

The GTA-CAC as a Catalyst for Local Action on Clean Air

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Executive Summary

Since 2001, the Greater Toronto Area Clean Air Council (GTA-CAC), a program of the Clean Air Partnership (CAP), has been working to facilitate municipal strategies to improve air quality and reduce greenhouse gas emissions, particularly in the Greater Toronto Area (GTA). The GTA-CAC is an intergovernmental working group comprised of representatives from all levels of government—federal, provincial and municipal—operating in the GTA. As such, it is a unique body which is intended to serve as a model for other urban regions.

The objective of this project is to evaluate the functioning and performance of the program in light of its intended purposes, and to begin the process of devising strategies to improve the program's effectiveness.

The evaluation began with CAP staff identifying their own expectations of the GTA-CAC. Next, a series of interviews were conducted with a select number of GTA-CAC participants, which asked about: member expectations of the GTA-CAC; member opinions about the effectiveness of meetings, research and workshops CAP organizes for the GTA-CAC; and the degree to which the GTA-CAC facilitates capacity building, action planning and policy change/program development in GTA-CAC member municipalities. The intention was to:

- Assess the validity of the assumptions guiding CAP's operation of the GTA-CAC;
- Evaluate the effectiveness of the services provided by CAP to GTA-CAC members;
- Document the results of participation in the GTA-CAC for members; and
- Build the capacity of CAP to undertake project evaluations.

Based on the responses of the interviewees, GTA-CAC members find the meetings, research and workshops organized and executed by CAP for the GTA-CAC to be useful. Members expressed particular appreciation for the networking opportunities provided through the meetings, and for the learning opportunities provided through presentations at GTA-CAC meetings, and CAP research reports and workshops.

Also clear from the survey responses, however, is that CAP could be more effective in supporting members in their efforts to apply the knowledge gained to influence decision-makers and achieve policy change/program development and implementation in member jurisdictions.

To these ends, this report proposes a strategy, based largely on the suggestions of the interview respondents, to increase the effectiveness of CAP and the GTA-CAC. The proposed strategy includes the following major changes to the operation of the GTA-CAC:

- Increased opportunities for networking, possibly on a sectoral basis;
- More direct communication with senior managers and decision makers in the municipal sector; and
- A research agenda that is narrower, sharper and more strategic in focus.

The next step in the evaluation process will be for CAP to engage GTA-CAC members in a dialogue about the appropriateness of the proposed strategy, and, if necessary, to devise a more appropriate strategy to ensure that the GTA-CAC meets the program's goals and the needs of its varied members in the future.

The GTA-CAC as a Catalyst for Local Action on Clean Air

1.0 Introduction

This report summarizes the evaluation of the effectiveness of the Greater Toronto Area Clean Air Council (GTA-CAC), a program of the Clean Air Partnership (CAP). The evaluation was undertaken by CAP in 2006 and 2007. The report includes: a description of CAP's expectations for the GTA-CAC; feedback from GTA-CAC members about the degree to which it is meeting those expectations; and a plan to bridge any gap between the two.

1.1 The Clean Air Partnership

The Clean Air Partnership (CAP) is a registered charity that was launched at the first Smog Summit, in June 2000. Its mission is to work with partners to achieve clean air, facilitate the exchange of ideas, and promote and coordinate implementation of actions that improve local air quality. Working in partnership with local and other governments, community groups, utilities, schools, and businesses, CAP develops and delivers strategies to reduce energy use and clean the air as part of the effort to achieve healthy and sustainable local communities. CAP's major initiatives include: executing a program of self-directed, externally-funded research; publishing and distributing the Clean Air and Environment Guide; organizing the annual Smog Summit and Fresh Air Fair; and coordinating the 20/20 The Way to Clean Air program.

Another major initiative of CAP is the Greater Toronto Area Clean Air Council (GTA-CAC), for which CAP provides secretariat services, including administration that supports the Council and coordination of monthly meetings. In addition, CAP facilitates the planning and implementation of the GTA-CAC's work program, including fundraising, research and outreach.

1.2 The GTA-CAC

An intergovernmental working group was created at the 2000 Smog Summit to facilitate ongoing dialogue and action on local air quality issues. In 2001, the group changed from local to regional in focus, and was named the GTA-CAC. The GTA-CAC provides a forum to share ideas on clean air strategies and a framework under which strategies for cleaner air in the Greater Toronto Area (GTA) are developed.

CAP's goals for the GTA-CAC are:

- To enable solutions to air quality challenges through a dynamic network that expands knowledge, generates enthusiasm, and encourages practical and successful policies and actions;
- To increase understanding of air quality problems and their implications for public health among policy makers and to improve their ability to address these problems in an effective way;
- To explore opportunities in the GTA for joint initiatives to reduce air pollution and related health risks; and
- To share best practices for reducing smog and air pollution with:
 - municipalities in the GTA, across Canada and, where appropriate, with neighbouring jurisdictions in the United States;
 - organizations with compatible mandates.

1.2.1 GTA-CAC Organization Model

Membership and Targeting

Membership in the GTA Clean Air Council is extended to all orders of government operating in the GTA, including federal and provincial departments and ministries and all municipal organizations. Additionally, the GTA-CAC encourages governments and government agencies outside the GTA, as well as community groups and the private sector to participate in the GTA-CAC as Associate Members. Members organizations designate representatives to participate in GTA-CAC meetings and activities.

The member organizations of the GTA-CAC include:

- | | |
|------------|---|
| Federal | <ul style="list-style-type: none">• Ministry of Environment• Ministry of Transportation• Ministry of Health• Ministry of Natural Resources |
| Provincial | <ul style="list-style-type: none">• Ministry of Environment• Ministry of Transportation |
| Municipal | <ul style="list-style-type: none">• 20 municipal governments, including Single Tier, Upper Tier and Lower Tier municipalities |
| Associate | <ul style="list-style-type: none">• Municipalities located outside the GTA• Municipal agencies and organizations affiliated with local governments |

Though all levels of government are represented on the GTA-CAC, municipal issues dominate the Council's agenda. Four of seven commitments made in Section 3 of the *Toronto and Region 2006 Inter-Governmental Declaration on Clean Air*, for example, refer specifically to areas of municipal jurisdiction. In implementation, the other three commitments have also been focused on municipalities.

Most representatives on the GTA-CAC would be considered middle- to senior-level within their host organizations. The job titles of fourteen of twenty-eight representatives responding to a September 2006 survey include the words senior (5) or manager (9). Five of the twenty municipal representatives responding to the survey are Environmental Coordinators or the equivalent.

Benefits of Participation:

- An opportunity to learn from experienced participants
- Contribution to a local voice on the benefits of addressing air pollution issues proactively.
- Access to strategically timed meetings, workshops and conferences.
- Access to reports and policy papers on issues of interest, and opportunities to provide input on terms of reference and the direction of research and policy development work.
- Access to a wider range of policy approaches, together with a forum to "reality test" these approaches.
- A mechanism for identifying sources of funding for projects.
- Dialogue with other levels of government about policy objectives
- Access to an enhanced program of air quality research through the leveraging of research funds and the opportunity for collaborative research efforts.
- Opportunities to participate in air quality campaigns underway throughout the GTA
- Members have an opportunity to contribute to the creation of the *Inter-governmental Declaration on Clean Air*.

Excerpted from: Clean Air Partnership, *GTA Clean Air Council Organizational Profile*, 2006.

Public health units are particularly well-represented on the GTA-CAC. Seven of twenty municipal members responding to the survey are affiliated with public health units in the GTA. An eighth person is associated with a public health unit outside the GTA.¹ Other municipal departments represented included Planning (4) and Fleets, Facilities and Public Works (3).

Air quality, energy use and climate change are the major focus of most of the representatives on the GTA-CAC, regardless of the departments they are affiliated with. On average, the persons responding to the survey estimated that more than 70% of their working hours are devoted to these issues.

Operating principles

The operating principles of the GTA-CAC, as specified in its *Organizational Profile* are:

- To avoid “initiative overload” by maintaining focus on key functions and partnering with existing organizations, networks and initiatives where this will deliver results most effectively;
- To be a lean organization but devote sufficient funding to the activities and communications necessary to achieve its goals;
- To focus on active facilitation of dialogue and peer teaching; and
- To be politically neutral and avoiding finger pointing.

Membership in the GTA-CAC is voluntary and there are few formal expectations of member organizations, whose representatives are welcome to participate in the work of the Council and to disseminate the information arising from the work of the Council to the appropriate parties in their own jurisdictions.

