> </tbody> </table>	Size of Family	Total before tax (gross) income must be less than:	1 person	\$15,584	2 persons	\$19,400	3 persons	\$23,851	4 persons	\$28,958	5 persons	\$32,843	6 persons	\$37,042	7 or more persons	\$41,240
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Edmonton Transit	<p><a href="http://www.edmonton.ca">www.edmonton.ca</a></p> <p>Senior Fares  Cash Fare \$2.25  Day Pass:\$ 7.50  10 Pack: \$18.50  Monthly pass: \$11.00  Annual Pass \$105.00  Low Income Senior Annual Pass \$45.00 (must provide proof of income)</p>																	

	Winnipeg Transit	<a href="http://www.winnipegtransit.com">www.winnipegtransit.com</a> Senior Fares Cash \$1.65 Tickets (10) \$9.30 Monthly pass \$35.65 Superpass (Mon-Sun) \$9.30  User must provide “Blue Card” or Winnipeg Transit issued identification
	Ottawa Transit	<a href="http://www.octranspo.com">www.octranspo.com</a> Senior Fares Monthly pass: \$28.25 Photo ID: \$7.00 No discount for daily fares
	Victoria (BC) Transit	<a href="http://www.busonline.ca/regions/vic/default.cfm">www.busonline.ca/regions/vic/default.cfm</a>  Fares for 65+: Cash: \$1.25 for one zone \$2.00 for two zones 10 Tickets \$11.00 \$17.50 Day Pass: \$4.00 Monthly Pass: \$37.00  Education program: <a href="http://www.busonline.ca/regions/vic/accessible/using_the_bus.cfm">www.busonline.ca/regions/vic/accessible/using_the_bus.cfm</a>  <ul style="list-style-type: none"> <li>● Online gives riders tips on travelling by bus</li> <li>● Additional service provided by Victoria Transit (and other BC Transit locations) allow for personalized training on use of bus services (how to use phone numbers, schedules, routing, etc.)</li> </ul>



	Canada Wide	<ul style="list-style-type: none"><li>● Tax rebates on monthly (or longer) transit passes started July 2006</li><li>● Receipts required to claim tax rebate on personal tax returns starting for the 2006 tax year</li><li>● Cannot claim for the full amount of an annual pass purchased prior to July 2006</li><li>● Can be used by any individual claiming a personal tax return</li></ul>
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## A.7. Custom Transit Services (Para-transit and Dial-a-Ride)

A custom transit service is public transit that provides door-to-door or curb-to-curb service for similar rates to the conventional transit systems. Common names for custom transit services include Paratransit, Dial-a-Ride, and Handi-transit. Para and Handi-transit services are similar in nature and within this section are referred to as the same. Vehicles are usually smaller buses (18 to 32 passenger buses) or vans (this is, in part, to accommodate residential street patterns and a lower passenger count on routes). In most cities, custom transit systems run in parallel to regular transit systems.

In most custom transit systems, the user calls the bus driver directly for pick-up. In British Columbia and Winnipeg, users call a central dispatch for the Handi-transit service, but call the driver directly for DRT services. Most services prefer a pre-booked ride; however if time and scheduling permits, a “demand-responsive” (immediate pick-up) request may be accommodated.

Paratransit, where provided, is commonly available for use by individuals with a vision or physical impairment. Most systems allow for users on a temporary or permanent basis. In all of the case studies examined, users must be registered through the carrier administration (i.e. city transit) and require, at a minimum, the clients physicians contact information in order to verify needs. Some Paratransit services require a referral by a medical professional (nurse or doctor – M.D., Chiropractor, Physiotherapist, Optometrist, etc.). If the registered user requires an attendant, in most cases examined, the attendant must also be registered, but may ride free.

Winnipeg has four Dial-a-Ride, or DART, routes. The DART is a demand responsive system that offers greater routing options than a traditional fixed route system. This is accomplished through residential street pickups. Users call the bus directly and arrangements are made to pick up within a certain timeframe at a stop close to the client. Transportation is more effective using the DART, but is limited within a certain geographical area of the city and only during certain times. Other countries, led by Sweden, have gone a step farther with implementing “service routes” which are an extension of demand responsive transit.

The Transit Co-operative Research Program (TCRP) identify characteristics of a service route include “stops at high-density residential complexes or group homes, shopping areas, medical facilities, and destinations specific to the target population such as senior centers or sheltered work sites” (TRCP Report 101a; p. 339). The buses are low-floor access and tend to be smaller. With that, the drivers are allowed ample time for their route and the driver is able to provide personal service for passengers if required (Transport Canada, (1997) *Access to Transport Systems and Services an International Review*; p. 58-9).

Assistance is normally provided to and from the door of the user, but once the vehicle is in transit, the driver is unable to assist the user. The service can be operated through transit agencies, private enterprises and not-for-profit agencies; there is no more time or cost effective program – every Paratransit service needs financial aid from some level of government.

According to the Canadian Urban Transit Association, the average fare box income only covers approximately 10 percent of the operating costs of a Paratransit system (compared to an average of 60 percent for conventional transit operations).

Transportation Mode	Custom Transit (Paratransit and Demand Responsive Transit)
1) Description/Characteristics	<ul style="list-style-type: none"> <li>● Transit service that provides door-to-door or curb-to-curb service</li> <li>● Paratransit, where provided, is commonly available for use by individuals with a vision or physical impairment</li> <li>● Assistance is normally provided to and from the door of the user</li> <li>● Vehicles are usually smaller buses (18 to 32 passenger buses) or vans (this is, in part, to accommodate residential street patterns)</li> <li>● User normally calls the bus driver directly for pick-up</li> <li>● Paratransit can be operated through city transit agencies, private enterprises and not-for-profit agencies</li> <li>● In most cases, users must be referred and registered by a medical professional</li> <li>● Custom transit systems run in parallel to regular transit systems</li> <li>● Demand Responsive Transit (DRT) is usually curb-to-curb</li> <li>● DRT is growing in cities with limited suburban public transit options and provide transit to hubs</li> <li>● Most current DRT systems are not specific to any user group</li> <li>● Custom transit systems usually take longer than regular transit systems</li> <li>● Booking the service is required – generally at a minimum of 24 hour notice – and is first-come, first-served basis (exceptions include systems that have priority transportation arrangements)</li> </ul>
2) Rates	<ul style="list-style-type: none"> <li>● Rates are generally similar to regular transit in the “parent” city</li> <li>● Rural Custom transit rates tend to be more expensive per trip</li> <li>● See case studies for a sample of rates</li> </ul>

3) Trip purpose	<ul style="list-style-type: none"> <li>● Generally used for any trip purpose</li> <li>● DRT used for connecting to main transit routes</li> </ul>
4) Funding	<ul style="list-style-type: none"> <li>● In Manitoba, generally there are grants provided by the Provincial Government to the rural and urban transit systems. These Grants tend to be approximately 33% of operating costs</li> <li>● Rural Manitoba Handi-transit have grant program that provides start-up and capital funding to initiate a Handi-transit system. These grants are provided through the Mobility Disadvantaged Transportation Program (Department of Intergovernmental Affairs)</li> <li>● Privately operated custom transit services in Canada receive limited to no public funds (exceptions include programs, like the Manitoba Mobility Disadvantaged Transportation Program, that have sponsorship from municipal or regional governments).</li> <li>● Recent Federal/Provincial “New Deal For Cities” Gas Tax Rebate agreements (2005) allow to put additional funding into sustainable projects, including transportation initiatives</li> </ul>
5) Governance	<ul style="list-style-type: none"> <li>● Rural Manitoba Mobility Disadvantaged Transportation Program requires <ul style="list-style-type: none"> <li>● Municipal or regional government sponsorship</li> <li>● Approval from Intergovernmental Affairs and Trade</li> <li>● A shown need for funding, and for the service</li> </ul> </li> </ul>
6) Education and awareness	<ul style="list-style-type: none"> <li>● Local advertising to identify availability of services</li> <li>● Senior resource centres could assist in training and using the system</li> <li>● Normal bus etiquette required from passengers – some cities have transportation training programs (see Public Transit Transportation Mode for additional information)</li> </ul>
7) Benefits	<ul style="list-style-type: none"> <li>● Door-to-door or curb-to-curb DRT allows for individuals with mobility and vision impairments to be able to use public transit, reducing individual transportation costs</li> <li>● Expanded transit system takes into consideration environmental conditions that would give further difficulty in reaching a regular transit stop (snow and ice build-up on city sidewalks)</li> <li>● Transfer hubs for DRT systems are usually a major destination (mall, grocery store, etc.)</li> </ul>

