

CHALLENGING COMMUNITY MOBILITY  
PARADIGMS: ADULT EDUCATION  
AND THE ENVISIONING  
PROCESS

By

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## CHAPTER I

### City of Stillwater

About half way between Tulsa and Oklahoma City lies the city of Stillwater with a population of about 40,000. Stillwater is the first non-Indian settlement in Oklahoma and is known as the place "Where Oklahoma Began."

The founders of Stillwater had a great vision for this community. This shared vision has resulted in Stillwater's steady progress throughout its 100 year history regarding, especially with regards to educational and economic development. It seems that there has always been enthusiasm towards developing and shaping the community in such a way that sets Stillwater head and shoulders above other communities of similar size and character.

### Historical Roots

In December of 1884, a caravan of 200 colony settlers traveled south from Kansas and established their town at the junction of Stillwater and Boomer creeks. They were

members of an organization formed by David L. Payne's Oklahoma colony. Payne and his followers became known as the Boomers. Less than a month after their arrival, the Boomers were forced to return to Kansas by federal troops because the federal government had not yet opened this portion of the Oklahoma Territory to civilian settlers. Time and again the Boomers marched into the territory and tried to establish homes. Each time they were arrested and taken back across the Kansas border.

Just before his next scheduled Boomer campaign south, Payne died of a heart attack in Wellington, Kansas, in November of 1884. Payne's death made the Boomers more determined. Under the new leadership of William L. Couch, the Boomers again invaded the Oklahoma Territory. They traveled down the Payne Trail and across the Cherokee Outlet toward Stillwater Creek. They arrived December 12, 1884, on the banks of Stillwater Creek near where it converges with Boomer Creek.

The Boomers built cabins, excavated dugouts, and issued certificates for homestead claims. However, the colony was short-lived. The federal government reacted quickly, and on Christmas Eve, Lt. Mathias W. Day and 39 cavalrymen arrived to arrest and evict the settlers.

Lt. Day warned Couch that he and his followers would be shot if they resisted. Couch raised his Winchester and said that the Boomers would fight. Day knew his small company could not overcome the Boomers. He withdrew and surrounded the encamped Boomers. Wiring for reinforcements, he stated, "The settlers call this place the town of Stillwater" (Newsom, 1997, p. 10). Cut off from food and other supplies by the U.S. Army, Couch and his Stillwater followers soon had to surrender.

The Boomers gave up and returned to Kansas in the spring. However, the Boomers had referred to the place as Stillwater. Even though the town had not yet been born, this name was chosen and used when settlement finally became a reality on April 22<sup>nd</sup>, 1889. Thus, the town of Stillwater became a legend and soon became the county seat of Payne County, Oklahoma (Newsom, 1983, pp. 96-100; Newsom, 1997, pp. 9-14; Speer, 1988, pp. 15-17).

#### Stillwater Today

Stillwater is located in north central Oklahoma, and is 65 miles northeast of Oklahoma City and 65 miles west of Tulsa near the geographic center of the United States. The

topography is gently rolling prairies with moderate slopes at an elevation of 984 feet at the airport located north of the city.

A distinguishing feature of Stillwater is the intersecting state highways within the city. State Highway 177 runs north and south and State Highway 51 runs east and west. Additionally, Interstate 35, running north and south, is 15 miles west of Stillwater. Oklahoma's Cimarron Turnpike, running east and west, is 6 miles north. Thus, the potential for transit development is great. The development of these surface highways significantly contributes to the convenience and flexibility of vehicular movement in and out of the Stillwater area. These developed roads and highways greatly enhance the potential for any development of a public transit system in the area.

Stillwater is the home for Oklahoma State University. The average student population during the regular school year is approximately 20,000. According to the 1990 census, the population of Stillwater is approximately 40,000. Thus, when the students of Oklahoma State University are in their full-term session between August to April, the population of Stillwater increases to approximately 60,000.

This population supports a large retail business, which in 1994 exceeded \$345 million in sales. Over 405 retail establishments' employ's more than 3,750 people. The community has a 30-mile radius trade area composed of 133,000 people (see [www.stillwater.org](http://www.stillwater.org)).

Stillwater has a city manager-commission form of government. The commission group is composed of five commissioners and the mayor. Each is up for election every three years on staggered rotation. Recently, the Commission approved a long-range master plan through the year 2010. This plan will serve as a guideline for managed growth and development.

Despite the extensive development of the surface road system in and around the Stillwater area, the mobile student population of OSU, and the large volume of retail businesses, Stillwater does not have a public transit system. Nevertheless, the community's mobility needs keep growing.

There has been much discussion and community debate concerning the need to develop a public transit system since 1975. Committee meetings on the subject have been held at the Chamber of Commerce and at City Hall. Surveys have been taken regarding usage, needs, and routes. The

City Commission and others have examined feasibility studies and proposals. Until very recently, no commitment or plans had been forthcoming.

Stillwater has been a community where people tend to think in "groups." There are several influential groups within the community. Typically, it has been traditional for one group to think one thing and another group to think something else. On many occasions, these differences have prevented the community from coming together on issues of common concern. This may be a significant factor that would help explain why certain projects or programs are slow in passage and some never get past the starting gate (Conversation with H.F. Donnelley, 2-23-00).

What seems to be missing in the quest for transit development are two things: (1) a definite and well-articulated public mobility vision; and (2) a general understanding among those with the power to create a public transit system but who don't need one of the relationship between dollar investment and subsequent beneficial outcomes for themselves and the community at large. These two elements may be addressed through the execution of a community-wide envisioning process which utilizes principles from adult education and which develops a

special focus for the formal and informal community leaders.

### Transit Systems

The word "transit" relates to the activity or process associated with public mobility. It simply means the conveyance of people or things from one geographic place to another. Additionally, the word may refer to a vehicle or a collection of vehicles, which comprise a system necessary to engage in such a transportation process or service.

Traditionally transit use in America has been active strictly in large metropolitan or urban areas. Urban transit was developed primarily as the solution to mobility related space problems such as overcrowded roads and parking lots. Rural transit systems, however, have been developed primarily as a means of meeting community service needs. The most notable of these needs is that of the elderly population's need to access medical care.

A transit system can also be defined as a public or private organization, which provides local or regional multi-occupancy-vehicle passenger service. The purpose of



this service is to move large amounts of people around at a reasonable cost to the consumer or rider.

Compared to urban transit development, rural transit development is relatively new. Rural transit systems operate differently than large, urban, or metro systems in the two areas related to schedules and routes. First, urban systems use a fixed-schedule platforms to serve customers whereas rural systems use deviated schedules to serve customers.

A fixed schedule system simply means that the transit vehicle operates on a fixed time schedule related to arrival and departure times at all the designated stops on a particular route. A deviated schedule means that arrival and departure times may vary from day to day depending upon customer or rider needs and preferences.

The second distinguishing characteristic between urban and rural systems is related to routes. Urban or metro systems typically use a fixed route for their activities while rural systems typically use a flexible route method to serve customers. A fixed route means that the road or pathway a transit bus takes everyday is the same. It does not change. On the other hand, a flexible route, used typically in rural systems, means that the road or pathway

a transit bus takes one day may be different the next. Also, it can vary from trip-to-trip.

Due to the nature of how rural systems respond to the public need, they operate using deviated schedules and flexible routes. A term commonly used to describe this overall approach is "demand-response." The demand-response method reacts when a customer calls the dispatcher for a ride. The transit dispatcher then adjusts the transit schedule according to this new demand. Normally, calls for rides require a 24-hour lead-time to process and establish an efficient schedule for the next day. One outstanding benefit of this method is the "curb-to-curb" service it provides the customer.

Customer target groups in rural transit systems are typically broken down into three main categories. These are (a) elderly citizens, (b) disabled citizens, and (c) economically disadvantaged citizens who cannot afford their own private transportation (Conversations with Phil Blue, November, 1998; Berenda Cason, February, 1997; Oklahoma State University Police Chief Everett Eaton, April, 1997).

Mobility is especially important to senior citizens. Research has shown that the ability to drive may be an essential component of an older person's emotional well-

being (Eby & Kostyniuk, 1998, p. 30). To many, the ability to drive represents more than simply being able to get from one location to another.

It is not unusual in rural Oklahoma for the term mobility "need" to be understood solely as the individual need for a pick-up truck or automobile. More importantly, the term transportation "system" may typically be understood to mean the quantity and quality of the roads, highways, and bridges that these vehicles must use. Thus, the visualization or perception of a rural public transit system as a viable method of mobility is virtually non-existent outside of those directly affected by mobility issues. Those who do not own a vehicle, those who cannot drive for one reason or another, and those who cannot afford vehicle ownership may be the ones that can most readily understand and visualize what a public transit system is, its benefits, and what it looks like.

#### Community Change

When new ideas are introduced into a community, it usually requires some degree of social and structural change. The ability of a community to influence "change"

within itself depends on the degree to which common values exist across the community or at the least across influential segments of the community and the effectiveness of the means through which these values are represented and expressed (Backer, 1992, pp. 10-11; Rogers, 1988, pp. 121-125). Tacit cultural perceptions also influence whether or not change is possible (Perry, 1999, p. 27).

Community change may be connected with or be a function of (a) education of large numbers of people within the community, (b) individualized education being used to mobilize specific individuals such as civic leaders to action, and (c) informed individuals holding leaders accountable and responsible for decisions affecting the outcome (Rogers, 1988, p. 125). Change in this latter case may be achieved by the envisioning process brought about by the absorption of overwhelming or significant evidence or the perception of widespread public support on the matter.

Community awareness through education can establish ownership of a new paradigm or change. In this context, media advocacy could be very effective in increasing public awareness (public perception) of an issue for change.

However, the process of public and community leadership education may not be enough to produce community

change. There are some limits to the influence of education on public opinion and motivation. It is essential that all efforts facilitate the envisioning process, especially with regards to community leaders.

In order for change to occur, some basic conditions must be met. First, the public should be able to identify with the subject matter at hand. This may develop from a personal life experience or from knowledge of another's experience. Additionally, a sense of personal power or of self-efficacy must reside in the person (Holder & Treno, 1997, p. 190). Self-efficacy refers to a person's belief in their potential to achieve change on difficult levels of performance (Bandura, 1977, p. 19; 1995, p. 208).

### Adult Learning

Achieving community change usually involves some kind of social marketing campaign that will involve the education of the adult population of the community and that will increase their sense of awareness on the issue involved. In recent years, the term andragogy has become synonymous with adult learning characteristics. It is

helpful here to summarize the accepted points of adult learning.

Andragogy is based on several assumptions. First, the learner is self-directing (Knowles, 1984, p. 9). Second, andragogy assumes that adults enter into an educational activity with both a greater volume and a different quality of experience than that of children and young adults. This difference in experience usually means that adults themselves are the richest resources for each other. Thus, group discussion, simulations, and interactive problem solving projects can potentially make good use of the adult's experience (Knowles, 1984, p. 9).

Third, the andragogical model assumes that adults become ready to learn when they experience a need to know or to do something they believe is important. Typically, major life changes can produce this motivation; examples of these changes include moving to a new area, loss of job, divorce, or death of a loved one (Knowles, 1984, p. 10).

Forth, adults' orientation towards learning typically results from the emergence of a specific need or life situation. Thus, they enter a learning activity with a life-centered, task-centered, or problem-centered orientation to learning (Knowles, 1984, p. 11).

Fifth, rather than being predominantly motivated by external factors, adults are motivated by more potent, internal motivators. These motivators may include things like self-esteem, the need for recognition, or the need to socialize (Knowles, 1984, p. 12).

Transformation theory holds that what the learning process initially is the internalization of symbolic models, images, and habits of expectation. This internalization process leads to the reflective assessment of suppositions (Mezirow, 1991, pp. 29-32). Thus, learning becomes a process or a functional movement through cognitive structures as identifying and judging presuppositions. Transformation theory postulates that experience is an act rather than a thought. In other words, adults experience symbolic qualities, and by acting upon them, they constitute reality and make meaning of the world. Thus, reality is constituted by perception through their experience (p. 21). The process of making meaning is a function of making coherence and sense of experience. Making meaning, thus, becomes the way of interpreting one's experiences (Barker, 1993, p. 10).

Transformative theory lends support to the understanding of paradigm formation and paradigm change.

Paradigms are used to explain things in experience (Barker, 1993, p. 31). Thus, paradigms become a method in which to explain the world and to help predict its behavior.