The GTA-CAC operates on a consensus-based decision-making model. Decisions reached at meetings focus on coordinating, enabling and enhancing initiatives of member governments and identifying opportunities for collaboration.

The GTA-CAC does not direct the priorities or strategies of member organizations.

Revenue Streams

Municipal and Associate members of the GTA-CAC provide funding to support Council research and workshops based on an agreed-upon allocation formula. The total amount varies, but is generally in the range of \$60,000 to \$75,000 per year. The City of Toronto and Toronto Atmospheric Fund (TAF) also provide funding and in-kind support (including facilities) to the GTA-CAC each year. The GTA-CAC’s administrative costs are covered by contributions from the City of Toronto and TAF.

Because the full program of research and workshops undertaken for the Council each year requires more funding than is provided by Municipal and Associate members, CAP seeks project-specific funding from other sources, including GTA-CAC member organizations from the federal and provincial governments. Between \$600,000 and \$1,200,000 of additional funding is sought each year.

Activities

The GTA-CAC meets monthly to discuss responses to air quality and climate change issues. Through these meetings, the GTA-CAC also devises and supervises the execution of an annual

¹ Two representatives of the federal Ministry of Health also responded to the survey.

work plan of air quality and climate change-related research and workshops. More about the activities of the GTA-CAC is included below.

2.0 Evaluation Overview

This evaluation project was stimulated in part by the work that TAF has undertaken to begin evaluation of the projects it funds, and also by the growing desire of CAP to more systematically review the outcomes of our work and to improve the selection, design and execution of the projects undertaken. Funding in the amount of \$50,000 was provided by TAF for the CAP evaluation project.

2.1 Evaluation Background

The evaluation project began in April 2006 when CAP retained the services of Eko Nomos, consultants who assist organisations in building their internal capacity to evaluate programs and projects. Through a series of seminars led by Eko Nomos, CAP staff was trained in project evaluation. To apply the training, CAP staff chose to produce formal evaluations of the GTA-CAC and Smog Summit.

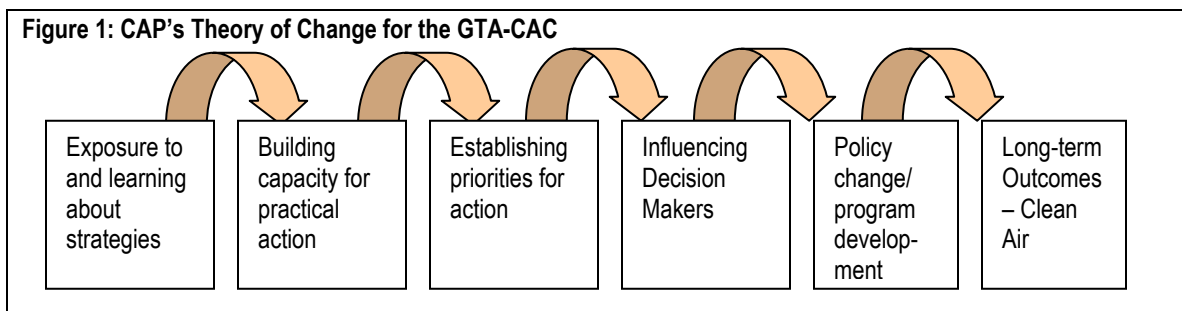
This evaluation of the effectiveness of CAP's GTA-CAC program will provide CAP with the means to assess its performance as Council coordinator and will provide support for decision-making about priorities and the future of the Council.

More specifically, the goals of the CAP's evaluation of its GTA-CAC program are to:

- Evaluate the effectiveness of the services provided by CAP to GTA-CAC members;
- Document the results of participation in the GTA-CAC for member jurisdictions;
- Assess the validity of the assumptions guiding CAP's operation of the GTA-CAC; and
- Build the capacity of CAP to undertake project evaluations.

2.2 Evaluation Methodology: Identifying Assumptions

CAP developed a "Theory of Change" for the GTA-CAC model. A Theory of Change articulates assumptions about how change will occur as a result of an organization's activities, and specifies an organization's desired early, medium-term and long-term outcomes. CAP's Theory of Change for the GTA-CAC is depicted graphically in Figure 1, below.



The Theory of Change for the GTA-CAC is based on the following key assumptions about how the GTA-CAC functions, namely that:

1. Exposure to analyses of clean air programs and strategies will build the capacity of members to develop clean air policies and programs;
2. Better informed members will be able to influence decision makers to support and implement clean air initiatives;
3. Implementation of initiatives will lead to improvements in air quality.

These assumptions were tested through the evaluation process. The results are reported in section 5.1 of this report.

2.3 Evaluation Methodology: Testing Assumptions

To test CAP’s key assumptions about the GTA-CAC, telephone interviews were held with 14 GTA-CAC members over a three week period in November 2006. Each interview was conducted by two CAP staff members to ensure accuracy in reporting. Notes were taken by hand and no recording devices were used.

2.3.1 Interview Questions

Working from the Theory of Change, CAP developed an “Evaluation Framework,” summarized below in Table 1. The first column identifies the three main aspects of the GTA-CAC that CAP chose to evaluate: GTA-CAC design and implementation; outcomes as a result of participation in the GTA-CAC; and CAP’s assumptions about, and strategy for, the GTA-CAC. The second column represents the main themes within each of these categories while the third column introduces key questions and points of interest to be investigated further. This framework was used as a guide throughout the evaluation process and ultimately to structure this evaluation report.

Table 1: Evaluation Framework

Learning/Evaluation Priorities		Key Questions/ Points of Interest
Evaluation of project design and implementation (Section 3 of this report)	Expectations of the GTA-CAC	<ul style="list-style-type: none"> • What are members’ expectations of the GTA-CAC? • Does the GTA-CAC meet these expectations?
	Effectiveness of the GTA-CAC Forum	<ul style="list-style-type: none"> • Is the meeting design appropriate? • Do we have the right content? • Is there enough discussion and interaction?
	Effectiveness of the Research and Workshops	<ul style="list-style-type: none"> • Does the GTA-CAC set and execute an effective research and outreach agenda?
	Decision-making	<ul style="list-style-type: none"> • Are members satisfied by the decision-making process? • What are the ramifications of decision-making by consensus?
Documentation and Assessment of Outcomes (Section 4 of this report)	Theory of Change	<ul style="list-style-type: none"> • How are CAP services used? • How do GTA-CAC members develop and make recommendations to decision makers?
	Documenting Results	<ul style="list-style-type: none"> • What are the results of participation in the GTA-CAC? • How does CAP contribute?
Evaluation of goals, strategy and assumptions (Sections 5 and 6 of this report)	Validity of Assumptions	<ul style="list-style-type: none"> • Are the assumptions underpinning CAP’s Theory of Change for the GTA-CAC valid?
	Target Participants	<ul style="list-style-type: none"> • Do the right people participate in the GTA-CAC? • Does CAP provide members what they need?
	Continuing role of CAP	<ul style="list-style-type: none"> • What is the most useful role of CAP in connection with the GTA-CAC? • How would we better achieve our goals?

Based on the key questions and points of interest in the third column of the Evaluation Framework, CAP developed sixteen questions to ask selected representatives of GTA-CAC member organizations. The survey questions are attached as Appendix A.

2.3.2 Interview Subjects

At the September 2006 meeting of the GTA-CAC, a questionnaire was distributed to members soliciting information about their history of involvement, how frequently they attended meetings, and their willingness to participate in a longer evaluation interview. Based in part on the information gained from this questionnaire, CAP devised a list of 15 GTA-CAC participants to be interviewed.² Interviewees were chosen so as to guarantee at least one and as many as three respondents from each of the following categories of membership:

- Municipalities:
 - Single Tier (2)
 - Upper Tier (2)
 - Large Lower Tier (1)
 - Medium-Sized Lower Tier (2)
 - Smaller Lower Tier (2)
- Federal Government (1)
- Ontario Government (2)
- Associate Members (2)

Consideration was also given to ensuring a representative gender mix among respondents.

An effort was also made to ensure that members with varying lengths of tenure and levels of participation on the GTA-CAC were interviewed, although a conscious decision was made to skew the data sample toward participants with a longer history and a greater degree of involvement.

Of the twelve respondents whose length of tenure on the Council was specified, four have been members for five years, and four have been members for two years. The average length of tenure among respondents was three years.

Of the twenty-seven representatives responding to a question about the frequency of their attendance GTA-CAC meetings, seven reported that they attend every meeting, fifteen reported that they attend almost every meeting, and five reported that they attend the occasional meeting.

