SUBMITTED ON **OCTOBER 19, 2018** BY:

COMMON GOOD SOLUTIONS

Transportation Social
Innovation Lab

Public Final Report

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Executive Summary

Background

Community Context

Cape Breton Regional Municipality (CBRM) is a region with high levels of poverty and unemployment. Twenty percent of those living in the CBRM are considered low income based on the low-income measure after tax rate (LIM-AT)[1], and the region has an unemployment rate of 17.4% (compared to a provincial average of 10%).[2]

Evidence of complexities that impact the high rate of unemployment can be observed by the fact that there are also a high number of job vacancies in the region. Thirteen CBRM employers estimated over 1500 job vacancies at the time of interviews.

There are diverse and complex reasons for the persistence of both high unemployment and job vacancies, but one of the reasons is limited access to transportation for individuals living in poverty that will get them to and from work reliably, affordably, and in a timely manner.

Project Objectives and Goal

The Transportation Social Innovation Lab objectives, as given by Poverty Reduction:

1. *Explore the following question: "What is the most effective way to provide worker transportation in the Cape Breton Regional Municipality (CBRM) in a sustainable manner?"*

2. *Assess the Social Innovation Lab approach and provide recommendations and lessons learned for potential future lab initiatives.*

As the Lab work began, the goal of the project was sharpened by our team:

To connect under- and unemployed individuals in the CBRM with employment opportunities across the Island by identifying one or more potential transportation solutions.

Social Innovation Lab Approach

A social innovation lab is a process of bringing together members of a community to clarify an issue they are facing, and empower them to collectively create and deliver a solution. Social innovation labs put the people affected by the problem at the centre of the process, following a design thinking[3] approach.

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[1] Statistics Canada, 2018. *Census Profile, 2016 Census, Cape Breton Regional Municipality* http://www12.statcan.gc.ca/census-recensement/2016/dp-pd/prof/details/page.cfm?Lang=E&Geo1=CSD&Code1=1217030&Geo2=PR&Code2=12&Data=Count&SearchText=Cape%20Breton&SearchType=Begins&SearchPR=01&B1=All&GeoLevel=PR&GeoCode=1217030&TABID=1

[2] Ibid.

[3] See https://www.ideou.com/pages/design-thinking for more on design thinking.

Process

In designing our own social innovation lab methodology for the TIL, we identified four main categories of activity:

1. Verify needs
2. Generate and evaluate potential solutions
3. Validate the solution ideas
4. Recommend one or more solution idea(s)

Key Stakeholders

At the core of our social innovation lab process is the belief that those affected by the problem must be at the centre of creating a solution. As such, we engaged the following groups:

1. Under- and unemployed individuals living in the CBRM (first voice participants),
2. Community organizations and advocates working to support these individuals,
3. Employers seeking to address labour shortages, and
4. Government officials and staff.

Prototype for Testing

What is the Prototype?

An initial list of over 50 ideas was generated and then reduced to three final ideas for consideration: a point-to-point shuttle (P2P shuttle), a shuttle to transit service, and a communications solution. Upon conducting further research and following two sessions of voting, a single idea was recommended by the group for further investigation in the Lab process.

Point-to-Point Shuttle

- A shuttle for the purposes of employment would use a natural aggregation of riders to pick people up at their homes and drop them off for work or skill-building activities.
- A flat rate of $5 per seat, one-way.
- During the Lab, one local taxi company, who had been testing one employment shuttle route, joined the process and was able to refine and expand their model, informed by and informing the Lab process. As of August 31st, this service offering had been used by 58 unique individuals, with four individuals newly employed thanks to their newfound mobility. Local agencies, such as Department of Community Services (DCS) caseworkers, pre-employment programs, and local employers have supported their clients and staff to use this pre-prototype service.
- CBRM Bylaw's Department was engaged as soon as a solution idea emerged from the Lab to work towards clarity in defining the regulatory framework for this service, and inclusion of all taxi operators in the service expansion.

Support for the Concept

- **Employers:** strong interest from local employers for a shuttle that would provide transportation to enable their employees to get to and from work, such as the NSHA, Mayflower Mall, and Convergys Call Centre (over 4100 employees represented).
- **Transit Cape Breton:** Has expressed their interest in exploring a partnership in the future.
- **Organizations:** Agencies that help individuals connect to pre-employment programs and work placements have found the service very useful and expressed their support.

Impact of the Transportation Social Innovation Lab

Community Engagement

The strength of the Lab was a direct result of the breadth and mix of stakeholders engaged throughout the process. Over the five month period, 231 project contacts were made, producing meaningful engagement with: 30 employers, 32 community-serving organizations, nine government departments / bodies, and 36 first voice participants.

Impact on First Voice Participants

The opportunity to participate was meaningful and transformative for many first voice individuals, who reported an increased sense of confidence and community inclusion. During the process, Lab Team participants gained employment, applied for further education, and explored new job opportunities.

Spin-Offs

- New ideas and openness to system change for Transit Cape Breton
- United Way's free bus pass program reprised
- CBRM Councillors increasing their awareness of transportation needs

Continuing the Work: Proposal for Testing Period

Goal for Testing Period

Link unemployed individuals and workers who are living in poverty in the CBRM with employers and skill building opportunities in a cost effective and reliable manner.

Overview of Service

- **Timeline: October 2018 - April 2019**
- The service will be scaled to provide service to: North Sydney, Sydney Mines, New Waterford, Glace Bay, Sydney (Westmount), Membertou First Nation
- Focus on transporting people who are employed in shift work or attend regular programs to ease initial labour-intensive demands for coordination and aggregation
- Financially self-sustaining at $5 per seat, one-way

Testing Plan

1. Outreach to potential service providers to determine their interest in participation
2. Business plan development
3. Targeted outreach and communications activity to promote the concept and develop organizational relationships.
4. Stakeholder engagement: Maintain and develop partnerships and connections with organizations, advocates, and government
5. Ongoing business coaching & capacity building support
6. Planning and implementation of evaluation framework
7. Partnership and feasibility assessment for entry into Phase 2

Evaluation

- Anticipated social outcomes include markers of increased access to, and retention of, employment through reliable, affordable transportation
- Anticipated social beneficiaries include under- and unemployed individuals, employers, community organizations, the CBRM, and the Department of Community Services
- An evaluation framework and methodology will be developed in consultation with subject matter experts, such as the evaluation consultants provided by the province, and will be carried out in cooperation with employers, community organizations, and P2P shuttle service providers.

Risks and Mitigation

- Regulatory uncertainty: work in partnership with CBRM Bylaws Dept.
- The opportunity is made equally available to all taxi operators: ensure the taxi industry is included in discussions around how best to move forward in the testing period and has full access to participation
- Addressing gaps in organizational capacity: provide ongoing business planning guidance
- Additional costs associated with employment, such as work clothes, work supplies, childcare, medical expenses, and rental increases, especially when the work is low-waged and less than full time: seek partnership with other poverty reduction agents in the CBRM

Transportation Social Innovation Lab Key Learnings

Advantages

- The ability to go deep with one geographic community
- Participants are the agent of change and build the solution themselves
- Resources for a phased approach are in place from the start

Challenges

- Gathering representation from multiple stakeholder groups takes a lot of time and effort
- It takes time for a community to adjust to new ideas

Key Principles Learned

- Go to where people are, when they are there anyway, with people they trust
- Valuable shared understanding happens in multi-stakeholder group meetings
- Importance of intergovernmental dialogue

Report Body

1. Background

1.1 Community Context

Access to transportation is more than just a means of movement; it can dramatically limit or expand the opportunities available to people based on where they live. For an individual or family living in poverty, access to transportation can mean the difference between accessing jobs, quality food, recreation opportunities, schooling, and healthcare--all core components of upward socioeconomic mobility.

In many regions there is a correlation between higher levels of poverty and limited access to public transportation.[4] The Cape Breton Regional Municipality (CBRM) is one such region where levels of poverty are high and access to public transportation is low. Twenty percent of those living in the CBRM are considered low income based on the low-income measure after tax rate (LIM-AT)[5], and the region has an unemployment rate of 17.4%.[6] In a 2011 review of the CBRM's public transportation system, it was also found that the CBRM has the lowest ridership levels of similarly sized municipalities across Canada.[7]

An impending 30% cut of the CBRM's public transportation budget in 2014 motivated community leaders to form the Community Transportation Working Group (CTWG) to kickstart discussion and action towards better community transportation. Out of their two year study, the CTWG identified a number of key areas to address gaps and enhance transportation services in the CBRM. Areas identified as having promise for further investigation emerged from discussions with community stakeholders including employers and public transportation users. In these discussions, employers identified their struggle to fill job vacancies partially due to limitations around transportation, and transportation users commented on the difficulty, or impossibility, of using public transportation to get to and from work.

For a community with such high levels of unemployment and poverty, the ability to fill the gap in transportation services was noted as an area of future interest for its potentially high impact. Two years later, the Transportation Innovation Lab (TIL) was initiated to explore whether an opportunity could emerge from these interrelated challenges.