8) Disadvantages	<ul style="list-style-type: none"><li>● Takes longer to travel from point A to point B</li><li>● Service is usually only available on reduced hours</li><li>● Some custom transit services only operates in specific areas to the city (i.e. the Winnipeg DART)</li><li>● The user may feel uncomfortable using a “Handi-transit” for mobility (feeling of embarrassment may also rise)</li><li>● Pre-booking is required, thus not allowing for spontaneous trips</li></ul>
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9) Case Studies	Regina Transit	<p><b>Eligibility:</b> “The Regina Paratransit Service is a shared ride public transportation system, operated by the City of Regina, for residents who are unable to use the regular or conventional (fixed route) transit because of a disability. This door-to-door, driver-assisted service is available to those who qualify” (<a href="http://www.reginatransit.com/rps/02_general_info.html">http://www.reginatransit.com/rps/02_general_info.html</a>). Registration and referral by medical professional is required.</p> <p><b>Rates:</b> No “transfers” (each stop is a charge) Cash Exact Fare Only ... 2.10 Tickets Book of 10 ... 21.00 Punch Pass Good For 40 Rides ... 84.00</p> <p><b>Hours of Operation:</b> Monday to Thursday - 7:00 a.m. to Midnight Friday - 7:00 a.m. to 12.30 a.m. Saturday - 8:30 a.m. to 12:30 a.m. Sunday - 9:00 a.m. to 10:00 p.m. Holidays - Noon to 10:00 p.m.</p> <p><b>Booking and Booking Priority:</b> Booking can be up to two weeks in advance “On-demand” can be accommodated if space is available (for spontaneous trips)</p> <p>Priority Listing: 1st. Priority: Work (including service on boards and committees) 2nd. Priority: Education 3rd. Priority: Medical 4th. Priority: Shopping / Social / Recreational</p>
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	Calgary Access Transit	<p><b>Eligibility:</b> “Access Calgary provides transportation services for Calgarians who may not always be able to use Calgary Transit buses and CTrains. We offer a shared-ride, door-to-door services within the city limits of Calgary” (<a href="http://www.accesscalgary.ca/">http://www.accesscalgary.ca/</a>). Application and an interview process is required to be eligible (interview is required in order to identify needs of the individual rider if regular transit is not available). Travel training is an option in order to use regular transit.</p> <p><b>Rates:</b> Regular Calgary Transit fares (see Public Transit for details)</p> <p><b>Attendants:</b> No charge (attendant registration is required)</p> <p><b>Companions:</b> Regular fares apply; subject to space availability</p> <p><b>Hours of Operation:</b> 6:00 am to midnight 7 days per week, including holidays Booking 24 hours in advance is preferable (up to 7 days in advance), on demand booking can be accommodated subject to space availability</p> <p><b>Priority Listing:</b>  <b>Primary</b> (First-come first served basis):  Medical Appointments      Court Appearances  Job Interviews                  Funerals  Exams                                  Major Religious Services  Air Travel</p> <p><b>Secondary</b> (subject to space availability):  Paid and Volunteer Work      Professional Appointments  Mother’s/Father’s Day          Other Religious Ceremonies  Graduation Ceremonies      Major Ticketed Events</p>
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	<p>BC “handyDart” Transit</p>	<p>The BC Transit offers in most communities low-floor access buses for the conventional transit along with some level of Paratransit service. In most cases, there are restrictions such as equipment that the transit can accommodate (i.e. size) and maximum weights of approximately 450 pounds (rider and equipment combined).</p> <p><b>Eligibility:</b> “handyDART is a transportation service for persons who have a disability that is sufficiently severe that the person is unable to use conventional transit service without assistance. The service is provided to and from accessible building entrances” (<a href="http://www.bctransit.com">http://www.bctransit.com</a>). Registration is required</p> <p><b>Rates:</b> Depending on community; rates range from \$1.50 up to \$3.00 per trip (some communities offer reduced rates for the purchase of books of tickets)</p> <p><b>Attendants:</b> No charge, attendant usually needs to be registered with the carrier</p> <p><b>Companions:</b> regular fares apply subject to space availability</p> <p><b>Hours of Operation:</b> normally during regular transit hours of operation. Sunday and holiday services is limited or unavailable in smaller communities</p>
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	<p>Ottawa-Carlton (OC) Para Transpo (as of Dec 2005)</p>	<p><b>Eligibility:</b> “Para Transpo service is for persons with permanent or short-term disabilities which prevent them from being able to use OC Tranpo's regular, fixed-route transit service” (<a href="http://www.octranspo.com">http://www.octranspo.com</a>)</p> <ul style="list-style-type: none"> <li>● OC Para Transpo drivers cannot provide assistance while in transit, however boarding and offloading assistance is available</li> </ul> <p><b>Rates:</b> (from <a href="http://www.octranspo.com">http://www.octranspo.com</a>)</p> <p>Monday – Friday 6:30 a.m. - 8:59 a.m: \$4.00 <i>or</i> 3 tickets <i>or</i> 2 tickets + \$2.10 <i>or</i> 1 ticket + \$3.05</p> <p>All other times (including Saturdays, Sundays and statutory holidays) \$3.00 <i>or</i> 2 tickets <i>or</i> 1 ticket + \$2.05</p> <p><b>Attendants:</b> Free (must indicate on booking that attendant is required; attendant must be registered with OC Para Transpo)</p> <p><b>Companions:</b> Charged regular fare and only one companion is permitted to ride unless prior arrangements made</p> <p><b>Hours of operation:</b> Generally parallel to regular OC Transit hours 7 days per week</p> <p><b>Subsidies:</b> \$21,273,000</p> <p><b>Rides provided:</b> 690,113 (revenue generated \$1,565,000)</p>
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	Winnipeg Transit (DART)	<p>Winnipeg’s Dial-a-Ride Transit (DART) is operated in four different communities; St Boniface, St. Amant, Southdale, and St. Norbert. These buses are operated, in part, to provide residents a feeder route to the main bus line. The DART is provided during non-peak times when main routes do not service the areas. A minimum of one hour booking is recommended (less than one hour booking may not be met due to volume and other bookings). In St. Boniface, the DART is used to connect users with the community services rather than to provide access to main bus routes.</p> <p><b>Eligibility:</b> No restrictions</p> <p><b>Rates:</b> Regular bus fare</p> <p><b>Hours of Operation:</b> Various for each of the four DART systems</p> <p><b>DART 101: St. Amant - Plaza Drive</b>  Mon - Fri:7:30 pm - 12:30 am  Saturday:6:00 pm - 1:00 am  Sunday:7:00 am - 12:30 am</p> <p><b>DART 102: Southdale - Island Lakes</b>  Mon - Fri:7:00 pm - 12:30 am  Saturday:6:00 am - 12:30 pm &amp; 7:15 pm - 12:30 am  Sunday:7:00 am - 12:30 am</p> <p><b>DART 109: St. Norbert</b>  Mon - Sat:10:45 pm - 1:45 am</p> <p><b>DART 110: St. Boniface</b>  Mon - Fri:8:30 am - 3:30 pm  Saturday:9:00 am - 6:00 pm</p>
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	<p>Winnipeg Transit (Handi-transit)</p>	<p><b>Eligibility:</b> “Handi-Transit is a "parallel to Regular Transit service" for people who are legally blind or who cannot use the Regular Transit service because of a physical disability”  <a href="http://www.winnipegtransit.com/main/handitransit.jsp">http://www.winnipegtransit.com/main/handitransit.jsp</a>). The Handi-transit provides “shared ride” door-to-door service for registered users (shared ride is when buses make multiple stops for additional passengers). Users must be registered and recommended by a medical professional. The disability could be a temporary condition (i.e. severe broken leg), or a permanent condition.</p> <p><b>Rates:</b> Regular transit fares are required</p> <p><b>Attendants:</b> must pay the fare</p> <p><b>Companions:</b> must pay the fare (subject to space availability)</p> <p><b>Hours of Operation:</b>  5:45am - midnight (Monday through Friday)  6:45am - midnight (Saturday)  7:45am - 10:00pm (Sunday)</p> <p><b>Priority Listing:</b></p> <ul style="list-style-type: none"> <li>● Work</li> <li>● Medical: Dialysis, chiropractor, podiatrist, Medical Doctor or Dentist appointment</li> <li>● Education: Post secondary- certificate, diploma, degree</li> <li>● Therapy: As prescribed by a Medical Professional (medical doctor, occupational therapist, physiotherapist, nurse, and chiropractor).</li> </ul> <p>When service demand exceeds vehicle availability, wheelchair trips will take priority over ambulatory trips.</p>
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	<p>Rural Manitoba Mobility Disadvantaged Transportation Program</p>	<ul style="list-style-type: none"> <li>● The Mobility Disadvantaged Transportation Program is “designed to assist communities to provide transportation services for mobility disadvantaged persons in Manitoba” (Government of Manitoba).</li> <li>● The Department of Intergovernmental Affairs and Trade define mobility disadvantaged as “those who have a physical or mental disability or are over 55 years of age”</li> <li>● Some form of government must sponsor the program to be eligible for provincial funding, however transit operators can be private citizens/businesses</li> <li>● Program is not designed to be money making</li> <li>● User fees range from a low \$1.50 per ride to a high of \$10.00 per trip depending</li> <li>● Transportation can be used for local or long distance travel (per km fees are used for long distance trips)</li> <li>● Van and buses are generally universally accessible and in most cases, the community only operates one vehicle</li> </ul> <p>For more information on this program, see Sylvestre, G. <i>et al.</i> “<i>The Mobility Needs and Transportation Issues of the Aging Population in Rural Manitoba.</i>” Institute of Urban Studies (for the Manitoba Seniors and Healthy Aging Secretariat and the Seniors Transportation Working Group). 2006.</p>
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## **A.8. Coordinated Community Transportation**

The Coordinated Community Transportation Program (CCT) is a community initiative to combine and manage the existing resources available in a region in an organized way to pool the resources in order to provide the population with better, more efficient transportation options. In some cases, additional equipment has been purchased in order to meet transportation demands from individuals with mobility aides. There have been a number of projects in Canada and the US from the mid 1980's with success primarily in rural areas. The best examples in Canada are initiatives in Ontario under the guidance of the Ministries of Transportation and Citizenship which are partnered in implementing the programs.

A key component in initiating any coordinated transportation is to create a means to be independent, self-sufficient, and active in the community for longer periods. Community does not necessarily mean a local area, but the community can be the neighbourhood, municipality, or even region, as many projects are rural in orientation.

Although the coordinated transportation programs have found successes in certain areas, the programs are a "best solution for the limited resources." Unfortunately not all programs are successful, resulting in worsening the transportation problems in rural areas. To help fight against failures, creating and maintaining partnerships between agencies, businesses, service providers and local governments is an important component to the success of the program. Using multiple agencies and businesses reduce the burden of transportation costs from one agency.

Some of the key partners in coordinated transportation programs include local and regional governments (in the US the Federal government plays a key role for funding), small and large businesses, service agencies, and transportation companies like taxis and local bus companies. In Ontario, taxi regulations are determined by regional or municipal governments, thus there are some areas where partnering with taxi companies is done with creating flat rate fees, and some areas where it is costly to do so with regulations prohibiting fee reductions.

Case studies of Coordinated Community Transportation demonstrate how effective different projects can be with limited additional financial obligations. In Ontario, a number of different initiatives have improved transportation options for residents in rural and semi-rural areas. In Brant County, a predominantly rural area, the coordinated transportation system uses no additional dedicated vehicles to transport individuals with mobility and visual problems. The system uses a taxi company as a "transportation broker," which takes calls and rotates the transportation demand through the various partners of the program. This reduces the burden of transportation costs from one company (or municipality) to a number of companies. Fares are \$5.00 for one "zone" and \$10.00 for two or more "zones."