Paradigms represent a basic way of perceiving, thinking, valuing, and doing associated with a particular vision of reality. As related to community culture and norms, the dominant paradigm is seldom, if ever, stated explicitly; it exists as unquestioned, tacit understanding that is transmitted through culture and to succeeding generations through direct experience rather than in the context of formal teaching (Baker, 1993, p. 32).

### The Problem

Community change usually takes a long time. In terms of rural transit development the time-line for community adoption of a rural public transit system averages between 5 to 7 years. Success of this process is associated with a key community motivator and leader (Conversations with Phil Blue, May 14, 1998; and Cindy Johnson, May 18, 1998). Typically it is a community service organization or some other group that sustains and promotes the concept of public transit and acts as a catalyst for community change



(Conversations with Rosie Broadus, May 14, 1998; and Cindy Johnson, May 18, 1998). In addition, local governmental bodies should be involved in the change process. A key to this entire process is that those involved develop a vision of a viable solution to the community's transit needs.

Leaders in Stillwater have been aware of the need to address public transit development for several years. In Stillwater some things have been done differently than in other places. A program was developed for the purpose of challenging existing community paradigms on transportation solutions and to stimulate the creation of a rural public transit system. This intervention method included the process of vision formulation, the dissemination of transit information through multi-media presentations, and the distribution of a locally developed video that explained a solution to the transit need to key community leaders. The purpose of these interventions was to get the community and especially its leaders to begin the process of thinking differently about mobility solutions to community transportation needs.

Although Stillwater has made several attempts at developing a transit system, has held various community forums on the subject, has hired consultants and planners

to make proposals for developing a transit system, and has made several attempts at educating the public, two things have been lacking. First, the development of an envisioning process with linkage to learning principles has been missing. In addition, the preserving of evidence related to paradigmatic shifts of formal and informal community leaders with respect to the impact of an envisioning program has not taken place. Therefore, the fact that there has been no documented description concerning the application of an envisioning-directed program using adult learning principles and its influence in transforming traditional rural mobility paradigms in community leaders is a key problem.

#### Purpose of Study

The purpose of the study was to describe the construction and application of an envisioning program that utilizes adult learning principles and to document the perceptions of community leaders regarding the envisioning process and its effect on them. Specifically, the study describes the design of the program, details how it was delivered, and explains how and why it relates to the

envisioning process for paradigm change in community leaders. Additionally, the study uses gathered information regarding community leader perceptions regarding the impact on the envisioning process as related to community mobility needs and the utility of a public transit system.

Because information and documentation on rural transit development that utilizes and integrates adult learning principles for community change is lacking, the Stillwater study can provide a good resource for this void. Other people who are interested in rural transit development need to see what this type of program looks like, how the program gets constructed, how the program gets operationalized, and what some reasonable expectations are regarding some anticipated outcomes. People in other rural communities throughout the United States interested in rural transit development and community change have a need to know.

Local community leaders, now and in the future, need a comprehensive reference that can be used for development of existing transportation efforts. Additionally, community leaders have a need to know the voices of the community with regards to rural transit needs, ideas for development, and a vision for the utility of a community public system.

### Research Questions

The study addresses the following research questions:

1. What themes emerge from voices in the community related to rural transit needs, expectations, and benefits?
2. What are the voices of the community leaders with decision-making authority in regards to transit development?
3. Which adult learning principles does the program use and why?
4. What does a transit intervention program which utilizes adult learning principles with an envisioning process look like?
5. How can such an educational and envisioning program be constructed?
6. What are the perceptions of community leaders regarding the impact on the envisioning process, community mobility needs, the utility of a public transit system, and the speed of implementation?

In order to answer these questions, data for the study was collected from historical records, newspaper articles and oral interviews with selected community leaders and community stakeholders. Several sources of data collection were needed in order to determine the voices from the community, and interviews, as well as, informal conversational dialog sessions were therefore conducted with people who might be interested in either using or

facilitating the development of a public transit system. Likewise, the voices of the formal and informal leaders were gathered by interviews and informal dialog. Using these voices in conjunction with adult learning principles, an educational program was developed. Finally, in order to ascertain the perceptions of community leaders concerning the impact of the program, interviews were conducted with formal and informal leaders in the community.

#### Assumptions

This study was guided by the following assumptions:

1. The formal decision-makers are actually the ones who will make a decision about a transit system and they indeed will benefit from the input of various community voices used in the multi-media presentation. This assumption is supported by historical evidence from other rural communities around the United States who have gone through a process of learning and acting upon their learned information. Examples are Sweetwater County, Wyoming, and Baldwin County, Alabama.

2. The aggregate impact of personages and the influence of their position will add to the overall

influence of the presentation. There is support for this in the advertising industry and in the political arena when individuals are running for re-election.

### Definitions of Terms

Accessibility - The extent to which facilities are barrier free and useable by persons with disabilities, including wheelchair users (APTA, Glossary of Transit Terminology).

Adult Education - A process whereby persons whose major social roles are characteristic of adult status undertake systematic and sustained learning activities for the purpose of bringing about changes in knowledge, attitudes, values, social development, cultural development, or skills (Darkenwald & Merriam, 1982, p. 9).

Community Change - Changes in the public attitude or mind set towards a particular subject, a project, or community direction. This term is also used to denote a minimum level of commitment towards these.

Demand Responsive - Non-fixed-route service utilizing vans or buses with passengers boarding and alighting at

pre-arranged times at any location within the system's service area (APTA, Glossary of Transit Terms).

Envisioning Process - a process by which individuals, especially leaders, develop a vision or dream of a future state for themselves, their organization, or their community that is both sufficiently clear and powerful enough to arouse and sustain the actions necessary for that vision to become a reality. The envisioning process involves the phases of critical consciousness, envisioning, sense-making, and steps of enacting (Savage, 1987, p. iii).

Deviated Transit System - Any transit system, usually rural, which operates on a flexible-route basis. There are no fixed routes in this mode of operation. Routes are changed based upon public demand for service and frequency of same.

Fixed Route - Service provided on a repetitive, fixed-schedule basis along a specific route with vehicles stopping to pick up and deliver passengers to specific locations; each fixed-route trip serves the same origins and destinations, unlike demand response and taxicabs (APTA, Glossary of Transit Terms).

Public Transit System - An organization that provides transportation services owned, operated, or subsidized by

any municipality, county, regional authority, state, or other governmental agency, including those operated or managed by a private management firm under contract to the government agency owner (APTA, Glossary of Transit Terminology).

Public Transportation - Transportation by bus, rail, or other conveyance, either publicly or privately owned, which provides to the public general or special service on a regular and continuing basis (APTA, Glossary of Transit Terminology).

Transit Systems - An organization (public or private) providing local or regional multi-occupancy-vehicle passenger service. Organizations that provide service under contract to another agency are generally not counted as separate systems (APTA, Glossary of Transit Terms).

Rural - A rural area is primarily designated so when the population size is under 50,000 per Department of Transportation guide lines (APTA, Glossary of Transit Terminology).



## CHAPTER II

### COMMUNITY OF STILLWATER

#### Historical Roots

In 1803 President Thomas Jefferson purchased the Louisiana territory for a cost of 15 million dollars. This land included the territory of Oklahoma. The purchase put a stop to a long-standing process between Spain and France in their disputing and transferring land title back and forth between them (Newsom, 1989, p. 21).

Since neither the French nor the Spanish had established permanent colonies in Oklahoma, it was still virgin land much as Coronado had found it in 1541. Then in 1824, President James Monroe asked Congress to establish a territory for the Choctaws, Cherokees, Creeks, Chickasaws, and Seminoles that were known and referred to as the Five Civilized Tribes. They were then living in various states in the southeastern part of the United States (Newsom, 1989, p. 26).

The Five Civilized Tribes were forced to move from their homes to the Oklahoma territory. This move is

commonly referred to as the Trails of Tears (Newsom, 1989, p. 26). After two decades of peace between the Indian tribes and the federal government, the Civil War broke out and things changed dramatically with the majority of the tribes aligning themselves with the Confederate cause (Newsom, 1989, p. 27).

After the Civil War, new treaties were negotiated and signed with the Indian tribes living in the Oklahoma territory. The Homestead Act of 1862 offered 160 acres of land in the public domain to those who had not rebelled against the federal government (Newsom, 1989, p. 40). Many of the Union veterans took advantage of this opportunity and tended to settle in the northern half of Oklahoma while many Confederate soldiers settled in the southern half (Interview with B. V. Fisher, February 1, 2000).

Whether or not Oklahoma was part of the public land domain was a topic of debate and not settled until March 3<sup>rd</sup>, 1889. In the fall of 1879, a leader emerged within the group of pioneers who believed that Oklahoma was part of the public land domain and that the pioneer had a right to settle on it. A second cousin of Davy Crockett, he was a Civil War veteran, Indian fighter, and frontiersman by the name of Capt. David L. Payne (Newsom, 1989, p. 41).

With the moral support from the leaders of the Katy and Frisco railroads, which were anxious to develop their lines in the Oklahoma territory, farmers, businessmen, craftsmen, and homesteaders banded together and made several expeditions from Kansas into the Oklahoma territory under the leadership of Capt. Payne (Newsom, 1989, p. 41). Capt. Payne died while eating breakfast in Wellington,

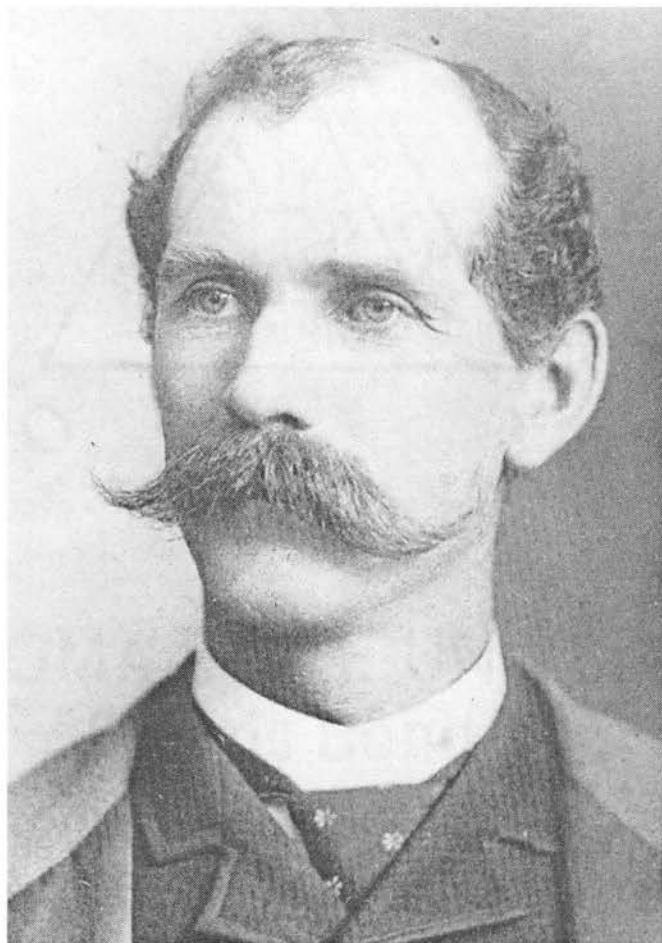


Figure 1

Photograph of Capt. William L. Couch. From Stillwater, Where Oklahoma Began, Cunningham, Robert E., (1969), p. 240.

Kansas, in 1884 and was succeeded by William L. Couch (see Figure 1) (Newsom, 1989, p. 41). Payne was originally buried in Wellington, Kansas, but in 1995 his body was relocated to a special place at the southwest corner of Boomer Lake in Stillwater, Oklahoma (see Figure 2).



Figure 2

Final resting place of David L. Payne. Located at the southwest corner of Boomer Lake park in Stillwater, OK. Payne was moved here on January 30, 1995. Photography by LeRoy Anderson.

