Sunshine Coast Transportation System Convening

Report from the Sunshine Coast Transportation and Collaboration Convening
May 28th, 2024

Sunshine Coast Transportation Convening Report

Contents

Territory Acknowledgement

The May 28th Transportation and Collaboration Convening was held at Roberts Creek Community Hall which is located on the shared, traditional and unceded territories of the shíshálh swiya and Sḵwx̱wú7mesh Úxwumixw.

For residents of this region, transportation barriers can limit access to essential health services, economic opportunities, and social connection. Our collaborative effort to improve local transportation infrastructure and services is an important step toward equity and reconciliation, ensuring that all community members can access the care and opportunities they need and deserve.

Executive Summary

On May 28, 2024, a diverse group of participants gathered at the Roberts Creek Community Hall for the Sunshine Coast Transportation and Collaboration Convening, an event aimed at addressing transportation challenges and opportunities on the Lower Sunshine Coast. Hosted by Transportation Choices Sunshine Coast (TraC) and Vancouver Coastal Health's Regional Medical Health Officer, with support from the Sunshine Coast Resource Centre's Be the Change initiative, the event brought together over 30 participants representing various organizations, including local governments, health authorities, transportation nonprofits, and community advocates.

The convening aimed to explore how to enhance existing efforts to create a more effective, equitable, and sustainable transportation system for the diverse residents of the Sunshine Coast. Specific objectives included:

1. Connecting stakeholders working on regional transportation issues.
2. Understanding current transportation initiatives and identifying shared priorities.
3. Creating actionable steps for successful cross-sector collaboration and coordination.

Key Discussions and Outcomes

Synthesis of Sunshine Coast Initiatives

Participants identified and mapped existing transportation-related initiatives, resulting in the creation of a Transportation Collaboration Wheel. This visual tool highlighted areas for potential collaboration across several categories, including accessibility and inclusion, active transportation and infrastructure, public transit services, and strategic planning and policy.

Strategies to Support Collaboration

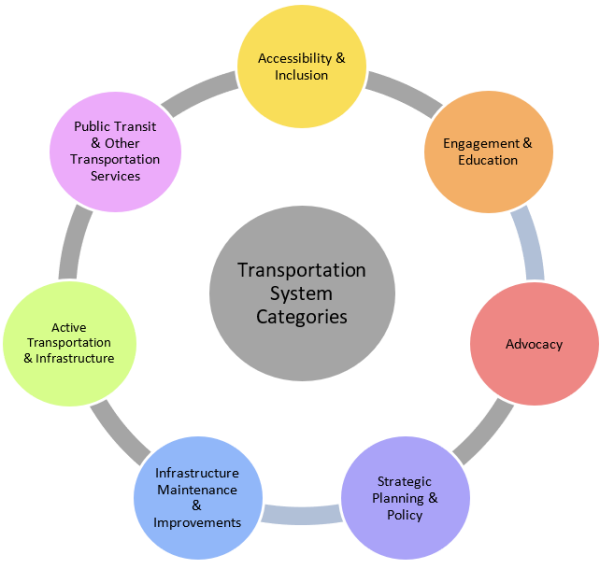
The discussions coalesced around several strategies to enhance collaboration:

- Structured and coordinated efforts with a dedicated regional transportation coordinator.
- Focused and goal-oriented meetings.
- Integration and shared priorities with coordinated advocacy to higher government levels.
- Data-driven decision-making.
- A mix of formal and informal collaboration.
- Leveraging resources and investments.
- Building cross-sector leadership.

Stakeholders also shared their potential contributions, such as political connections, technical expertise, advocacy, and data analysis. They also identified needs for clear goals, involvement of key players, and effective communication platforms.

System and Hub-and-Spoke Models

A draft Hub-and-Spoke Model has been drafted and may support the development of a regional convening structure on the Sunshine Coast. This model envisions a central hub comprising representatives from various system categories, ensuring bi-directional flow of information and coordinated efforts across different transportation initiatives. The model is designed to facilitate structured collaboration, and support coordination and strategic planning.



Next Steps

The report outlines immediate and medium-term actions to strengthen collaboration:

- Synthesize convening information and develop a proposed collaboration model by July 2024.
- Conduct comprehensive system mapping and establish a collaborative governance framework.
- Undertake strategic planning and secure sustainable funding and resources.

Conclusion

The May 28th convening marked a significant step toward addressing transportation challenges on the Sunshine Coast. While there is currently a lack of capacity and funding to support a single organization in advancing this collaboration, the momentum created at the event, along with existing and new connections, will support ongoing information-sharing and system-building efforts. TraC and VCH Public Health remain committed to engaging with partners and identifying opportunities for continued development in this area.

Report on the Sunshine Coast Transportation & Collaboration Convening 2024

Background

From public transit services to highway safety and improvements, and active travel networks and infrastructure, the transportation system on the Lower Sunshine Coast plays a critical role in influencing the health, well-being and connectivity of our communities and region. Our transportation system boasts strong community engagement, expanding public transit services, and growing awareness of the health and environmental benefits of active transportation. However, it faces significant challenges, including poor infrastructure for non-motorized travel, limited integration among different levels of government, and inadequate public transportation options, particularly in rural and peripheral areas. The various transportation-focused initiatives and committees currently in place illustrate the importance of the system in linking our communities to essential health and social services, education and employment opportunities, and each other, while also highlighting its role in addressing poverty and climate change.

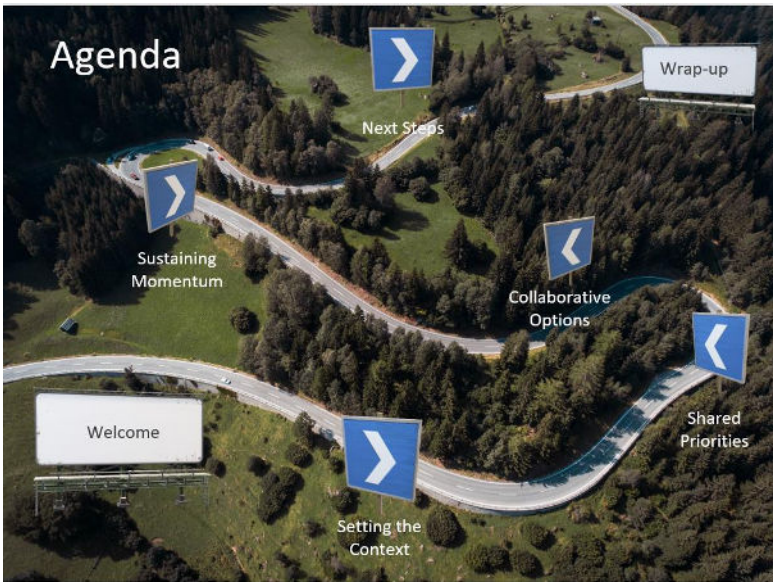
In 2011, the Sunshine Coast Regional District formed a Transportation Advisory Committee, whose focus was to advise on transportation options alternative to personal vehicles. However, since its dissolution, there has been no formal forum for organizations, governments, and institutions on the Lower Sunshine Coast to foster ongoing dialogue on the coast-wide priorities, challenges and opportunities that shape our current transportation context. As a result, planning and actions that are aimed at improving this system are often taking place in parallel, and disconnected from each other.

For many, this raised questions as to the **need for reimagining opportunities for system-wide coordination, communication, and collaboration between key transportation actors and organizations on the coast**. To this end, a special Sunshine Coast Transportation Convening of stakeholders, including experts, community leaders and advocates, local governments, the health authority, and transport-related nonprofits, was scheduled for May 28th, 2024, at the centrally located Robert's Creek Community Hall. This in-person session was hosted by Transportation Choices Sunshine Coast (TraC) and the office of the Regional Medical Health Officer (MHO) and was supported through the Sunshine Coast Resource Centre's (SCRC) Be the Change initiative.

Objectives

The purpose of the meeting was to support exploration and dialogue around a central question: *"How can we enhance existing efforts by various groups to create a transportation system that meets the needs of diverse residents and communities on the Sunshine Coast more effectively, equitably and sustainably?"* The specific objectives of the sessions included:

1. Connect with others who are working on various aspects of our regional transportation system.
2. Understand the context of current transportation initiatives and determine if there are shared, cross-sectoral priorities.
3. Create actionable steps that will help chart a course for successful cross-sector collaboration and coordination.