Another example of a coordinated transportation project in Ontario is the "North Toronto Ride." This service shifts unmet demands to the excess capacity that partnering agencies have. This is accomplished through e-mailing the dispatchers of alternate transportation agencies

that are involved with a program when one particular agency can not fill the request. If one agency is able to accommodate the request, the dispatcher from the requesting agency will contact the client to inform them of who will be providing the ride, and the dispatcher of the provider will contact the driver on the road for the pickup. As a result in utilising the excess capacity from multiple agencies, from January to August 1999, almost 60 percent of the requested rides were filled (343 trips out of 592 requests).

## **Mobility Managers**

An essential component of coordinated transportation is the concept of mobility management. Mobility management refers to the coordination of existing resources and various stakeholders to provide transportation services and options to an aging population. Characteristics of the mobility management concept include:

- All mobility options need to be supported by planning and counselling; the mobility management concept is an innovative third-party service.
- A hybrid coordination service offers a brokerage type of service in which coordination occurs between public and private transportation operators. Collaboration and cooperation with the local transit providers and alternative transportation resources in the community is vital.
- A mobility coordination service includes a referral mobility management system that usually involves coordination through a central dispatching centre.
- Coordinated transportation services are designed in a dynamic and often extensive public planning process.

Mobility managers are an emerging service within major urban cities for the elderly population, resulting in limited examples and information. In essence, the mobility managers are another form of coordinated transportation initiatives and simply put, mobility managers act like a sort of local travel agent for transportation needs of the elderly. A number of organizations (transit agencies, senior resource agencies, or faith-based/community-provided services that serve the elderly) may operate a mobility management service.

Typically, the service agents will receive a transportation request, and will look through existing network of services (public transit, shuttles, Paratransit, volunteer driving organizations, etc.) and will connect the customer to the appropriate service and provider. Coordinating the different transportation programs, eliminating, or revising duplicated services, and ensuring continuity among services and providers are also some tasks that mobility managers may try to deal with.

In the US, President Bush created an executive order to form the Federal Interagency Coordinating Council on Access and Mobility (CCAM) in 2004. From that order, the “United we Ride” program was created. This program is designed to develop an education plan and ensure comprehensive planning for the coordination of human service transportation for individuals with disabilities; older adults; and individuals with lower incomes. The CCAM is also mandated

to address access to transportation services, enhance customer service, reduce restrictive and duplicative laws, regulations, and programs related to human service transportation at the Federal level, standardize cost allocation processes, and document successful strategies in coordinating human service transportation at the Federal, State, Tribal, and Local levels.



<b>Transportation Mode</b>	<b>Community Coordinated Transportation</b>
1) Description/Characteristics	<ul style="list-style-type: none"> <li>● The Coordinated Community Transportation Program (CCT) is a community initiative to combine and manage the existing resources available in a region.</li> <li>● Has been in the US from the mid 1980's with some success in primarily rural areas</li> <li>● A few locations in Canada, primarily in Rural Ontario, have introduced coordinated transportation projects. In Ontario, the Ministries of Transportation and Citizenship are partners in implementing the programs</li> <li>● Organized way of pooling resources in order to provide the population with better, more efficient transportation options</li> <li>● Creating means to be independent, self-sufficient, and active in the community</li> <li>● The CCT is a “best solution for the limited resources”</li> <li>● Community does not necessarily mean a local area, but the community can be the neighbourhood, municipality, or even region</li> <li>● Resources include all of the human, financial, and physical components that can be used to provide services to the public within the community (taxis, buses, volunteer drivers, dispatchers, administration)</li> <li>● Creating and maintaining partnerships between agencies, businesses, service providers and local governments is an important component to the success of the program</li> </ul>
2) Rates	<ul style="list-style-type: none"> <li>● Various rates within each CCT system; usually a flat rate fee starting at \$5.00 per trip direction</li> </ul>
3) Trip purpose	<ul style="list-style-type: none"> <li>● Any trip purpose, however most current Coordinated Transportation Programs have priority listings usually starting with medical or employment requirements first</li> </ul>

4) Operation and usage	<ul style="list-style-type: none"> <li>● Uses all modes of transportation (taxi, dial a bus, volunteer drivers) to provide rides to eligible users</li> <li>● Some systems are designed to improve transportation options for the region as a whole, or for specific population groups (seniors, mobility disadvantaged, youth)</li> </ul>
5) Funding	<ul style="list-style-type: none"> <li>● US State and Federal funding in most cases in the USA</li> <li>● No funding available from Canadian Federal or Provincial governments</li> <li>● Funding options in Canada are available from the Gas Tax Rebate programs if local jurisdictions desired to put funding into place (transportation would fall under the Federal requirements of rebate policies)</li> </ul>
6) Governance	<ul style="list-style-type: none"> <li>● Partnerships and policy boards are key to the governance of successful programs</li> </ul>
7) Education and awareness	<ul style="list-style-type: none"> <li>● Changing of transportation options can have “growing pains”, so a training and education program is required in order for a smooth transition into a CCT</li> <li>● Education and awareness for administrators of CCT program can be found in the Transit Cooperative Research Program (<a href="http://www.tcrponline.org">www.tcrponline.org</a>); TCRP Report 101 <i>Toolkit for Rural Community Coordinated Transportation Services</i> is a good starting point for implementing a coordinated system.</li> <li>● A second useful resource (Canadian Context) is from the Ontario Ministries of Transportation and Citizenship titled <i>Co-ordinated Community Transportation Resource Manual</i>  contact:  Accessibility Directorate of Ontario  Ministry of Citizenship  400 University Avenue, 3rd Floor  Toronto, ON M7A 2R9  Telephone: 416-326-0199</li> </ul> <p>Mobility Management resources can be found at <a href="http://www.trb.org/news/blurbs_detail.asp?id=2595">http://www.trb.org/news/blurbs_detail.asp?id=2595</a>, “Strategies to Assist Local Transportation Agencies in Becoming Mobility Managers” TCRP Report 21.</p>

8) Benefits	Client	<ul style="list-style-type: none"> <li>● more clients are able to receive services</li> <li>● increased options for service and locations</li> <li>● increased client contact with service providers and programs</li> </ul>
	Administration	<ul style="list-style-type: none"> <li>● development of new services with other regions</li> <li>● increase of resource base and access</li> <li>● shared cost of product/service development</li> <li>● increased continuity of services between regions due to joint resources</li> <li>● increased efficiency resulting in cost benefits</li> <li>● opportunities to grow and adapt</li> <li>● gain of administrative support, regional synergy, and alliances</li> </ul>
	Funders	<ul style="list-style-type: none"> <li>● gain resources</li> <li>● shared costs</li> <li>● increased efficiency due to resource coordination</li> <li>● gain of support, regional synergy, and alliances</li> </ul>

9) Disadvantages/ Barriers	Cost	<ul style="list-style-type: none"> <li>● may initially be higher financially</li> <li>● may take a long period of time</li> </ul>	<ul style="list-style-type: none"> <li>● loss of capital</li> <li>● temporary spike in user fees</li> <li>● reduction in users</li> </ul>
	Changing needs	<ul style="list-style-type: none"> <li>● the community demographic and user profiles may change over time</li> </ul>	<ul style="list-style-type: none"> <li>● result could be that community requires more (or less) dedicated transportation services,</li> <li>● higher cost to operate over the region</li> </ul>
	Changes to Administration	<ul style="list-style-type: none"> <li>● changing administration may not support coordinated transportation initiatives</li> </ul>	<ul style="list-style-type: none"> <li>● removal of resources in the coordinated initiative</li> <li>● higher costs to those remaining in the effort</li> <li>● dismantling of initiative</li> </ul>
	Regulations	<ul style="list-style-type: none"> <li>● using various services may need a change of regulations</li> <li>● insurance coverage</li> </ul>	<ul style="list-style-type: none"> <li>● some regulations may hinder the coordination efforts (i.e. use of taxi's)</li> <li>● insurance rates may go up in covering clients and volunteers within the initiative</li> </ul>
	Funding	<ul style="list-style-type: none"> <li>● limited funding provided from the senior levels of government</li> </ul>	<ul style="list-style-type: none"> <li>● Coordinated transportation initiative may not start in community</li> </ul>
	Turfism	<ul style="list-style-type: none"> <li>● resistance to change and fear of the unknown</li> <li>● fear that the organization's purpose will no longer be needed</li> </ul>	<ul style="list-style-type: none"> <li>● agencies must understand that coordination is a <i>growth and development strategy</i></li> </ul>

	Use of volunteers	<ul style="list-style-type: none"> <li>● perception of losing the volunteer pool base of the individual organization</li> <li>● putting volunteers into the spotlight of criminal reference checks can reduce the desire to help the community through the sheer fact that many people do not like “being put under the microscope.”</li> <li>● cost to completing the reference check</li> </ul>	<ul style="list-style-type: none"> <li>● promotion of the idea that coordination is a <i>growth and development strategy</i> and that volunteers have a right to say no to volunteering for a specific date.</li> <li>● identifying that it is the goal to improve the mandate of the organization, and to help the users find better transportation options</li> </ul>
	Loss of identity of community	Some communities strive in their volunteer base. If communities start hiring to coordinate transportation initiatives, some volunteers may lose faith in the community and it is possible that the volunteer base would be lost	See above.

## **A.9. Independent Transportation Network America (ITN)**

ITN is a form of coordinated transportation in five cities in the United States. The mission of the ITN is “to provide a community-based, and community supported, economically viable and consumer-oriented, quality transportation service for seniors”

(<http://www.itnamerica.org/about/mission.asp>).

In order to use ITN in one of the five cities that operate the system, an annual membership fee is imposed along with a cost per trip. Like the Driving Miss Daisy project in Edmonton, user fees are slightly higher than taking a taxicab, however the level of personalized service is one of the main selling features of the program. Clients are able to call one number to obtain a ride with ITN and a pick up is arranged. In some cases in Rural Manitoba, to get a ride with a handivan, a number of drivers may need to be called to arrange a pickup.