It should be noted that the views expressed in this evaluation report are not necessarily representative of the views of the membership as a whole. Interviewees were not chosen through random sampling, but a selective sampling process, which has the potential to skew results. Also, because of availability, the opinions of only one representative of the federal government were obtained. Nevertheless, the information provided is valuable and represents the views of the fourteen respondents interviewed.

To ensure that CAP has an even more comprehensive view of member attitudes on these subjects, comments on the draft of this report will be solicited during the March 2007 meeting of the GTA-CAC meeting. The results of this consultation, during which GTA-CAC representatives will also be able to submit comments by e-mail, will be attached as an appendix to the final report. Com-

² In the end, only 14 were available to be interviewed.

ments in the appendix, as in the body of the report, will not be attributed to individuals or organizations.

3.0 Evaluation Findings – Program Design and Implementation

Interview subjects were asked to comment on: their expectations of membership in the GTA-CAC; CAP services, including meetings, research and workshops; and how CAP services could be more tailored to their needs.

3.1 Member Expectations of the GTA-CAC

Findings

When asked to describe their expectation of membership in the GTA-CAC, interview subjects consistently highlighted the following:

- Sharing of information and best practices
- Networking
- Prioritizing and coordinating activities and research/policy support
- Pooling available resources and funding
- Convening all three levels of government

One respondent said they appreciated the opportunity to “plug into what other municipalities are doing.” Another, echoing other members, commented that the GTA-CAC “keeps clean air on the plate, especially when there are so many competing issues,” by maintaining a sense of urgency and increasing political awareness about the problem.

One representative of a senior level of government saw a ‘public relations’ role for the GTA-CAC. This sentiment was not echoed by other members.

Analysis

All respondents seem to agree that the GTA-CAC is an information-sharing and networking forum. This is an indication that the GTA-CAC’s networking and learning roles, the first step in CAP’s Theory of Change for the GTA-CAC, are functioning effectively. It is also encouraging that virtually every interviewee expressed an appreciation for the role that the GTA-CAC plays in promoting the cause of cleaner air, and bringing together all levels of government in the effort.

Nonetheless, different perceptions of the role of the GTA-CAC were expressed. In general, members from senior levels of government seem to perceive of and utilize membership in the GTA-CAC in a different way than members from municipalities. Evidence of these different perspectives is sprinkled throughout this report.

3.2 Effectiveness of GTA-CAC Meetings

Background

Typically, GTA-CAC meetings are held monthly with a break during the summer. There were 11 GTA-CAC meetings in 2006. Members are given an opportunity to add items to the agenda each month. They are also provided with meeting materials in advance.

Meetings are 3 hours in length and begin with presentations, followed by joint action items and announcements. Presentations are solicited from member agencies and external experts on topics

of relevance to the membership. They are frequently related to existing Declaration items, or provide background information for potential future Declaration items.

Findings

Organization

Overall, members recognize the benefits of the meetings, which were characterized as “well-organized,” “interesting” and “well-chaired.” Several members expressed interest in using the afternoons of meeting days for working group meetings, or more informal discussions among municipal members. One member requested standardized meeting times and days.

In response to the suggestion of themed meetings, most respondents felt that keeping each meeting to one theme would be overly rigid, considering the need for the GTA-CAC to respond to issues as they arise. However, one member noted that having a theme for meetings would make it easier to respond to requests for agenda items and to decide who should attend from each jurisdiction.

Presentations

Presentations were appreciated for their quality, diversity and timeliness. According to one member, “by the time a conference comes up, we’ve already heard the speakers at the CAC.” While one respondent representing a senior level of government stated a preference for scientific presentations (“Presenters should not only be champions but experts as well”), other respondents were generally comfortable with the content of the presentations.

Networking

Several respondents requested more time during the meetings for interaction and networking among members. Typical among comments was this one: “The last meeting [October 27th] was tremendous in terms of information, but it’s too one-way.” In the words of one member, “There is a great deal of expertise among GTA-CAC members, but they’re not being asked to speak. It’s almost disrespectful of the experience at the table.” Similarly, four members felt that the meeting agendas were too ambitious and that the number of presentations should be limited to increase time for discussion around the table.

Participation

One respondent commented on a perceived lack of participation in the meetings by the federal and provincial governments, and requested that CAP encourage more contribution from these members. Another respondent expressed optimism that the smaller size of the groups meeting in the afternoon might encourage participation from members who do not otherwise participate actively.

Analysis

Given their appreciation for the networking and information sharing opportunities that the GTA-CAC provides, it is not surprising that members were unanimously positive about the GTA-CAC’s meetings. While concerns were expressed about the time available for networking, there was a great deal of appreciation for the breadth of topics covered, the volume and quality of information provided, and the overall organization of the meetings.

Concerns about varying levels of participation in meetings by different members warrant further attention. Overcoming barriers between different governments is one of the objectives of the CAP for the GTA-CAC, therefore strategies for CAP to facilitate this interaction and information transfer need to be investigated.

3.3 Effectiveness of CAP Research for the GTA-CAC

Background

Each year, CAP publishes numerous reports and publications that are accessible to a broad readership, and deal with a wide spectrum of public policy issues. CAP's focus is applied research and policy analysis. The organization is particularly effective at case studies and scans of current practice.

Some of CAP's research is initiated by the GTA-CAC, and is partially paid for with GTA-CAC membership fees, while other research is self-directed by CAP using funds from external sources. Regardless, all CAP research is made available to the GTA-CAC, which is requested to provide feedback as the research progresses. CAP's focus is on applied and policy research rather than scientific research.

During the last two years CAP has produced research of interest to the GTA-CAC, including:

- Green Power Opportunities for the GTA-CAC
- The Model Clean Air Plan
- Enhancing Energy Efficiency in New Construction
- Cracking Down on Idling
- Model Idling Control Program for Municipal Fleets
- Energy Star Municipal Toolkit

Findings

Quality

Without exception, municipal members found the research produced by CAP to be of good quality, making particular note of CAP's work in the area of idling reduction. Overall, municipal members tended to view research produced by CAP as a first resource, and many expressed interest in CAP continuing to provide research and analysis in support of policy change.

On the other hand, respondents from the senior level governments did not consider research to be one of the more important services CAP provides to the GTA-CAC. Compared to the research being done at the federal and provincial levels, CAP's work in this area seemed to be of less relevance to them. "Before you start the research," said one respondent, "I know the results."

Form

A wide variety of views emerged as to what form CAP's research and analysis should take. Four respondents indicated a clear preference for research reports that are brief and concise--fact sheets, for example. In the words of one respondent, they want "smaller pieces, done quickly, in consultation with the municipalities." Also favouring brevity were the five respondents who said they found scans of practices across jurisdictions most useful. On the other hand, two respondents expressed an interest in more in-depth case studies.

Broad consensus seemed to exist for jurisdictional comparisons of whatever length. According to one respondent, "When a policy has been adopted elsewhere, it's much easier for us to consider it." Another stated, "The first question from City Council [when considering a recommendation] is always 'What is the GTA doing?' and the second question is 'What are neighbouring jurisdictions doing?'"

Scope

Opinion was varied as to the appropriateness of having several ongoing research projects in different subject areas. While no respondents commented specifically that they appreciated the breadth of the research topics, three suggested that a more strategic approach to research could be beneficial. One commented, “I feel that the GTA-CAC is madly off in all kinds of directions.” Another felt that CAP produced too much information and should be more particular about the things it does, “To focus on an area where there is an impact.” A third respondent feared that research was being prioritized based on the needs of funders rather than those of municipalities. When asked to choose a research piece of particular note, however, respondents chose a large variety of projects, showing no overall preference for some issues over others.

Two respondents noted that statistical analyses of issues had the most resonance with their municipal Councillors, particularly consideration of the economic costs and benefits. “We would like to have a scan of what other municipalities are doing and the associated costs,” said one respondent. “These are often the first questions from Council.”

Two respondents requested a larger focus on the needs of smaller municipalities.

Analysis

There are significant differences in the way respondents from municipalities and from senior level governments perceive the research conducted for the GTA-CAC. Municipal members overwhelmingly appreciate the research produced by CAP, finding it to be of good quality, “thorough” and “well-written.” In this respect, CAP appears to be succeeding in its mandate to support municipalities. However, inasmuch as certain members of the more senior levels of government do not consider CAP’s research to be of particular value to their organizations, it appears that CAP has not been as successful in communicating its objectives to these members. Ways of communicating these objectives should be investigated so as to avoid mistaken or unrealistic expectations in the future.