To manage scope, the session objectives were focused on the cross-coast transportation system and did not include a focus on transportation services that support travel between the Sunshine Coast and other regions. Therefore, organizations such as BC Ferries, Harbour Air and water taxi service providers were not invited to participate in this particular event.

Participants

Approximately 20 diverse groups were represented at the convening, with over 30 people in attendance. Organizations represented include:

Sunshine Coast Resource Centre

Sunshine Coast Community Services Society

Pender Harbour Health Centre

Connect the Coast

Sunshine Coast Car Co-op

Coastal Rides

Transportation Choices Sunshine Coast

Senior's Transportation Working Group

Parent Advisory Committees

Children and Youth Advocates

Insurance Corporation of British Columbia

Capilano Highways

BC Healthy Living Alliance

Federal Member of Parliament

Sunshine Coast Regional Economic Development Organization

District of Sechelt

Town of Gibsons

Sunshine Coast Regional District

School District 46

Vancouver Coastal Health

Synthesis of Sunshine Coast Initiatives & System

Information regarding participants' perspectives on the current strengths, barriers, and challenges relating to the transportation system were collected and synthesized in advance *(see Appendix A: Transportation Strengths, Barriers and Challenges on the Sunshine Coast).* During the meeting, participants took part in an activity requiring them to get into groups with other colleagues from their organization to answer the prompt: **"List all the major things you or your organization are working on that have a transportation component or are transportation related."** The purpose of the activity was to identify, map and visualize all the transportation-related initiatives participants were involved in.

Next, the group was asked to review the map and reflect on where there was existing alignment in activities and areas for the potential to build collaborative approaches. As part of this activity, a small group of volunteers began to organize and group initiatives into categories they identified (e.g. Operations, Strategy, Capacity Building, Safety). The result was the first iteration of a Transportation Collaboration Wheel, which clustered similar initiatives together as areas for potential collaboration.

Figure 1 Transportation Collaboration Wheel

Figure 1 is the initial Collaboration Wheel created during the convening. **Figure 2** is a digitized version of the Collaboration Wheel, which more clearly illustrates the initial categories and groupings identified during the convening.

Figure 2: Digitized Version of Collaboration Wheel (created on Miro)

Following the meeting a small working group – volunteers who self-identified during the convening - consisting of senior and youth advocates, representatives from the regional and local VCH teams and TraC representatives met to synthesize the information on the alignment and intersection between initiatives highlighted in the wheel.

The goal was to revisit the Collaboration Wheel to refine the structure and organization of the initiatives and draft a potential model that could support further planning for a collaboration mechanism or entity on the coast. Upon further examination of the wheel, the working group recognized themes emerging that they described as "**System Categories**". These were broader themes that encompassed the prior identified clusters that had a natural connection and are illustrated in **Figure 3 and** described below.

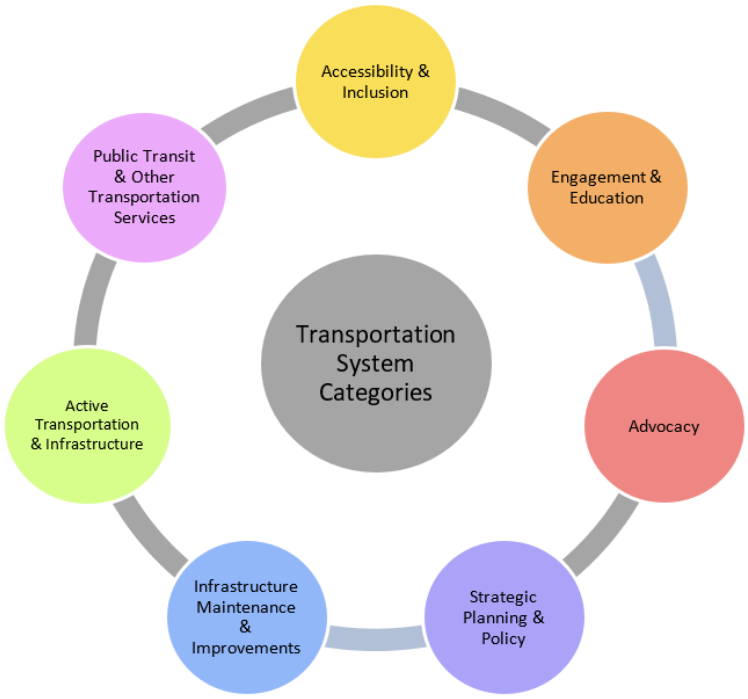


Figure 3: Transportation System Categories developed by SC Transport Working Group

Accessibility and Inclusion

- **Folks with Disabilities and Seniors**: Addressing the transportation needs of people with disabilities and seniors to ensure they have reliable and accessible options, and have opportunities to move around the region independently.
- **Children and Youth**: Ensuring safe and accessible transportation options for younger populations, including school transport and safe routes to support physical health and development.
- **Accessibility**: Making transportation infrastructure universally accessible for all community members.

Active Transportation and Infrastructure

- **Trails Network**: Developing and maintaining trails for walking, hiking, and non-motorized transportation modes.
- **Biking**: Creating and maintaining bike paths, trails and lanes to promote cycling as a viable and safe mode of transport.
- **Road Safety**: Implementing measures to enhance the safety of all road users, including pedestrians and cyclists.

- **Speed**: Managing speed limits and enforcement to ensure safety and accommodate different transportation modes.

Infrastructure Improvements and Maintenance

- Planning, construction, enhancement, and maintenance of transportation infrastructure such as roads, bridges, bike lanes, and pedestrian pathways to improve overall connectivity and safety for all road users.

Strategic Planning & Policy

- **Strategic Plans**: Developing and implementing long-term transportation plans that align with regional goals.
- **Official Community Plans (OCPs)**: Aligning transportation projects with community plans to ensure consistency and support.
- **Grants**: Securing funding from various sources to support transportation initiatives.
- **Data Collection**: Gathering and analyzing data to inform transportation planning, advocacy, and decision-making.
- **Advocacy**: Promoting transportation improvements and policies at local, regional, and higher government levels.
- **Research**: Conducting studies to identify transportation needs, challenges, and potential solutions.

Public Transit and Other Transportation Services

- **Public Transit**: Improving the reliability, efficiency, and coverage of public transit services.
- **Car Share**: Promoting and expanding car-sharing programs to reduce individual car ownership and traffic congestion.
- **Other Bus and transit Services**: Ensuring that private or volunteer bus services meet the needs of different populations, especially in underserviced areas of the Coast.

Engagement and Education

- **Information Sharing**: Keeping the public informed about transportation projects, plans, and updates.
- **Promotions**: Promoting transportation initiatives and encouraging the use of sustainable transport options.
- **Capacity Building**: Strengthening the skills and resources of individuals and organizations involved in transportation.
- **Education**: Educating the community about transportation options, safety, and sustainability.

Advocacy

- **Groups & Committees**: Establishing and collaborating with advisory groups and committees focused on advocacy for transportation issues.
- **Targeted Advocacy Initiatives**: Focusing on specific transportation challenges and opportunities for improvement.
- **Convening & Partnerships**: Bringing together various stakeholders to discuss, plan, and implement transportation initiatives.

The various initiatives listed by stakeholders were then reclassified under these System Categories paying attention to the organizations that fell under similar categories. This formed the basis of the hub and spoke model that was later developed. Finally, through this process, a few concepts surfaced within multiple system categories highlighting the value of positioning them as underlying **Systems Values**. The working group suggested that these values be considered by a future coordinating body in potential strategic planning and decision making. The proposed values include: Equity, Climate Resilience, Social Connectivity, Safety, Independent Mobility, Accessibility and Inclusion and Environmental Sustainability. As a result, a draft representation of the composition of the Sunshine Coast Transportation System emerged (Figure 4).