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[4] White, 2015. *Stranded: How America's Failing Public Transportation Increases Inequality.* *https://www.theatlantic.com/business/archive/2015/05/stranded-how-americas-failing-public-transportation-increases-inequality/393419/*

[5] Statistics Canada, 2018. *Census Profile, 2016 Census, Cape Breton Regional Municipality* http://www12.statcan.gc.ca/census-recensement/2016/dp-pd/prof/details/page.cfm?Lang=E&Geo1=CSD&Code1=1217030&Geo2=PR&Code2=12&Data=Count&SearchText=Cape%20Breton&SearchType=Begins&SearchPR=01&B1=All&GeoLevel=PR&GeoCode=1217030&TABID=1

[6] Ibid.

[7] HDR, 2011. *Cape Breton Regional Municipality Transit System Review: Final Report.* http://www.cbrm.ns.ca/images/stories/Transit/Transit%20System%20Review%20Main%20Report.pdf

1.2 Project Purpose

At the outset of the Transportation Social Innovation Lab, two key goals were identified by the Department of Community Services:

1. Explore the question: "What is the most effective way to provide CBRM Worker Transportation in a sustainable manner?"

2. Assess the community innovation lab approach employed in this project and provide recommendations and lessons learned for potential future lab initiatives.

As Lab work began, it became clearer that the primary focus of the Transportation Innovation Lab would be **to connect under- and unemployed individuals in the CBRM with employment opportunities across the Island by identifying one or more potential transportation solutions**. Additional transportation needs, particularly those that disproportionately impact people living in poverty, while not the primary focus of the TIL, were also considered. The project engaged three main stakeholder groups through the Lab process to: verify needs; generate, evaluate, and test potential solutions; and determine a path to implementation. These three stakeholder groups are: **under- and unemployed individuals living in the CBRM, employers looking to fill labour shortages**, and **community organizations and advocates** working in these areas. Additionally, CBRM staff and councillors, as well as provincial government representatives, were a significant focus of engagement for the project.

2. Social Innovation Lab Approach

2.1 Project Activity Timeline

Transportation Innovation Lab
TIMELINE

●	**April 1 - May 30**	Background Research
●	**April 10 - June 7**	Employer Interviews
●	**April 30 - May 2**	Launch Gatherings
●	**May 14 - 23**	First Voice Focus Groups
●	**June 5 - 6**	Idea Session
●	**June 21 - 22**	Lab Team 1st Meeting
●	**July 5**	Lab Team 2nd Meeting
●	**July 11**	Lab Team 3rd Meeting
●	**July 17**	Lab Team 4th Meeting
●	**August 21**	Lab Team Final Meeting

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Fig. 1 - Transportation Social Innovation Lab Timeline

2.2 Project Activity Breakdown

Project activities can be viewed through four main categories:

- ○ Verify needs
- ○ Generate and evaluate potential solutions
- ○ Validate the solution ideas
- ○ Select one or more solution idea(s)

A. Verify Needs

Background Research

The background research completed for the TIL was primarily comprised of gathering reports on community transportation principles and models, in addition to finding examples of transportation solutions from other jurisdictions. These examples included: charter programs, ride-sharing, ride-hailing, bus/van transportation, car share, bike share, and transcab services. This wide range of secondary research allowed us to inform Lab team participants and stakeholders about the countless possibilities in delivering transportation services. We learned that many individuals were unaware of the diversity of transportation options that exist throughout the world, which often meant they initially struggled to imagine alternative services outside of those they had seen operating in the community.

Local Advisory Committee

From the outset of the project, it was a priority to align the Lab with the work on improving transportation that had been done by community leaders already. To that end, we created a local advisory committee, made up of some of the members of the existing Community Transportation Working Group (CTWG) and additional members that were specific to the interests of the Lab, such as employment professionals and DCS staff. This group met periodically during the Lab to provide advice and direction, as well as to champion the Lab within their own spheres of influence. Please see Appendix A for a list of local advisory committee members.

Primary Research: Employer Interviews / Outreach

To engage employers, individual surveys were conducted over the phone to connect with them at a time that was most convenient. Thirteen employers participated in the phone interview. Most of the businesses who answered phone interviews were in the hospitality and tourism industry, with a minority in the service industry only. Please see Appendix B for a list of phone interview respondents. In addition to phone interviews, seventeen employers were also surveyed at two job fairs. In total, of the 13 CBRM employers who participated in these data collection processes, they reported as many as 1500 current job vacancies.

Primary Research: Launch Gatherings

The Launch Gatherings were designed as an opportunity to introduce the TIL project to the community and to gather initial feedback about transportation and employment. The intent for the four Launch Gatherings was to have balanced representation from the three stakeholder groups: under- and unemployed individuals in the CBRM, employers looking to fill labour

shortages, and community organizations and advocates working in these areas. In consultation with the the local advisory committee, four communities were selected as host sites: Sydney, Glace Bay, New Waterford and Sydney Mines.

In the weeks leading up to the Launch Gatherings, targeted outreach via email and phone was conducted to inform key contacts about the sessions in order to try to get a diversity of representation at the meetings. This outreach included, but was not limited to: 56 local community organizations who work in the areas of poverty reduction, transportation and employment; academic contacts at Cape Breton University; CBRM Mayor and Council; all MLAs with ridings that include an area of the CBRM; and 37 Cape Breton employers identified as experiencing labour shortages. When discussing the Launch Gatherings with local community organizations, the request was made for both a representative from their organization to attend as well as their assistance in getting the word out to under- and unemployed individuals through their networks and existing relationships.

Overall, the Launch Gatherings were well attended. Approximately 66 people attended the four sessions: 20 in Sydney, 8 in New Waterford, 17 in Glace Bay and 21 in Sydney Mines. They were also rated highly by participants; on a scale of 1-4 the Launch Gatherings earned a rating of 3.8. However, the sessions did not have the balance of representation we intended; only 9% of attendees identified as employers and 17% as transportation users (first voice participants)[8], with the remaining 74% of participants identifying as community advocates.

We felt that first voice perspectives from transportation users and employers had still not been heard adequately. Thus, separate engagement processes for each of these stakeholder groups were designed and implemented.

Primary Research: First Voice Focus Groups

Six focus groups were held for first voice participants across the CBRM. In designing these sessions we relied heavily on our community partners to identify and reach out to a cohort of people who experience transportation and employment barriers, and to host Common Good Solutions' (CGS) staff at a space already familiar to these individuals for the focus groups.

Over the six sessions, we heard from 34 first voice participants. Some sessions were open to the general public, whereas others targeted a specific group of people coming together for different purposes (such as an adult learning class or a drop in centre for individuals struggling with mental illness). After providing basic information about the TIL project, a discussion on four main questions guided the focus groups.

The focus groups also served as an important mechanism to outreach to first voice individuals about the Lab and begin to build relationships. Many of the first voice individuals who ended up joining the Lab Team, were people who initially attended a focus group.

The data that emerged from all three primary research activities provided valuable insights and perspectives from 108 individuals in the community (see Appendix C). It helped frame the

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[8] In order to minimize the stigma associated with being labeled as "under- or unemployed" or "first voice participant," we invited participants to identify as "transportation users" during the Launch Gatherings and subsequent sessions.

problem the Lab was trying to solve by hearing about the different factors that currently impede transportation and employment in the region.[9]

B. Generate and Evaluate Potential Solutions

Idea Session

The idea session[10] was held over a two day period and was open to all individuals previously engaged through the project. Twenty-four people attended the session. The Idea Session was the first opportunity to share the results from the initial phases of primary and secondary research to provide greater context from the local community and examples from outside of the community.

Once this background was provided, we took participants through a multi-stepped process to brainstorm ideas and evaluate their suitability. On the first day, the group generated over 50 potential solution ideas. Over the course of our remaining time together, the list of ideas narrowed. Participants were led through the use of a criteria-driven screening tool; a Dot-mocracy process[11]; and a modified Business Model Canvas[12] to refine and select the most promising brainstormed ideas.

Out of this process, three ideas emerged to the top: a point-to-point shuttle service, a shuttle to transit service, and a communication solution. It was agreed by the group that these three ideas would be investigated further in the Lab. To conclude the Idea session, we asked participants to indicate the extent to which they would be willing to be involved going forward. The highest level of commitment was to join a Lab Team to continue the work of developing the three solution ideas.

C. Validate the Solution Ideas

Lab Team First Meeting - Business Model Canvas and Gap Analysis

Three initial Lab Team meetings were held--one for each of the potential solution ideas. There were 12-13 members in each Lab Team session, though many individuals participated in multiple Lab Team sessions. In these sessions we took the teams through a more thorough analysis of a business model canvas (BMC) for their solution idea, building off of the initial work completed in the Idea Session. Following this, the Teams reviewed the completed BMC using components of a Gap Analysis evaluation tool to identify the areas that required further investigation and validation. CGS staff were then given a "to-do" list of validation tasks to complete before the next Lab Team meeting.

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[9] For more information about the primary research results please see the *CBRM Transportation Innovation Lab Primary Research Summary* document.

[10] To avoid the use of jargon that might be inaccessible to participants, we chose to call this an Idea Session, rather than an Ideation Session.