Another benefit of the program is that if an individual, or family member, donates a vehicle to ITN, there is choice of a tax benefit or credit to use towards ITN transportation. If a family member donates a vehicle to the program, they do not need to reside in the same area as the ITN member (i.e. a member in Portland, Maine can have a family member donate a vehicle from New York and still get travel credit in Maine).

Transportation Mode	Independent Transportation Network America (ITN)
1) Description/Characteristics	<ul style="list-style-type: none"> <li>● Provides a community-based, and community supported, economically viable and consumer-oriented, quality transportation service for seniors (65+ and visually impaired)</li> <li>● Operates in 5 cities in the USA</li> <li>● A form of coordinated transportation with clients calling one central dispatch for a volunteer to pick up client</li> <li>● There is a membership fee of \$35 USD/year</li> <li>● Franchise/Affiliate opportunities available for \$125,000 USD</li> <li>● Available to members 24 hours, 7 days per week</li> <li>● Available for any type of ride within the service area</li> <li>● Provided in private automobiles, by paid or volunteer drivers</li> <li>● Door-thru-door service, with help provided for packages and other items</li> <li>● Service is for people 65 years and older, and the visually impaired</li> <li>● Supported by riders' fares and voluntary community support</li> <li>● Rides may be booked any time, no advanced notice is required (lower cost for pre-book trips)</li> <li>● Discounts for shared rides.</li> <li>● In Portland, Maine, average ride costs \$8 USD</li> </ul>

2) Rates (all rates in USD)	<ul style="list-style-type: none"> <li>● \$35 annual membership fee</li> <li>● \$3 pickup charge minimum \$5 per ride (pre-booked before 6pm previous day)</li> <li>● \$8 same day booking</li> <li>● Pre booked: Ride alone, \$1 per mile (15% discount with 1 or more ITN member)</li> <li>● \$1.50 per extra stop</li> <li>● \$2 per extra stop</li> <li>● 12km=\$18 (one way trip 7 miles = \$19 ...return \$36)</li> <li>● 3.5km = \$7.59 (one way trip 2.2 miles = \$12... return \$16)</li> <li>● Night time fee (9pm to 7 am) \$7 pick up charge plus additional milage</li> </ul>
3) Trip purpose	<ul style="list-style-type: none"> <li>● No restrictions on trip purposes</li> </ul>
4) Operation and usage	<ul style="list-style-type: none"> <li>● Client prepays for trips to local ITN</li> <li>● Volunteer or paid drivers operate vehicle</li> <li>● Volunteers get reimbursed \$0.25/mile driven with member</li> <li>● Client receives tax credit or rider credit for donating vehicle to ITN</li> </ul>
5) Funding	<ul style="list-style-type: none"> <li>● No public funding</li> </ul>
6) Governance	<ul style="list-style-type: none"> <li>● ITN America is a not-for-profit organization (i.e. charity)</li> <li>● Drivers must provide criminal record check, valid drivers licence and vehicle description to ITN office</li> <li>● Local road and traffic laws must be followed</li> </ul>
7) Education and awareness	<ul style="list-style-type: none"> <li>● Internet and advertising within the community</li> </ul>



8) Benefits	<ul style="list-style-type: none"> <li>● 24/7 transportation available for non-emergency trips</li> <li>● Personal door-through-door service</li> <li>● Tax or rider credit for donating vehicle if member is no longer able to drive</li> <li>● Public may donate vehicles for personal tax credit</li> <li>● Members get personal services with someone they know</li> <li>● “Road scholarships” available for low income individuals</li> </ul>
9) Disadvantages	<ul style="list-style-type: none"> <li>● High cost compared to taxi</li> <li>● Annual membership fees</li> <li>● Available only in smaller communities</li> <li>● Drivers appear to be retired, so volunteer base may turn into members – this may create a shortage of volunteers</li> <li>● High cost to become an affiliate to ITN America</li> </ul>

## **A.10. Community Bus/Van Service**

Community buses have started to gain popularity in use over the past few years. In areas of development where regular transit has not yet been established, smaller shuttles have been put into place to transport residents to transit hubs or arterial roads with regular transit service. In New Jersey, the NJ Transit department has a “bidding” process where surrounding municipalities are able to submit proposals for the operation of a shuttle service. If the municipality is accepted into operating a shuttle, the NJ Transit will lease a 20 passenger bus (which is purchased with federal funding) to the community free of charge. Operation and costs are the responsibility of the municipality once the service is in place (grants can be applied for in the first three years of operation).

In other shuttle services, providers are local organizations, like churches or community groups. These shuttle services generally provide transportation for free or a limited fee which is usually cheaper than public transit. Routing options are diverse, with fixed routes, deviated fixed route (where the bus makes slight deviations from the route) or door-to-door routing. There are usually no restrictions on who can use the service, but tend to cater towards seniors or individuals with mobility challenges, and to destinations that are medical facilities.

<b>Transportation Mode</b>	<b>Community Bus/Van Service</b>
1) Description/Characteristics	<ul style="list-style-type: none"> <li>● Shuttle service from various communities with limited transit service</li> <li>● Shuttle service for elderly and disabled</li> <li>● Various models of shuttle service available, primarily in the USA <ul style="list-style-type: none"> <li>● Senior/Elderly shuttle services include curb-side pickup to major destination points (i.e. central transit terminal)</li> <li>● Shuttles are typically smaller 18-20 passenger buses or vans; vehicles are universally accessible</li> <li>● Fixed route service is typical operation model with the option to stop buses wherever safe along the route</li> </ul> </li> <li>● Community Shuttle service provides for transit options to areas that lack regular transit access <ul style="list-style-type: none"> <li>● Typical in suburban neighbourhoods</li> <li>● Run during peak times</li> <li>● Shuttles connect along major arterial routes</li> </ul> </li> <li>● Many shuttles operate free of charge or for nominal fees</li> </ul>
2) Trip purpose	<ul style="list-style-type: none"> <li>● Connections to regular fixed routes, or to major points of destination</li> <li>● Some community shuttles offer seniors weekly service to medical centres or to “social nodes”</li> </ul>

3) Operation and usage	<ul style="list-style-type: none"> <li>● Various agencies can operate the community shuttle</li> <li>● Depending on the service provider, users can be restricted to a certain, or group of, populations; or the service could be open to the public</li> </ul>	
4) Funding	<ul style="list-style-type: none"> <li>● In the USA, many shuttle services are provided to individuals with disabilities, resulting in Federal assistance through the Americans with Disabilities Act</li> <li>● Faith-based or community shuttle services the funding provided in part by the operating agency</li> <li>● Transit systems (i.e. New Jersey)</li> </ul>	
5) Benefits	<ul style="list-style-type: none"> <li>● Can provide connections to the community</li> <li>● Major destinations provide for social opportunities for users</li> <li>● Expand, or compliment the existing transit services</li> </ul>	
6) Disadvantages	<ul style="list-style-type: none"> <li>● Limited in scope</li> <li>● Many shuttles operate only during peak travel periods (morning and afternoon rush hours)</li> </ul>	
8) Case Studies	NJ Transit	<p data-bbox="930 846 1549 873"><a href="http://www.njtransit.com/db_shuttle_enter.shtml">http://www.njtransit.com/db_shuttle_enter.shtml</a></p> <ul style="list-style-type: none"> <li>● Offers a community the opportunity to provide its residents with shuttle service to and from a rail station, major bus corridor or a light rail station, during "peak" periods (6-9 a.m. and 4-7 p.m.)</li> <li>● The program is a competitive process, open to any municipality or county</li> <li>● NJ TRANSIT uses federal funds to purchase 20-passenger minibuses</li> <li>● Buses are leased, at no cost, to municipalities/counties for use in providing shuttle service</li> <li>● NJ TRANSIT offers initial “seed” funding in partial support of the operating costs for the shuttle service</li> <li>● Vehicles may be operated during non-peak periods for other local transportation needs, at the communities expense.</li> </ul>

	<p><b>Sunshine Bus</b> (St John's County, Florida)</p>	<p><a href="http://www.stjohnscoa.com/Sunshinebus.htm">http://www.stjohnscoa.com/Sunshinebus.htm</a></p> <p>The Sunshine Bus Company serves the St. Johns County community regardless of rider age. The service operates on a fixed route system with variable stops, enabling riders to flag down the bus to load or unload anywhere along the route. The user may also call ahead for the driver to stop at a designated location. Some key points about the Sunshine Bus:</p> <ul style="list-style-type: none"> <li>● All Ages Welcome</li> <li>● \$1.00 each way (\$0.50 for passengers under 6 or over 60)</li> <li>● Unlimited use monthly bus passes \$25.00 (\$12.50 for passengers under 6 or over 60)</li> <li>● Transfers are made on the half hour at central bus depot</li> <li>● Connections to the JTA transit system can be made at South Beach Regional Plaza</li> <li>● Special Needs will be accommodated when possible if requested in advance</li> <li>● Buses may be boarded or exited at any street corner along the bus route</li> <li>● Safe, comfortable, convenient</li> </ul>
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	<p><b>Pembroke Pines, Florida. Community Shuttle Service</b></p>	<p>The Community Bus Service is coordinated with Broward County Transit (BCT) and is designed to operate in conjunction with BCT routes in the service area. Connection with BCT includes a number of routes to the remainder of the city. The shuttle service also connects at the Memorial Hospital West and a local mall. There is no charge to ride the community bus.</p> <p><b>Service Description</b></p> <ul style="list-style-type: none"> <li>● Service is offered to the general public Monday through Saturday</li> <li>● There is no service offered on Sunday's or holidays.</li> <li>● Community buses begin daily service at various times and at different points along 2 fixed-routes.</li> <li>● All community buses are wheelchair accessible.</li> <li>● Riders must be at a designated stop to receive service.</li> </ul>
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## **A.11. Transportation Training**

Travel training programs can be an effective way to transition drivers to become passengers and users of alternative transportation options. The Transportation Cooperation Research Program identifies a number of training program cases in the US that highlight methods in the community to use public transit safely and independently (TCRP Report 49 Part 3). Travel training is primarily conducted through peer support and instruction by travelling with the client on a specific route, highlighting landmarks, transfer points, and trip planning. In some instances, there is specific training and completion of skills in order to “pass” a course in transit use. These skills include bus recognition, bus boarding/deboarding, handling money/pass/transfers, landmark identification, street crossing techniques, emergency procedures, and bus behaviour.