Representation of the Sunshine Coast Transportation System

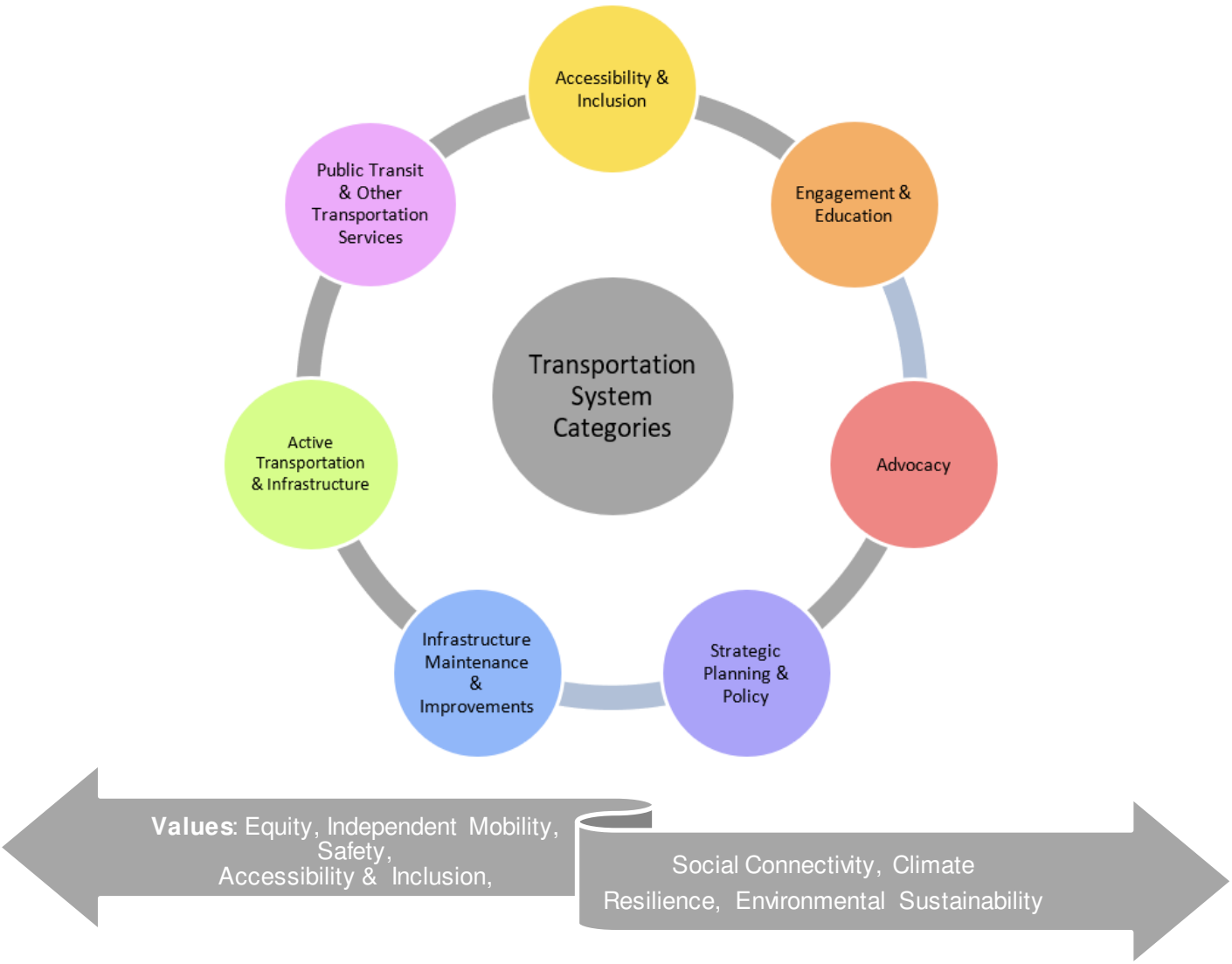


Figure 4 Representation of the Sunshine Coast Transportation System

Key Strategies to Support Collaboration

Following the collaboration wheel activity, attendees underwent a discussion-based activity to identify some approaches to collaboration with the following prompts:

- What has worked well in the past in terms of facilitating communication and action on transportation issues?
- What is working well now?
- Is there value in collaborating?
- What form of collaboration would be most appropriate/effective?
- How formal should it be?

Stakeholder comments coalesced around several key strategies. These strategies are presented along with supportive literature. A literature review on this topic is appended to this report (see *Appendix B: Review of Collaborative Governance for Rural Transportation Development)*:

Key Strategies	Description	Evidence
Structured and Coordinated Efforts:	The need for a structured coordination was emphasized with the key underpinning being dedicated personnel to manage transportation initiatives. This could involve appointing a regional transportation coordinator, similar to a regional housing coordinator, to ensure strategic alignment and efficient use of resources. The coordinator would facilitate deliberate and conscious trust-building conversations, manage formal and informal gatherings, and oversee the network of networks model where a core group (hub) works closely with a larger reference group (spokes).	○ **Bryson *et al.* (2015)**: Emphasize structured coordination and the role of public managers in facilitating collaboration. ○ **Emerson *et al.* (2012)**: Highlight the importance of principled engagement, shared motivation, and capacity for joint action. A structured coordinating entity would facilitate these aspects and ensure efficient resource utilization.
Focused and Goal-Oriented Meetings	There was a consensus on the importance of conducting more focused meetings with smaller groups to discuss specific goals rather than high-level information sharing or a larger meeting such as this convening. This approach would more effective short and long-term action planning. Stakeholders also suggested holding quarterly meetings for information and data sharing, complemented by an annual gathering to evaluate progress, and set new priorities.	○ **Ansell and Gash (2008)**: Emphasize trust-building and face-to-face dialogue, which can be achieved through focused, goal-oriented meetings. ○ **Innes and Booher (1999)**: Their Complex Adaptive Systems (CAS) framework stresses the importance of continuous dialogue and feedback loops, which are facilitated by regular

		thematic discussions and annual gatherings.
Integration and Shared Priorities	Enhancing regional information sharing, especially around strategic and shared goals, was seen as crucial. Stakeholders proposed setting common regional goals and ensuring coordinated advocacy to higher levels of government. This would involve identifying and agreeing on 1-3 top actionable priorities at a time, focusing on those that are difficult to address as individual organizations. Engaging and building positive and respectful relationships with governmental entities were also deemed necessary for gaining support and advancing shared objectives.	○ **Emerson *et al.* (2012)**: Discuss the need for principled engagement and balanced stakeholder representation, ensuring that all relevant parties are involved in decision-making processes. ○ **Purdy (2012)**: Highlights the importance of inclusive meeting structures and equitable participation, to ensure that common goals and advocacy efforts are better coordinated.
Data-Driven Decision Making	Participants highlighted the importance of data-based and informed decision-making. This would involve collecting data on lived experiences and the local context to identify challenges and solutions. Regular information sharing and clear terms of reference (ToR) for reporting back were seen as essential for maintaining transparency and building a common understanding among stakeholders.	○ **Ansell and Gash (2008)**: Emphasize the need for shared understanding and commitment to the process, which can be facilitated by data-driven decision-making. ○ **Canadian Environmental Law Association (2022)**: Recommends the use of data and evidence to inform transportation planning.
Formal and Informal Collaboration	While formal collaboration is needed for fiscal and policy level priority-setting, informal information sharing on a more regular basis is also valuable. This dual approach would help maintain momentum and foster a collaborative culture.	○ **Ansell and Gash (2018)**: Discuss collaborative platforms that facilitate distributed action among stakeholders, highlighting the importance of formal and informal interactions. ○ **Innes and Booher (1999)**: Emphasize the iterative nature of the CAS framework, where both formal structures and informal interactions play a role in achieving goals.

Leveraging Resources and Investments	Following the money and integrating planned funding and investments into the process was identified as a key strategy. This would involve securing funding for a dedicated coordinator, advocating for financial support from higher levels of government, and strategically aligning local resources to maximize impact.	○ **Bryson *et al.* (2015)**: Highlight the importance of resource alignment and financial support for collaborative initiatives, ensuring that public value is created through cross-sector collaboration. ○ **Mounce *et al.* (2020)**: Emphasize the role of funding and resource allocation in rural mobility.
Building Cross-Sector Leadership	Cross-sector leadership was recognized as essential for successful collaboration. Stakeholders suggested looking at provincial models, such as 'Destination BC', where paid representatives come to the table to ensure that tourism priorities are addressed in policy and budget. Building relationships across sectors and leveraging different resources and perspectives were seen as vital for creating a cohesive and effective transportation system	○ **Bryson *et al.* (2015)**: Advocate for cross-sector partnerships and the role of public managers in facilitating collaboration and setting goals. ○ **Emerson *et al.* (2012)**: Highlight the importance of leadership in collaborative governance, ensuring that diverse stakeholders are engaged and motivated to achieve common goals.