[11] http://dotmocracy.org/dot-voting/

[12] https://strategyzer.com/canvas/business-model-canvas

D. Select One or More Solution Idea(s)

Lab Team Second Meeting - Reporting Back on Validation Research & Recommendation

The second Lab Team meeting brought all of the Lab Team members together to review the validation research. Nineteen individuals attended this Lab Team meeting. After hearing updates from CGS staff about the validation research, and discussing the findings of this research, the Lab Team had the opportunity to vote on each of the proposed solution ideas. As this was an initial vote to gauge the Lab Team's feelings around whether to present each of the solution ideas to external stakeholders, the vote was framed with the following parameters. For each solution idea each person was asked to choose a red, yellow or green card and explain to the group why they had chosen that colour for that solution idea. The choice of a a red card meant they did not think we should present this solution idea; the choice of a yellow card meant we should present this idea if certain conditions were met; and the choice of a green card meant we should pitch this solution idea as-is.

The votes for each of the solution ideas were:

- Communications: 6 Red, 5 Yellow, 8 Green
- Shuttle to Transit: 5 Red, 11 Yellow, 3 Green
- Point-to-Point Shuttle: 0 Red, 4 Yellow, 14 Green

The results of this initial vote, as well as the explanation provided by Lab Team members around the reasons why they chose those cards for each solution idea, helped to show where support was strongest and what concerns remained about each idea. Given that none of the solution ideas received a majority red vote, it was decided that all solution ideas would be presented to stakeholders, but that the point-to-point shuttle idea would be identified as having the strongest recommendation from the Lab Team.

Lab Team Third Meeting - Presentation Preparation

The third Lab Team meeting was open to all Lab Team members who were interested in presenting the solution ideas at the upcoming stakeholder meeting. Ten Lab Team members attended, seven of whom were first voice participants. After an initial update about new validation research and some background about how to create an effective pitch, Lab Team members designed presentations to share the three solution ideas with the external stakeholders at the upcoming meeting. Each group then had an opportunity to practice their presentation and received helpful feedback from the group to strengthen their presentations.

Lab Team Fourth Meeting - Presentation for Stakeholders & Voting

The fourth Lab Team meeting was designed as a chance for Lab Team members to share their work with external stakeholders. The session was very well attended, with 38 people participating from a wide range of organizations, such as the Department of Community Services, the United Way Cape Breton, Transit Cape Breton, and the CBRM Council. Lab Team members presented on the solution ideas and then the entire group had an opportunity to ask questions and discuss the ideas.

At the end of the session a vote was held. Participants voted on which one of the three solution ideas should be brought forward for the remainder of the Lab, and offered an explanation as to why they voted this way.

Some participants chose to abstain from voting and some had to leave before the vote; the final count was 30 votes for the point-to-point shuttle idea, one for the shuttle to transit and none for the communications solution. This vote demonstrated a very strong mandate from the Lab Team and external stakeholders to move forward the point-to-point shuttle solution for the remainder of the Lab, which will be outlined in greater detail in the sections below.

In regards to the two other top solutions, the following outlines a brief rationale for why they emerged as strong ideas to meet current transportation needs in the region, and the rationale for why they were not felt appropriate for testing at this time. We are aware that the transportation needs they were designed to meet still exists in the community and that there may be a way to incorporate aspects from each of these solution ideas into the point-to-point shuttle at a future date.

The communications solution was suggested as a response to the lack of reliable, accessible and timely information about transportation services in the CBRM. The communication solution was envisioned as a centralized communications solution, possibly an app with a phone feature, so that individuals could call or check online to find out all of the transportation options, including Transit and other services. The communications solution received no votes in the final voting round of the Lab. The general sentiment was that it did not meet the goal of the project directly enough as a stand alone solution idea; however, Lab participants felt that a communications and coordination component needed to be embedded within any solution idea in order for it to succeed. We have taken these learnings and feedback around the communications solution to shape the point-to-point shuttle idea.

The shuttle-to-transit service was identified as a way to try to improve Transit Cape Breton's service and make use of existing public transportation infrastructure while making transportation services available to more people. It was envisioned as a service where shuttles would run frequent circuits in outlying areas that would feed into more central transit lines. It received one vote in the final voting round of the Lab. The general sentiment around this solution idea was that it was not possible, or too risky, to move forward with this solution idea without Transit Cape Breton restructuring its service to strengthen its core offering. It was identified by many Lab participants, and most vocally by first voice participants, that getting a shuttle into an unreliable and infrequent Transit service would not help to meet the goals of the project. As a result, we have incorporated the shuttle-to-transit solution idea in our third phase of the project, allowing both the point-to-point shuttle and Transit Cape Breton time to strengthen their own services to more effectively explore a partnership together.

Lab Team Final Meeting - Gathering Final Feedback & Closing

The final meeting was held to gather feedback from Lab Team members about the pitch to the Province for testing support. This meeting offered a chance to update the Lab Team on what had been accomplished over the last month once the strong directive towards the point-to-point shuttle solution had been given by the group. It also provided a mechanism to share the

presentation with Lab Team members and gather feedback and final comments before finalizing the report and pitch. Most importantly, the final meeting allowed CGS staff to properly conclude the Lab process by recognizing the invaluable contributions of Lab Team members. Each member was presented a certificate of appreciation in the final meeting.

3. Prototype for Testing

3.1 What is the Prototype?

Overview:

- Point-to-point shuttle service
- Doorstep pick-up, defined drop off points (employers, etc.)
- Flat rate: $5 / seat one-way
- District 11 Taxi and Delivery operated a pre-prototype shuttle
  - 2 shuttles in operation; 58 have used the service

Point-to-Point Shuttle Concept

As noted above, the solution idea that emerged, with strong consensus from a multi-stakeholder group of TIL participants, was a point-to-point shuttle (P2P shuttle). This P2P shuttle service will use the natural aggregation of riders to facilitate **multiple pick up points and defined drop off points** to coordinate the specific transportation needs of individuals with other individuals throughout the CBRM. All interested taxi operators in the CBRM will be eligible to operate as a P2P shuttle.

Under normal circumstances, there will be no single pick up and drop off of a rider but only aggregated shuttle rides with other riders. No regular routes will be to destinations outside of the CBRM. The service will be available seven days a week, but ride requests must be made in advance to allow for the necessary time to coordinate with other riders' requests.

This service will be offered to users at a **flat rate per seat**, each way, most likely $5. Feedback given by first voice Lab Team members as well as job seekers interviewed at a job fair indicated that this price makes the service accessible, and attractive, to under- and unemployed individuals. However, initial feedback has been received from an existing company interested in providing service on the Northside of the CBRM indicating that they may require a higher flat rate (i.e. $7 / seat) because of the longer distances they must travel. This feedback will be considered and implemented in the testing period, as appropriate.

Working Example:

At the same time that the Transportation Innovation Lab process began, a point-to-point shuttle idea concurrently emerged in New Waterford. The founders of District 11 Taxi and Delivery (D11) had been dreaming of changing the way transportation was offered in the municipality for five years. Independent of the Lab, District 11 had a desire to serve low income workers in New Waterford. They launched a taxi business in their community of New Waterford in February of 2018. They started with a couple of cabs for residents of CBRM's District 11 and by May of 2018,

as the Lab started, began prototyping their first shuttle between New Waterford and Glace Bay with the aim of enabling people from New Waterford to get jobs in Glace Bay. Their participation in the Lab was mutually reinforcing, as they brought their micro-testing feedback and data for participants to consider, and the Lab helped to expand their understanding of the need in the community and how best to structure their service to meet it.

Throughout the Lab process, they continued to operate their service. They have had two vans that operated as shuttles the majority of the time. By means of the integration of their shuttle service and taxi service, as well as by vertically integrating their maintenance and repair operations, D11 has been able to test a sustainable business model that requires them to charge just $5 per seat, one-way, for their shuttle service.

Their pre-prototype service has been as follows:

- Two shuttle vans
- Two primary user groups:
    - Convergys, a call centre in Glace Bay who currently employs 600 people
    - Participants in Department of Community Services' (DCS) pre-employment programs and job placements
- Six intermittent user groups:
    - Horizon Achievement Centre,
    - New Dawn,
    - Nova Scotia Works Centres,
    - YMCA Employment Centres,
    - Pathways to Employment, and
    - CornerStone Cape Breton.

In addition to these users, D11 also transported participants to meetings held during our Transportation Innovation Lab.

D11 is in the process of transitioning their company to a Community Interest Company (CIC). This legal structure is a hybrid between a charity and a for-profit company. Owners Liz and Chuck have made the decision to incorporate as a CIC because they wish to formally include their social mission--to provide quality, affordable transportation to all residents of the CBRM--in their company's legal structure. In becoming a CIC, they are also choosing to contribute 60% of their profits to community organizations that help to strengthen the CBRM. They primarily envision providing this support by offering in-kind transportation services to community-serving organizations.

Point-to-Point Shuttle Prototype: Examples of Use

Employer Example: Convergys

- A large call centre in Glace Bay (600 jobs, looking to grow to 800+)
- Employees are provided with information on D11 during orientation
- Convergys does not contribute financially

- Users submit work schedules to D11 each week; D11 schedules pick up times and communicates with each user
- Users pay for the service themselves

Institutional Example: Department of Community Services

- DCS sends D11 the needs of their pre-employment and work placement clients at the beginning of the month
- Revision are requested, often daily, which is labour intensive
- D11 schedules pick up times and sends the schedule to DCS, who communicate with clients
- D11 invoices DCS with the total number of rides for their clients each month

3.2 Proposal for Testing Period

Testing: Phase 1 (Oct. 2018 - Apr. 2019)

Goal: The primary goal of the testing phase will be to link unemployed individuals and low income workers in the CBRM with employers and skill building opportunities.