Stillwater began in December of 1884 when a caravan of 200 colony settlers traveled from Kansas and established

their town at the junction of Stillwater and Boomer creeks. On December 24<sup>th</sup>, 1884, Lieutenant Mathias W. Day and 39 cavalry troops arrived to arrest Couch and eject the Boomers (see Figure 3). The armed troops lined up and

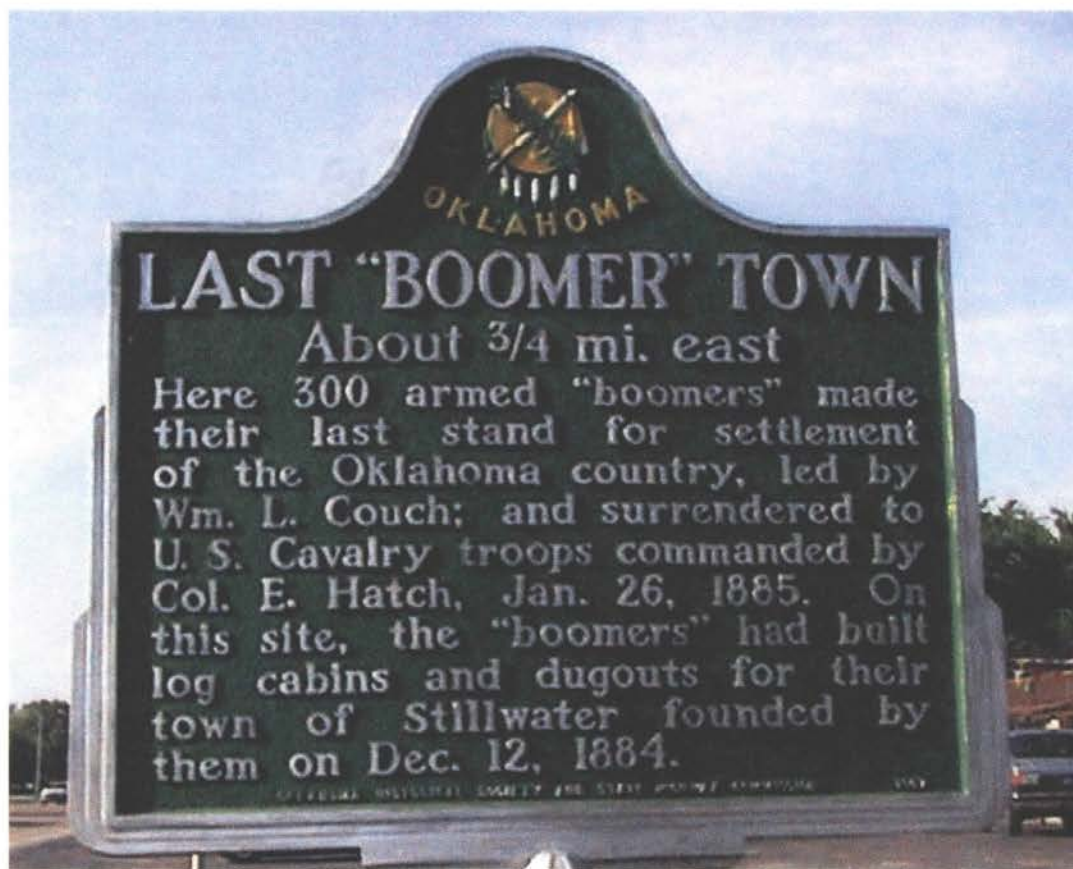


Figure 3

Roadside marker commemorating the early pioneers of Stillwater. Photograph by LeRoy Anderson.

faced the Boomers, many of whom were watching from dugouts with rifles in hand. Couch stood in the foreground holding his Winchester rifle. Lieutenant Day ordered Couch to surrender or be shot down. Couch refused to surrender and

said the Boomers would return the fire. Day backed down and waited for reinforcements. On Christmas day, Lt. Day wired for U.S. Army reinforcements from Fort Smith (Newsom, 1989, p. 42).

Couch also wired for help. He wrote President Chester A. Arthur urging him to stop the use of troops to settle the dispute, adding: "We are unwilling to submit to military arrest while under...civil law" (Newsom, 1989, p. 42). He then drafted a petition which was signed by 154 settlers and sent to Congress requesting that they officially open the territory to settlement (Newsom, 1989, p. 42).

Victory came for the Boomers in 1889 when a bill passed the House of Representatives. After initially balking, the Senate yielded when the House attached a rider to the Indian Appropriation Bill, which had already passed the Senate. The bill opening Oklahoma to settlement passed in time for President Grover Cleveland to sign it just before his term expired on March 3, 1889. On March 23, President Benjamin Harrison signed a proclamation that the Oklahoma lands would be opened for settlement on April 22, 1889. With this, the first town in the Oklahoma Territory, Stillwater would come to life once again (Newsom, 1989, p. 42).



On Monday morning, April 22, 1889, the Oklahoma Territory was officially opened for settlement. Thousands of hopeful settlers formed a line along the northern border of the Oklahoma Territory. They were in covered wagons, on horseback, and even on foot. At high noon, an army sergeant fired the shot that started the great rush. At the end of the day, settlers claimed the 240 acres which constituted the Stillwater Township, and 300 people lived within the tent city. In 1989, the city of Stillwater officially celebrated its one hundredth birthday. Stillwater is the county seat of Payne County, Oklahoma (see Figure 4). Stillwater was the first

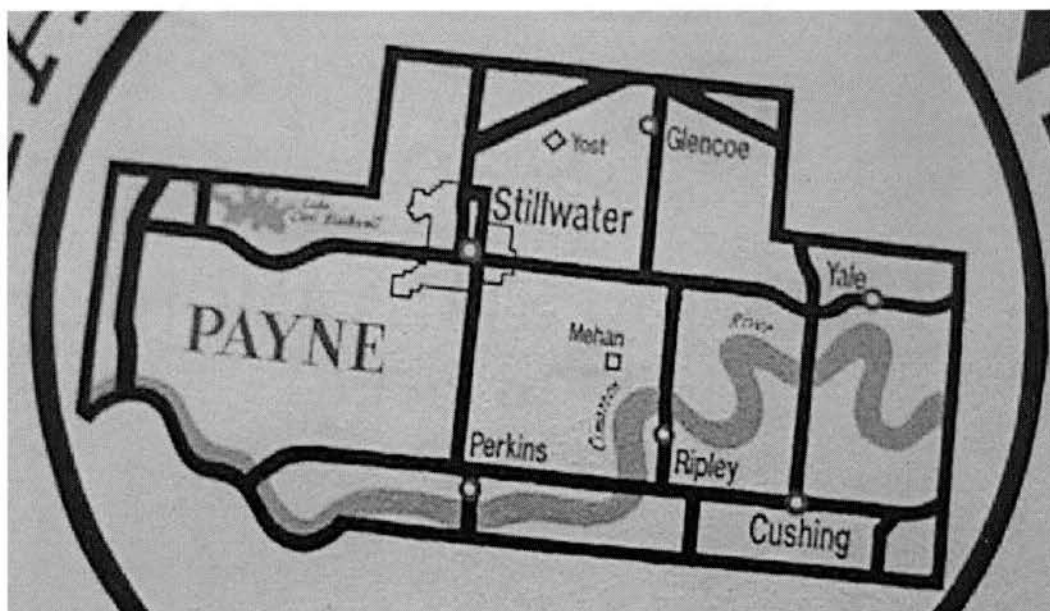


Figure 4

Painted map of Payne County, found underneath the 2<sup>nd</sup> floor stairwell, the Payne County Courthouse. Photograph by LeRoy Anderson.

non-Indian settlement attempt in the Indian Territory called Oklahoma. Stillwater is known as the city "Where Oklahoma Began" (Newsom, 1997, p. 52) (see Figure 5).



Figure 5

Granite monument erected at the intersection of state Highways 177 (Perkins road) and 51 (6<sup>th</sup> Avenue). Photograph by LeRoy Anderson.

The settlers found few remnants of William L. Couch's Boomer colony of 1884. The original 40 dugouts and log huts had largely collapsed and were covered with vines. A row of six log cabins the Boomers had built along what is now South Main near Thirteenth Street was discovered. The cavalry had set fire to them and the roofs were burned and the sides badly damaged (Newsom, 1989, p. 56).



Of those in the 1884 Couch camp, only six returned for the Run of 1889 to Stillwater Creek. One of these was a man named Chayne. While riding by another settler named Barnes, who waved at him and replied, "Well, we made it." Chayne yelled back, "Yes, and this time we're here to stay." (Newsom, 1989, p. 56). Thus, the pioneer spirit was reflected in the verbal shouts of the early settlers.

The man called the "Father of Stillwater" by the first settlers was Robert Arnold Lowry. He staked his claim a few minutes after the land run began in 1889. He donated 80 acres of it to secure the townsite, planned the town layout, became first postmaster, was a member of the first town council, and led the fight to bring the county seat and Oklahoma A & M College to Stillwater (Newsom, 1989, p. 56).

Even as the village of 300 took form, its leaders were emerging and had already proclaimed they would make Stillwater the best city in northeastern Oklahoma (Newsom, 1989, p. 64). Stillwater's pioneers had the foresight to see what it would take to lay the foundation for a great city of the future. They fought with courage and determination to win every important battle (Newsom, 1989, p. 64).

Through this process the city became the county seat and the site of the state's original land-grant college. In addition, Stillwater had one asset in the early 1900s that it does not have today: a public transit system. At that time it had a little jitney type vehicle that was used to transport people between the college campus and the railroad station, and it was named "rapid transit" (Newsom, 1989, p. 88).

### The Pioneer Spirit

A major factor affecting transit development in Stillwater, Oklahoma, is its pioneer spirit. This spirit is deeply rooted in the city's history and is reflected in the nickname for its high school teams. Pioneers are those who desire to shape their own future, are willing to take risks in order to do so, and anticipate the right time for action (Barker, 1992, p. 20). Pioneers typically endure hardship and suffering in order to lay a foundation on which others settle. Pioneers venture into an unknown frontier in the hopes of securing a better life for themselves and their family.

According to interviews with several Stillwater long-time residents of Stillwater, the pioneer spirit is a

combination of several things. First, it is an independent spirit. This spirit manifests itself in people who like to do things for themselves and who do not like sitting around waiting for something to get done. Innovation that facilitates convenience and timesaving is also a manifestation of the pioneer spirit. Second, the early pioneers had a spirit of interdependence with their neighbors. They tended to forge alliances with those near them and depended upon each other for help from time-to-time. This basically was done for survival purposes. Third, the pioneer spirit motivated the pioneers to try out new things, to find new ways of doing things, and to explore new territory (Conversations with Billee Fisher, 02-01-00; H.F. Donnelley, 02-23-00; Winfrey Houston, 01-31-00; Bill Bernhardt Jr., 02-08-00; Raymond Going, 02-09-00; Owen Thomas, 01-26-00; and Chuck Ketch, 02-10-00).

Social and attitudinal constructs that evolve from the mechanisms needed for coping with the hardships of western life may actually hinder the pursuit and acceptance of modern solutions or adoption of a different way of doing things once a community has matured and become established in the new frontier. Attitudes and beliefs associated with transit needs and the proper way of handling public mobility solutions in general may be a result of pioneer

attitudes and perceptions developed over time. The pioneer spirit has fostered the perception that transit is not a desirable answer for solving public mobility needs but rather that the best way to improve transportation needs is to build more roads, bridges and wider highways for the personal vehicle.

I think the pioneer spirit hinders more than helps the development of transit [systems] because the pioneer is an independent thinker. He goes off on his own, he takes risks, he is out there doing his own thing. Until he cannot provide for his own transportation, he is not interested in any mass transit [system]. He wants individual transportation. By the time he figures out he needs mass transit, it is usually too late. (Conversation with Bill Bernhardt Jr., 2-08-00)

Proof that the old-time pioneer spirit is alive and thriving in the Stillwater community is found on the Stillwater WEB page. There is a section describing community goals and objectives for the next century. This section starts out by saying:

Stillwater is the education community where the Pioneer Spirit lives. We are a community pioneering the new frontiers of the 21<sup>st</sup> Century. We are a community that fosters change while maintaining convenience, comfort and a special sense of place. We are a community that fervently continues the values that gave us life and sustains our presence--caring for one another, providing opportunities for all, nurturing our environment and responding in unity to challenges ([www.stillwater.org/extras/tm4](http://www.stillwater.org/extras/tm4)).

This section of the Stillwater WEB page lists seven goals of the city. The goal for public transportation is to have "a comprehensive transportation system with alternative modes." Despite this, no plan or any goal for creating a public transit system is provided. Most of the objectives related to transportation refer to paving of streets, reducing the curb cuts on Highway 51, improving major thoroughfare capacities, providing for more pedestrian and biking activities, and linking recreational trails, bikeways and sidewalks to provide for an integrated community-wide system ([www.stillwater.org/extras/tm4.htm](http://www.stillwater.org/extras/tm4.htm), p. 8).

An essential function of a vision is that it helps to concentrate energies and resources to achieve a stated goal or objective. It would appear that in terms of a public transit system, the community has no focused vision.

#### Profile and Biographical Descriptions

The need to gather information from various sources for the purpose of rigor and validation was a concern in this study. This concern was addressed through the process of data triangulation.