Participant Contributions and Needs

Capacity for joint action (Emerson, 2012) is an important component of collaborative governance. As such, at the end of the meeting, stakeholders were asked what they might contribute and what they need to engage effectively in collaborative transportation initiatives on the Sunshine Coast. Their responses are summarized below:

Contributions:

- **Government & Public Sector**: Political connections, communication skills, policy support, funding, and strategic matchmaking. Expertise in road safety, transit data, and alignment with existing policies.
- **Private Sector**: Technical expertise in transportation solutions, modeling, and connections with other providers. Experience with ministry programs and operating in different communities.
- **Service Providers and Non-Profits**: Storytelling, communication, organizing skills, and understanding of diverse transportation needs. Advocacy, planning, support for vulnerable populations, and car-sharing expertise.
- **Advocates**: Youth outreach, advocacy, promotion, and connections with other groups. Organizational capacity for data analysis and inclusion of student perspectives.
- **Unidentified Participants**: Presentation and communication skills, alternative transportation data, innovative ideas, and knowledge of key stakeholders. Passion, commitment, and community understanding.

Needs:

- **Government & Public Sector**: Clear goals, vision, professional interactions, and an official invitation. Council direction on time commitments, reporting, and virtual meeting options.
- **Private Sector**: Simple quarterly invitation with optional MOTI attendance. Clear objectives and metrics to guide structure and process of collaborative approaches.
- **Service Providers and Non-Profits**: Clear objectives, involvement of key players (ministry, contractors, law enforcement, school districts and municipalities), and productive meetings with clear outcomes. Preference for minimal and annual high-level meetings and a shared communication platform.
- **Advocates**: Formal invitation, involvement of key people, clear agenda, and in-person meetings.
- **Unidentified Participants**: Meeting times outside work hours, role clarity, regional coordination, clear communication, and advance notice. Focus on concrete actions,

structured plans, coordinated goals, and participation of decision-makers. Regular updates on priorities with data-backed progress tracking. Inclusion of equity-seeking individuals and leadership, with clear measures of success.

In addition, participants were asked to indicate, on a Likert Scale of 1-5, how likely their organization will participate in more purposeful collaboration approaches in the future. The results were collected anonymously and indicated that most respondents (26/30) were Likely or Very Likely to participate.

This was a valuable activity that gives an overview of stakeholders' capacity for joint action at this stage. It would be prudent for the collaborative to revisit this activity once a governance framework has been established.

A Potential Approach to Collaboration: A Hub-and-Spoke Model

A draft Hub-and-Spoke Model has been proposed as a tool to guide future approaches to collaboration across the broader transportation system on the Lower Sunshine Coast. The model was drafted by organizing information from the **Collaboration Wheel (Figure 2)** within the newly created **System Categories (Figure 3). It is important to note that the Collaboration Wheel is not a comprehensive map of all initiatives and actors working within the region's transportation system.** This was not the explicit goal of the meeting and key organizations were not present on May 28th. As such, additional system mapping and refinement of the Hub-and-Spoke model are required.

A visual representation of the 'Hub' component of the model is depicted below in Figure 6. The Central Hub would comprise of committed representative(s) from each of the 'Spokes', who play a key role in bi-directional flow of information. The bottom left box in **Figure 5** indicates themes that emerged as potential values for the central hub to carry out initiatives from.

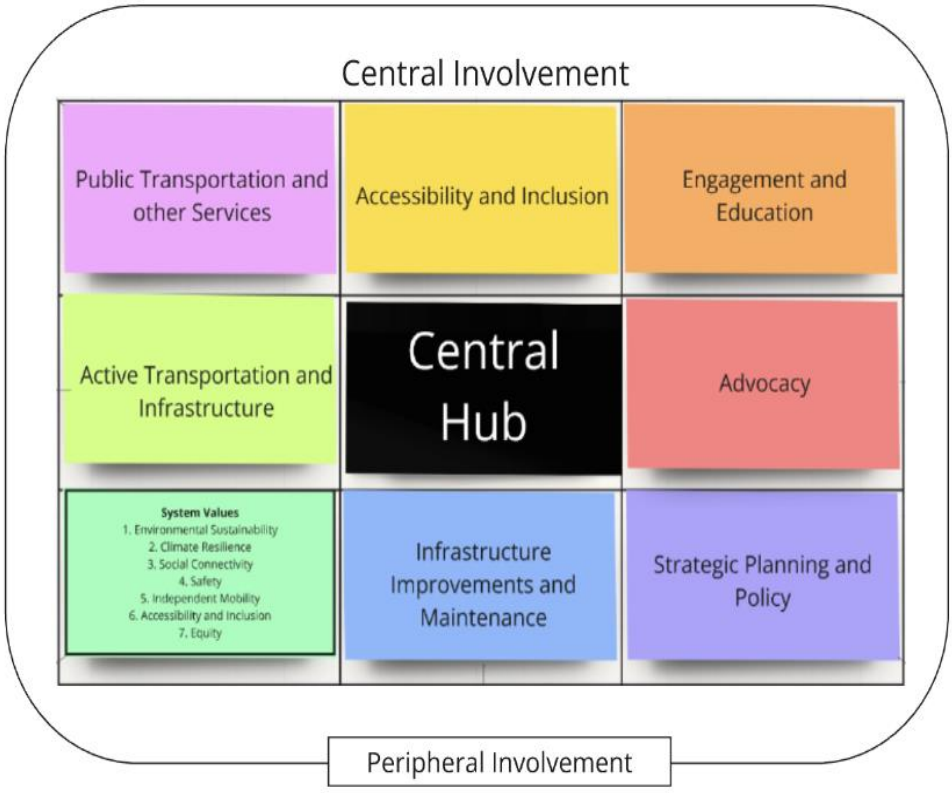


Figure 5: Draft Hub Component of Collaborative Hub-and-Spoke Model

For each system category, participants who conveyed involvement in related initiatives were placed around the collaboration table or 'Spoke' for that category. **Figure 7** is a sample of possible organizational representation for each 'Spoke'.

Based on the expressed level of involvement, i.e., number of initiatives highlighted by an organization within each category, stakeholders were designated as “centrally” or “peripherally” involved (Fig. 6). For example, the School District is centrally involved in Engagement and Education while the municipality and regional district are peripherally involved (Fig. 7). Each tile around the central hub represents a category and each category is expanded to represent a “table” with seats around it.