Key Design Principles:

- Reduce initial coordination demands and build viable, regular shuttle routes.
- The focus will be on transporting people who are employed in shift work or attend regular programs (such as skill building and education programs)
- Provide service to five of the main communities in the CBRM: North Sydney, Sydney Mines, New Waterford, Glace Bay, Sydney, and potentially Membertou
- Provide service to DCS clients

Potential and Current Customers[13]:

The table below outlines the current and potential customers who could use the shuttle for transportation to low-waged shift work and program activities. When numbers were available, we made note of the total number of employers or clients for each potential / current customer. The estimate is approximately 10,651 individuals. Even if 5% of these individuals were interested in becoming users of the shuttle, it would represent over 530 users.

Customer	Current / Potential	Estimated Numbers	Status
Mayflower Mall	Potential	1000 employees	Discussion with the General Manager
Convergys	Current	600 employees	Support from the Regional Human Resources Business Partner

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[13] Customers list includes both kinds of users identified above: those who pay for participants to utilize the shuttle and those who facilitate shuttle access at their workplace but do not pay for the service.

Servicom	Potential	700 employees	Initial discussions with Human Resources Recruiter
Nova Scotia Health Authority - Cape Breton Regional Hospital, Glace Bay General Hospital, New Waterford Consolidated Hospital, North Sydney General Hospital	Potential	2500 employees	Discussion with the Executive Director of the Nova Scotia Health Authority Eastern Zone
S2G	Potential		Discussions ongoing with Human Resources Manager
New Dawn Enterprises	Potential	51 residents	Initial contact with Vice President of Operations
Department of Community Services	Current	ESIA clients who receive monthly transportation allowances	Discussions ongoing with case workers
Cape Breton University	Potential	4000 students	Discussions with Director of Student Affairs
Nova Scotia Community College - Marconi Campus	Potential	1200 students	
Membertou First Nation	Potential	600 employees	

Potential Routes for Testing Period:

The map in Figure 2 below outlines the proposed routes for testing. This map is a projection of the routes that could be built out during the testing phase; however, it is important to note that the routes will vary based on ridership. Through the aggregation and coordination of requests on a weekly and daily basis, pickups and drop off points will vary within a reasonable coverage area. This testing coverage allows for the five main communities of the CBRM to be served by the shuttle, and links major employers and institutions such as the Glace Bay Hospital, Cape Breton Regional Hospital, Mayflower Mall, Cape Breton University, Convergys Call Centre, Walmart, S2G Call Centre, and Servicom Call Centre, among others.
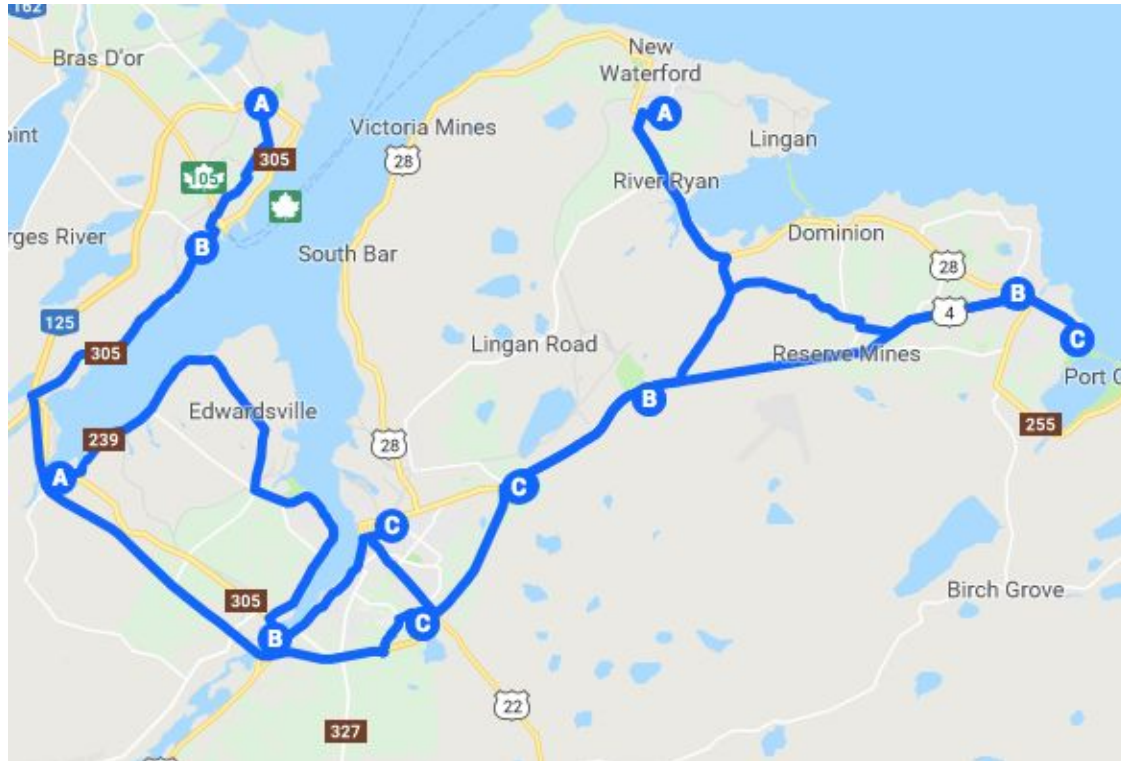
Fig. 2 - Proposed P2P Shuttle Routes for Testing

Service Expansion to Membertou:

Membertou First Nation is one of the largest employers in CBRM, with about 600 employees during peak season.[14] Anecdotally, we have heard that about half of these employees commute from places outside of Membertou.

Membertou has a population of more than 1400 people.[15]

During the initial phase of the Transportation Social Innovation Lab, significant efforts were made to engage representatives from both Membertou and Eskasoni First Nations. Contacts include:

- Membertou Human Resources
- Native Employment Officer, Eskasoni Employment and Training Department
- Eskasoni Social Assistance
- Native Alcohol and Drug Abuse Counselling Association

In general, these individuals were made aware of the project but chose not to engage directly. Despite a strong desire to provide service in these communities, they were not initially considered for the testing phase based on limited interest from these representatives to date. As such, the task of

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[14] "About Us: Community Profile," *Membertou*, web, n.d., Membertou First Nation, http://www.membertou.ca/about-us

[15] Ibid.

building working relationships would require additional resources to determine if a point-to-point shuttle would be of interest to this community, in addition to an increase in capital and operating costs to deliver service during the testing period.

Given that the scope for the testing period has been set to include densely populated urban pockets within the CBRM, we would recommend including Membertou in the prototype testing phase, while service to Eskasoni would remain a focus beyond the testing period (Phase 2).

The map in Figure 3 below shows where the two First Nations communities in the CBRM are located in relation to the proposed coverage area. Despite both First Nation communities currently having no access to public transportation, Membertou First Nation (the red dot on the map) is within the projected scope of the testing phase, given its proximity to other high density communities in the route map. Eskasoni First Nation (the purple dot on the map), on the other hand, is located a 40 minute drive from Sydney, and the region between Eskasoni and Sydney features a low-density rural population that would require a different model of service than the current P2P shuttle model for the testing phase.
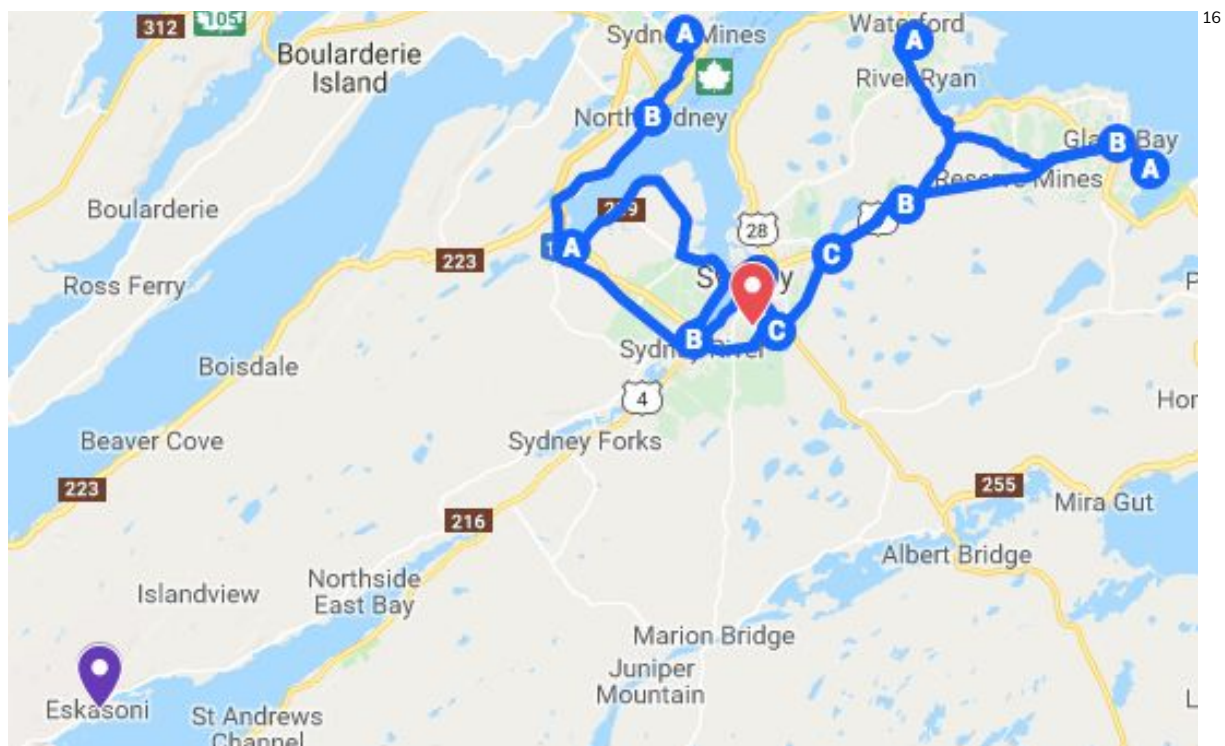