Thus, extant data files, newspaper accounts, oral interviews and conversational interviews were used as the basis of the triangulation process. The following list is composed of formal and informal leaders within the community of Stillwater. Also in the list are several experts associated with public mobility from various parts of the United States. These sources were used as resources for information and data that is unavailable elsewhere.

**Everett Berry** is an attorney who has been involved in the Chamber of Commerce, participated in various Chamber committees, and was instrumental in persuading the corporation, MerCruiser, to locate north of Stillwater.

**Bill Bernhardt, Sr.** is the retired director for Strode funeral home and a former Chamber of Commerce Chief Executive Officer.

**Bill Bernhardt, Jr.** is the director for Strode funeral home in Stillwater and an active member of the Chamber and various civic and social groups connected with Stillwater.

**Phil Blue** is state director for the Section 5310 bus transportation support services, Department of Human Services, Aging Services Division. Personal interview conducted at his office in November 1998.

**Gerald E. Bradshaw** is the director for an insurance agency in Stillwater and is active in community and civic affairs.

**Rosie D. Broadus** is the manager for the Baldwin County Transit Authority. A personal interview was conducted in May, 1998, at the Community Transit Association of America 1998 annual conference in Albuquerque, NM.

**Berenda B. Cason** was the manager for the Enid public transportation authority. A personal interview was conducted in February 1998, at the Enid transit authority office, 1502 W. Poplar, Enid, OK.

**Tom Cleveland** is an active Stillwater commissioner and very involved with community issues.

**Eugene L. Colclasure** operated a limousine service for several years, which served to connect Stillwater with both the Tulsa and the Oklahoma City airports.

**H.F. Donnally** is a direct descendant of an original Stillwater pioneer family. He has been active on the OSU campus as a research assistant in the College of Education.

**Everett Eaton** is the Oklahoma State University Chief of Police and an active participant in transportation issues both on campus and within the Stillwater community.

**Roger Eaton** is the regional bus coordinator, Oklahoma department of transportation. A personal interview was conducted in April 1997, at the Oklahoma Department of Transportation main office, 200 N.E. 21<sup>st</sup> Oklahoma City, OK.

**Billee V. Fisher** is a direct descendant of an original Stillwater pioneer family and has lived here all her life.

**Charles Fowler** is the general manager for the IGA store in Stillwater and has lived here for more than 25 years.

**Peyton Glass Jr.** is the son of the man who financed the first Stillwater public transit system run by Elza Bilyeu. He has lived in Stillwater all his life.

**Raymond E. Going**, along with his brother Norman, owned and operated the Yellow Taxi service in Stillwater for 25 years.

**Woodfin G. Harris** is the manager of the Stillwater airport museum and a long time historian of aircraft history.

**Harl Hentges** is the County director for the Department of Human Services for the State of Oklahoma. Mr. Hentges has worked for DHS for more than 20 years.

**Mike Henson** is the mayor for the City of Stillwater.

**David Hesser** bought the Bilyeu home in Stillwater and has studied the family transit business and artifacts.

**Winfrey Houston** is an active attorney at the age of 80 and a long-time Stillwater activist.

**Cindy Johnson** is the manager of the Sweetwater Transit Authority System. She was interviewed in May, 1998, at her office in Rock Springs, WY.

**Gary Johnson** is the director for the Stillwater Airport.

**Chuck Ketch** is owner and operator of "Chuck's" paint store in Stillwater. He has been a long-time activist for public transportation, especially with regards to air services at the Stillwater airport. He has lived in Stillwater a long while and is known for his interest in community affairs.

**Bridget Kittle** is a Payne County property assessor. Formerly a transit bus driver in the state of Virginia, she is well acquainted with public transit issues.

**Clyde B. Knight** is a retired professor at Oklahoma State University. Dr. Knight is faced with physical mobility challenges and lives in a rural area of the county. He is an advocate for alternatives to traditional mobility modes.

**Bud Lewis** is an active commissioner for the City of Stillwater and a professor at Oklahoma State University in the college of business.

**Peggy McCormick** is a recognized community leader in Stillwater, with special concerns for children's issues.

**Paul McCully** owns and operates a small limousine service in Stillwater.

**Shirley McHendry** is a clerk for the Payne County Election Board and has lived in Stillwater most of her life.

**Bernice Mitchell** is the director for the Payne County Election Board and has been an active civic leader.

**Bill Nelson** was the director for the Stillwater Parks, Events and Recreation department until late 1998.

**Sandy Ness** is a retired Payne County Court Clerk and has lived in Stillwater for almost 20 years.



**D. Earl Newsom** is an author specializing in historical events in Stillwater and Payne County.

**Ray Scarbrough** is a former Stillwater City Commissioner and active at Payne County Action, Inc. Action, Incorporated is a helps agency, which uses both paid and volunteer personnel for operating their programs.

**Betty Smith** works for the Oklahoma Department of Transportation and has made an ODOT presentation to the Stillwater Commissioners in the past.

**Owen Thomas** has lived here all his life, owns and operates a Ford dealership in Stillwater, which his father started 75 years ago. Mr. Thomas has participated on the Industry and Business Development Committee for the Chamber in the past.

**Carl Weinaug** is the current Stillwater City Manager. He has held this position for approximately 10 years. Mr. Weinaug is well acquainted with past attempts for developing a public transit system in Stillwater.

**John Wesley** is director of community development for the City of Stillwater.

## CHAPTER III

### MOBILITY IN STILLWATER

Over the years, there have been different forms of public mobility serving Stillwater. These forms include air service, train service, bus service, taxi service, and limousine service.

For the most part, people who settled in Stillwater arrived here by their own means. There was no major highway into Stillwater. In fact, there was a common saying among the townspeople that they did not have any bank robberies due to the fact that all the roads in and out of Stillwater were dirt roads. These roads did not provide a fast way to get out of town for would-be criminals (Conversations with Winfrey Houston, 1-31-00; and Owen Thomas, 1-26-00)..

It was not until the early 1930s that a paved highway was constructed between Ponca City, which is 43 miles to the north, and Stillwater. Until then, the railway provided the best means to get to Stillwater. "Good roads were slow in coming to Stillwater. Up until the 1960s, we

did not have good roads." (Conversation with Winfrey Houston, 1-31-00) As a result, the public made substantial use of taxis and bus service to get around the Stillwater vicinity because the roads were so bad and they did not want to wear out their cars on these roads (Conversation with Billee Fisher, 2-1-00).

### Air Service

As early as 1918, aircraft were landing in pastures around Stillwater, selling rides, and attracting the interest of the townspeople. Stillwater's airport began when in 1929 Mayor George Thompson received approval to acquire 239 acres of land north of town for the site of an airport. It was in the same area as the present airport. It was not long after that airmail service came to Stillwater (see Figure 6). In the early 1930's George Searcy became airport manager. After his death, the airport was named after him: Searcy Field.

In 1936, Al Guthrie, a "Barnstormer," became manager of the airport. During the early part of his administration the Works Project Administration built a hanger out of stone; this is now referred to as the "Rock"

hanger. It is still located at the north end of the airport complex. A Civilian Pilot's Training unit was established in 1941 to provide secondary flight training. During the second World War, a second airport was constructed on Mehan Road 1.5 miles east of highway 177. The civilian pilot training program was moved to the South

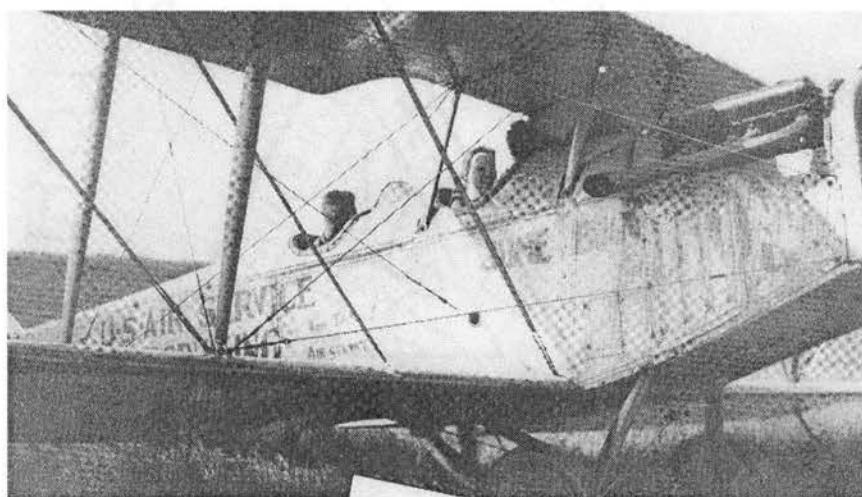


Figure 6

Photograph courtesy of the Stillwater NewsPress.

Airport in 1943 to allow the construction of runways in the configuration of the present airport. At this time the Emergency Auxiliary Landing Field was leased by the city to the Navy for the duration of the war plus six months.

In August of 1944, the first organizational meeting of the Flying Farmers was held. At the close of the war, 475 bombers and fighters were sent to Searcy Field for

disposal. In December 1946 the city requested the return of the airport. Oklahoma A & M College leased the airport for \$1.00 for 25 years. The South Airport was sold in 1965 and funds were used to improve the Stillwater's Municipal Airport (Conversations with Woody Harris and Gary Johnson, February, 2000).

Stillwater has been served by two commercial airline carriers. The first was Central Airlines (Figs. 7, 8; DVD disc, in Appendix F) from approximately 1953 to 1960. Next to serve Stillwater was Frontier Airlines (Fig. 9). Frontier served Stillwater from approximately 1970 to 1975. There were occasions when Sunday School classes would ride the airline for free in order to meet quotas (conversation with Chuck Ketch, May, 2000). When subsidies for Frontier Airlines ran out, they stopped serving Stillwater. Since 1975, there has been no public air service to Stillwater.

The inconvenience of making an additional change in air carriers at either the Tulsa or Oklahoma City airports has hampered efforts to sustain public use of these airline companies. It is generally thought that if a carrier were found which would fly to one of the major hubs, such as Dallas or Denver, it would greatly help to sustain a public air service (Conversation with Chuck Ketch, 2-10-00).



Figure 7

Passengers boarding a Central Airlines DC-3 at Stillwater airport. Courtesy of Woody G. Harris, Stillwater.



Figure 8

Central Airlines DC-3 preparing for departure. Courtesy of Woody G. Harris, Stillwater.

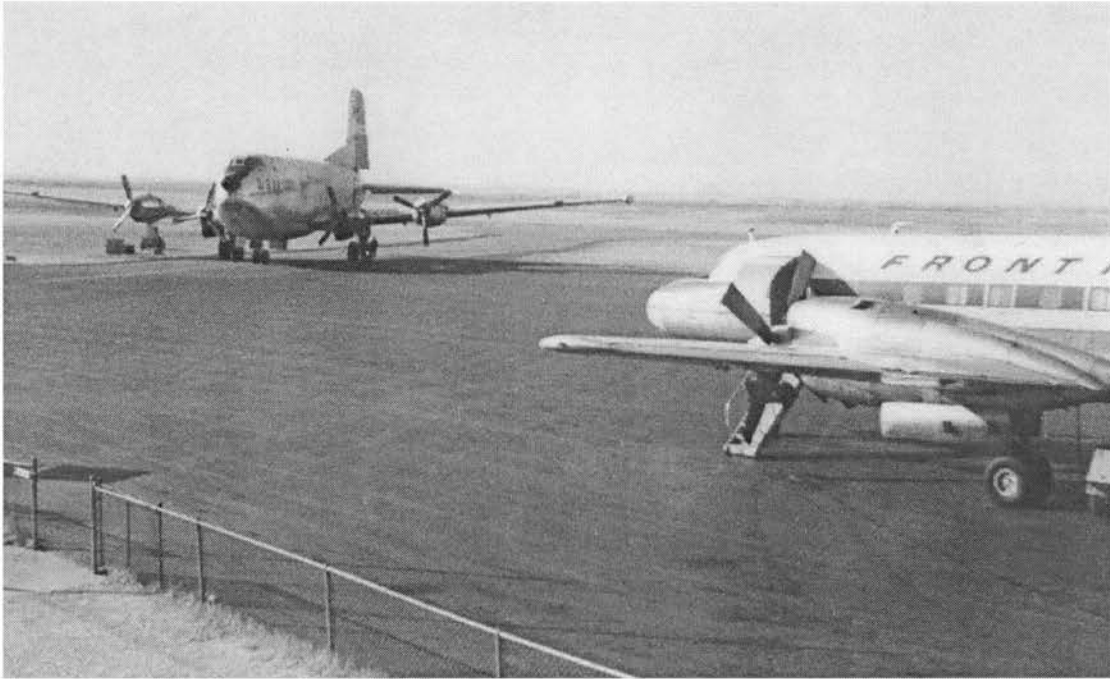


Figure 9

A rare photograph of a Frontier Airline turboprop airplane. Photograph courtesy of Woody G. Harris, Stillwater.