Differences between the needs of small and large jurisdictions were also apparent throughout the interview process. The limited relevance of big city case studies to smaller towns, and vice versa, will continue to be an issue for CAP given the range in sizes and responsibilities of the member municipalities. Given the limited resources, producing research that is equally relevant for Single Tier, Upper Tier and large, mid-sized and small Lower Tier municipalities will continue to be a challenge in the future.

Finally, the question of the scope of CAP’s research for the GTA-CAC, and adopting a sharper, more strategic approach, was again raised by several respondents who commented that CAP’s research seems to be ‘piecemeal’ and have little direction. While focusing on a select number of initiatives might be a more efficient use of scarce resources, it is possible that this would also limit the GTA-CAC’s value to certain jurisdictions. With these strictures in mind, consideration should be given to re-evaluating how CAP prioritizes work with the GTA-CAC. At the very least, further clarification of the decision-making process would also benefit those members who have requested a more collaborative approach to developing projects.

3.4 Effectiveness of CAP Workshops for the GTA-CAC

Background

In addition to presentations made at GTA-CAC meetings (discussed above, in Section 3.2), CAP also organizes occasional, free-standing workshops. CAP workshops have a narrower focus and tend to draw a more specialized audience than GTA-CAC meetings. Table 2 lists details about the

workshops CAP has held during the last two years, not all of which were expressly for the GTA-CAC.

Table 2. CAP Workshops

Workshop Topic	Number of days	Number of attendees
Idling Control By-laws and Enforcement	1	approx. 35 (from 10+ municipalities, and a few community orgs.)
Energy Star Procurement	1	approx. 30 (from 10+ municipalities, 3 regions, AMO)
Air Quality as Public Health Issue (with Medical Officers of Health)	1	54 invitees
Electricity Demand Management and Response	1	not available
Climate Change Adaptation	2	approx. 80 people in two workshops

While workshop information is disseminated through the GTA-CAC, the bulk of the attendees are municipal employees that do *not* usually attend GTA-CAC meetings, but have professional interests that are closely aligned with the subject matter at hand.

Findings

Quality

Overall, members were very interested in workshops and considered them valuable tools for disseminating information. Workshops specifically mentioned by interviewees were anti-idling, Medical Officers of Health gathering, climate change adaptation, green purchasing, energy management and conservation and EnergyStar®.

Four members noted that workshops have the ability to bring more people together than GTA-CAC meetings. According to one member, “Workshops are easier to get other staff to than GTA-CAC meetings because of their narrow focus. They are 100% relevant to the right people and 0% relevant to everyone else.”

Participation

Of the 14 people interviewed, only 3 had not already attended at least one workshop—2 of whom expressed a desire to do so in the future. The anti-idling workshop was particularly well attended and appreciated as a valuable addition to the work that had already been produced on the topic, including an idle-free report and a by-law template.

While members regularly pass on information about workshops to relevant departments and people in their organizations, one member expressed appreciation for CAP taking the initiative to send out invitations to directly to municipal staff.

Organization

One member requested that workshops be announced further in advance so members could notify staff in their jurisdiction for whom workshops would be relevant. Another member expressed an interest in travelling workshops to support the research that CAP produces and to eliminate the need for travel to Toronto.

Subject Matter

There was a feeling among some members that CAP could do a better job aligning workshops with the GTA-CAC's annual work plan for CAP and the annual *Toronto and Region Intergovernmental Declaration on Clean Air*. One member suggested that workshops might be a way of delivering on Declaration items that are not being covered by larger research projects. Another member requested that workshops be "more tailored to the specific needs of municipalities." According to another, "The most important issues [for workshops] are not what is happening, but how do municipalities make it happen for themselves." Specific suggestions for workshop subjects include green procurement, heat/health alert systems, strategies for partnering with industry and the Energy Conservation Leadership Act.³

Analysis

Members seem to perceive of workshops as a highly-effective way of disseminating information about clean air issues and responses, particularly among senior management and other decision-makers. Consideration should therefore be given to increasing the number of CAP workshops, possibly through means suggested by the members: i.e. holding workshops in the regions and/or aligning the topics covered in workshops with the Declaration items.

Because people who regularly participate in GTA-CAC meetings comprise a minority of the audience at the typical CAP workshop, the current evaluation exercise may not be the most appropriate method of evaluating those workshops. To ensure that the quality of CAP workshops meets the expectations of the participants, consideration should be given to the development of a process to seek out and act upon the feedback of workshop participants in the future.

3.5 Decision-Making

Background

As outlined in the GTA-CAC operational model (section 1.2.1), all major decisions concerning GTA-CAC operations are consensus based, which is to say that a strong contrary opinion by any one member can decide the fate of an initiative. This approach ensures unanimity instead of fragmentation and is intended to deepen commitment. The consensus model applies to the identifying action items for the *Toronto and Region Intergovernmental Declaration on Clean Air*, which elected representatives or senior managers from the GTA-CAC member organizations publicly commit their organizations to at the annual Smog Summit.

After Declaration items have been agreed upon, CAP proposes ways in which they can be addressed: in-depth case studies, workshops, inter-jurisdictional scans, etc. GTA-CAC members are given an opportunity to comment on and revise the proposed work plan. Nevertheless, the shape that the work plan ultimately takes is often contingent on the available funding.

Findings

Several members expressed dissatisfaction with the way in which decisions are made concerning research and workshop priorities. More than one respondent asked for a more collaborative approach to developing projects and more communication about project development. Pointing out that "CAP needs to be transparent and accountable," one member specifically requested more information about how CAP chooses consultants.

³ Also known as Bill 21, the Energy Conservation Leadership Act, which received royal assent in 2006, requires public sector organizations to prepare energy conservation strategies and to report on energy consumption, proposed conservation measures, and progress on achieving results.

One GTA-CAC member commented that a better job needs to be done at selecting Declaration items and ensuring that the related commitments are being met. According to this respondent, “Some eyebrows are being raised concerning the deliverables based on the Declaration items”.

Analysis

CAP facilitates consensus-based decision-making at GTA-CAC meetings. CAP proposes strategies for delivering on Declaration commitments, which GTA-CAC members are free to comment on and, if necessary, revise. Members seem to have very little understanding of how research is carried out thereafter, however, much of which is contingent on the availability of external funding. Action should be taken to increase clarity about the decision-making processes.

Action should also be taken to ensure that future Declaration items, and the proposed means of delivering on them, are consistent with the resources that CAP and GTA-CAC members have to devote to them.

4.0 Evaluation Findings - Documentation and Assessment of Outcomes

The evaluation extends to how CAP’s services for the GTA-CAC are used by GTA-CAC members and to what end. Do CAP services further the ability of members to act on air quality and climate change issues, and if so how? To answer these questions we explored: how members are currently using CAP services; the process members go through when pursuing policy change; and where CAP services currently fit in this process.

4.1 How CAP Services are Used

Members were asked to describe how they effect change in their jurisdictions, how membership in the GTA-CAC supports their efforts to facilitate change in their jurisdictions, and how they use the research produced by CAP. Based on their responses, members use CAP services in the following ways:

- Meetings, research and workshops are used to increase their own knowledge base and to learn what other jurisdictions are doing
- Meetings are used for making contacts and networking, particularly with counterparts in different levels of government
- Meetings and materials are used to keep air quality issues on the table (motivating staff, re-energizing ongoing efforts)
- GTA-CAC information is passed on to colleagues, department managers, community groups, NGOs, Conservation Authorities, Councils, and working groups
- CAP-produced reports are used as sources for evidence and data to support recommendations to Council

How does this fit with the Theory of Change?

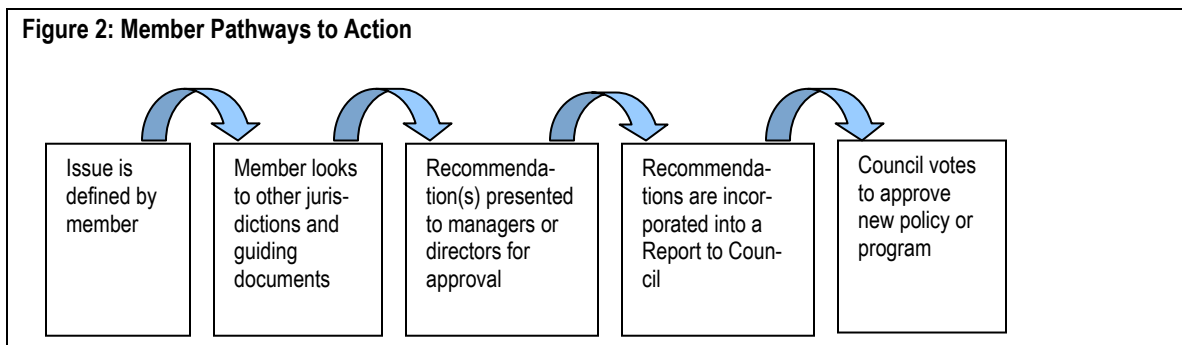
The description members gave as to how they use CAP services is in accordance with CAP’s Theory of Change for the GTA-CAC. As anticipated, members use CAP services to increase their exposure to air quality issues and to learn about new strategies to address these issues. They also use CAP services to build their capacity for action and to influence decision-makers. Together, these uses encompass the first four steps in the Theory of Change.