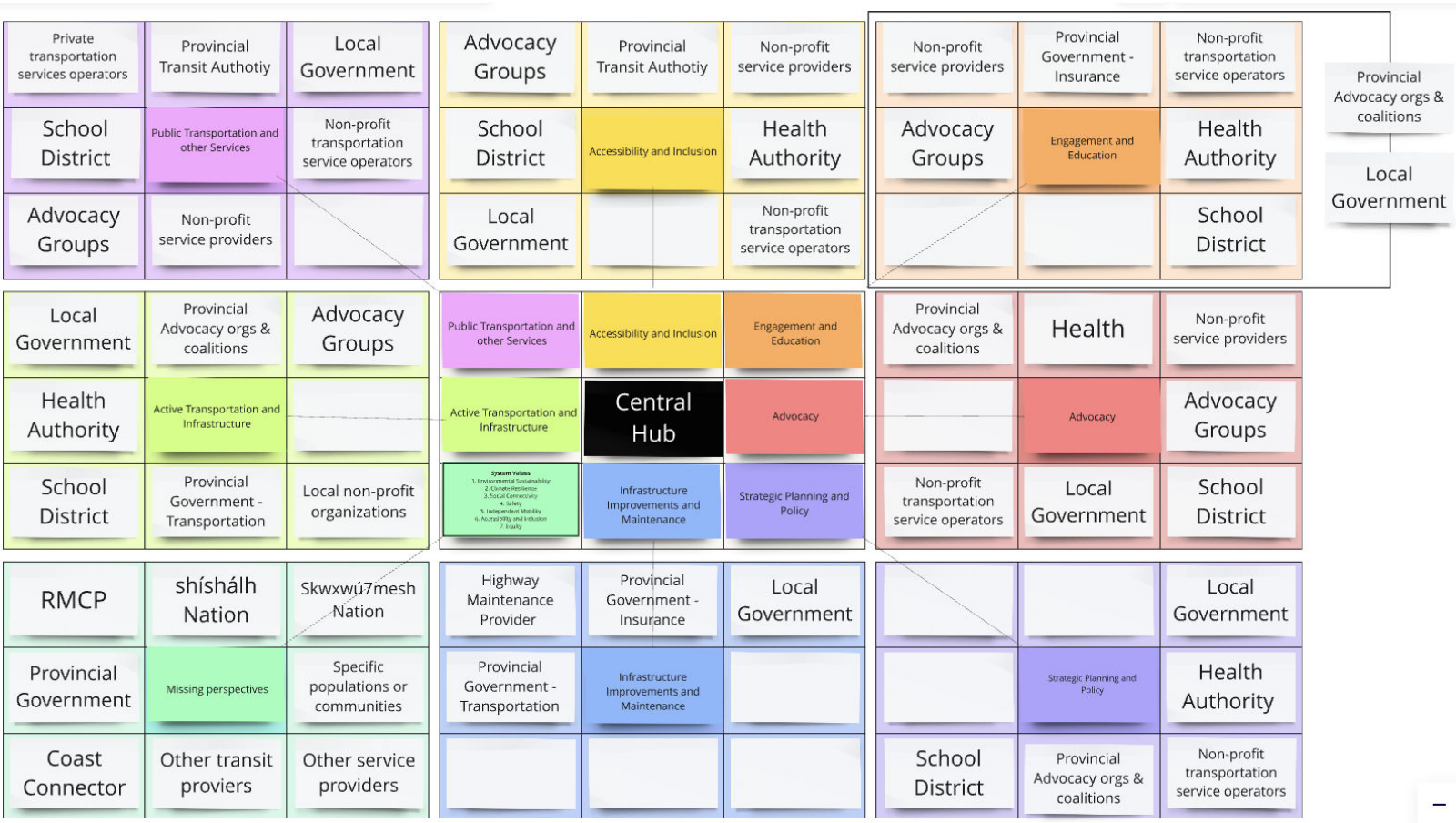


Figure 6: Sample ‘Spokes’ of Collaborative Hub-and-Spoke Model

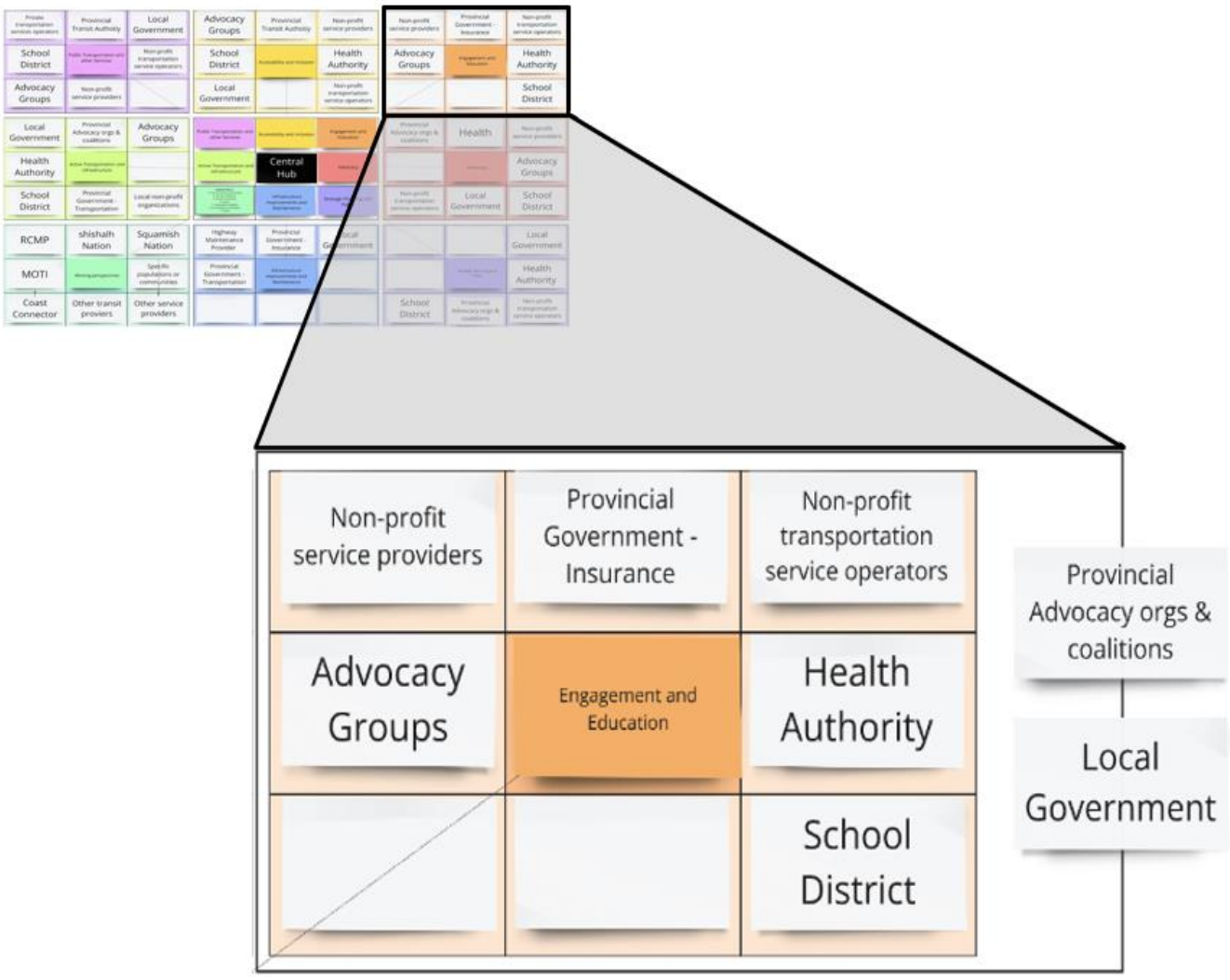


Figure 7: Example of Spoke Organizational Membership

Next Steps

Participants recommended a small set of immediate actions and a range of possible medium-term activities for continuing to move toward strengthened collaboration. The following are potential next steps based on the needs shared by stakeholders at the meeting, which are supplemented by guidance from literature on processes for developing collaborative governance.

1. **Two time-bound actions were identified during the convening,** which were to be completed by meeting organizers and a small, volunteer working group by July 2024:

A. Convening Synthesis: Create a synthesis of the information discussed and collected during the convening. The synthesis has resulted in this publicly available report.

B. Develop Proposed Collaboration Model: The development of a potential collaboration structure, based on the synthesis, to guide possible approaches to support strengthened communication, collaboration and communication across organizations and sectors. The draft hub-and-spoke model in the report serves as an example of a collaborative framework from which future transportation planning on the Coast may be considered.

C. Solicit Feedback on Model: Seek feedback from participants on the proposed hub-and-spoke model to support validation and further refinement of a proposed model.

2. A series of medium to long-term activities were also identified as key to developing a collaboration mechanism for the Sunshine Coast transportation system. There is currently no commitment or funding to support these actions, and moving forward with these actions will require ongoing planning and the identification of organizational capacity and resources.

A. Research and System Mapping:

- Build on the existing Collaboration Wheel to develop a comprehensive transportation system map via consultation with local, regional and provincial representatives to ensure the organizational roles and responsibilities, initiatives, services and programs are adequately represented. This would also include the creation of a master contact list of all transportation services groups, including key contacts within each organization.
- Undertake a review and synthesis of existing rural transportation collaborative structures and mechanisms to support the development of a governance framework. See *Appendix B: Review of Collaborative Governance for Rural Transportation Development* for initial approach and findings to guide this activity.

B. Establish a Collaborative Governance Framework: This report proposes a potential hub-and-spoke spoke model, which may be considered as a foundation for

future planning. The structure, process and governance elements of the model may include:

- **Structure:** A regional transportation coordinator, or steering committee (based on the most involved stakeholders in the model) to oversee collaboration and set priorities for thematic working groups, i.e., system categories in the model.

- **Process:** Identification of key processes and procedures that need to be developed including, but not limited to membership, reporting and evaluation, regularity of hub and working group meetings, and annual convenings.

- **Terms of Reference:** Once the framework has been decided upon, Terms of Reference, or a Memorandum of Understanding may be drafted taking the stated needs of the stakeholders into consideration.

C. Undertake Strategic Planning:

- Strategic plans are important for effective collaboration, outlining short and long-term goals, strategies, and actions. The outputs of system mapping, research and engagement should be incorporated into this process. Critical aspects to be addressed by strategic planning process, as identified by participants include: 1) Shared Values, Vision and Goals, 2) Measurable Objectives or Metrics of Success; 3) Identification of potential Quick Wins that can demonstrate early successes and build momentum for larger initiatives.