### Current Status of Air Transportation

The Stillwater Municipal Airport is a medium-sized airport that is capable of accommodating aircraft equal to a Boeing 727. The runway is 6,002 feet long and has an illuminated landing system at night. The airport is the base for two flight training centers; the largest one of them is the OSU flight school. Flights in and out of the

airport are made for private, corporate business, or OSU associated reasons.

### Rail Transportation

In March of 1900, the Eastern Oklahoma Railway company completed laying track into Stillwater at 9:00 a.m. on Sunday the 25<sup>th</sup>. Churches stayed empty that morning as townspeople rushed to see the railroad. The Stillwater Gazette estimated that 700 people turned out for the occasion (Newsom, 1989, p. 76; Sheerar Museum exposition, February 2000). The track came from Ripley and across the Cimarron River and Boomer Creek into Stillwater. From Stillwater, it went northeast to Pawnee (Newsom, 1989, p. 79; Sheerar Museum exposition, February 2000).

Industries centered around agriculture began to develop along the railroad line. Stillwater's grain mill, grain elevator, cotton gin, several lumber yards, creamery, and ice plant accounted for most of the city's freight business. Students coming and going to school at the Oklahoma A & M College used passenger service most heavily (see Figure 10) (Sheerar Museum exposition, February, 2000).



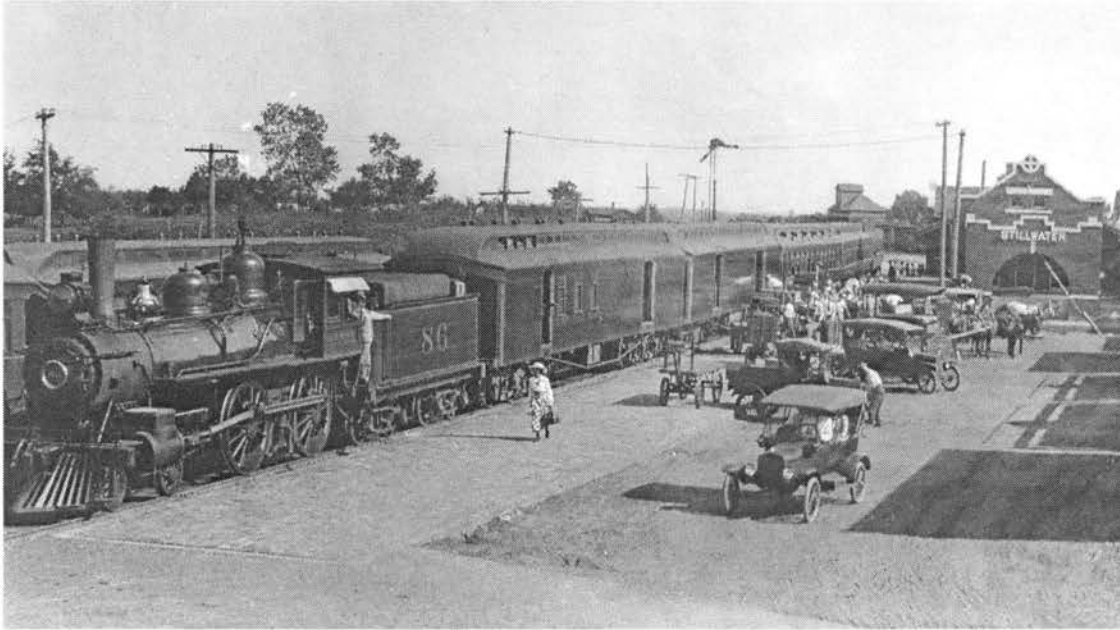


Figure 10

Photograph from around 1920 of trains pulling into the Stillwater station. Photograph courtesy of Stillwater NewsPress.

Occasionally, entire trains were chartered for out-of-town athletic events (Newsom, 1989, p. 81). Although Stillwater never experienced industrial growth as some did during the oil boom years, it had a steady growth paralleling that of the college. In 1911 the railroad of the town's economic stability that it invested in a handsome brick station to serve the community. At this station that many students arrived in Stillwater to attend college, and from this station many young men left to face a foreign war (Sheerar Museum February 2000).

Various passenger schedules were instituted to serve communities on the railroad. One train route started at Cushing; traveled through Ripley, Stillwater, Pawnee, and terminated its run at Cushing. Because of this route, it was named "the merry-go-round." In later years the passenger train originated in Arkansas City and came south through Pawnee, Yost, Stillwater, Mehan, Ripley, Cushing, and Shawnee to Pauls Valley before reversing direction and retracing its route (Sheerar Museum exposition, February, 2000). Many long-time residents of Stillwater still recall memories of riding the trains as children with their parents (Conversations with Payton Glass, Jr., 3-11-00).

As automobile ownership became attainable for more people and as rough dirt roads were improved to paved highways, fewer people took the train. Likewise, more and more goods were being moved by truck. The railroad's answer to providing low-cost freight and passenger service on branch lines was the self-propelled gas-electric car, which was affectionately known as the "doodlebug" (Fig. 11). The doodlebug was about 80-feet long and had a gasoline engine powering a generator, which in turn created electricity to power a motor on the front axles. The doodlebug contained a space at the front for the motorman

and power unit, a baggage compartment, a railway post office where mail was sorted enroute, and a passenger



Figure 11

Doodlebug M.117 heading towards Topeka, KS. The Doodlebugs, McCall, John B., (1977), front cover.

compartment to seat approximately 20 people (see Figure 12). Doodlebug service to Stillwater started in the early 1930s. Such service was possible because the doodlebug was cheaper to run than a steam train. It required only a small crew of two, the engineer and conductor, while traditional steam engines required a crew of five with the engineer, fireman, head brakeman, rear brakeman, and conductor.

The last scheduled passenger service to and from Stillwater ended in May of 1957 when floods swept away the Cimarron River railroad bridge at Ripley. Since then the



Figure 12

Inside the Doodlebug coach. Courtesy of Sheerar Museum, Stillwater.

tracks south of Stillwater have been taken up, and Stillwater has had freight-only service (see Figure 13).

The railroad continued to serve local business and industry with the Stillwater Mill and local lumber yards

being the major users. In 1960 a new industrial area on the east and north sides of Boomer Lake was developed. Moore Business Forms and Swan Rubber Company were the first industries to occupy this site, and gradually other

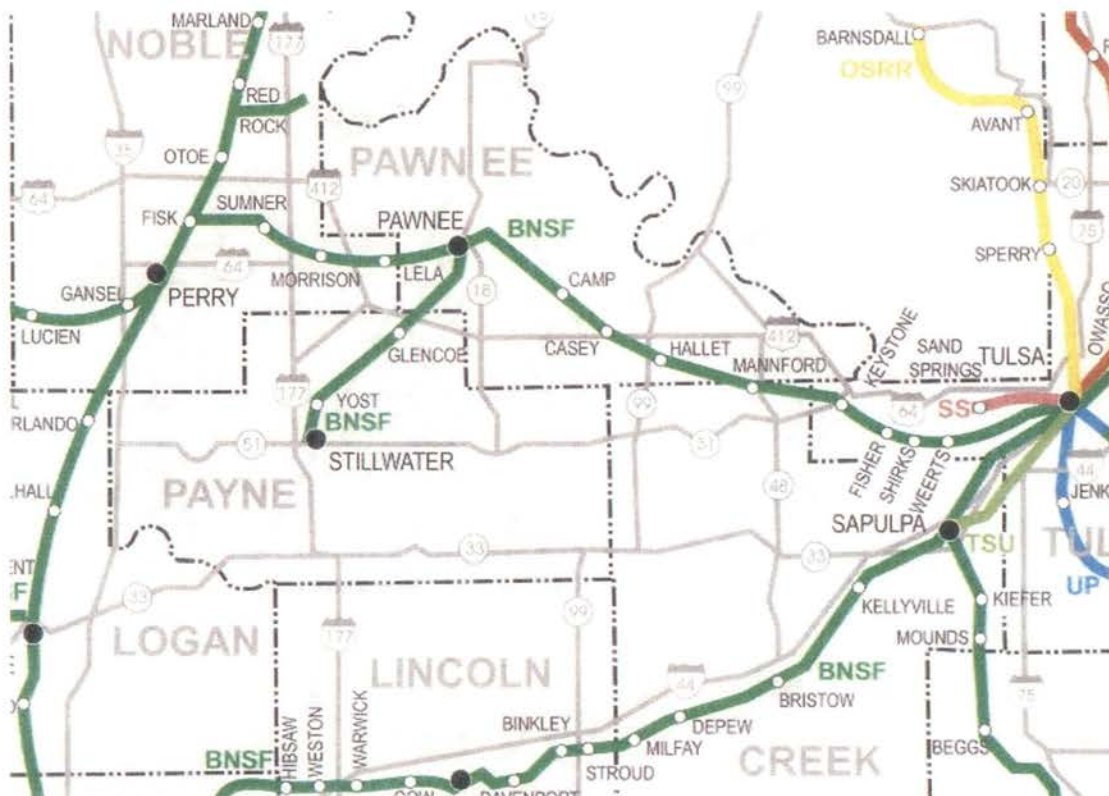


Figure 13

Map showing current operational railway lines in Payne County and the surrounding areas. Courtesy of the Oklahoma Department of Transportation Office of Rail Safety and Planning, Oklahoma City, Oklahoma.

companies built operations in the area and utilized railway services. (Sheerar Museum exposition, February, 2000).

Starting in the 1970s, railroad companies across the United States began to reduce the size of their operations due to economic necessity and the desire to become an efficient operation. This trend toward reduction and even termination of service had an impact on Stillwater. Service was reduced from once a day to once a week or less. This forced local businesses to rely more and more on truck freight lines (Sheerar Museum exposition, February 2000).

A crisis came in 1997 when the railroad decided it wanted to divest itself of a line which was no longer economically attractive. Upon hearing of a possible abandonment by the railroad, local businessmen headed by Jim Mason of the Chamber of Commerce formed a railroad task force to investigate what might be done to save this potentially vital component of Stillwater's continued economic growth (Sheerar Museum exposition, February 2000). The outcome of this taskforce was a commitment from the railroads to service the industrial needs of Stillwater up to five runs per week.



### Current Status of Rail Transportation

Today the railroad property is owned by the State of Oklahoma, which has leased it to a private company to provide service on the line. Service has returned to five days a week, and car loadings on the line have increased dramatically (Sheerar Museum exposition, February 2000).

The Central Railroad, Burlington Northern, and Santa Fe lines now provide freight service to Stillwater. These carriers serve local industry and the major businesses in Stillwater with 7-day rail service. This rail line represents a 20-mile spur that connects with a Burlington Northern/Santa Fe Railroad line, which runs north of the city. The railway can provide as many cars as needed by local industry. In addition to this freight service, the Stillwater Chamber of Commerce recently helped sponsor a 4-car passenger train that ran approximately 28 miles north between Stillwater and the City of Pawnee for tourism and social events.

### Bus Service

Public transit in Stillwater had its first beginnings in the late 1890s at the C. Leymaster stable located on the 500 block of Main street (see Figure 14). In the early

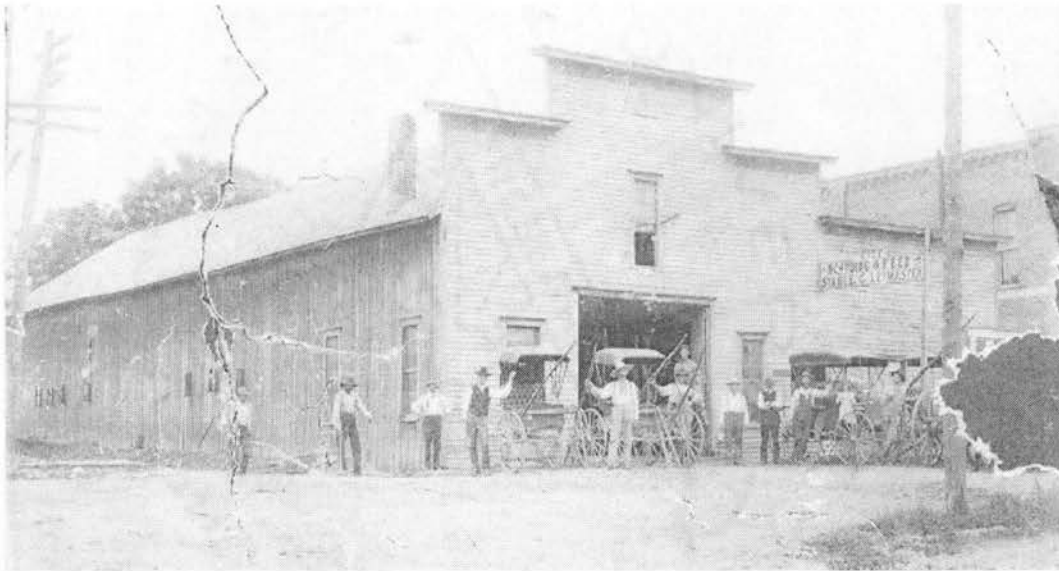


Figure 14

Rare photograph of the C. Leymaster stable during the early 1900s. The location was in the 500 block of South Main Street. Courtesy of D. Earl Newsom, Stillwater.