Fig. 3 - First Nation communities in relation to proposed testing routes

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[16] Purple = Eskasoni First Nation; Red = Membertou First Nation

Primary Activities for Testing Period:

The main activities of this phase would include:

1. **Finalize legislative context and environment**
   a. Work with CBRM Bylaws to determine how the current Taxi Bylaws apply to a proposed point-to-point shuttle service, involving other authorities as necessary. It is our intent to accurately represent the interests of the Lab team and community members, as expressed during the Social Innovation Lab process.
   b. Engage CBRM taxi businesses directly, with the aim of gauging their interest and capacity as point-to-point shuttle service providers.
2. **Targeted outreach and communications activity to promote the concept and develop organizational relationships**
   a. Identify potential host individuals and organizations whose members or employees might use the service and begin to develop working relationships.
   b. Facilitate 2-3 separate stakeholder consultation sessions, to provide an opportunity for individuals and organizations to become familiar with the point-to-point shuttle service model and begin to imagine using it in their geographic or social communities.
   c. Prepare a report of key findings and recommendations, incorporating feedback into the planning process.
3. **Stakeholder engagement: Maintain and develop partnerships and connections with organizations, advocates, and government**
   a. Connect with the employers and institutions identified in the table above to confirm their willingness to have program participants and employees utilize the point-to-point shuttle and, if appropriate, to become a regular destination along the shuttle route
   b. Continue conversations with additional communities, institutions or employers who are interested in shuttle access at future phases
   c. Continue conversations with Transit Cape Breton about the possibilities of integrating the point-to-point shuttle service with bus service
4. **Ongoing business coaching & capacity building support**
   a. Based on current market information, develop a working business model for the point-to-point shuttle service to key population centres in the CBRM.
   b. Work with service providers who have committed to hosting the model for the testing period to customize the business model to their particular context and intended level of involvement.
   c. Provide ongoing implementation support, enabling service providers to build capacity and respond to the learnings of the testing phase as the service begins to scale up.
5. **Planning and implementation of evaluation framework**
   a. Meet with evaluation advisors to define an evaluation framework for the project and determine their involvement:
      i. DCS evaluation consultants
      ii. Patrick DeLamirade, Professor of Economics, CBU
      iii. Jonathan Coburn, Director, Social Value Lab, Scotland

> b. Meet with representatives from institutions whose members or employees are using the service to request their cooperation in data collection
>
> c. Meet with service providers to set timelines and enable collaborative data collection

6. **Partnership and feasibility assessment for entry into Phase 2**
   a. Gather and sort data from the evaluation process
   b. The creation of a final report to share findings from Phase 1
   c. Considering the degree to which the shuttle service has met evaluation outcomes, prepare recommendations for further activity and, as needed, amend the plan for Phase 2.

Timeline:

It is anticipated that the testing phase will run for a six month period from October 2018 to April 2019. This estimation takes into consideration:

- time required to resolve any outstanding issues pertaining to the regulatory requirements prior to commencing shuttle activity,
- time required to build relationships with additional taxi operators to meaningfully invite them to participate as shuttle service providers, and
- time required to grow ridership on the shuttle routes to a financially sustainable level of ridership.[17]

Evaluation Plan:

The Lab testing will be aligned with the Evaluation of the overall Poverty Reduction portfolio of the Provincial Government. We will work closely with the hired Evaluation Consultants to best meet the goals of the overall evaluation.

Anticipated Social Outcomes:

- Generating new employment opportunities for individuals who were previously unemployed because of lack of transportation access
- Reducing barriers to and the cost of reliable transportation for current employees who do not own vehicles, enhancing their ability to maintain existing employment or take on additional hours
- Filling vacant positions for employers in the CBRM, and increasing reliability of staff
- Providing better access to skill building programs and educational institutions
- Cost savings to government and social agencies through more cost effective transportation

Data Collection:

- Partner with service providers to gather quantitative (number of riders) and qualitative (satisfaction of users, number of newly employed, etc.) shuttle user data. Qualitative data may require in-person interviews (e.g. ride-alongs in shuttles).

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[17] During the Social Innovation Lab process, it took District 11 two months to build out their current shuttle route from New Waterford to Glace Bay to a financially viable level of ridership. Therefore, we estimate that at least four months will be required in order to scale the additional four shuttle routes to a the same level of ridership, accounting for the increase in scale as well as the learning and work that has taken place already.

- Partner with one or more employers to create a test group of shuttle users and a test group of non-shuttle users to gather data on employee reliability and retention.

- Partner with DCS staff and managers of community organization to calculate savings on transportation for income assistance clients over the test period and to compare program attendance (vs. seasonal averages).

Potential Partnerships:

- **DCS evaluation consultants**: we would seek to partner with evaluators to create an evaluation framework that ensures that specific poverty reduction outcomes are being captured.

- **Patrick DeLamirade, Professor of Economics, Cape Breton University:** Patrick has expressed a willingness to partner to set up and conduct a cost-benefit analysis (CBA) for the testing period. This tool would be useful for determining outcomes, as well as for use in making decisions about financial sustainability and feasibility in other areas of Cape Breton and the province as a whole. As discussions continue with CBRM Bylaws, it has also emerged that a CBA may be the best tool to determine the net impact of testing a point-to-point shuttle service on the existing taxi industry and its operators. The cost of conducting a CBA falls outside of the current draft project budget.

- **Jonathan Coburn, Director, Social Value Lab, Scotland:** Jonathan is a world leader in social impact measurement--telling the quantitative and qualitative story of social initiatives. Jonathan has a close working relationship with CGS and could assist in creating a social impact reporting framework for the testing period and beyond. The cost of his consulting services would fall outside of the draft project budget.

Long Term Vision

While outside the scope of the initial testing period, the intent for the P2P shuttle is that it continues to expand its service offering to meet diverse and urgent transportation needs within the region. The ability to appropriately scale this service past the initial testing phase will be critical in ultimately addressing systemic level transportation barriers in the region that reinforce and reproduce socioeconomic inequality.

The learnings from the testing period may also provide an opportunity for transferability of the model to other areas of the province that experience similar socio-economic, geographic, and transportation constraints. There will be adaptations that each locality will have to apply to the model, but the main learnings from the point-to-point shuttle testing period may be relevant and useful to meet transportation and employment demands in other regions.

The two following phases outline the anticipated goals and general key design principles of each additional phase that may be applied to the CBRM community. It also should be recognized, however, that each phase will be adaptive and responsive to learnings from previous phases so the information below is subject to change.

Social Innovation Lab: Phase 2 (May 2019 - February 2020)

Goal: The primary goal of the second phase will be to scale and diversify the service, thereby enabling a greater number and diversity of individuals in the CBRM to utilize the point-to-point shuttle to meet a wider range of transportation needs.

Key Design Principles:

- Increase the geographic coverage of shuttle service - to connect additional communities where sufficient transportation demand is demonstrated, such as Membertou (if not already serviced in Phase 1) and Eskasoni First Nations
- Increase the number of riders - Work on filling ridership gaps with existing shuttles, and market to new users in communities serviced by shuttles that could utilize the service for different activities (e.g. not work, school or skills building)
- Diversify the use of the shuttle service to meet a wider range of needs (e.g. medical visits, social and recreational activities, shopping, tourism)

Social Innovation Lab: Phase 3 (Start April 2020)

Goal: The goal for this phase is to contribute to **systemic level transportation change** in the CBRM. Through a strengthening of core Transit Cape Breton services and integrated shuttle services, we seek to offer effective transportation services to the majority of people in the community without personal vehicle access.

Key Design Principles:

- Full roll out of combined services with Transit Cape Breton - shuttles bringing people from more dispersed communities into more robust Transit Cape Breton routes in the core corridors

4. Social Impact

4.1 Community Engagement

Section Highlights:

- Representation from, and interaction among, stakeholder groups was a key strength
- Support was received from different facets of the CBRM

Fig. 2 - Transportation Social Innovation Lab Community Engagement

In addition to outcomes which are anticipated as a result of Lab solution testing and implementation, there were a number of interim outcomes that happened within the process itself and bear mention.