Less stringent training programs are documented, but are primarily peer riders showing clients how to use the transit system. In 2006, the City of Airdrie in Alberta changed the transit system from a demand-responsive system to a fixed route service. Members of the city’s social council provided training to individuals by simply taking the bus with the user once to demonstrate the ease of taking the “new bus” system. Youth could be given incentives to volunteer to be travel trainers by providing free bus transportation, or other cheap incentives like movie gift certificates.

There are alternate transit training programs available in certain areas. The ambassador program is where there are riders on buses or centrally located to assist passengers. The Canadian Urban Transit Association has an ambassador program that caters to the transit industry in training agencies in ways to improve customer service. Los Angeles rewards volunteer ambassadors by providing them with free transit passes. The volunteers are usually seniors and are aware of passenger needs. In a final case, the ambassador program is available through appointments for in-home training and accompanying the client on the first bus rides so that the user is comfortable taking public transit.

<b>Transportation Mode</b>	<b>Transportation Training (Passenger based instruction)</b>
1) Description/Characteristics	<ul style="list-style-type: none"> <li>● Variety of programs offered from in class instruction, volunteer “buddy” riders, or transit hosts</li> <li>● Transportation training usually includes an instructional portion and a guided training ride on the bus</li> <li>● These programs can be arranged for group sessions, or one-on-one training</li> <li>● Transit hosts usually are located in a central location, or transportation hub and provide information to any individual that requires assistance</li> <li>● Could be used as a transitioning tool from driving to taking alternate forms of transportation, primarily public transit</li> </ul>
2) Rates	<ul style="list-style-type: none"> <li>● All cities studied that provide this service do so for no charge</li> </ul>
3) Operation and usage	<ul style="list-style-type: none"> <li>● Client (or group coordinator) usually call the transit agency to book an appointment for the training</li> </ul>
4) Funding	<ul style="list-style-type: none"> <li>● Through public transit offices</li> <li>● Senior Resource Centres</li> <li>● Some programs funded in part by the American Easter Seals “ACTION” program</li> </ul>



<p>5) Education and awareness</p>	<ul style="list-style-type: none"> <li>● Currently travel training programs are not well advertised, but as programs arise, more general knowledge and advertising about the program should be available</li> <li>● Most transit websites have on-line tips for transit etiquette and general use</li> </ul> <p>In Winnipeg</p> <ul style="list-style-type: none"> <li>● Transit Trainer will take a bus to a complex (residence or community centre) and teach users on site and show how to take a bus</li> <li>● Program is in the process of gaining popularity and general knowledge with senior resource personnel (2005 – seven presentations; 2006 – twenty presentations), but is still word of mouth</li> <li>● Programs like the “transit ambassador” program (see case study below) are being examined to implement in Winnipeg (transit ambassadors individuals that are on buses or at central hubs that provide assistance to seniors while using conventional public transit)</li> </ul>
<p>6) Benefits</p>	<ul style="list-style-type: none"> <li>● Greater knowledge of transit options</li> <li>● Shift ambulatory individuals from Paratransit operations to conventional transit (cost savings)</li> <li>● Reduce potential rider concerns about safety while on the bus</li> <li>● With different programs available (i.e. ambassadors) if there are concerns while in transit, riders will be able to</li> </ul>
<p>7) Disadvantages</p>	<ul style="list-style-type: none"> <li>●</li> </ul>

<p>8) Case Studies</p>	<p>Lane Transit District, Oregon  <b>“Bus Buddies”</b>,  <b>“Transit Hosts”</b>  and <b>“Travel Training”</b></p>	<p><b>Bus Buddies</b></p> <ul style="list-style-type: none"> <li>● Uses volunteers to introduce bus service to older people who are unfamiliar with the bus</li> <li>● Volunteers ride with passenger to familiarize the new user to the bus service</li> <li>● The Transit District coordinates with local senior centres</li> <li>● Volunteer base comes from the senior centres</li> </ul> <p><b>Transit Host</b></p> <ul style="list-style-type: none"> <li>● Located at the Eugene Station (main transfer station in Eugene)</li> <li>● Available every weekday,</li> <li>● Provides special transfer assistance and information</li> </ul> <p><b>Travel Training</b></p> <ul style="list-style-type: none"> <li>● One-on-one travel training designed for people with disabilities</li> </ul> <p><b>Other Info</b></p> <ul style="list-style-type: none"> <li>● Passengers age 80 and older ride LTD’s buses free of charge</li> </ul>
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	Medicine Hat, AB <b>“Bus Buddies”</b>	<ul style="list-style-type: none"> <li>● One-on-one support to seniors</li> <li>● Gives seniors confidence to use public Transit</li> <li>● Trained volunteers meet with seniors to explain the basics of riding the bus</li> <li>● Program details include trip planning, paying the fare, requesting a transfer, and getting on and off the bus safely.</li> <li>● Bus Buddies will accompany these seniors on their first bus trip if requested</li> <li>● Allows for greater independence, <i>reliable backup transportation</i>, better quality of life, and access to work, shopping and other activities</li> </ul>
8) Case Studies	Winnipeg Transit <b>“Travel Training”</b>	<ul style="list-style-type: none"> <li>● Consulted with the STWG to identify how transit training could best meet their needs</li> <li>● Takes a low-floor bus to senior centres and to other community facilities to teach clients on use of the public transit</li> <li>● Made seven presentations in 2005; twenty presentations in 2006</li> <li>● Difficult to market transit training program as some resource councils unsure of how satisfactory or worthwhile the programs are.</li> </ul>
	<b>“Easter Seals Project ACTION”</b>	<ul style="list-style-type: none"> <li>● Funded through a cooperative agreement with the U.S. Department of Transportation, Federal Transit Administration, and is administered by Easter Seals Inc.</li> <li>● Programs are designed to instruct passengers and transportation service providers</li> <li>● Passenger instruction is similar in nature to other programs discussed above</li> <li>● Transportation service provider training include skills and strategies from industry experts to develop comprehensive community action plans to improve local transportation services</li> </ul>

	<p style="text-align: center;"><b>Transit Ambassadors</b></p>	<ul style="list-style-type: none"> <li>● Many programs available and slightly different from community to community</li> <li>● The Canadian Urban Transit Association have ambassador training programs that provide carriers customer service improvement training packages</li> <li>● Other ambassador programs include “host” duties (similar to Lane Transit in Oregon) where an individual/volunteer is centrally located to provide assistance to passengers, specifically seniors and mobility challenged individuals</li> <li>● Los Angeles Ambassador Program has volunteers (usually seniors themselves) riding certain routes in order to assist riders while the bus is in transit. These volunteers are rewarded with free transit passes.</li> <li>● Napa County Transportation Planning Agency provides ambassadors upon request. The program in Napa is slightly different with ambassadors assisting clients with all means of transportation (public transit, transitioning from the use of taxi to public transit, etc.). The ambassador will provide training in homes and will accompany riders until they are comfortable using public transit alone.</li> </ul>
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Additional Information:

Seniors Caring About Seniors: Alternate Transportation Service:

<http://www.health-in-action.org/node/140>

Improving Transportation for a Maturing Society:

<http://ntl.bts.gov/DOCS/index2/index2.htm>

Community Transportation Association of America:

<http://www.ctaa.org/ntrc/senior/>

Calgary Seniors' Resource Society:

<http://www.calgaryseniors.org/transportation.php>

Access Calgary:

<http://www.accesscalgary.ca/>

Calgary Senior Services:

<http://www.calgaryarea.com/seniors.htm>

Edmonton Seniors Coordinating Council:

<http://www.seniorscouncil.net/>

Transit Cooperative Research Program:

[www.tcrponline.org](http://www.tcrponline.org)

Transportation Research Board:

<http://www.trb.org>

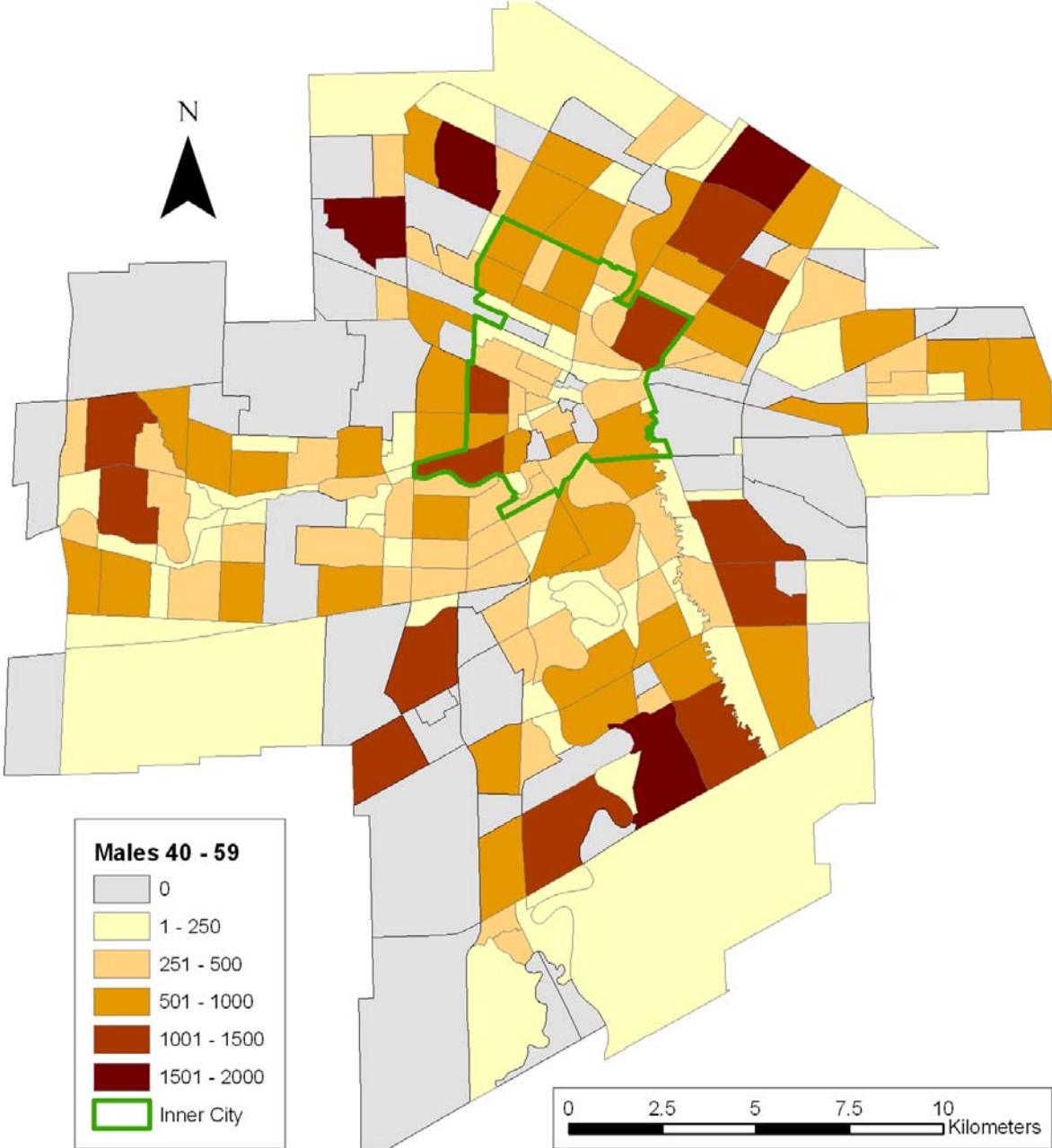
## Appendix B

**Table 1: List of Stakeholders**

Public, Non-Profit or Private Sector	Agency/Organization
<i>*Manitoba Provincial Government</i>	Intergovernmental Affairs and Trade Manitoba Health Healthy Living Manitoba Infrastructure and Transportation
<i>*Provincial Agency</i>	Taxi Board Manitoba Public Insurance Association of Rural Municipalities
<i>*City of Winnipeg</i>	Universal Design Community Services Department Streets Maintenance
<i>*Winnipeg Transit</i>	Community Relations Planning and Scheduling Handi-Transit
<i>*Winnipeg Regional Health Authority</i>	Senior Administration Community Development
<i>Seniors Organizations</i>	Age & Opportunity St. James Senior Centre Manitoba Society of Seniors Active Living Coalition on Aging
<i>*Private Transportation</i>	Vital Transit Safeway
<i>*Non-Profit Organizations</i>	Canadian Automobile Association Canadian Cancer Society Safety Services Manitoba Society of Manitobans with Disabilities
<i>*University of Manitoba</i>	Department of Occupational Therapy Centre on Aging