None of the respondents indicated that they use CAP services to develop new programs, however, which is the fifth step in the Theory of Change. This may be a reflection of the fact that, while

most GTA-CAC municipal representatives characterize themselves as *having access to and the ability to influence* decision-makers, none characterized themselves *as* decision-makers. In fact, two respondents used exactly the same language to summarize their roles in the process: they are conduits for information between the GTA-CAC and their supervisors.

4.2 Member Pathways to Action

Interviewees were asked to describe the processes they go through when developing and making recommendations to decision-makers on air quality issues. While the details vary from jurisdiction to jurisdiction, the paths that most municipal members follow to effect change in their jurisdictions, as illustrated in Figure 2, are very similar:



Barriers to Implementation

Two respondents volunteered outright that a major barrier to policy change and implementation is a lack of resources. One specified that “Opportunities for pro-activity are limited as most of our time is spent reacting to issues.”

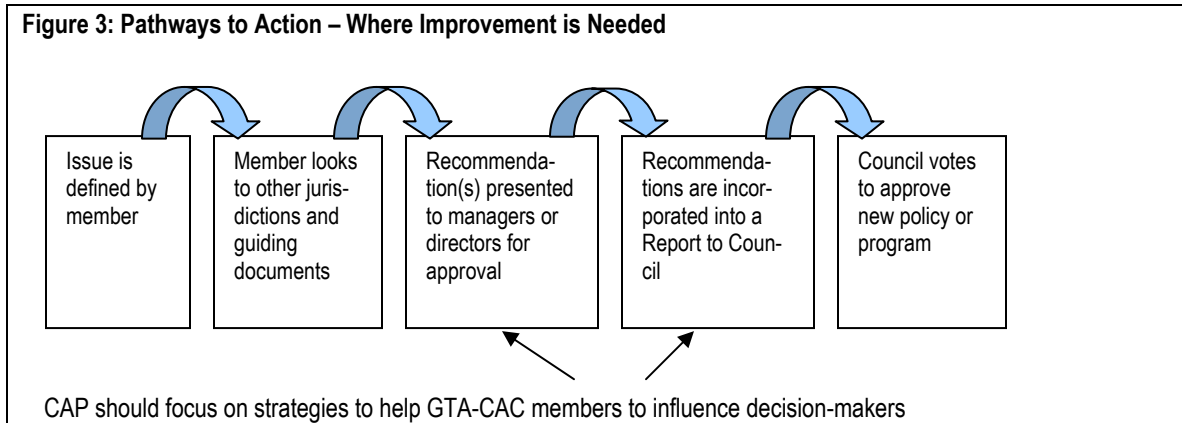
Members made mention of several other barriers they face when trying to influence decision-makers. In particular, respondents mentioned manager lack of interest when they feel that the environment is not part of their mandate, and manager lack of interest in promoting what they see as someone else’s ideas. One interviewee noted that a major consideration for their manager is how controversial an issue might become, particularly given that environmental issues tend to attract a lot of media attention. This echoed the comments of another respondent, who noted that managers balk at being “the bringers of bad news.”

How can CAP support GTA-CAC members in this process of change?

By leveraging research funding and providing access to strategically timed meetings, research and workshops, CAP helps municipalities overcome the problem of limited resources. In the words of one member, “We couldn’t even do half the amount of work on our own.”

As members have reported difficulty influencing decision-makers, however, CAP should focus its efforts in this area. As illustrated in Figure 3, CAP should increase its efforts to support GTA-CAC members where they make recommendations to managers and/or councils. To this end, respondents had several suggestions. Six expressed an interest in CAP making presentations directly to municipal committees and Councils, or writing letters of support and/or endorsing Reports to Council on specific clean air initiatives. Justifying these requests, respondents from two municipalities noted that an external group’s policy work is more valued by their Council, particularly when the external group, like CAP, represents a collaborative. Another respondent was even more specific, noting that CAP has “a great deal of credibility” with their Council.

CAP should also consider bringing speakers in to the GTA-CAC to address these issues of influence and implementation with members. The expectation is that planned informal meetings of GTA-CAC municipal members on the afternoons of GTA-CAC meetings will help in this regard, as well.



4.3 Policy Change/Program Development

Respondents were asked if participation in the GTA-CAC has led to changes in policy and/or programs and if so to identify them. While representatives from the federal and provincial levels of government did not see a link between participation in the GTA-CAC and changes in government policy, municipal representatives highlighted the following:

- Eight respondents commented on the influence of CAP’s work in idling reduction, four of whom drew a direct link between CAP’s efforts in this area and idle reduction strategies developed for their jurisdictions.
- 20/20 The Way to Clean Air program has been implemented by all five public health units in the GTA.
- Respondents from three municipalities commented on the influence of the CAP publication, *A Model Clean Air Plan for the Living City* and/or discussions surrounding the Decision Matrix project, on clean air plans developed for their jurisdictions.
- Burn it Smart workshops convened in one municipality.
- Changes initiated in the purchasing policy in one municipality.
- Development of a corporate plan to reduce greenhouse gases in one municipality.
- The passage of a Council resolution in one municipality supporting the creation of a Greater Toronto Atmospheric Fund.

One municipal representative mentioned using CAP’s outreach materials and activities, specifically the *Clean Air Environment Guide* and the “political air quality monitoring media event,”⁴ to communicate air quality issues to a key decision maker.

⁴ An event associated with the Smog Summit.

Analysis

Of the 11 municipal members interviewed, 7 were able to point to changes in policies or programs that they attributed directly to CAP services and membership in the GTA-CAC. In the case of the 20/20 program there was 100% uptake by the Public Health departments in the regions as a direct result of the GTA-CAC network. Likewise, several jurisdictions in the GTA have implemented anti-idling programs or policies which were directly attributed to CAP activities.

As mentioned earlier, it is difficult to evaluate the outputs resulting from CAP workshops as GTA-CAC members were not the primary attendees. Not a single interview respondent mentioned outcomes resulting from the EnergyStar® workshops, for example, though it is known that three GTA-CAC member jurisdictions are in the process of implementing EnergyStar® policies, and representatives from 2 (sometimes numbers are spelled out and other times the number itself is used – what’s the rule on that one?) were interviewed for this evaluation. One member, however, did report a change in procurement policy that was the direct result of a presentation at one GTA-CAC meeting.

The impact of the GTA-CAC on policies and programs was under-reported during the interviews. For example, only one respondent mentioned a municipal council resolution having been passed related to CAP’s work, though it is known that several other municipal councils have also done likewise. One reason for the under-reporting of CAP’s impacts is that most respondents have not been involved with the GTA-CAC since its inception, and may not be familiar with its history. Another is that respondents were not prompted with examples when asked if participation in the GTA-CAC has led to changes in policy and programs; i.e. nothing was done to jog respondents’ memories.

The development of a mechanism for tracking air quality-related policy and program changes in GTA-CAC member jurisdictions and quantifying their impacts on emissions is recommended. It must be acknowledged, however, that previous attempts to do so—using annual report cards and inventories—have met with resistance from GTA-CAC members.

5.0 Evaluation Analysis - Goals, Strategies and Assumptions

5.1 Validity of CAP Assumptions

Assumption #1: Exposure to analyses of clean air issues will build the capacity of members to develop clean air policies and programs

As is clear from Section 4.3, there is evidence that the knowledge transfer facilitated by membership in the GTA-CAC builds the capacity of its members to develop clean air policies and programs. Even where a direct cause and effect relationship was not identified between the activities of CAP, the GTA-CAC and those of member jurisdictions, several respondents commented on a more generalized impact of the efforts of CAP and the GTA-CAC. Two noted that the annual Smog Summit and the resulting *Declaration on Clean Air* keep the issue of air quality “on the radar screen,” and “drive the agenda of [their local] air quality working group”. In the words of another respondent, “Any clean air program I do here proceeds fully from what happens at GTA-CAC meetings.”