1900s, there were very few jitney-type vehicles operating in Stillwater. A jitney is a small bus that carries passengers over a regular route on a flexible schedule. The Stillwater jitneys were used mainly to transport people back and forth between the train station and the college campus (see Figures 15 & 16).



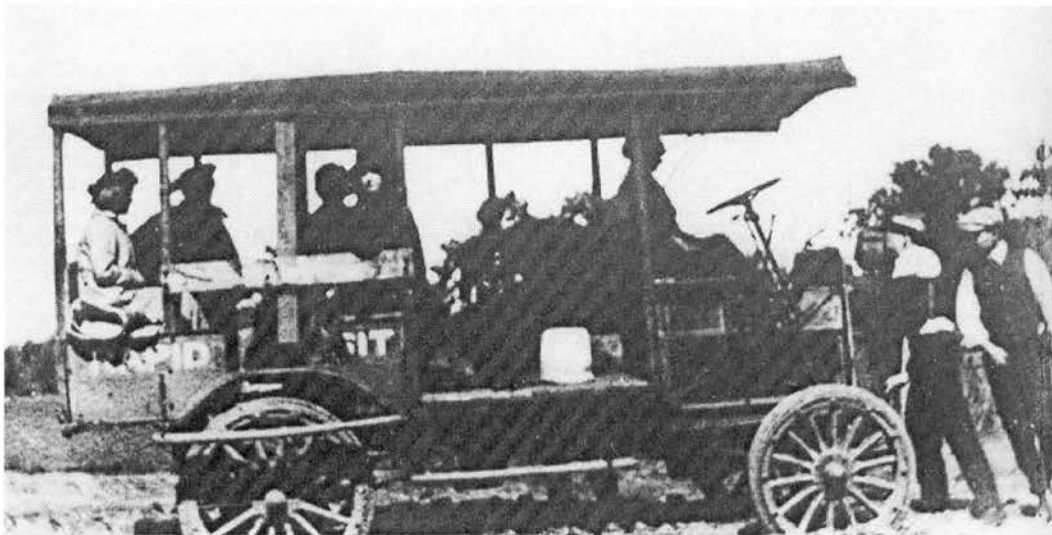


Figure 15

Photograph of first motorized public transit vehicle in Stillwater. Stillwater: One Hundred Years of Memories, Newsom, D. Earl (1989), page 88.



Figure 16

A rare photograph of early public transportation in Stillwater. Pictured behind is an Oklahoma A & M campus building. Courtesy of David R. Hesser & Debbie Horton, Stillwater.

In the early 1940s, Stillwater had access to an intercity bus transportation known as the "M, K & O" (Missouri-Kansas-Oklahoma) bus line (see Figure 19). This service was short lived however. Most people wanting to get a ride to either Oklahoma City or Tulsa during those early days had to take a local bus nine miles south to the intersection of Highway 177 and Highway 33. This corner is referred to as "9-mile corner" even to the present time. After arriving at 9-mile corner, people then caught a ride on the M, K & O bus line. Those needing to travel north took a bus to "Bill's corner," located at the intersection of Highway 177 and Highway 64.

In the early 1930s, Elza Bilyeu started a small public transit operation in Stillwater (see Figure 20). When Bilyeu's two sons, Houye and Jerome, were old enough to drive, they bought two more buses and drove them until approximately 1943 (see Figure 19). These vehicles made regular circuits inside the city limits of Stillwater. This service was used heavily, especially during the late 1930s and early 1940s (Conversation with Winfrey Houston, January, 2000).

After the Bilyeu family quit their bus operations, Ross LeFever bought several buses that resembled school



Figure 17

Rare photograph of the intercity bus that would take passengers to Tulsa and Oklahoma City. Location is the northeast corner of 6<sup>th</sup> and Main Street in Stillwater. Courtesy of D. Earl Newsom, Stillwater.

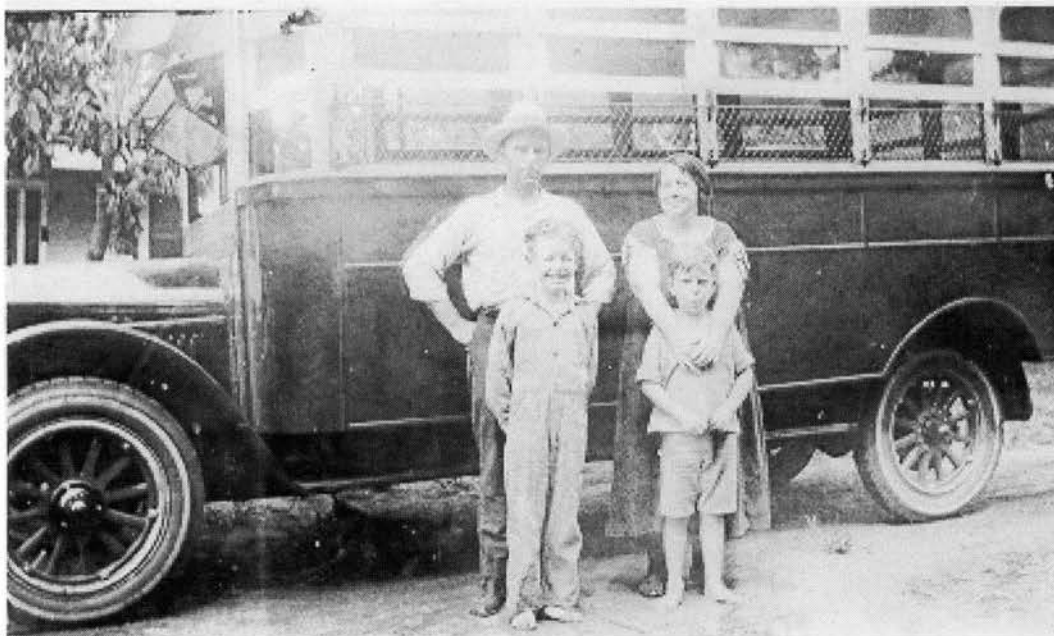


Figure 18

Elza Bilyeu, his wife and two sons in front of his first bus. Courtesy of David R. Hesser and Debbie Horton, Stillwater.



Figure 19

Stillwater's transit bus system. These buses were driven by Elza Bilyeu's two sons, Jerome and Hoye. Courtesy of David R. Hesser and Debbie Horton, Stillwater.

buses and used them in Stillwater. His son-in-law, Wayne Walters, operated and managed the service although he never lived in Stillwater (Conversation with Owen Thomas, February, 2000).

The M, K & O bus station in Stillwater used to serve the public at the northwest corner of Lowry and 6<sup>th</sup> Street. The period was between the early 40's to early 50's (see Figure 20) (Conversation with G. Bradshaw, February, 2000).



Figure 20

Photograph of bus station with taxi office in rear. Located at 6<sup>th</sup> and Lewis in 1950. Courtesy of Raymond Going, Stillwater.

In 1945 there were many armed forces personnel, especially Army and Navy personnel, living in Stillwater. They used the bus service extensively in order to get around town and go to campus. "They filled it up all the time so that the people who lived in Stillwater could hardly get on" (Conversation with Chuck Ketch, February 2000).

In the early 40s, Mrs. Billee Fisher recalls that "they had regular routes and we could go just about anywhere for a nickel. We used to get together as kids and ride a taxi from 3<sup>rd</sup> Street and Husband over to visit some kids near the hospital. Later, when I married my Bill, we used to ride a bus from Shawnee to Stillwater to visit my parents" (Conversation with Billee Fisher, January, 2000). Additionally, there was a stretched limousine operating in Stillwater that was operated like a bus service. That limousine vehicle had an outside door next to each seat (Conversation with Mrs. Billee V. Fisher, January, 2000).

#### Current Status of Bus Transportation

Since World War II, there has not been any public bus system for general use in Stillwater. In the 1960s, the

City of Stillwater bought a few mini buses, or vans, and started a select bus service for senior citizens and disabled persons. However, service does not operate after normal business hours nor on week-ends.

The Stillwater Minibus service is operated by the city's Parks, Events and Recreation Department. This service is available to people 62-years of age and older or to those who have a physical or mental handicap certified by the State of Oklahoma. Tickets for the Minibus are \$20.00 for a book of 10. Each ticket is good for one ride only.

The City of Stillwater has also made provisions for seniors to take a taxicab by using one of their Minibus tickets plus an additional \$ 1.00. Supplemental to the Minibus service is the Nutrition Bus for seniors in Stillwater.

Today, the intercity bus service is supplied by Greyhound Bus service. Each morning one bus stops on its northbound route and another one stops on its southbound route. Both morning and afternoon schedules are the same with one going north and the other going south.

### Taxi Service

Stillwater had private taxi service from approximately 1948 to 1980. There were two main taxi companies operating in Stillwater during those years, the Safeway and the Yellow taxicab companies.

In 1948, Raymond Going bought out his uncle's interest in the Yellow Cab Company and began to expand the service all around Stillwater (see Figures 21 and 22). The office was located in the back of the Grand Hotel building (see Figure 23).



Figure 21

Photograph of Norman Gardner. Courtesy of Raymond Going, Stillwater.



Figure 22

A 1950s Yellow Cab Courtesy of Raymond Going, Stillwater.



When the Grand Hotel was torn down, the taxi office was moved to the corner of 6<sup>th</sup> and Lowry in a larger service



Figure 23

Safeway cabs parked in front of a building at the N.E. corner of 7<sup>th</sup> and Lewis. Courtesy of Raymond Going, Stillwater.

station. Then it was moved again behind another service station at 6<sup>th</sup> and Lewis. This station was remodeled and housed a bus station (Conversation with R. Going, 2-09-00).

For the most part, students attending Oklahoma A & M College did not have cars to drive before World War II. After the war, about 5,000 veterans came to Stillwater to attend college. Some of these veterans had a little money to spend for a vehicle. Soon a significant number of students began driving cars to school. (Recollections of Raymond Going, Owen Thomas, and Everett Berry).



Figure 24

Safeway Cab out in front of company office.  
 Courtesy of Raymond Going, Stillwater.

Additionally, college parking policies were changed around 1947 to allow students who drove to campus the opportunity to park on campus. Still, taxicabs were used extensively because many Stillwater citizens did not have access to private mobility vehicles (see Figure 24). Mr. Going recalls that "at one time there were 4 taxicab companies here in Stillwater, totaling 35 to 40 taxicabs" (Conversation with Raymond E. Going, 2-09-00). Up until the 1970s, taxicab companies were seen as a source of

revenue for the City of Stillwater because of the licensing fees which the city charged them. However, once diverse industry developed, taxi license fees were no longer heavily relied upon for tax support (Conversation with Raymond E. Going, 2-09-00).

Gradually, students and community citizens demand for taxi service waned as cars flooded the market place and paved roads became pervasive in and around Stillwater. Consequently, taxi service was limited. "I've seen taxi cab companies come into town and stay for a year or two and then disappear" (Conversation with Charles Fowler, 1-31-00). "I've been living in Stillwater for over 30 years and during that time I've seen what seems like 10 cab companies come and go" (Conversation with Sandy Ness, 2-01-00).

There has been off and on again taxi service here in Stillwater. Back in the early 90s, there was an effort made. I was on the City Commission then, and as I remember it, there were some federal funds available to purchase new equipment. The City Commission was interested in looking into this, and as I recall we employed someone to make a study to see if the community was interested in it. We heard about other communities. I remember other cities had started them. At that time the City Commission felt it should be a united effort between the city and Oklahoma State University. At that particular point in history, it is my understanding that OSU wasn't interested in being involved in it. It is also my understanding that that has changed now (Conversation with Winfrey Houston, 1-31-00).