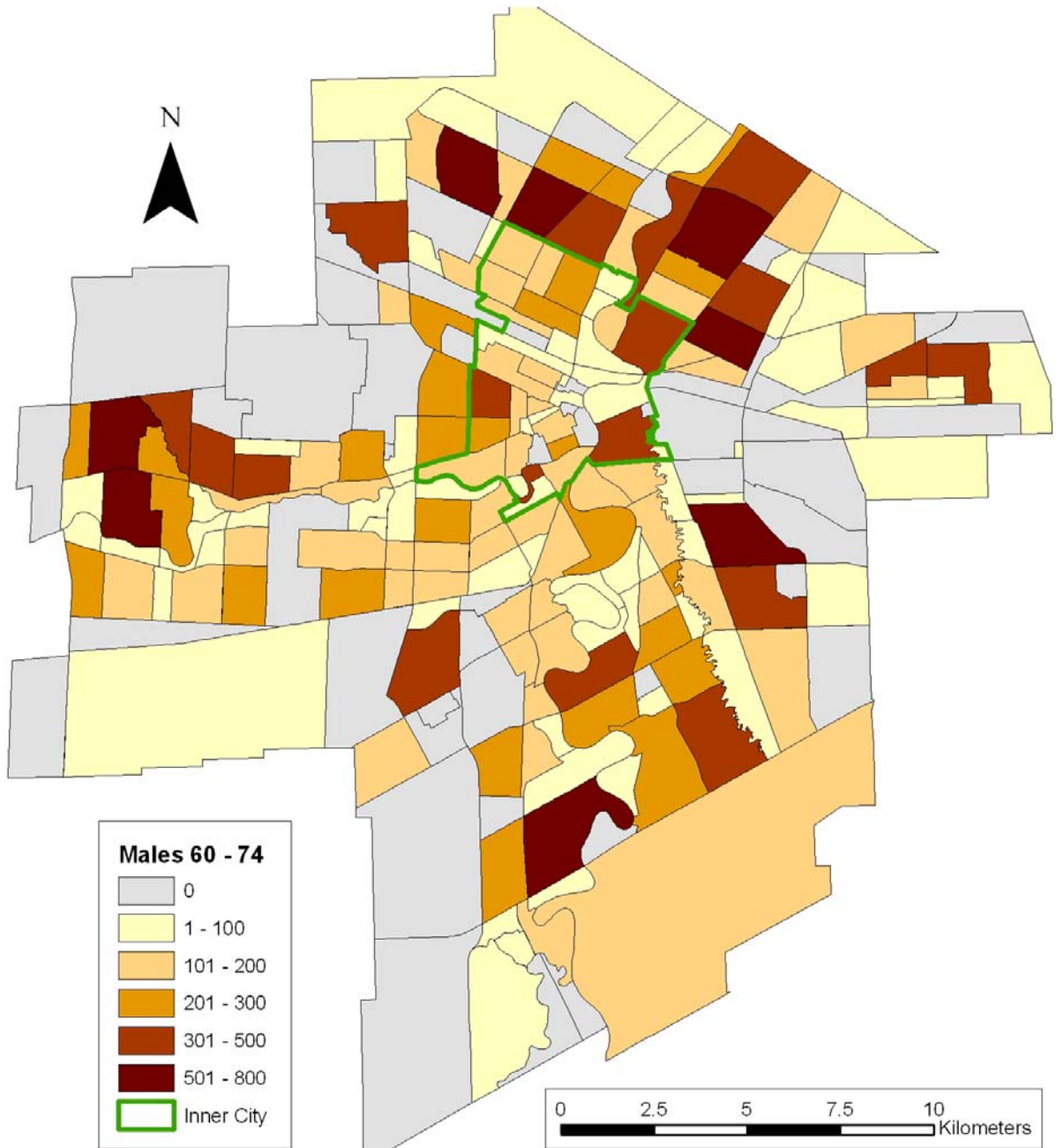
## **Appendix C**

**Map 1. Total Number of Males 40-59:  
Winnipeg Neighbourhoods, 2001**

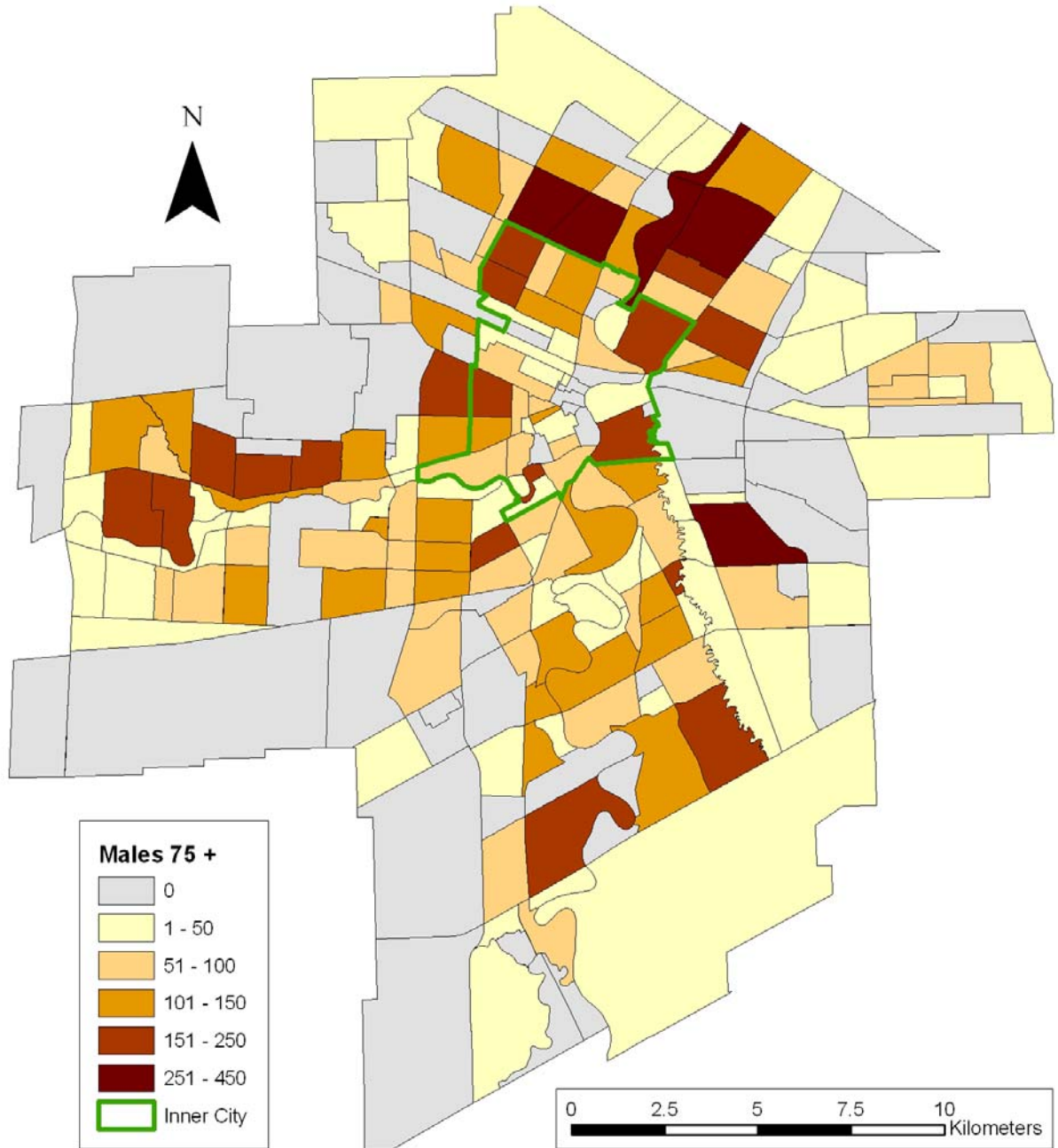




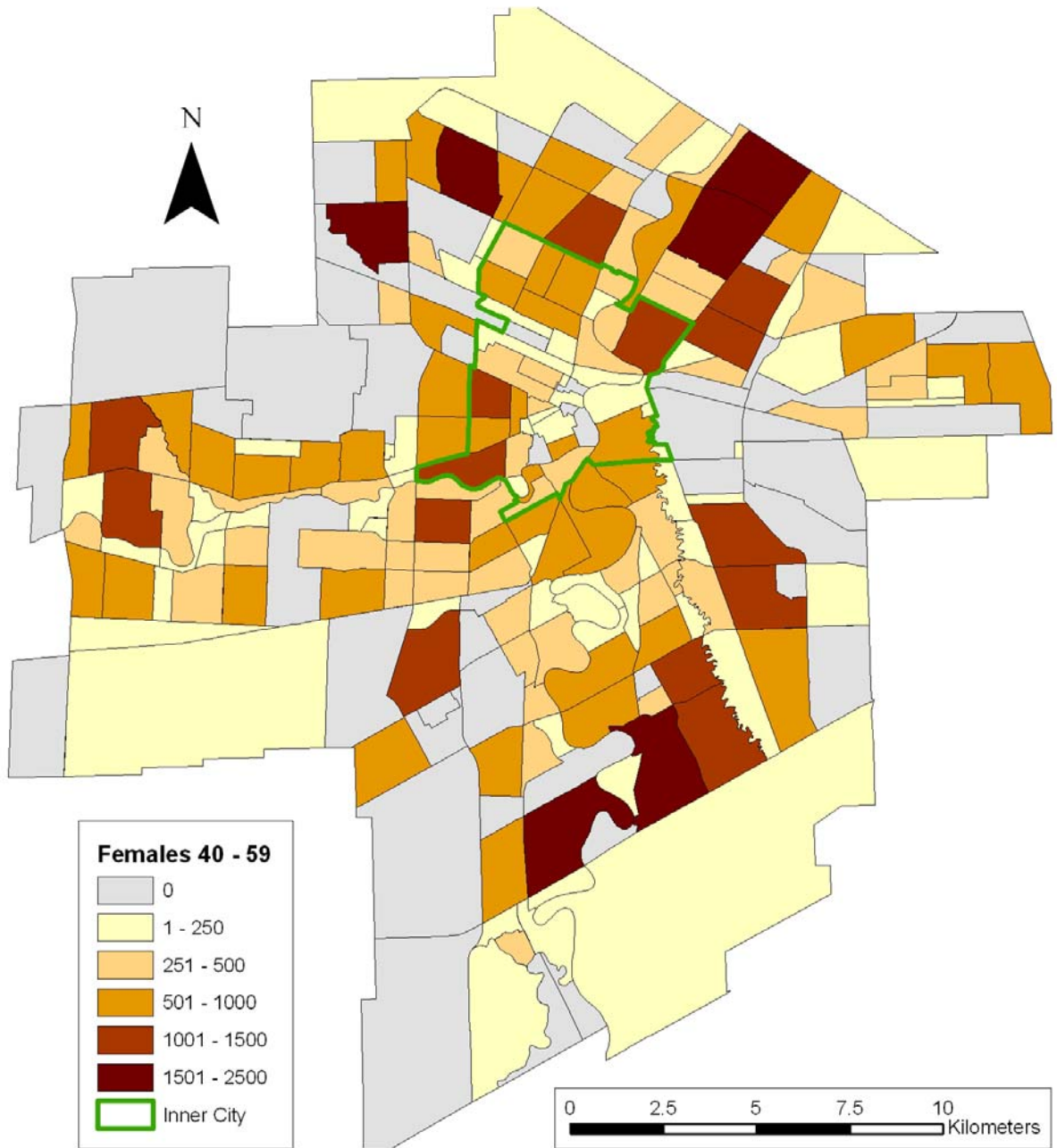
**Map 2. Total Number of Males 60-74:  
Winnipeg Neighbourhoods, 2001**



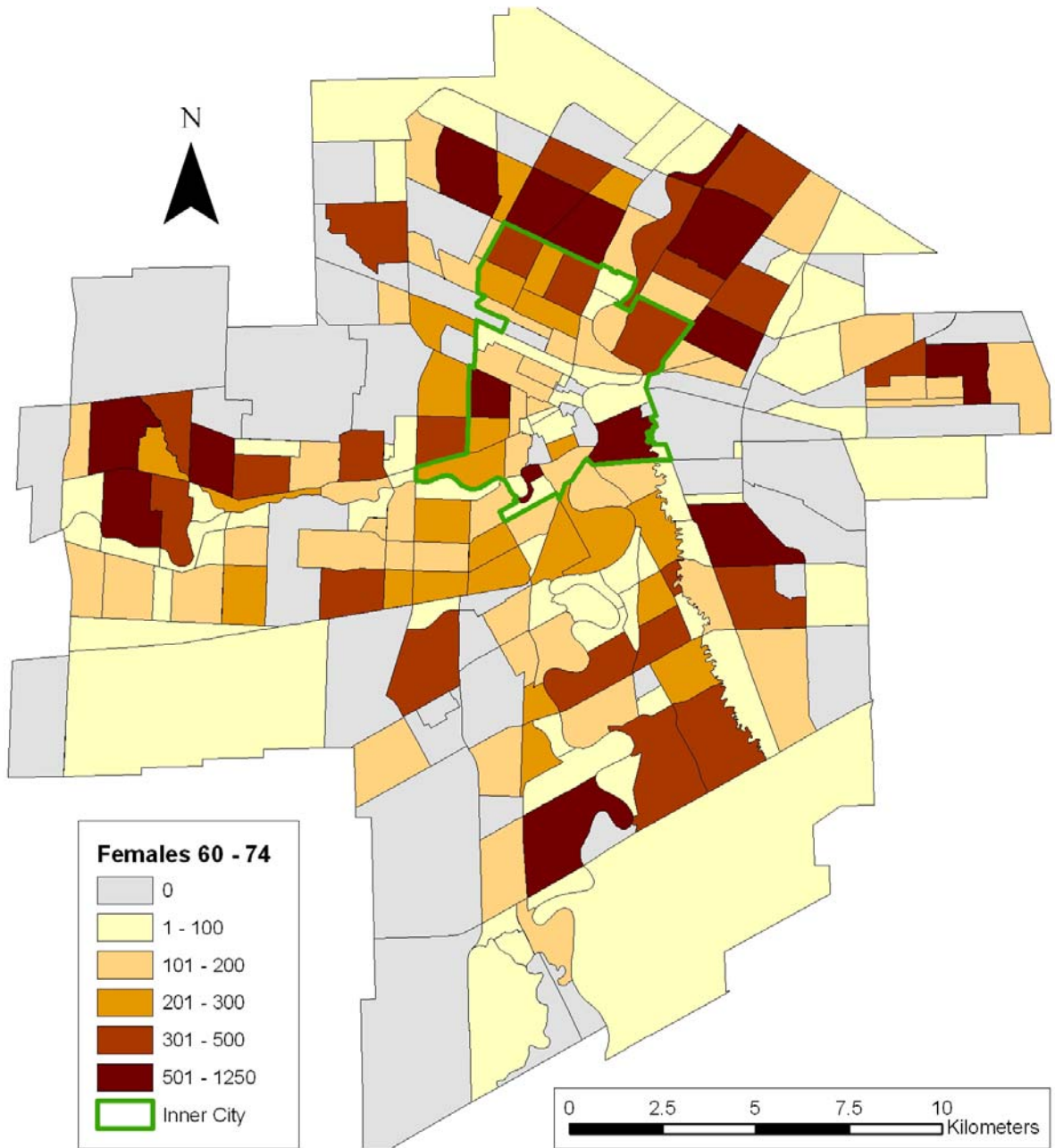
**Map 3. Total Number of Males 75+:  
Winnipeg Neighbourhoods, 2001**



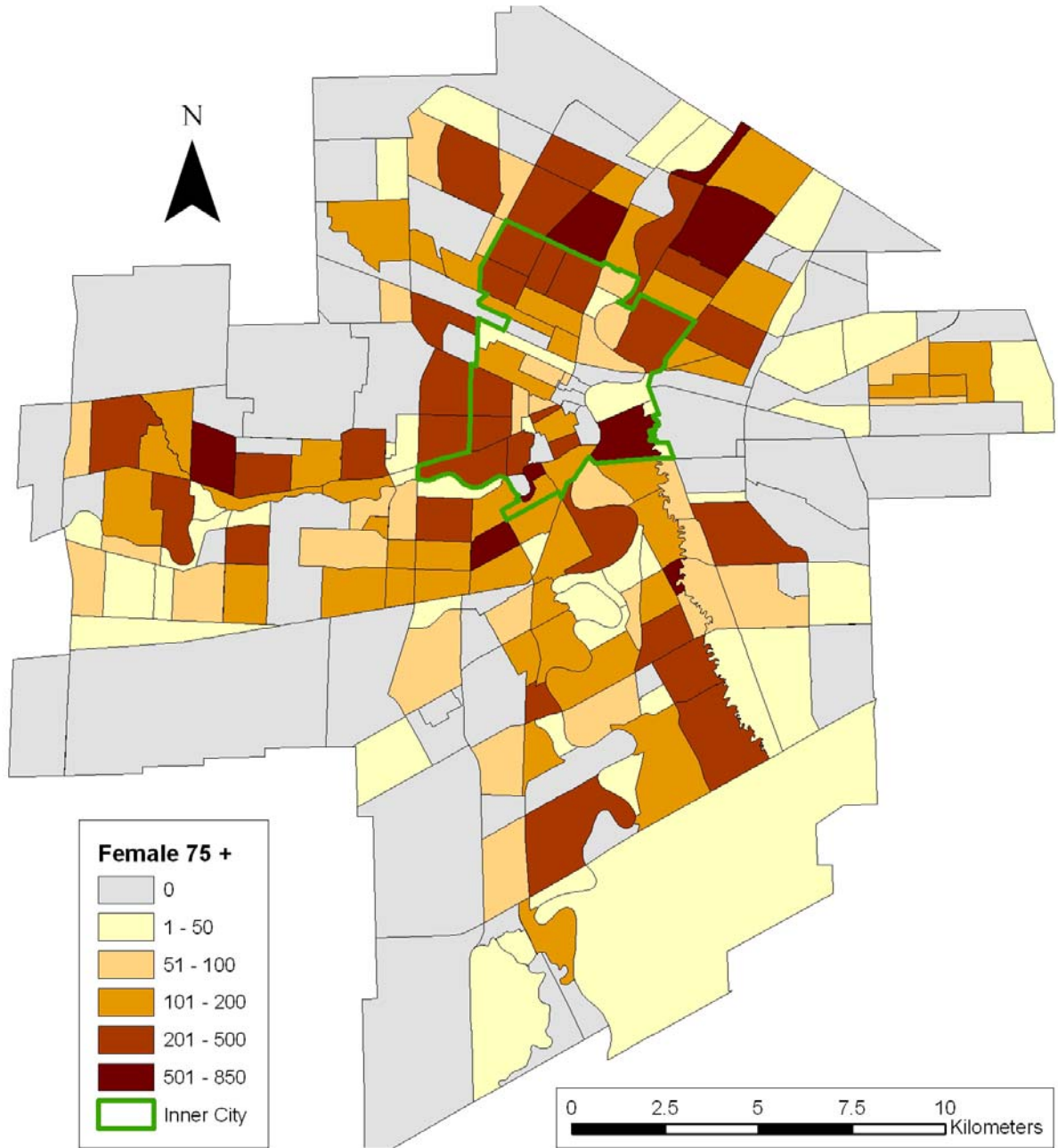
**Map 4. Total Number of Females 40-59:  
Winnipeg Neighbourhoods, 2001**