Assumption #2: Better informed members will be able to influence decision makers to endorse the initiatives thus developed

Despite the positive feedback about the role of the GTA-CAC in policy development, respondents from four municipalities commented on the difficulties they face in convincing decision-makers to endorse clean air policies. One specifically asked for more information on how to get buy-in from politicians. The evidence, then, suggests that CAP's current strategy for assisting GTA-CAC members in influencing decision-makers is not working. In other words, increasing the knowledge and awareness of staff through meetings, research and workshops, does not in and of itself necessarily result in significant changes in municipal policy or program development.

Assumption #3: Implementation of these initiatives will lead to improvements in air quality

It is beyond the scope of this current evaluation project to assess the validity of the assumption that implementing clean air initiatives introduced via the GTA-CAC will lead to improvements in air quality.

5.2 Targeting

Based on the outcomes reported in section 4.3, there are a limited number of examples where a clear link can be drawn between GTA-CAC activities and policy changes or program development at the municipal level. Members have identified influencing managers and other decision-makers as one of the major barriers they face when trying to implement change. This could be indicative of a number of different things: that CAP has not targeted the right people for participation in the GTA-CAC, perhaps, or is not providing participants with the specific help they need to influence decision makers.

Have we targeted the right people?

In general, respondents were very satisfied with the effectiveness of the individuals around the table at a typical meeting of the GTA-CAC. "They are less junior than in previous years," one respondent noted. "They are knowledgeable, have the latitude to act, and are assertive."

Several respondents wanted to see the Association of Municipalities of Ontario (AMO) become more active in GTA-CAC activities, perhaps as an Associate Member. Similarly, two respondents suggested that the Ministry of Health and Long-Term Care be recruited. Of the Toronto Region Conservation Authority (TRCA), one respondent said, "They are running good programs, but they don't interface with municipal programs where they should." While CAP cannot force any organization to join the GTA-CAC, it can attempt to recruit those that are not currently members (AMO) and to draw more actively into the process those that are, but are less active (TRCA).

Two respondents commented that they would like to see senior management in attendance at GTA-CAC meetings, since they are often the people who need to be convinced of the importance of clean air issues. (This certainly makes sense given members' reported difficulties influencing decision-makers.) That said, both respondents also acknowledged how difficult that would be given how busy the schedules of senior management tend to be. While the GTA-CAC appears to be a good forum for facilitating networking and information sharing, it may not yet be sufficient to effect policy change and program development. There may be other activities the GTA-CAC needs to engage in or other strategies the GTA-CAC need to pursue to be more effective at advancing policy change and program development.

Do we provide members with what they need?

While members were generally very positive about the quality of CAP research and workshops, there was some indication that CAP is not providing GTA-CAC members with all the services they require. At least one member questioned CAP's understanding of the needs of municipalities stating, "You [CAP staff] aren't as in touch with the municipal context as you could be." Another

member advised, “CAP should get out and visit municipalities and be closer to the front line.” Fortunately, the perceived disconnect between CAP and the municipalities can be at least partially addressed through CAP’s active participation in the informal meetings of municipal members planned for the afternoons of GTA-CAC meetings.

If we re-examine the members’ pathway to action (Figure 4), we see that after members have researched an issue and networked with their counterparts on the GTA-CAC, they present their recommendations, first to managers, and then to Council for approval. As it is here that the implementation of new policies and programs is being stalled, this is where CAP needs to do a better job of meeting member’s needs. This will be difficult with limited resources and will require CAP to be more strategic about the issues we act on. Nevertheless, members have indicated ways in which CAP could further support them in this process (section 4.2).

6.0 A Plan for Increasing the Effectiveness of the GTA-CAC

It is clear from the outcomes reported by respondents that participation in the GTA-CAC does increase knowledge about air quality issues and, to some extent, builds the capacity of members to conduct action planning and to influence decision-makers. Members find value in the services provided by CAP and feel that their expectations are being met. Truly, there is no other body or organization in the GTA that regularly brings together members of all levels of government, across all sectors, to deal with air quality and climate change issues.

Nonetheless, GTA-CAC members have expressed a number of smaller and larger concerns about the functioning of the Council that need to be addressed. The remainder of this report is devoted to a description of the strategies CAP proposes to implement to increase the effectiveness of the GTA-CAC.

6.1 GTA-CAC Meetings

While GTA-CAC members are quite pleased with the organization of and presentations during the monthly meetings, concerns about perceived gaps in the roster of organizations involved and in the level of involvement of some of the member organizations need to be addressed, as does the desire for more opportunities to network.

Participation

While CAP cannot compel organizations to join the GTA-CAC, it can invite and encourage the participation of organizations that the membership has expressed a desire to work with. To that end, it is proposed that CAP formally approach AMO and the Ontario Ministry of Health and Long-Term Care about becoming members of the GTA-CAC.

Similarly, while CAP cannot compel member organizations to be active participants in the work of the GTA-CAC, it can try to remove whatever barriers exist to an organization’s more active participation. To that end, it is proposed that CAP discuss with federal and provincial member agencies and the TRCA what can be done to facilitate their more active participation in the GTA-CAC. Additionally, CAP will rewrite the call for agenda items it circulates before each meeting of the GTA-CAC so that it includes an invitation for members to make presentations to the Council on the research they are doing in their jurisdictions that would be of relevance to other members.

Networking

In keeping with the feedback received through the evaluation process, CAP has already implemented a change in policy, reducing the length of presentations during GTA-CAC meetings and allowing more time for discussion after each presentation. This change is intended to make the meetings more interactive and to make better use of member expertise by accommodating more member input.

In the same spirit, CAP also proposes to institute a ten- to fifteen-minute break at the end of the presentation section of each meeting. This un-programmed time will allow the people in attendance to engage in informal discussions with their colleagues and any guests.

Finally, CAP will continue the recently introduced practice of booking GTA-CAC meeting rooms for extended hours, between 10 a.m. and 3:30 p.m.⁵ In months when no subcommittee meetings have been scheduled, the room will be available for the more- or less- formal, member-facilitated discussions. (This change is also referred to in section 6.4 below.) Additional CAP support for these meetings will be provided pending the receipt of additional resources.

6.2 CAP Research for the GTA-CAC

Overall, in terms of the form and quality of the research produced by CAP, GTA-CAC members seem to be satisfied. In terms of the scope of research produced by CAP however, some members would prefer CAP to sharpen the scope and focus its efforts on a smaller number of initiatives designed to have the greatest possible impact on air quality in the region.

Quality

It is proposed that differing perspectives on the quality and importance of CAP's research for the GTA-CAC be addressed by clarifying with the membership what the purposes of the GTA-CAC's research program are. The publication of this report is a first step in achieving this clarity. Further efforts in this regard will be explored if the need arises.

Form

Based on the responses received during the evaluation interviews, the majority of GTA-CAC members prefer briefer pieces, including fact sheets and cross-jurisdictional scans. On the other hand, some members expressed a desire for longer, more in depth pieces, including case studies. Collaboratively with the GTA-CAC, CAP will continue to try balance these competing interests.

Scope

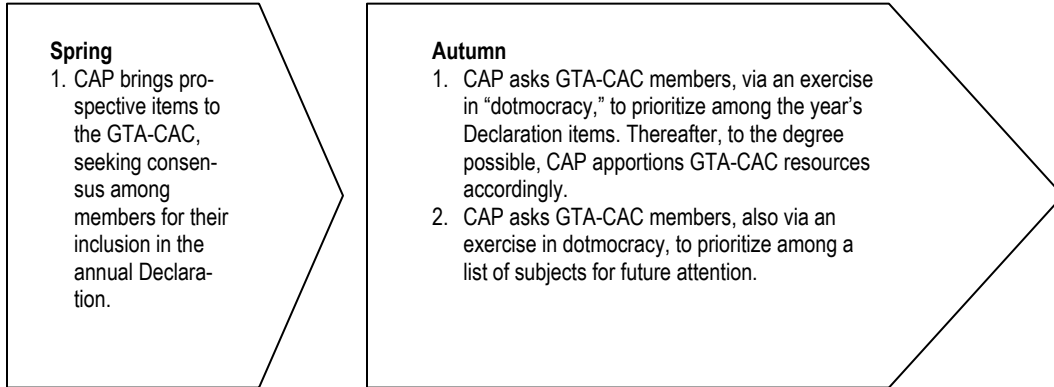
A major challenge for CAP is to determine how many projects it, and the GTA-CAC, can sustain without overwhelming CAP staff and GTA-CAC members, while still providing the right mix of services to remain relevant to all levels of government and sizes of municipalities. Evidence arose in the evaluation interviews that some GTA-CAC members are unclear about or concerned by the means by which this challenge is addressed. While the publication of this report should help in achieving clarity about the current approach to project development, it is proposed that efforts also be undertaken to improve the means by which projects are developed in the future. These improvements would be implemented through changes in CAP's decision-making process for the GTA-CAC, and through consideration of the funding context in which decisions are made.