The strength of the Lab was a direct result of the breadth and mix of stakeholders engaged throughout the process. Over the five month period, 231 project contacts were made; the vast majority of whom were from the local community. The main stakeholders engaged through the Lab included 30 employers, 32 community-serving organizations, nine government departments / bodies, and 36 first voice participants (see Appendix B).

Most significantly, the ability for first voice participants to speak directly to community-serving organizations, employers, and government staff and representatives offered a continual learning opportunity based in the lived realities of those at the centre of the Lab. We repeatedly heard from community and government stakeholders that their assumptions were being challenged, and the learning and connections within the Lab were informing their work outside of the Lab. A DSC employee and Lab participant, stated "I have a better understanding of the experiences of clients who are using transit and those who can't use it, after hearing from the first voice participants. I also have stronger understanding of the current transit system, the changes coming and the limits and obstacles the system faces."

By the end of the Lab, there was also significant buy-in and partnership from the CBRM Council and staff. At the July 10, 2018 Council Meeting, a motion was passed by Council to:

> "support CBRM staff members to develop a short-term working relationship with [the TIL] team over the next couple of months, to provide information and feedback as we work to design the transportation solution ideas that will be pitched to the Department of Community Services in September . . . [and to] share non-private data that is relevant to the project that could help inform the design of a relevant transportation solution."

This support from the municipal government helped to pave the way for working relationships between CGS staff and staff at Transit Cape Breton, the CBRM Technology Department, and the Bylaws and Planning Department. As a result, partnerships continue to be explored that will

ground the TIL work in the strategic directions of the municipality and ensure the TIL complements and strengthens local priorities, rather than competes or duplicates.

4.2 Impact on First Voice Participants

Section Highlights:

- First voice participants learned about transportation options
- First voice participants developed an increased sense of confidence and inclusion
    - Two Lab Team members have secured full time employment.
    - Two Lab Team members have explored enrolment at the Nova Scotia Community College (NSCC), one has started classes this September
    - Two Lab Team members have requested CGS be available as a reference as they seek to find new opportunities in the labour market

The significant impact on the lives of first voice participants involved in the Lab has been another of its most important outcomes. First voice participants spoke about the learning that took place in the Lab and the direct impact it had on their lives, such as learning more about social programs and less expensive transportation options. One participant commented, "I felt that much was accomplished in finding out about inexpensive transportation solutions," while another participant, observed that "[the Lab] gave us opportunity and lots of information."

Throughout the process, we also heard from first voice Lab Team members about how the Lab was increasing their sense of confidence and feeling of inclusion as they participated in decisions that are shaping their lives and environment. Here are a few quotes from first voice participants:

"[S]ometimes one person can make a difference. I HAVE ENJOYED this lab experience so much and I hope that someday I just might have a job doing what [Chloe] and Robert are doing. I'm very happy to have met you both and will look forward to maybe working with you both again." [18]

"[The Lab sessions] were great and gave me inspiration to move forward in my life." [19]

"It was good as a community to sit and work on a solution." [20]

"It gave me a new look on how the community can change the way it works with people."[21]

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[18] Response to the question "What has being part of the Lab meant to you?" during the Lab Team meeting at the New Dawn Centre for Social Innovation, 21 August 2018.
[19] Ibid.
[20] Ibid.
[21] Response to the question "On a scale of 1-4 how would you rate the session? Why?" during the Lab Team meeting at the New Dawn Centre for Social Innovation, 17 July 2018.

The increased confidence, agency and inspiration that Lab participants spoke of above has already been translating into real change in people's lives. Over the course of the Lab, two first voice Lab Team members have secured full time employment. An additional two Lab Team members have requested CGS be available as a reference as they seek out new opportunities in the labour market. Two additional first voice Lab Team members have gone to the Nova Scotia Community College (NSCC) to inquire about enrolling in schooling; one has since started into a program. And two Lab team members had conversations with D11, who provided a prototype of the point-to-point shuttle service during the Lab, about job opportunities as they scale the service. In getting to interact with first voice individuals throughout the Lab, D11 recognized the potential value to their company of hiring committed individuals who helped to design the point-to-point shuttle solution as they work to scale their service.[22]

4.3 Spin-Offs

Section Highlights:

- Transit CB hosted a focus group with service users and proposed changes as a result
- Transit CB is considering an alternative structure for their service
- United Way rolled out their second free bus pass program
- Councillors are exploring the point-to-point shuttle concept to address transit gaps

There have been direct spin-offs from the Lab that are being carried forward independently by stakeholders engaged through the Lab process. These spin-offs have the potential to make a positive contribution in the community to improve transportation and employment access.

Change for Transit CB

We gathered a significant body of feedback during the Lab process about the current transit service, but overhauling the transit system was really out of scope for the TIL. As such, we contacted the Manager of Transit Cape Breton to share the feedback we had received and to encourage her to speak with the Lab Team members directly to give them an opportunity to share with her about transit. As a result, they hosted a focus group with transit users, the majority of whom were Lab Team participants, and received important feedback that will be used to help inform decisions on Transit. Two important changes the Manager mentioned as now considering because of the focus group discussion are:

a)   to increase the run to the Regional Hospital past 5:00 pm and

b)   to update the route / scheduling information so it is more user friendly.

In additional conversations with the Manager of Transit Cape Breton, we provided her with research about alternative public transportation options that are used in other municipalities, such as shuttle to transit and Transcab models. She was not aware of these models previously. Her new knowledge of this precedent in other jurisdictions paired with an awareness of the

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[22] Response to the question "What in your life / work has changed as a result of the Lab?" during the Lab Team meeting at the New Dawn Centre for Social Innovation, 21 August 2018.

point-to-point shuttle solution emerging in the TIL has allowed her to consider a restructuring of Transit Cape Breton's core service offering. Whether or not Transit Cape Breton ultimately decides to partner with the point-to-point shuttle service in its restructuring, the knowledge of these different types of models has opened up new possibilities in public transportation delivery within the municipality.

Free Bus Pass Program Reprised

Partway through the Lab, the United Way of Cape Breton decided to implement a free bus pass program for low-income individuals in the CBRM for the second time. This was partially due to the feedback their staff, who participated in the Lab, heard from first voice participants about their transportation needs. Lab members were informed of the opportunity to apply for a free bus pass at the Lab session. Many of them signed up to receive one and shared the opportunity with their communities and networks.

Greater Awareness of Transportation Needs

Lastly, since learning about the TIL at the July presentation to Council, Councillors Steven Gillespie and Ivan Doncaster have requested multiple meetings with CGS staff and a point-to-point shuttle provider. Residents in the Councillors' districts currently have very limited or no access to public transportation, and the Councillors are aware this is a significant issue. Councillor Gillespie has expressed a willingness to host a community meeting in his district to discuss the issue of transportation and see if a point-to-point shuttle service might be of interest to his residents.

4.4 Rationale for Testing Period

Section Highlights:

- Outcomes to date
    - 8 user groups and 58 riders have used the service
    - Financially sustainable model
    - Helping people attach to the labour market and save time and money
    - Helping poverty reduction organizations save financial and time resources
- Market potential
    - Employers have expressed an interest, representing 4100 employees
    - ESIA clients in the region could be served
    - 5200 students at CBU and NSCC Marconi Campus, with significant transportation barriers to the college and university
    - Transit Cape Breton's support for a potential partnership with the P2P shuttle

Outcomes to Date

A pre-prototype version of the P2P shuttle has run in a limited geographic area of the CBRM over the last few months. Over that time period 58 riders across eight distinct user groups have utilized the service. The service was found to be financially sustainable based on revenue generated from users under the current model. Following an initial investment, it is anticipated

that P2P shuttle operators would not require subsidies in order to operate the service. The model is designed to be affordable to users[23], whether that be low income workers or ESIA clients, and to be revenue-producing for P2P shuttle operators.

Limited initial data from the pre-prototype of this service offered during the Social Innovation Lab suggests that a P2P shuttle service will help to address the issue of poverty in the CBRM. A survey was distributed to some current and potential shuttle users at the end of the Lab period to gather data. Two current shuttle users responded to the survey, and both indicated they use the service to get to work and had not worked prior to the P2P shuttle service starting. One respondent stated, "without this service I would be unable to have employment." Between these two users they estimated their own financial savings on transportation to be $180 per week and three hours per week in travel time. This demonstrates that the P2P shuttle service was a critical and required service in order for these individuals to attach to the labour market. It also demonstrates that the use of this service was more cost and time effective than any of the other transportation options available to these individuals.

In addition to saving resources for the individual, we also heard from organizations and government departments about the benefits of using the service. From these stakeholders we repeatedly heard that the P2P shuttle service helped them save resources, both financial and time, when figuring out transportation for their clients. This, in turn, allowed those working on poverty reduction in the local community to have greater resources to allocate to other integral aspects of support.

Market Potential

The market potential for the P2P shuttle is very strong. Large employers in the area, such as the Mayflower Mall, Convergys Call Centre, and the Nova Scotia Health Authority, representing approximately 4,100 employees, have indicated their interest in exploring the model further.

There is also significant room to provide service to more DCS clients, such as those on ESIA who receive a monthly transportation allowance. To date during the Social Innovation Lab, the prototype point-to-point shuttle has served just 15 ESIA clients, with very positive feedback from local DCS staff.