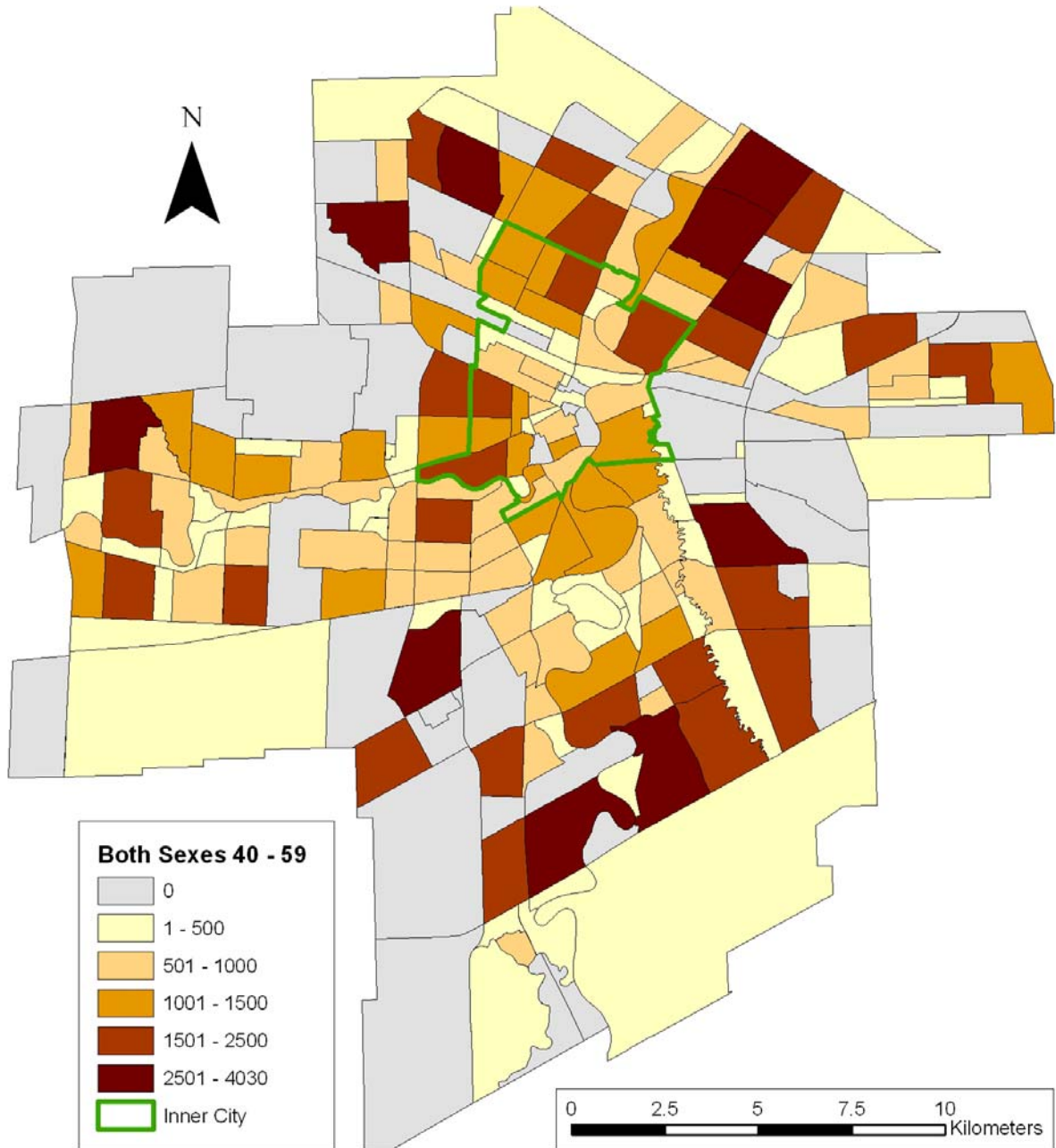
**Map 5. Total Number of Females 60-74:  
Winnipeg Neighbourhoods, 2001**



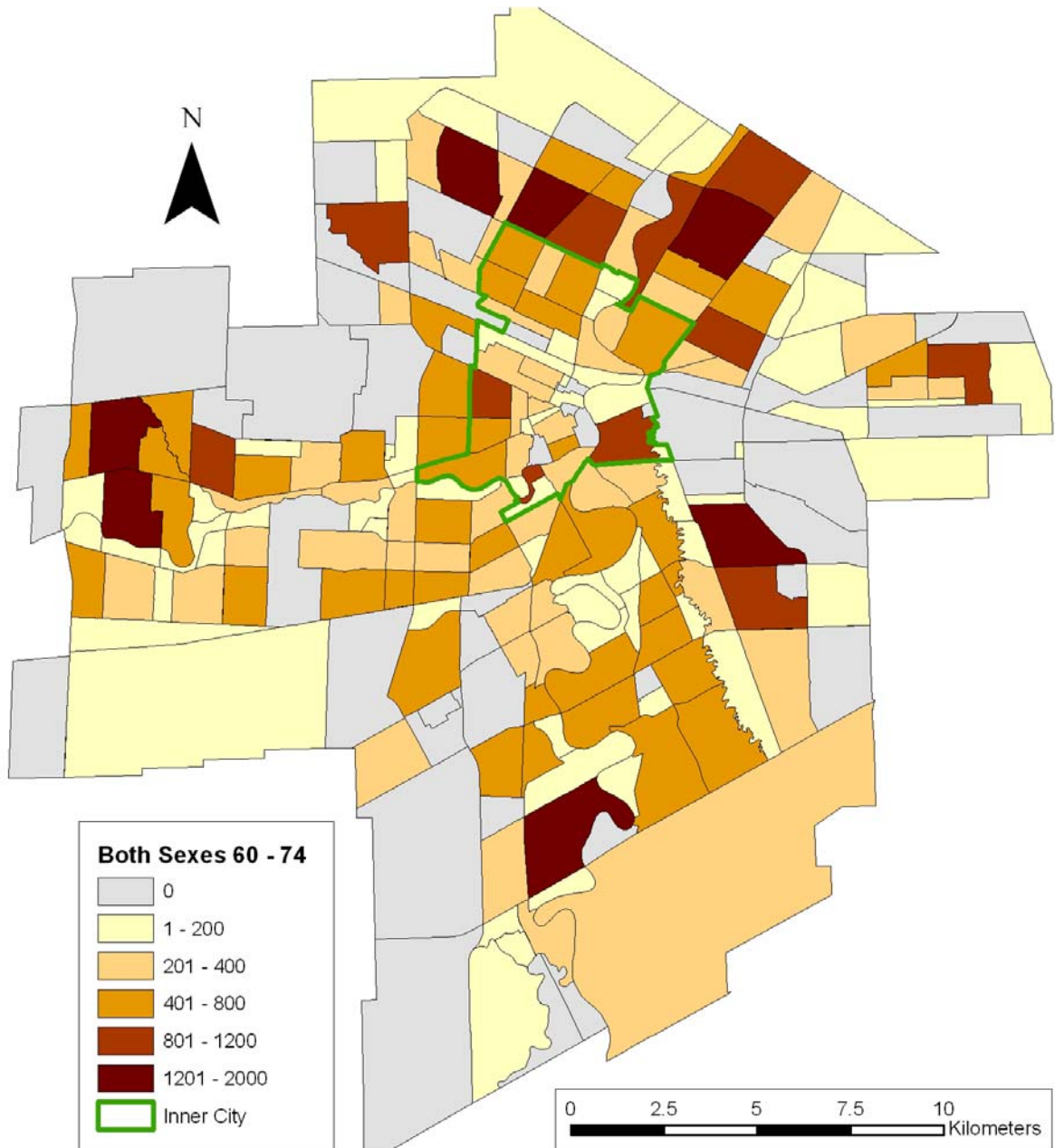
**Map 6. Total Number of Females 75+:  
Winnipeg Neighbourhoods, 2001**



**Map 7. Total Number of Total Population 40-59:  
Winnipeg Neighbourhoods, 2001**



**Map 8. Total Number of Males and Females 60-74:  
Winnipeg Neighbourhoods, 2001**



**Map 9. Total Number of Males and Females 75+:  
Winnipeg Neighbourhoods, 2001**