D. Plan for Operations and Logistics

- **Organizational Host**: Identify an organizational host that can provide logistical support and support the sustainability the collaborative framework.

- **Communication Platform and Channels:** Identify appropriate and feasible communication solutions that will support information sharing between organizations and areas of the system (e.g. within and between system categories).

- **Secure Sustainable Funding and Resources:** Consider looking into existing funding opportunities that could support and sustain a planning and implementation activities, including for example a regional coordinator position and other goals of the collaborative. For example the Rural Transit Solutions Fund.

Acknowledgements & Conclusion

This report is a synthesis of the May 28th, 2024 Transportation and Collaboration Convening and also offers a representation of the Sunshine Coast transportation system along with a draft model that may guide future collaborative approaches. The report also outlines specific short and long-term actions to support the continuation of this systems-focused work and provides supporting evidence on strategies that can enhance collaboration in rural transportation systems. It is important to note that the synthesis **does not provide a comprehensive representation of all initiatives and actors working within the region's transportation system.** This was not the explicit goal of the meeting and key organizations were not present on May 28th to support this output. As such, additional system mapping and refinement of the Hub-and-Spoke model are required.

There is a lack of capacity and funding to support any single organization in advancing this collaboration. Despite this, participants expressed interest in maintaining the momentum we created on May 28th. It is anticipated that existing collaborations, informal meetings and ongoing initiatives, along with refreshed connections formed during the convening, will all work to support ongoing information-sharing and continued system-building. As convening organizers, both TraC and VCH Public Health plan to stay engaged via initiatives, committees, and conversations with various partners to help identify opportunities for supporting continued developments in this area.

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Thank you to all the participants for creating time and space on May 28th to engage in dialogue and planning toward a strengthened transportation system on the Sunshine Coast. Special thanks to those who supported the meeting and report, including Dr. Gbolahan 'GB' Olarewaju Physician Resident, UBC Public Health and Preventive Medicine (during their VCH rotation with Dr Khaketla, Medical Health Officer), along with important contributions from:

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Appendices

Appendix A: Transportation Strengths, Barriers and Challenges on the Sunshine Coast

Participants were invited to share their perspectives on the current strengths, barriers and challenges of the transportation system ahead of the May 28th convening. The following table is an anonymized compilation of input provided by invitees:

Strengths	Barriers & Challenges
• Good community engagement with many of the key partners in creating an Active Transportation network • An expanding public transit network and more frequent transit service. • An increasing awareness from a health and environmental point of view that biking and walking are good for you and the environment and that motor vehicles are not. • Critical mass - as more e-bikes, scooters, etc become common modes of travel, the roads will have to be modified to accommodate them while still moving vehicle traffic. This should bode well for cycle, roller paths separate from the roadway. • Great volunteers at TraC for taking on a leadership role in the All Ages and Abilities (AAA) plan and partnering with Sunshine Coast Tourism on the route from Langdale to Lund • Profile of Active Transportation and TraC has been raised with local governments such that they engage and solicit input when planning • Various community groups are coming together and working beyond the artificial boundaries created by the local government structures • Recognition that factors impacting Seniors transportation [access to health appointments, para-transit, BC Transit, driver cessation, and alternate forms of transportation] impacts ALL citizens on the coast • Safer roads are safer for everyone: children, cyclists, seniors, people on unicycles, bicycles and scooters.	• A lack of participation in transportation dialogue by some key groups • A lack of integration between the various levels of government from ferries, to transit to MOTI to municipal and town governments. • Ferry service is all about vehicles, starting with the design of terminals • Air service is mostly by float plane, which makes it weather dependent - flights can be unavailable for days at a time • One long road from one end of the coast to the other with limited public transportation to connect people who live in areas other than along that main thoroughfare. • Sprawling residential development on large lots encourages vehicle ownership • Lack of inter-community transport from Powell River to Vancouver; Coast Connector runs only in summer • Poor shoulders and few sidewalks outside the main population centres discourage both biking and walking. • Bus stops on the highway are dangerous as transit users must cross traffic travelling at high speed, often with very limited visibility • The danger of poor shoulders and lack of sidewalks for seniors using electric scooters • Handydart service limited and unavailable to many potential users due to bureaucratic registration process, geographic scope, and vehicles that can't use many rural driveways • BC Transit service delivery is an urban model and does work well in low density rural areas • Bus schedules are built around 9 to 5 jobs and schools and do not serve retail or restaurant workers or shifts (e.g. hospital, ferries, care homes). Limited bus service evenings and weekends makes it difficult to have a social life without a car.

Strengths	Barriers & Challenges
• Fewer transportation deserts are better for everyone • Grants to help coalesce community partners into important engagement and partnership activities [such as this event]. The Seniors Transportation Assessment & Action Plan funded by the Island Coastal Economic Trust [a project of the SPT Seniors Transportation Working Group, coordinated by the Resource Centre, which instigated much of the research we are now engaged with. • Municipalities are trying to develop their AT infrastructure e.g. Mason Road • There is a slowly growing awareness of the impact of driver cessation. The impact of not being able to drive, hence interest in action on Transportation Deserts and options. • The Sunshine Coast has a very high adoption rate of EVs, and quite a few public charging stations • The SCRD operates transit (as well as funding it). Bus driver jobs are stable and decently paid so labour unrest (e.g. recent strikes in Squamish, Fraser Valley) is not very likely • Transit ridership has rebounded to pre-Covid levels and is starting to near capacity on the #90 route • Bus fares are relatively low ($2) and have not risen in years. • Children 12 & under are free; youth will have free fares as of fall 2024. • BC Bus Pass program is available to disabled people and low income seniors – accepted across the province for $45/year • Transit apps are making it easier to use transit • BC Transit will roll out electric buses to this area in 2026. • The Sunshine Coast has one of the only rural ride hailing services in BC (Coastal Rides) and one of the only small car co-ops (Coast Car Co-op) • BC Ferries is free for seniors Monday to Thursday • Our proximity to Vancouver means you can walk on a ferry, catch an express bus, connect to Skytrain, and be at the	• Some employers have no public transport - e.g. mill at Port Mellon, Hillside Industrial Park, Twin Creeks, West Coast Wilderness Lodge - this makes it hard to recruit staff • Poor connectivity especially impacts people trying to access medical services in Vancouver, or returning after discharged from hospital • Poorly maintained roads cause dangerous situations for cyclists - gravel on roads, potholes, crumbling shoulders, etc • Lack of maintenance (e.g. line painting) is also dangerous for drivers, especially at night and in bad weather • All transit buses are wheelchair accessible, but most bus stops are not • The car-centric nature of North American society, especially in rural areas (the misconception that car drivers are alone in paying for the roads so are entitled over everyone else to their use). • Many people equate vehicle ownership with independence, cannot imagine living without one • Anti transit prejudice: buses are “loser cruisers” or “peasant wagons” • Guys just gotta drive a Truck. A BIG Truck. • MOTI policy prioritizes motor vehicles over any other road users, and their data gathering practices support only decisions that improve safety for motor vehicles • MOTI’s road standards are inflexible and do not take local conditions or concerns into account– they are all about engineering, not people • Lack of implementation by MOTI of the Design Guidelines adopted by the province • Lack of funding for additional transportation - whether it be bussing, bike or walking routes • Support for an on demand service • Provincial licensing requirements under the Passenger Transportation Act are onerous, making it almost impossible for taxi or ride hailing services to operate successfully in small and remote communities https://www.ubcm.ca/about-ubcm/latest-news/report-released-passenger-directed-vehicles • The high cost of infrastructure • Ownership of the land upon which the routes would be placed • Small population on the coast competing for funds against larger and more populous communities • Small population is also a small market for services that are viable in larger communities • Transportation Deserts impact citizens in a multiple of ways: access to transportation is a social determinant of health