In addition, Cape Breton University (CBU) and the Nova Scotia Community College Marconi Campus are located far from any urban centre in the CRRM, making post-secondary education very difficult to access for those without personal vehicles. Together, these institutions report approximately 5200 students. At CBU, there is an increasing focus on attracting international students. It has been reported that the current demographic of international students, particularly those from India, are culturally much more likely to be public transit users than local students or previous cohorts of international students from Saudi Arabia or China. The September 2018 semester alone saw 2000 international students enrolled at CBU, with roughly 1000 of these

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[23] Fifteen job seeker at a job fair reported they would be comfortable spending on average $6/ride to get to and from work. In addition, all first voice participants in the Lab felt that the $5/ride flat rate for the prototype was fair and reasonable.

students arriving from India.[24] As a result, the Transit Cape Breton system is unable to handle the excess demand, causing a disruption to service for students and other transit users.[25] One participant in the Lab stated she must go and stand at her bus stop two hours in advance since the semester started to ensure she can arrive at work on time because so many buses pass her with the overflow of student riders.

Transit Cape Breton has realized that the public transportation system is insufficient in meeting the current level of demand, but struggles to consider how to restructure while dealing with the acute transportation needs of the community daily. It is the hope of Transit Cape Breton that in the future, once the P2P shuttle is strongly established and Transit Cape Breton's core service is strengthened, they may explore a partnership to more effectively offer transportation services in the region for a greater number of residents.

The P2P shuttle concept offers a chance to meet multiple and complex needs in the region through one service: the needs of employers requiring more labour; the needs of students and those looking to develop their skills and education; the needs of community-serving organizations; and, the needs of potential and current employees.

4.5 Risks and Mitigation During Testing Period

Section Highlights:

- Regulatory uncertainty - Working in partnership with CBRM Bylaws Dept.
- The opportunity is equally made available to all taxi operators: ensure the taxi industry is included in discussions around how best to move forward in the testing period and has full access to participation
- Addressing gaps in organizational capacity - Provide business planning and measurement guidance to address organizational capacity
- Additional costs associated with employment, such as work clothes, work supplies, childcare, medical expenses, and rental increases, especially when the work is low-waged and less than full time: seeking partnership with other poverty reduction agents in the CBRM

Regulatory Environment

As with most innovations, the P2P shuttle concept is new for the CBRM. As a result, there is some uncertainty around how this activity may fit in the existing legislative context and whether the legislative context may have to be changed in order to test this activity. To explore how existing legislation applied to the point-to-point shuttle concept, two regulatory bodies were engaged during the Lab process:

Utility and Review Board (UARB)

To investigate any applicable provincial regulations, we contacted the Regional Manager of Motor Vehicle Compliance for Transportation and Infrastructure Renewal. He confirmed that if the

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[24] Information received from Vanessa Viva, CBU Enrollment Services Professional, via email on September 21, 2018.
[25] http://www.capebretonpost.com/news/local/cbrm-transit-troubles-brought-to-light-243839/

shuttle is operated within the CBRM boundaries it would not fall under their department or the Nova Scotia Utility and Review Board. It would be solely under the jurisdiction of the Cape Breton Regional Municipality's bylaws. The province only becomes involved if a shuttle crosses municipal boundaries each and every trip, which is not in our plan for testing.

CBRM Bylaws Department

Given that the service provider for the point-to-point shuttle pre-prototype has been, and will continue to be, a taxi operator, the regulatory framework that applies to the concept in CBRM is the Taxi Bylaws. Over the course of two months, we have been engaged in frequent meetings with the staff and manager of the CBRM Bylaws Department with the aim of coming to a shared understanding of the point-to-point shuttle concept and how it fits within the existing taxi bylaw.

Over this time period, Bylaws advised we submit a formal proposal for the pilot that could be circulated to all taxi owners in the CBRM for their feedback and comments. A final proposal was submitted to Bylaws at the end of August, which was subsequently distributed by Bylaws to all taxi owners in the region.

A month after that formal proposal was submitted, the issue of municipal regulation still remains unresolved, though more perspectives are being gathered and considered throughout the process. Staff and management of the Bylaws Dept. have demonstrated their commitment to working with us to reach regulatory clarity on a service which will provide sorely needed access to affordable, reliable transportation. Despite the Lab having ended, we continue to meet with Bylaws on an ongoing basis to seek resolution on this issue, and a plan to reach an agreement has been set out. If testing funding is secured, resolving any outstanding regulatory issues with Bylaws will be CGS' first priority.

Engagement with the Taxi Industry

The taxi industry in the CBRM currently serves many low income residents, and their services are paid for by individuals, sometimes through partner organizations and government arrangements. All taxi operators will be welcomed to become a P2P shuttle operator, offering an opportunity to continue to serve the same customers incorporating a different model. Each taxi operator will be fully invited to participate and will make their own determination about whether it makes sense for their business to offer the point-to-point shuttle service in addition to their regular taxi service, or whether they will continue to serve their customers solely under the current taxi model.

Engagement with taxi operators to date

All eleven taxi companies in the CBRM received the proposal from the Bylaws Dept. outlining the point-to-point shuttle concept and proposed testing period. They were given a ten day window to contact Bylaws or CGS with their questions, concerns and feedback. To date, we are aware of eight companies who responded to this request. Three have expressed interest in participating as shuttle operators, and five have expressed concerns. CGS is working with CBRM Bylaws to determine how best to move forward to address some of the concerns from taxi operators to ensure their inclusion moving forward. It is important to note that CGS is hearing these concerns and is offering a willingness to work closely with the industry to ensure their voices are heard and they are part of the solution.

Plan for future engagement

While it is our intention to build out the model through the strength of partnerships, we are aware that the scope of this testing phase will be around exploring and building partnerships, rather than securing them, due to the limited time frame. To date, we have one committed transportation provider and are preparing to investigate further possibilities for partnership with service providers in the testing period. Engagement activities will include:

- An initial meeting with all taxi operators (hosted by the Bylaws Dept.) to provide all parties with the details of the proposed point-to-point shuttle service and opportunities to become involved.
- Meeting one-on-one with taxi operators who have expressed an interest in being a shuttle operator and determine what they will require to be involved.
- Meeting with all taxi operators who have expressed an interest in being a shuttle operator as a group to determine how partnership could best work, and to review their staffing needs.
- Meeting with all interested community organizations to communicate what staffing and promotions and education components are available for them to fill.
- Providing a monthly update to all partner organizations and potential partner organizations (taxis, community organizations) throughout the testing period to share successes from the model, opportunities to meet additional needs or expand service offerings, and training opportunities (coaching, business planning, communication, training, etc.), as determined through the testing period.

Addressing Gaps in Organizational Capacity

Providing a P2P shuttle service differs from existing transportation services in the region in that the efficient aggregation of rides requires a considerable amount of planning and coordination. Without the effective aggregation of riders, the business model will not be self-sustaining for operators and will be ineffective and unreliable for users. If these gaps in organizational capacity are left unaddressed they run the risk in undermining the potential of the service.

Therefore, while the proposed service providers (taxi operators) are experts in some elements essential to this model, such as transporting people, driving in the region, and taking requests for pick-ups, there are some abilities that will require training and capacity building for transportation providers within this model, such as ride aggregation and business management. Meeting these training and capacity building needs has been built into our plan for testing:

- First, a general business plan will be developed for a point-to-point shuttle service that will be provided as a resource to interested companies for future application in their specific contexts.
- Second, any transportation service providers who decide to participate in the testing period will be provided with capacity building assistance to ensure that they have the organizational capacity to apply the business plan successfully and sustainably. Within this activity, we will work to help the service providers customize the generic business plan to their organizations.

Specific business planning and capacity building activities include, but are not limited to:

- Developing a working business model for the P2P shuttle across key population centres in the CBRM

- Hosting workshops and meetings for P2P shuttle operators to introduce and teach the model and, on an ongoing basis, provide implementation support by drawing on key learnings and capacity gaps that emerge throughout the testing period
- Working with host P2P shuttle operators and sub-contractors to develop the parameters of the working relationship among them, if required
- Providing monitoring and evaluation support to provide feedback to P2P shuttle operators that can help them strengthen their service and identify areas where they require further support to successfully operate the model

Additional Barriers for Individuals Living in Poverty

While access to reliable and affordable transportation is an essential element to break the cycle of poverty, there are many other factors that prohibit or limit individuals in their struggle to move towards a greater standard of living. In the primary research we conducted with first voice participants, we heard about additional costs associated with moving to employment, such as clothes, work supplies, childcare, medical expenses, and rental increases. In addition, we heard how challenging it is to make ends meet earning low wages, particularly when employers do not provide consistent full time shifts.[26] As a result of these additional challenges, even with relief from transportation issues, individuals may still struggle to find success in a work environment, or may make the rational decision to remain on income assistance rather than move to employment.

It is our intention to continue to partner with other poverty reduction initiatives in the region, so that these other underlying issues may also be addressed. Over the course of the Lab, we have had the opportunity to connect with over thirty community-serving organizations (see Appendix B), and we believe these established connections will continue to strengthen the quality of service individuals receive in the community.

Nonetheless, we anticipate that during the monitoring and evaluation of the service we will hear about barriers that still exist for low income individuals as they transition to employment. We intend to collect this critical data and communicate it to relevant stakeholders, such as the DCS, so that they may consider how better to support individuals (re)entering the workforce.