⁵ Previous practice was to book meeting rooms only until 1 p.m.

Decision Making

One option for sharpening the focus of CAP and the GTA-CAC would be to make changes in the organizations' decision-making processes. The current, informal process for determining Declaration items and CAP's work plan for delivering on those items is illustrated by Figure 4. At present, each new year's decision-making process begins in the spring.

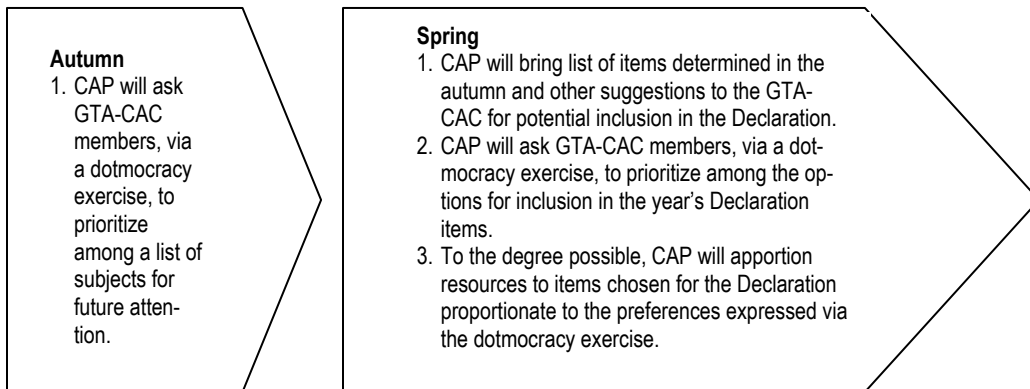
Figure 4: Current Decision-Making Process



One problem with the current approach to decision-making is that CAP does not have sufficient time to seek funding from external sources for those items identified as priorities: the GTA-CAC sets priorities for deliverables in the autumn, only six months before the deliverables are due. To deal with this issue, CAP could rationalize and formalize the decision-making model.

As illustrated in Figure 5, under the possible new decision-making model, each year's decision-making process will begin in the autumn of the previous year. At that time, in addition to bringing a list potential focuses for future research, CAP would aid GTA-CAC members in prioritizing among them by providing objective data regarding: a) the likely impact on emissions of actions in the subject areas proposed; and b) the possible external sources of funding available for the subject areas proposed.

Figure 5: Proposed Decision-Making Process



The main advantage of this approach is that, by asking GTA-CAC members to prioritize among the year's Declaration items in the spring, CAP will have more time to seek out funding from external sources for those projects identified as priorities. This approach would also allow for more collaborative decision-making than the current model.

Whatever its benefits, changing the decision-making process as described will not necessarily result in a sharpening of CAP's focus onto a smaller number of high impact initiatives. To achieve that end, given the wide range of the responsibilities and interests of the member organizations, consideration may also need to be given to a decision-making model based on something other than consensus—majority vote, perhaps.

Funding

As indicated in section 1.2.1, under the current funding model for the GTA-CAC, member fees are insufficient to meet all of the Council's Declaration commitments. This necessitates that CAP dedicate considerable staff resources to generating funding from other sources. As a result, when research and outreach opportunities arise that do not originate with the GTA-CAC, but which would draw on CAP's expertise, there is strong impetus for CAP to take on these projects. The work that CAP is currently doing in the areas of climate change adaptation and urban heat island are examples of this. In the past, CAP has asked for input from GTA-CAC members on these projects and has always shared the results of the work with the Council. It is CAP's intention to continue doing both in the future. However, CAP will make an effort to be clearer to distinguish between GTA-CAC projects and CAP projects when asking for GTA-CAC input.

Another, related aspect of funding that has an impact on the activities of CAP, in relation to the GTA-CAC and otherwise, is the changing priorities of the major funding agencies. The primary focus of the GTA-CAC is and has always been air quality, with climate change being a secondary focus. However, the priorities of the main funding agencies—i.e. the federal and provincial governments and TAF—change. When air quality is a priority of these agencies, funding is available for research and outreach in the area of air quality. Conversely, when climate change is a priority, funding is available for research and outreach in the field of climate change. As CAP does not have the ability to control the priorities of these other agencies, its only recourse is to keep GTA-CAC members apprised of the situation.

Another consideration is the trend among funding agencies to provide *project* funding rather than *core* funding. Core funding from TAF to CAP, for example, is being reduced in increments each year between 2006 and 2008, according to a Memorandum of Agreement reached between the organizations. To compensate, CAP will continue to look for alternative sources of stable, multi-year funding. The 2002 GTA-CAC report, *Regional Models for Air Quality Improvement*, provides some interesting examples in this regard—among them, the Clean Air Strategic Alliance (CASA), in Alberta, which receives cash and in-kind support worth more than \$500,000 from the provincial government per year.

GTA-CAC control over the research agenda will increase with the organization's level of financial self-sufficiency. One option for achieving a greater degree of self-sufficiency would be to raise the annual fees associated with membership and associate membership in the GTA-CAC. Another potential funding model would see federal and provincial members of the GTA-CAC pay an annual membership fee, like municipalities and Associate Members do. While the federal and provincial members already contribute financially to the work of the GTA-CAC, under the existing model that funding is project specific. Were federal and provincial members to pay member fees like the municipalities, the GTA-CAC as a whole could determine on which initiatives to spend that money.

Ultimately, the GTA-CAC's control over the projects and content of research varies inversely with the degree to which CAP is reliant on external sources of funding. Were CAP able to secure long-term core funding sufficient to meet its research obligations pursuant to the Declaration, this

would greatly increase its ability to be strategic in terms of the initiatives that it takes on. While there are no easy solutions to this challenge, CAP will continue to explore the options.

6.3 CAP Workshops for the GTA-CAC

GTA-CAC members perceive of workshops as a particularly effective way to disseminate information and expressed an interest in their increased use, particularly as a means by which to deliver on Declaration items. While generally pleased with the workshops CAP organizes, GTA-CAC members have requested additional effort from CAP in attracting the right participants.

Participation

As alluded to in section 3.4, people who regularly attend GTA-CAC meetings are not the primary audience for CAP workshops. The primary audience for CAP workshops are municipal employees whose professional focus is closely aligned with the subject matter of the workshops. To facilitate the attendance of the appropriate municipal staff at CAP workshops, CAP will work with the municipal representatives on GTA-CAC to ensure that invitations are extended to the right people, well in advance of the workshops.

In keeping with the desire expressed by members for reduced travel, CAP proposes to seek the input of GTA-CAC members during the work planning phase regarding: a) municipalities with an interest in hosting GTA-CAC workshops and providing facilities and audio-visual support; and b) member interest and ability in attending workshops in these locations. Workshops convened outside the City of Toronto may attract people who would not otherwise attend CAP workshops.

For similar reasons, CAP also proposes that consideration be given to hosting workshops in City of Toronto facilities outside of the downtown core—at the former Etobicoke, North York and Scarborough City Centres, for example.

Quality

As is clear from the evaluation interviews, GTA-CAC representatives comprise a minority of the people in attendance at the typical CAP workshop. Consequently, they are not necessarily able to keep CAP apprised of whether the workshops are as effective as they can be. To better gauge the effectiveness of its workshops, CAP proposes hereafter to track attendance and administer a survey at each workshop gathering data on participant satisfaction. The survey would include multiple choice questions about the content and presentation of the workshop, as well as the location. The result of the surveys would be made available via the intranet to all GTA-CAC members and would guide CAP in the continual improvement of its work.

Subject Matter

CAP will try to align the themes of its workshops more closely with Declaration items, as suggested by members during the evaluation interviews. However, organizing workshops to disseminate information provided by *other* sources requires relatively little labour and can be a significant source of information for members as well as providing revenue for the organization. For these reasons, CAP will continue to be open to organizing workshops with a variety of partners.

Finally, when preparing for future workshops, CAP will attempt to incorporate content on implementation in municipalities.