### Current Status of Taxi Transportation

At present, there is one taxi cab company operating three vehicles within the city limits of Stillwater. This company is owned and operated by one family. The family is using two different names for their service. Stillwater Taxi is one, and AnyTime Taxi is the other. This service has been operating in Stillwater since 1998.

### Limousine Service

Starting in the late 1970s, a four-vehicle limousine service operated in Stillwater. It mainly transported Oklahoma State University (OSU) faculty and staff to and from the Tulsa and Oklahoma City international airports. Each limousine could carry up to eight people. After approximately 4 years of operation, the service dissolved due to OSU policy changes. In the early 1980s, OSU started making it possible for certain staff and faculty members to check out a vehicle from the university's own Motor Pool, drive it to the airport, and leave it at the airport until they returned from their trip (Conversation with Eugene L. Colclasure 2-09-00).

Currently, there are two limousines operating under one company name in Stillwater. These limousines are used mainly to support certain activities and needs of the larger industries in Stillwater and for students on prom night (Conversation with Paul McCully, 2-17-00).

#### Recent Mobility Efforts

In order to comprehend fully the significance of the transit development program described in this study, it becomes important to present an outline describing various efforts of transit development in Stillwater. Most of these activities have occurred between years 1990 and 2000.

Extant records indicate that the recent movement toward a transit system first started in the Spring of 1989 when the Oklahoma State University Off-Campus Student Association Parking Task Force completed a Shuttle System Feasibility Analysis (see Exhibit A, Appendix F, DVD disc; Chamber of Commerce extant file on Mass Transportation). At that time, a survey of 575 students indicated 86% supported a shuttle service (Chamber of Commerce extant file on Transportation).

By the late Spring of 1989, the Chamber of Commerce

formed a Mass Transit Subcommittee as part of the community Infrastructure Committee. Then in July of 1990, the Rural Development Cooperative Extension Service completed a Review of Public Transportation in Norman and Stillwater. Both of these actions have major incentives, and it was thought that both communities would benefit greatly from a rural transit system.

Later, in September of 1990, the Cooperative Extension Service issued an Estimated Cost for the development of a Public Transportation System in Stillwater. The estimate included four routes plus an on-demand system for the handicapped. Stillwater declined any assistance for the development of that system (Chamber of Commerce extant file on Mass Transportation).

The English Language Institute sent a letter in April of 1992 to city officials of Stillwater and to the head of the Chamber of Commerce stressing the importance of a bus service to foreign students living on and off campus. They pointed out in their letter that the convenience of a bus system could also be used to recruit more students to OSU.

Notes from the June 17<sup>th</sup>, 1992 Community Infrastructure Committee suggest that Ken LaRue, Manager of the Transit Planning division of the Oklahoma Department of

Transportation (ODOT), told OSU Police Chief, Everett Eaton, that there was approximately \$2 million available for new start up transit systems in the state. Further, he stated that ODOT would like to see a system developed in Stillwater (see Exhibit B, Appendix F, DVD disc; Chamber of Commerce extant file on Mass Transportation).

A strong desire on the part of the community of Stillwater for a public transit system is reflected in notes from the July 15<sup>th</sup>, 1992, Community Infrastructure Committee meeting (see Exhibit C, Appendix F, DVD disc; Chamber of Commerce extant file on Mass Transportation). At the July 27<sup>th</sup>, 1992, Stillwater City Commission study session on mass transportation, the city was informed that there was a "small window of opportunity" in which to develop a public transit system for Stillwater. This was tied to the availability of federal funds through the Section 18 program and other federally sponsored programs (see Exhibit D, Appendix F, DVD disc; Chamber of Commerce extant file on Mass Transportation).

On August 24<sup>th</sup>, 1992, the Stillwater City Commission and the Chamber of Commerce met in a study session with Ken LaRue, Manager of Transit Systems and Planning for the Oklahoma Department of Transportation (ODOT) for the

purpose of getting answers to 10 questions the City Commission had drafted in an earlier meeting (see Exhibit E, Appendix F, DVD disc; Chamber of Commerce extant file on Mass Transportation). In response to general questions, Mr. LaRue advised that there is no "cookbook" approach to assessing a community's need for a bus system. He advised that the key to receiving federal funding is to design a system which is economical, utilizes every opportunity to capture high ridership, is well managed, and shows a commitment for local matching of federal funds. With the assistance of LaRue, a cost estimate was prepared for the city commission (see Exhibits F and G, Appendix F, DVD disc; Chamber of Commerce extant file on Mass Transportation).

A second meeting was scheduled to review the proposed routes for the system on November 5<sup>th</sup> at the Chamber of Commerce office (see Exhibit H, Appendix F, DVD disc; Chamber of Commerce extant file on Mass Transportation). Then on November 2<sup>nd</sup>, 1992, the Chamber received 45 responses to a survey sent out to members in their newsletter. Of those responding, 53% agreed that there was a need for a community transportation system in Stillwater. However, 64% were not willing to support it if it meant the



imposition of a new tax (see Exhibits I and J, Appendix F, DVD disc; Chamber of Commerce extant file on Mass Transportation).

As a result of these meetings, a draft was made of the steps needed to complete the feasibility study for a Stillwater-centered mass transit system. One of these steps included conducting a community survey for transit needs and wants (see Exhibit K, Appendix F, DVD disc; Chamber of Commerce extant file on Mass Transportation).

Fifteen representatives of various social service providers in the Stillwater and Payne County area completed a series of meetings in November, 1992, to develop some combined bus routes that would benefit their clients. The Department of Human Services indicated at that time that funding was available to purchase capital equipment for the transportation of elderly and disabled. However, funds were not available for operating expenses. A suggestion was made at this meeting that businesses along the routes could advertise that they would pay the return fares for customers purchasing at their stores. The Student Government Association on OSU's campus also provided input on the routes to serve the campus and suggested the need for a special bus route on Friday, Saturday, and Sunday

nights that would pick up student patrons to local liquor serving establishments. This service was referred to as a "bar route" (see Exhibit L, Appendix F, DVD disc; Chamber of Commerce extant file on Mass Transportation).

On February 22<sup>nd</sup>, 1993, the Chamber of Commerce sent out a letter to "key community leaders and interested parties." The letter expressed an intention to continue with the development of a proposal for a mass transit system (see Exhibit M, Appendix F, DVD disc; Chamber of Commerce extant file on Mass Transportation). Also during the month of February, the Central Oklahoma Transportation and Parking Authority from Oklahoma City presented and disseminated a Transit System Proposal to the Chamber of Commerce and City government (see Exhibit N, Appendix F, DVD disc; Chamber of Commerce extant file on Mass Transportation). On April 14<sup>th</sup>, 1993, the Oklahoma State University Student Government Association passed a resolution in support of the proposal being promoted by the Chamber of Commerce (see Exhibit O, Appendix F, DVD disc; Chamber of Commerce extant file on Mass Transportation).

In early August of 1993 at a meeting of the Chamber of Commerce, the OSU Student Government Association, the Off Campus Student Association, the OSU campus Residential

Life, OSU Student Services, and OSU Police were represented. Also in attendance were representatives from DownTown Stillwater Unlimited (DSU), Robson Properties of Cimarron Plaza, Wal-Mart, and the Visitors and Special Events Bureau. The routes that the Oklahoma City Transit Authority developed were presented along with information regarding the need for financial support of community businesses on the routes. Each organization was invited to appoint an official representative that could help in completing the feasibility study (Chamber of Commerce extant file on Mass Transportation).

No action from the city took place as a result of that meeting. However, in August of 1993, the City Commission approved sharing the funding for this project up to \$5,000 with other interested parties. It was hoped that this sum would be enough to complete the feasibility study. The objective was to obtain a more accurate assessment of the actual interest in the community for a transit system and to identify those willing to pay for this service. Therefore, surveys were conducted and public meetings held (Chamber of Commerce extant data file on Mass Transportation).

On November 3<sup>rd</sup>, 1993, the Oklahoma State University Student Government Association (SGA) approved a resolution to appoint a SGA representative to become active in the transit development activities of the city government and to approve an expenditure of \$250.00 from their newly established Mass Transit account for the purpose of helping the city government in the formation of a public mass transit system (see Exhibit Q, Appendix F, DVD disc; Chamber of Commerce extant file on Mass Transportation). In mid 1994 as a result of all the efforts and studies done in Stillwater, a formal proposal was submitted to the Stillwater City Commission for the development of a public transit system by the Oklahoma City Transit Authority (see Exhibits R and S, Appendix F, DVD disc; Chamber of Commerce extant file on Mass Transportation).

After polling key groups in the community such as the Stillwater Realtor Association, OSU Graduate Students, and the American Association for Retired Persons, a June 7, 1994 report concluded that (1) student groups were found, in general, to be in favor of a transportation system but (2) that at the present time, it was not feasible to start a transportation system on the OSU campus but it was feasible for the City of Stillwater.

Finally, the authors of the report concluded by saying: "From the overall results of the six community groups, we determined that most individuals did agree that a transportation system would be beneficial, but that there were a large number of 'no responses' for questions on a survey which might bring up a question as to why they would support a transportation system." Therefore, the report recommended that "due to the lack of interest on the part of citizens and students, all further plans for the Mass Transportation System be saved for future groups" (see Exhibit P, Appendix F, DVD disc; Chamber of Commerce extant file on Mass Transportation).

#### Need Assessments and Public Input

The Stillwater Community Development Block Grant program committee held several open sessions for the purpose of soliciting public response and feedback regarding community needs and future projects. The summary of their report for years 2000-2001 contained a section on transportation. In that section, mass transit development was listed as the only need (see Exhibit E, Appendix F, DVD

disc; Chamber of Commerce extant file on Mass Transportation).

Two significant community surveys were done in Stillwater. One was in the early 1990s, and the other was in the late 1990s. In 1992, the Stillwater United Way agency commissioned a community-wide needs assessment survey. The assessment committee was made up of representatives from Armstrong World Industries, the United Way, Oklahoma State University Sociology Department, the Credit Bureau, and, the Oklahoma Department of Vocational and Technical Education.

The committee's report highlighted that "the top current needs in the Stillwater area are transportation," (Stillwater Community-Wide Needs Assessment, 1992, pp. 2, 46). However, there is no mention of any recommendations for the development of any mobility system that would address the need for public transit (reference page number 45-50; Exhibit F, Appendix F, DVD disc).

Again in 1999, the Stillwater United Way agency commissioned a community-wide needs assessment survey. The assessment was funded by the Stillwater Area United Way and the College of Arts and Sciences of Oklahoma State

University. The co-directors of the study were both professors at Oklahoma State University.

In this report, the term "transportation" is mentioned several times as an important need that is still persisting in the Stillwater community (Stillwater Area-wide Needs Assessment, 1999, pp. 12-13). The report recommends that summits be held to work together to address complex problems such as transportation.

Several community knowledgeable had well-thought out ideas on how to address some of Stillwater's complex problems such as access to medical and counseling services and reliable transportation for the working poor. Holding meetings or summits to focus on a specific problem and initiate an action plan could provide greater impact. For example, the synergy of a health care summit might facilitate finding some creative ways to overcome some of the bureaucratic hurdles that make it administratively difficult for physicians and dentists to participate in Sooner Care [Sooner Care is a DHS administered medical care program for pregnant women and children under eighteen years of age]. In the area of transportation, Stillwater is probably too small for a mass transit system. However, other options are possible. A summit could bring together key players and jump start grant writing. Opportunities for federal and foundation dollars are increasing in the area of innovative approaches to meeting the transportation needs of the working poor (see Exhibit G, Appendix F, DVD disc).

## CHAPTER IV

### ELEMENTS OF COMMUNITY CHANGE

#### Introduction

Changing a community's mobility paradigm can be complex and involve several elements. Principally, this study utilized elements from the field of adult education and some strategies found in strategic planning models. The principles of adult education helped facilitate the envisioning process. Strategic planning methods helped facilitate methods to operationalize the envisioning process in a community development program.

An informational program was developed to facilitate the envisioning process in community citizens, but most particularly in formal and informal community leaders. By using principles associated with adult education, formal and informal community leaders were able to make a personal identification with the subject matter and develop new meaning from ideas presented to them in the program



Concerning the benefits and the outcomes of a public transit system. Thus, the program relied heavily upon developing an envisioning process as the basic cornerstone.