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[26] For further detail please see *CBRM Transportation Innovation Lab Primary Research Summary*.

5. Transportation Social Innovation Lab Key Learnings

5.1 Advantages

The ability to go deep on one issue with one community

The Lab provided a unique opportunity to spend a five month period exploring one particular issue in the CBRM and its far-reaching and complex effects. As a result of this depth, we were able to spend the necessary time to build relationships and were successful in bringing together a large number of diverse stakeholders. We also were able to understand both the layers of community challenges and assets in a more comprehensive way, which play a fundamental role in shaping the design of the solution.

Participants are an agent of change and build the solution

We found that it took some time to shift participants' expectations in terms of their role in the Lab. Initially, individuals expected to play a passive role, as those who were consulted about existing transportation services. In this early stage, it was difficult to move discussions away from opinions about deficiencies in existing transportation services and suggestions about how an external body should fix them. Through the process of participating in the Lab, however, participants learned to see themselves as the agents of change required to design better transportation solutions in the CBRM. Once that permission and responsibility had been firmly established, there was a shift to much more productive discussions around what could be made right around transportation in the area and how we would get there.

Resources for a phased approach are in place from the outset

Social Innovation Labs, by their nature, must be undertaken in an iterative approach, with each new stage building off of the learnings of the previous stage. However, a critical component of the success of our Lab was that even from the first meeting participants saw a clear path to implementation. The resources available through the Province of Nova Scotia's Poverty Reduction investment to support further phases of the work made the process of dreaming and designing solution ideas empowering and real. Particularly for those living with the daily negative impacts of transportation deficiencies, the clear path outlined to having discussions around solutions materialize into action was critical to making the process a positive one.

5.2 Challenges

Gathering representation from multiple stakeholder groups is demanding

In our approach to the Lab, we defined four stakeholder groups we hoped to engage: under- and unemployed individuals, employers, community organizations, and government representatives. While the Lab process demonstrated how essential it is to engage all of these groups, it also illustrated that engaging them is difficult and time consuming. Relentless, highly personal invitation is necessary if people are to participate, and the nature of this required communication (and people's availability) is highly variable based on location, the group being engaged, the time of year the meetings will take place, among others. For example, it was difficult to engage businesses involved in tourism during the Transportation Social Innovation Lab because it took place during the summer months.

It takes time for a community to adjust to new ideas

Given the relatively short duration of a Social Innovation Lab, most of the people who will choose to support the Lab and participate are early adopters. While this is expected with any innovation, it has challenging implications if certain stakeholder groups are predisposed to be later adopters. While municipal representatives were invited from the outset of our project, it was not until three quarters of the way through the process that we began to have real success in engaging them. This late engagement by the municipality led to a situation where we had to factor in municipal conditions and requirements later in the Lab, rather than building off of this critical input throughout the process. As with the initial invitation, significant time is required to facilitate late adopters' attachment to the process, and may require a re-imagining of the solution idea with their input when they are ready to engage.

5.3 Key Principles Learned

Go to where people are, when they are there anyway, with people they trust

When consulting with first voice participants, it is essential to host initial meetings in places people are already comfortable. Ideally, initial meetings are hosted during times when first voice individuals would be at these locations anyway and are co-hosted with people that first voice participants already know and trust. When the goal is multi-stakeholder engagement, it is advisable to meet with first voice participants (and perhaps other stakeholder groups) in advance of a meeting with multiple stakeholder groups represented.

Valuable shared understanding happens in multi-stakeholder group meetings

The most impactful moments during the Lab process were when people from vastly different contexts listened to and were heard by each other in group meetings. Whether it was framing the problem or considering a potential solution, these moments grounded the discussion in the realities that both groups were experiencing and provided an opportunity to develop shared understanding.

For people at the centre of the problem (first voice participants), this was a chance to:

- speak from their lived experienced and have others listen
- hear that they and their communities are not alone in the issues they face
- learn about the larger political and social dynamics at play in the challenges they are facing

For representatives from community organizations and government departments, as well as other community actors, these meetings were a chance to:

- have their assumptions challenged about the experience of people at the centre of the issues and the nature of the problem itself
- approach creating solutions to community challenges in partnership with, and considering the perspective of, first voice participants

Importance of inter-governmental dialogue

The municipal government has become a strong and critical partner in the design and implementation of the solution idea in our Lab, as we quickly learned we needed to ground any solution in the municipal context in which it operates. However, we have heard from some of our municipal partners that they would have appreciated being informed of the Lab directly from the province as soon as the decision to host a Lab in their jurisdiction was made. They expressed an interest in learning more about the model from the perspective of one level of government to another in meeting community needs. If the Social Innovation Lab approach is carried forward by the province to meet other needs in communities across Nova Scotia, it may be advantageous to have Municipal Affairs communicate this new strategy with their municipal partners. We believe this kind of inter-governmental dialogue will help to create a fertile foundation for this new, innovative, solution-based work to occur at the community level.

Appendices

Appendix A: Local Advisory Committee Members

Name	Organization
Adam Power	Haley Street Adult Services Centre
Aron Ashton*	Nova Scotia Health
Bobby O'Handley	Department of Community Services
Colleen Mackenzie	Crossroads Cape Breton
David Upton	Common Good Solutions
Donna Anderson	Department of Community Services
Eric Leviten-Reid*	New Dawn Enterprises
Lauren Sears	Common Good Solutions
Matthew Lever	YMCA - Glace Bay Employment Resource Centre
Robyn Lee Seale	Cape Breton Partnership
Shaun Butler	Department of Community Services
*Also a member of the Community Transportation Working Group	

Appendix B: List of Organizations, Employers & Government Stakeholders Engaged

Employers, Organizations & Government Stakeholders	Community
Employers	
Louisbourg Seafoods	Louisbourg
Silver Dart Inn	Baddeck
Trailsman Motel	Baddeck
Auberge Giseles	Baddeck
Hunter's Mountain Chalets	Baddeck
Servicom	Sydney
Yellow Cello	Baddeck
Tim Horton's	Baddeck & Whycocomagh
Bellweather Media	Baddeck
Adventures East Campgrounds & Cottages	Baddeck
Premium Seafoods	Eskasoni & Petit de Gras
Eskasoni Golf & Country Club	Sydney
Parkland Retirement Living, Harbourstone Enhanced Care & Celtic Court	Sydney
Convergys	Glace Bay
Inverary Resort	Baddeck
Mayflower Mall	Sydney
Coast Guard College	Westmount
Sobeys	CBRM-wide

Tim Horton's	CBRM-wide
S2G Call Centre	North Sydney
Organizations	
New Dawn Enterprises	Sydney
Caper Base	Sydney
Island Employment	CBRM-wide
Employment Development Centre	Sydney
YMCA - Nova Scotia Works	CBRM-wide
Horizon Achievement Centre	Sydney
Ally Centre	Sydney
Info Cafe	Sydney
Ann Terry Employment Project	CBRM-wide
Native Alcohol and Drug Abuse Counselling Association	Eskasoni
Adult Learning Association of Cape Breton	CBRM-wide
Cape Breton Partnership	Victoria County
Crossroads Cape Breton	CBRM-wide
Schools Plus New Waterford	New Waterford
New Waterford Hospital	New Waterford
Glace Bay Food Bank	Glace Bay
Nova Scotia Community Transportation Network	Province-wide
Cape Breton University	Island-wide
Cape Breton Island Housing Authority	Island-wide
Family Place	Island-wide

CAPE	Glace Bay
United Way of Cape Breton	Island-wide
Townhouse	Glace Bay
Community Cares Youth Outreach	Sydney Mines
Northside Employment and Resource Centre	Sydney Mines & North Sydney
Educational Programs Innovation Charity	Island-wide
North Sydney Food Bank	North Sydney
YMCA Immigration Settlement Services	Island-wide
Bay it Forward	Glace Bay
Cape Breton University Students' Union	Island-wide
Maritime Environmental Training Institute	Island-wide
Northside Rising - Inspiring Communities	Northside CBRM
Government	
Eskasoni First Nation	Eskasoni
Cape Breton Regional Municipality	CBRM-wide
Nova Scotia Liberal Party	Province-wide
Communities, Culture and Heritage	Province-wide
Nova Scotia Health Authority	Island-wide
Transit Cape Breton	CBRM-wide
Cape Breton Regional Hospital	Island-wide
Department of Community Services	CBRM-wide
Department of Transportation, Infrastructure and Renewal	Province-wide

Appendix C: Breakdown of Primary Research Participants

Engagement Process	Community	Number of Participants
Launch Gathering	Sydney Mines	21
Launch Gathering	Glace Bay	17
Launch Gathering	Sydney	20
Launch Gathering	New Waterford	8
First Voice Focus Group	Glace Bay (Adult Education Class)	6
First Voice Focus Group	Sydney (Pre-Employment Class)	10
First Voice Focus Group	Sydney (General)	3
First Voice Focus Group	Sydney (Crossroads Clubhouse)	12
First Voice Focus Group	Sydney (Newcomers)	1
First Voice Focus Group	Glace Bay (General)	2
Employer Interviews	Via Phone	13
	Total (only counts individuals **once** who participated in multiple engagement processes)	108