Strengths	Barriers & Challenges
international airport in as little as 2 hours ● Modo maintains cars at Langdale and Horseshoe Bay, allowing members to walk across and drive away ● Harbour Air is a forward looking company, trying to pioneer electric float planes https://harbourair.com/harbour-airs-all-electric-aircraft-operates-first-point-to-point-test-flight/ ● Volunteers provide driving services through VCH and Pender Harbour Health Centre ● Schools/parents are developing Safe Routes to Schools ● Local govts have created connector paths for pedestrians/bikes, e.g. Helen's Way in Gibsons. More are needed to build out a full network.	● Lack of change: need to move from passive advocacy [discussions, meetings and community tables] to disruption - of peoples' mental models. 'Wake up' to change ● Lack of a regional growth strategy ● Lack of any organization responsible for regional transportation planning and coordination ● Need for funding on a larger scale to continue the kind of excellent community development work we are seeing now. Governments and public sector partners need to stop downloading work to non profit, volunteer sectors without adequate funding. ● Is there a role for more active and disruptive activities as a lever for change? Passive advocacy (discussions, meetings, community tables) doesn't seem to be moving the dial. ● Although the provincial government is encouraging communities to support mode shift, behind closed doors they expect to get their easiest GHG reductions in large cities and don't believe it's worth trying to pursue transportation challenges in the rest of the province ● Islands are accessed by wharves that are old, vulnerable to climate change, and far too expensive to maintain into the future without senior government support ● Many community groups have buses and vans, e.g. Sechelt Seniors Centre, Christensen Village, high schools, Telus Ambassadors, etc. Most of these vehicles stand empty much of the time. Due to concerns about insurance/liability, and in the absence of any model for sharing, no organizations are willing to loan their vehicles out to others. ● Cost and unreliability of ferries is a challenge for everyone, especially businesses shipping on and off coast ● Barrages of angry public complaints to BCF, Cap Highways and MOTI make working conditions brutal for front line staff, and make those agencies reluctant to deal with coast residents ● Lack of any reasonable and cost effective modes of transportation past Halfmoon Bay ● The "Transport Desert" which is Pender Harbour and Egmont. ● Unsafe road conditions past Halfmoon Bay (no sidewalks, no lighting).

Appendix B: Literature Review of Collaborative Governance for Rural Transportation Development

The transportation challenges faced by rural communities in Canada are complex and multifaceted, significantly impacting social inclusion and residents' quality of life (Transport Canada 2006). Traditional public transport mechanisms often fall short due to low population density and dispersed rural settlements (Gray 2006), making transportation a key social determinant of health especially for seniors and people with disabilities (Mirza 2022). These types of challenges have been extensively documented, however there is limited Canadian literature on approaches to addressing them, with much of the transportation solutions literature focused on urban settings. Recently, in Europe, some research has explored rural transportation needs and solutions. A study was recently conducted on rural mobility frameworks across the European Union (Mounce 2020). The study discovered significant variations in levels of rural transportation support, with countries categorized into four clusters: minimal, fragmented, developing, and comprehensive support. Support refers to the level of government involvement in rural mobility planning including sustainable mobility plans and policies for publicly accessible transportation. Rural residents in countries with minimal support rely heavily on private cars, leading to social exclusion for those without vehicle access. Conversely, those with comprehensive support frameworks benefit from robust policies, significant investments, and innovative transport solutions that provide high accessibility for rural residents. Of the EU countries assessed, 70% were classed as minimal or fragmented support which highlights a gap and makes the case for creative approaches to rural transportation. Community transportation is one of such approaches that exists in many rural communities. This form of transport, characterized by its flexibility and demand-responsiveness, helps fill some gaps left by public

transport and enhances connectivity in rural areas. Using case studies in rural Scotland, Gray, *et al* (2006) demonstrated that community transport is particularly effective in rural, low-density areas compared to fixed routes. They also emphasized the critical role social capital plays in conferring community mobility in rural areas alongside government intervention, thus signalling the need for a form of collaborative governance that is responsive to local transportation needs.

An early framework for collaborative planning that could support rural transportation development was offered by Innes and Booher (1999) who proposed the Complex Adaptive Systems (CAS) framework. The framework is well-suited to addressing multi-stakeholder issues as it emphasizes stakeholder diversity and interdependence, dialogue, and feedback loops. While it was initially developed for evaluating collaborative planning in urban environments, its iterative nature allows for stakeholder feedback, making it particularly suitable for rural contexts where resources are limited, and innovation in collaboration with community is necessary. The CAS framework has been applied in many fields including transportation (Litman 2013) environmental management (Pahl-Wostl 2004) and public health (Rwashana 2009). Ansell and Gash (2008) provide a foundational model for collaborative governance, that bears a similarity to the CAS framework by emphasizing a shared understanding, trust-building, face-to-face dialogue, and a commitment to the process. This model was based on a systematic review of 137 cases and outlines key elements and dynamics considered essential for successful collaboration among public agencies, stakeholders, and community members. The model (Fig. 1) is

particularly relevant for contexts such as rural transportations planning where diverse perspectives and interests need to be integrated into effective solutions.

Figure 1
A Model of Collaborative Governance

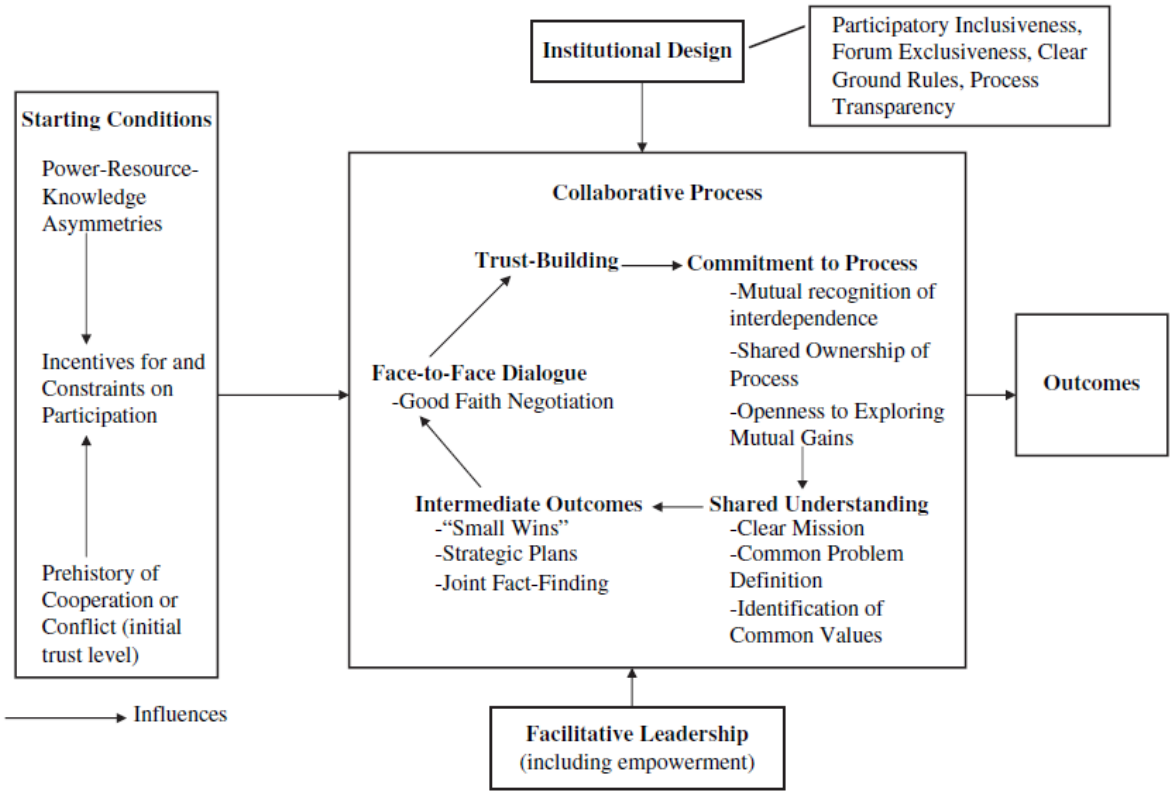

Figure 7:A Model of Collaborative Governance (Ansel and Gash 2008)

Given the theoretical nature of the model, Emerson *et al.* (2012) extended the concept to an integrative framework that can be adapted across various contexts. Created with guidance from many applied fields, including public administration and environmental governance, the framework (Fig. 2) identifies core components and processes essential for effective collaboration among diverse stakeholders. These include principled engagement (the right people around the

table with attention paid to equity), shared motivation, and capacity for joint action (procedural arrangements, knowledge, and leadership).