6.4 Increased Implementation of Initiatives

A significant number of GTA-CAC member jurisdictions reported difficulties in achieving policy change and in developing programs that will lead to cleaner air. The GTA-CAC was intended to facilitate achievement of these policy outcomes; however, the current GTA-CAC model is not sufficient to achieve these ends. One challenge for CAP is to devise a plan to better assist GTA-CAC members in influencing decision-makers.

Direct Engagement with Decision Makers

Members have indicated a number of ways in which CAP could further support them in the process of achieving policy change, including visiting municipalities to speak to municipal councils and committees and/or writing letters in support of Reports to Council. CAP's experience has been that one-on-one meetings with senior staff, however, are more effective than deputations made to municipal councils or committees. To that end, CAP proposes to work with municipal representatives on the GTA-CAC to develop a strategy to meet with senior management in the municipalities, when appropriate.

To facilitate this exchange, CAP envisions a process whereby, early in each June-to-June term of the GTA-CAC, each municipal representative would delineate their municipality's clean air and climate change priorities for the coming year. CAP would work with the municipality's representatives to determine when their senior managers are meeting and whether they would be receptive to a dialogue on these matters. Visits to the municipality to address a meeting of senior management on areas of shared interest would be arranged accordingly.

Capacity Building within CAP

Members have also suggested that the CAP would benefit from having a deeper understanding of the barriers to change within the municipal policy-making process. To that end, CAP will provide a meeting space for occasional more- or less- formal meetings of the GTA-CAC's municipal members, which CAP staff will attend as resources permit.

Documentation of Outcomes

Finally, while interviewees were able to identify a fair number of changes in government policy arising from initiatives pursued at the GTA-CAC without being prompted about any specific one, CAP proposes the development of a brief annual survey to formally track policy outcomes in member jurisdictions. It is hoped that this survey would replace the existing annual inventory update, which is labour intensive, plagued by a lack of clarity, and garners a low response rate.

6.5 Next Steps

Finally, it is proposed that CAP engage in a dialogue with GTA-CAC members about the contents of this report, and, in particular, the strategies it proposes to increase the effectiveness of the GTA-CAC.

Appendix A – Interview Questions

GTA-CAC Role

1. In your mind, what is the role of the GTA-CAC?

Effectiveness of Meetings

2. What do you think of the GTA-CAC meetings?

Workshops and Research

3. What do you think of the research produced by the Clean Air Partnership (CAP)?
4. How, if at all, do you use research done by CAP?
5. How could CAP's research be more tailored to your needs?
6. Have you attended any CAP workshops? If so, what do you think about the workshops offered?

Capacity Building

7. What are your expectations of membership in the GTA-CAC?
8. To what extent can you be an agent of change within your organization?
9. How can the CAC/ CAP better support you in this role?
10. With whom do you share information received from CAP and how?
11. Describe your networking experiences on the GTA-CAC?
12. Does the GTA-CAC bring the right people to the table?

Facilitating Action

13. Please describe the process you go through when developing and making recommendations to decision makers on air quality issues.
14. How can the GTA-CAC support this process?

Policy change/ program development

15. Has the CAC led to changes in policy and/or programs? If yes, what?

Other

16. Do you have anything else that you wish to share regarding your experience on the GTA-CAC?

Appendix B – Comments Received on the Draft of this Report

These comments were given at the March 23, 2007 meeting of the GTA-CAC following a presentation of the report findings:

1. Where funding for the GTA-CAC is concerned, it is important for the Federal and Provincial governments to understand that funding for capacity building, rather than strictly project based, is required.
2. Increasing GTA-CAC membership fees is a potential way to increase revenue for CAP:
 - there may be support for this among lower-tier municipalities;
 - upper-tier municipalities already pay substantial fees and support for increasing them may be harder to come by, however project-specific funding could be handled differently; and
 - recruiting members outside the GTA is another way to increase membership fees.
3. It was felt that more discussion is needed around how to increase the involvement of senior decision-makers, i.e. CAP's strategy should be strategic and more than just more meetings with decision-makers.

Appendix C – GTA-CAC Evaluation – Logic Model

Goal: To be a catalyst for local action on clean air in the GTA.					
Objectives	Strategies and Activities	Outputs or Deliverables	Direct or Immediate Outcomes (1 year)	Intermediate Outcomes (2-3 years)	Long-term Outcomes or Impacts (5 years)
<p>Convening: To convene an inter-governmental forum to support the sharing and exploration of practical ideas, solutions and strategies to promote clean air.</p>	<ul style="list-style-type: none"> Organizing regular meetings of the GTA-CAC and providing secretariat services to GTA-CAC members Communications Membership management/development activities At least 1 presentation/meeting Workplanning Extensive informal networking and discussion during & between meetings 	<ul style="list-style-type: none"> Membership of 27 organizations and 3 Associates 20 GTA Municipalities on GTA-CAC (of a total of 29 in the GTA) At least 10 meetings annually Average attendance at a meeting = 29 Annual Declaration, setting research agenda for GTA-CAC for following year Intranet record of meetings Annual workplan 	<ul style="list-style-type: none"> Reps on the GTA-CAC are better informed and motivated to use GTA-CAC outputs to influence decision-making within their organizations % become champions of action in their jurisdiction and Inform decision making processes Networks of members offering support to each other in achieving clean air objectives 	<ul style="list-style-type: none"> GTA-CAC member organizations take a leadership role in tackling clean air Member organizations formulate new policies or programs, based on GTA-CAC outputs 	<ul style="list-style-type: none"> Quantified per-capita reduction in emissions of air pollution in GTA. Quantified improvement in air quality in GTA.
<p>Capacity Building: To support members to act on the implementation of strategies to prevent and reduce air emissions.</p>	<p>Skills development and knowledge transfer</p> <ul style="list-style-type: none"> Offer programming to support action, including workshops, presentations Practical tools and strategies Workshops: MOH on air quality, Energy star, climate change (City), idling by-laws and enforcement 	<ul style="list-style-type: none"> 5 Workshops (1/2 to full day) eg. Medical Officer of Health workshop on Air Quality as a Public Health Issue, for example 40-50 people per workshop Expansion and repetition of workshops/series 	<ul style="list-style-type: none"> Support networks develop and support uptake and adoption of measures Deepened understanding of and comfort with issues 		

Goal: To be a catalyst for local action on clean air in the GTA.					
Objectives	Strategies and Activities	Outputs or Deliverables	Direct or Immediate Outcomes (1 year)	Intermediate Outcomes (2-3 years)	Long-term Outcomes or Impacts (5 years)
	<p>Research & policy analysis & tool development</p> <ul style="list-style-type: none"> • Exploring priority topics; analysis of problems and barriers; identification of strategies; making policy/program recommendations • Preparing reports or other tools to aid in decision-making processes • Linking research into skills development • Raising additional funding for research 	<ul style="list-style-type: none"> • Intergovernmental declaration sets research agenda (5-7 items each year) • Action packages – information, rationale for action, model by-laws, templates, enforcement strategies. 	<ul style="list-style-type: none"> • Research underway or completed in agreed-upon subject areas • Preparation of research reports and tools underway or completed. 	<ul style="list-style-type: none"> • Member organizations use information in CAP reports to lobby internally for change • Member organizations use CAP-developed tools to implement clean air programs 	
	<ul style="list-style-type: none"> • Incrementally building inter-governmental collaboration for problem solving • Events: 20/20, Smog Summit • Networking, network development • Promoting Federal/Provincial participation • Highlighting successful government initiatives • Leveraging governmental support 	<ul style="list-style-type: none"> • 16,148 20/20 workbooks distributed • Convening of Smog Summit • Meetings at various levels of government • Increased federal and provincial representation 	<ul style="list-style-type: none"> • Easing the way for other levels of gov't to deliver their mandate through municipalities • CAP becomes a “go to” organization for information on air quality 		

Inputs or Resources

- GTA-CAC membership fees (Annual embership fees = \$72,250)
- Other financial resources, particularly project-related funding from senior govt's
- CAP staff
- CAP office equipment and supplies, incl. computer hardware and software, laptop and peripherals, printer, paper
- City of Toronto facilities
- Website

Reach

- Estimate 50% Public health officers; 25% environmental coordinators, 25% planners and other
- Reps of various govt departments, industries, other ENGOs on GTA-CAC
- Planning and other consultants working under contract to GTA-CAC
- Other ENGOs, like the Clean Air Foundation
- Other Intergovernmental bodies, like the Ass'n of Ontario Municipalities
- * Decision-makers at the organizations represented on the GTA-CAC (usually indirectly through reps)