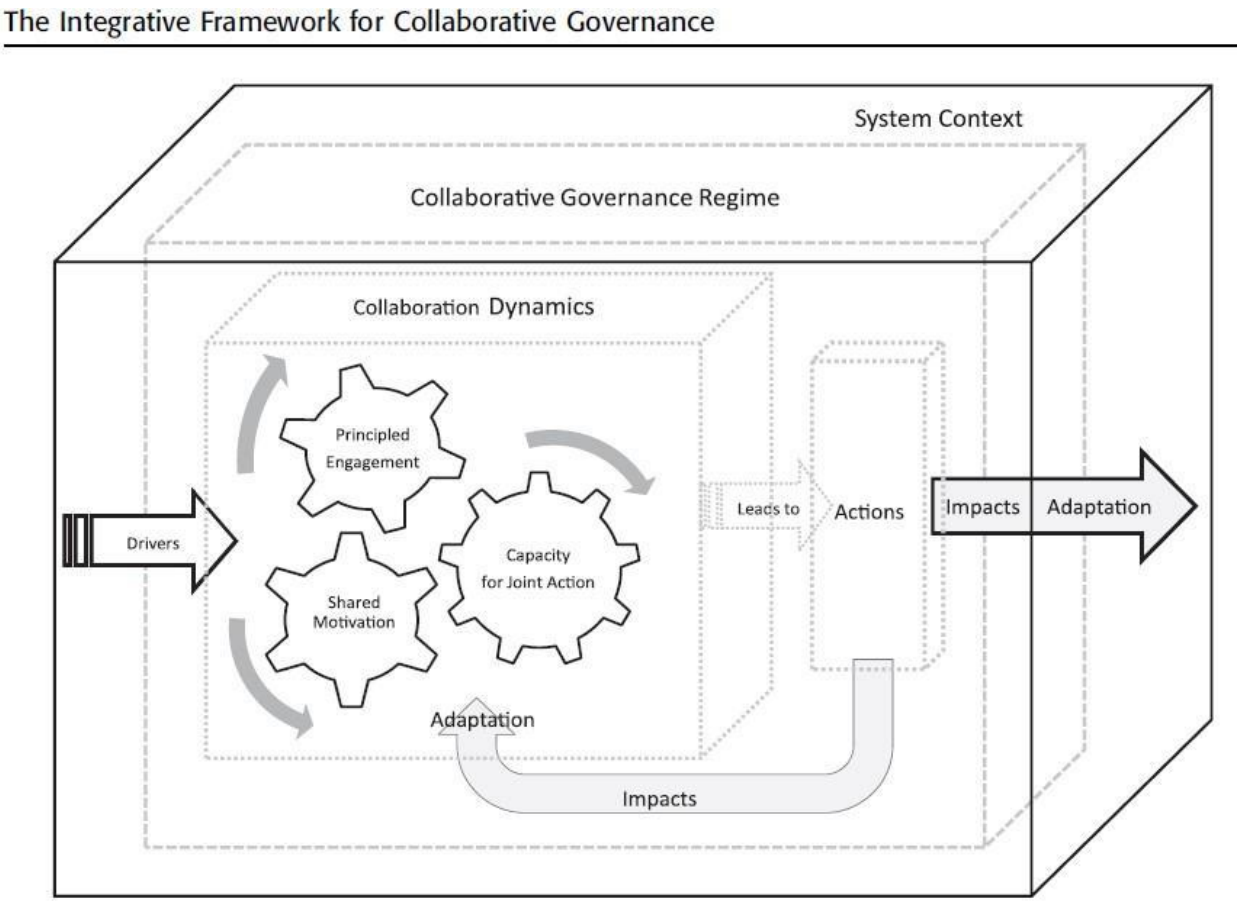

Figure 8: The Integrative Framework for Collaborative Governance (Emerson et al. 2012)

The shift from traditional government decision-making to collaborative governance is further explored by Bryson *et al.* (2015), who emphasize the role of cross-sector partnerships in creating public value. They advocate for a more democratic approach to public management where citizens act as co-creators and problem-solvers. In this new approach, the government is a key convener, catalyst, and collaborator with whom community organizations, Indigenous communities and other stakeholders can work to develop integrated transport solutions. With this cross-sector collaboration comes an inherent power imbalance between government and non-

governmental organizations, and the potential for exclusion of some parties. Purdy (2012) examines the power dynamics in collaborative governance using the US Federal Energy Regulatory Commission's (FERC) successful revision of hydroelectric licensing rules as a case study. Using FERC as an example, Purdy provides a framework for managing power imbalances to ensure equitable participation. The framework includes strategies such as inclusive meeting structures, skilled facilitation, and accessible formats which can provide discursive legitimacy to stakeholders when power imbalances are identified.

Ansell and Gash (2018) build on their previous theoretical work by offering structured frameworks that facilitate distributed action among stakeholders. These "collaborative platforms", characterized by established interaction rules, resource sharing, and decision-making processes, have been effectively used in sectors such as public health and environmental protection. While not directly referenced as a framework for transportation in Canada, there are examples that bear similarities. Transport Canada's National Supply Chain Task Force is an example that embodies the principles of collaborative platforms as it brought together diverse stakeholders and developed recommendations through structured interactions and resource sharing (Transport Canada 2022). Focusing on transportation needs for people with disabilities living in rural Atlantic Canada, Levesque (2020) complements these frameworks by examining various governance models for providing accessible transportation services. The study identifies several governance models for rural accessible transportation outlining the strengths and weaknesses of each. The models ranged from direct provision by municipalities to transportation services being provided by community boards. Regardless of the model chosen by a community, like Mounce et al (2020), Levesque emphasized that successful rural transportation required a

supportive policy environment, stable funding and effective collaboration among government, private sector, and community organizations to improve service delivery.

In grey literature there are a few useful resource documents that can support collaborative governance in rural transportation development. The majority of these agree with the principles and frameworks discussed thus far. For example, a group in Ohio developed a "How-To Manual" for coordinating transportation services (Creative Action, Inc, 2001). The manual provides insights into the practical aspects of transportation collaboration, emphasizing the importance of involving a broad range of stakeholders and ensuring that the coordination process is flexible and adaptive to the specific needs and circumstances of the local community. Similarly, a toolkit for rural community transport services sponsored by the Federal Transit Administration (TCRP 2004) emphasizes the importance of coordinating transportation resources among various agencies and organizations to improve efficiency and service delivery. It provides practical steps for identifying partners, building trust and consensus, creating formal agreements, and monitoring and evaluating coordinated services. This comprehensive approach aligns with the principles of collaborative governance and provides a roadmap for implementing coordinated transportation services in rural areas. The Easter Seals Project Action offers guidance on forming effective transportation advisory committees (ESPA 2012). Aligned with Ansell's collaborative governance and Emerson *et al*'s framework, their report emphasizes inclusivity, effective leadership, conflict management, and ongoing community involvement. By involving diverse stakeholders and maintaining transparent communication, advisory committees can play a crucial role in improving transportation planning and implementation.

The Rural Ontario Institute's resource document (ROI 2014) supports Ansell and Gash's collaborative platforms (Ansell 2018) by outlining the benefits, disadvantages, and examples of

various coordinated transportation models, including centralized control, brokerage, and voluntary cooperation. It also provides steps for establishing coordination, from stakeholder engagement to strategic planning funding sources and resource allocation. The principles by which a coordinated rural transportation model operates is as important as the choice of model and this is underscored by the Canadian Environmental Law Association (2022). In their recommendations on rural transportation, they highlight the disproportionate impact of transportation challenges on vulnerable populations in rural areas, including low-income, racialized, Indigenous communities, seniors, and people with disabilities. They recommend municipalities develop climate-centric transportation plans, conduct barrier studies, and implement on-demand transit solutions. Principles like Vision Zero and Complete Streets are emphasized, with case studies such as Clearwater, BC, demonstrating successful adaptations of these principles. Vision Zero focuses on eliminating all traffic fatalities and severe injuries, while Complete Streets policies aim to create multi-modal streets that accommodate all users, including pedestrians, cyclists, and public transit riders. Complete Streets was developed by the National Complete Streets Coalition in the United States and has been endorsed by Transport Canada through case studies from Saanich, BC, and Whitehorse, Yukon, that illustrate successful rural implementation of such policies (Transport Canada 2009).

In conclusion, there are a variety of models and frameworks through which rural transportation may be coordinated; however, the literature underscores the importance of collaborative governance and community engagement in addressing transportation challenges in rural communities. The throughlines of collaborative governance in rural transportation development are integrating diverse stakeholder perspectives, leveraging local social capital, and implementing innovative and flexible transport solutions. Rural communities can enhance

mobility for residents by selecting any of these collaborative frameworks based on relevance to their contexts, engaging stakeholders in meaningful ways, and prioritizing inclusive and sustainable transportation policies.

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