### Adult Learning

Recent research on adult learning is shifting attention from the process to the person. In other words, the adult is being seen as the central theme in the whole system of adult education as opposed to some methodological schema (Fellenz & Conti, 1988, p. viii). Central to this shift is the attention towards attributes of how adults learn and other characteristics such as the concept of empowerment.

In recent years the term andragogy has become synonymous with adult learning characteristics. The term pedagogy refers to the art and science of teaching children. The term andragogy has evolved which describes the art and science of helping adults learn (Knowles, 1980, p. 43).

The major assumptions of andragogy are divided into four major areas: the nature of the learner, the role of the learners' experience in the educational process, the learners' readiness to learn, and the learners' orientation

to learn (Knowles, 1980, p. 43). These areas related to andragogy are distinctly separate from the pedagogy model.

The nature of the adult learner is characterized by a maturation process which moves a person from dependency to greater and greater levels of self-directedness. Each adult moves at a different rate from others. Generally, the role of the teacher or facilitator is to encourage this movement and nurture it along. The psychological need to be self-directing is high in adults but may be subject to periods of dependency (Knowles, 1980, p. 43).

The role of the adult learners' experience is a reservoir which can serve as a reference guide and resource for learning. Additionally, these experiences enable adults to make new meaning out of current learning situations. Finally, these experiences provide greater attachment and internalization of current learning because the process is an active process rather than a passive one (Knowles, 1980, p. 44).

In the 1950's and 1960's, innovations occurred in the practice of adult education. Examples of these innovations included an increased use of small group discussions, panels, student presentations, group dynamics, case studies, films, and the overhead projector. Then in the 1970's, further innovations occurred with respect to the

individual learner. These changes included the learning network, the learning contract, independent study, and individual self-planned learning. They became the primary methods used in academic settings for adult education and is reflected in published books and learning guides (Tough, 1978, p. 251).

Adult learners basically view educational activities as an avenue towards achieving their goal of self-competence or achieving their potential. Their orientation leans towards the utility of the educational content at hand. Seeing how educational content can be applied to their needs or wants helps strengthen resolve towards learning activities and increased motivation. As a result, adult facilitators typically organize learning activities around competency-development categories (Knowles, 1980, p. 44).

In planning and designing a comprehensive learning program, Knowles (1980) lists the following phases necessary for the crafting of traditional adult learning in structured settings:

- 1) The establishment of a climate conducive to adult learning;
- 2) The creation of an organizational structure for participative planning;
- 3) The diagnosis of needs for learning;
- 4) The formulation of directions of learning, learning objectives;

- 5) The development of a design of activities;
- 6) The operation of the activities;
- 7) The re-diagnosis of needs for learning, the process of evaluating learning outcomes (p. 59).

Throughout history there are recorded examples of adults planning and conducting their own learning with very little assistance from professional instructors or teachers. In America, Benjamin Franklin has been referred to as an example of a self-educated intellectual (Tough, 1977, p. 7).

Distinctive factors that characterize the adult learner include the need for active involvement and participation in the learning process or activity. This may be the most important principle used in adult education. Adults have a great amount of experience and variety in experiences as opposed to that of children and they appreciate the opportunity to utilize and engage these experiences in the context of the learning activity.

Changing behavior and changing perception is an outcome of the learning process. Adults learn according to their social roles and they learn for immediate application. Adults who are self-directed in their learning may not respond well to competition from peers. Finally, adult learning may be stressful and cause pressures which are unpleasant.

Two major areas of human processing related to self-directed learning projects or tasks are the cognitive and the affective domains. Cognitive operations typical in self-directed adult learning projects begins with the selection of a suitable place to perform the task, a conscious decision regarding how much money to spend or how to obtain money needed, a decision on when to conduct the learning and for how long, and selection of a goal. Additional decisions concerning selection of books, tools, resources and expert mentors or helpers also need to be made (Tough, 1977, p. 27).

Affective decisions center mainly around the following issues: the lack of desire for achieving the goal, a dislike for some necessary activities, mental doubts about success, difficulties in understanding some part of the process or task, estimations on the required knowledge and skill level, and deciding whether or not to continue once the original goal has been attained. These factors influence the order, sequence, and duration in which a self-directed learning project is addressed (Tough, 1977, p. 26).

Theories on motivation may shed additional perspectives on activity and behavior related to self-directed learning. One such theory highlights the

influence of self-efficacy and attributes it as the motivator in three separate areas of the cognitive domain: causal attributions, outcome expectancies, and cognized goals (Bandura, 1995, p. 7). Other researchers assert that people benefit most effectively when they plan for learning activities that fit their lives, interests, resources, and goals (Goleman, 1998, p. 226).

There are some indications that individuals with strong self-efficacy can influence higher levels of self-efficacy in others. This can be accomplished through the vehicle of verbal persuasion when the communicator is perceived as trustworthy and competent (Bandura, 1995, p. 150). There are implications here for change agents active in paradigm movement in others.

In their 1965 survey of adult learning, Johnstone and Rivera discovered to their surprise that the frequency of adult self-directed learning activities was much greater than they had thought it to be. Other studies have shown that learning in adulthood is almost universal, that anywhere from 80% to 100% of all adults conduct at least one learning project each year (Cross, 1981, p. 63).

Adult self-directed learning seems to be dominantly pragmatic in nature with most of adults engaging in how-to-do-it projects. Additionally, most adults engage in

learning because of a problem, to meet the requirements of a certain responsibility, or to puzzle. They do not engage because of a general desire to learn (Cross, 1981, p. 188).

By facilitating paradigm changes in a significant number of formal and informal community leaders, permanent changes in the community may be enhanced and strengthened. Additionally, this process may help to break down any wall of assumption concerning the levels of understanding and knowledge in other people (Stout, 1996, p. 125).

Transformation theory provides a different perspective to adult learning and adult education. Traditional approaches have predominantly focused on adult education that emphasize either the operationalizing of some form of stimulus-response association or the encoding, storage, and retrieval of information. These theories have not been centrally concerned with the structure and process of interpretation, validity testing, and reorganization of meaning done by the learner (Mezirow, 1991, p. 7).

Transformative learning involves reflective assessment of premises, a process predicated upon the use of logic and the engagement of cognitive structures via the process of identifying and judging presuppositions (Mezirow, 1991, p. 5). Thus, learning produces symbols that are projected onto the sense perceptions and then filtered through

meaning perspectives. The resulting perception is objectified through speech (p. 4). Additionally, people allow their meaning system to diminish their awareness of how things really are in order to avoid anxiety; this creates a zone of blocked attention and self-deception (p. 5). This tendency is of particular importance in developing strategies for community change.

Making meaning is central to what learning is all about. The learning process may be understood as the operation of one's ability to make explicit distinctions and patterns, to schematize and order data, and to appropriate and validate information. Hence, learning provides people with the ability to act upon some aspect of their engagement with the environment, other people, and themselves (Mezirow, 1991, p. 11).

In transformative learning, the learner reinterprets an old experience or a new one from a new set of expectations, thus giving a new meaning and perspective to the old experience (Mezirow, 1991, p. 11). It is within this process of consensually determining the conditions under which an expressed idea is true or valid that problematic meaning schemes are confirmed or negated and meaning perspectives are significantly restructured (p. 5).



Reflection on assumptions involves a critique of these premises that may result in the transformation of both meaning perspective and the experience being interpreted. Thus, transformative learning results in new or transformed meaning schemes or in transformed meaning perspectives when reflection focuses on premises. Therefore, presentations designed to promote community awareness and community change should also address the process of transformation learning and promote an experience whereby learners in the community can integrate, reflect and interpret new meaning which is congruent with the purpose of the presentation.

When an experience appears incompatible with the way meaning is structured or it provokes anxiety, integration is less likely and recall probably will be distorted. Transformation theory holds that age involves changes reflecting qualitatively different dimensions of context awareness, focus, goal awareness, critical reflectivity, and greater integration of the cognitive dimensions of learning (Mezirow, 1991, p. 7). Therefore, care should be taken in public and private presentations not to present information, characterize data, or paint a picture that elicits anxiety and apprehension in the individual.

Transformational learning may lead to the transformation of structures within a community which in

turn may be facilitated by actions within the context of adult education (Loughlin, 1993, p. 8). For example, the Highlander Folk School in Tennessee provides a forum for addressing the problems of labor, health care, and discrimination among the poor of Appalachia. This educational activity led to changes in the social, structural, and political arenas in Appalachia. Thus the power of transformative learning can be observed when it is applied to the challenges of community change and social justice.

Community organizations themselves can play important roles in the design of public policy and in the performance of local government (Wilson, 1997, p. 286). The strength of community organizations is their ability to mobilize human resources rather than financial resources. This is the primary ability of community groups to facilitate public policy changes (Wilson, 1997, p. 276). Thus, by utilizing the strength of numbers in community organizations and by the promoting of community change through presentations that integrate principles of andragogy and the transformational learning process, the chances of a paradigm shift within the community occurring is enhanced.

Community change involves the process of "consciousness raising." Consciousness raising is another process associated with transformative learning. It changes the structure and the frame of experience in general, and it thus changes the entire frame of reference within which parameters the individual has been acting (Mezirow, 1990, p. 55). In other words, the consciousness-raising process becomes a kind of re-negotiation of meaning.

In the event that no visible community change occurs, a bi-product of the educational process is often the raising of a consciousness about the subject matter at hand. In a political sense, consciousness raising can provide a vehicle for an empowering process. This would be particularly helpful in efforts related to neighborhood self-help groups, antipoverty groups, and support groups of various kinds such as those dealing with unemployed and mobility support (Mezirow, 1990, p. 59). There is no standard method of raising consciousness, but what counts are results (p. 57).

Adult education literature has tended to concentrate on the processes and methodology of teaching and learning and omitted any robust discussions regarding the resulting political implications of the same. However, in recent

decades, researchers such as Myers (1987) and Brookfield (1987) have brought forth the idea that adult education should create critical thinkers and that it should empower individuals (Jarvis, 1993, p. 18).

Empowerment recognizes that adults live, work, and play in a social-cultural context and that context impinges on the educational activities of adults (Fellenz & Conti, 1988, p. 24). Additionally, empowerment relates to the adults' awareness of the social-cultural context that affects one's life and the potential one has for transforming the society in which they live (Freire, 1970, p. 55).

Praxis denotes the learning process of action-reflection-action (Freire, 1970, p. 82). Praxis works through empowerment. Praxis is a process that works in an atmosphere of freedom and the potential of the individual to integrate learning and action to make or cause to make change and reformation in society.

The concepts of andragogy, self-directed learning, transformational learning, and empowerment are critical to the promotion and development of techniques designed to facilitate community change. These principles and processes can be leveraged to achieve and affect structural

processes associated with individual paradigm shifting and a resultant change in community policy.

### Strategic Planning

A strategic planning process is helpful in planning for future change and need. Organizational managers, governmental planners, and change agents can use this.

The strength of strategic planning is that it empowers organizations and governments to actually shape their future rather than just prepare for it (Pfeiffer, 1991, p. xxxviii). If the key to community regeneration is to locate all available assets and connect them in ways that multiply their power and effectiveness (Kretzmann & McKnight, 1993, p. 5), then the key to public mobility development is to identify the benefits of alternative forms of mobility and to connect these benefits to the life of the average person in the community.

Strategic planning typically involves the use of a model or some form of structured systematic steps and procedures. The success of a strategic plan then is measured by the degree to which members of an organization integrate that plan into their everyday actions (Pheiffer, 1991, p. 254).

Generic steps and procedures involve some kind of planning to plan process, a value assessment, a vision and mission formulation, application considerations, a benchmark assessment, a gap analysis, a plan to integrate action plans, and an action plan for implementation. Usually, this process involves a dynamic, active leader whose leadership and style can take on many different forms (Pfeiffer, 1991, p. 308). One of the first steps in the strategic process is vision formation and vision communication, which is referred to as the process of envisioning (Pfeiffer, 1991, p. 309).

The envisioning process is crucial to the overall strategic planning process. The envisioning process is the basis for formulation of the mission, planning operation, and eventually implementation of that vision. In the political and community arena, this envisioning process can lead to paradigmatic shifts, community action, and community change.

Strategic planning is the process by which the decision makers of an organization envision what the organization should be in the future and develop the necessary procedures and operations to achieve that future (Goodstein, Nolan, & Pfeiffer, 1993, p. 3). Thus, community-wide strategic planning ought to involve the

envisioning process, which is normally first generated with formal and informal community leaders.

There are several different types of planning, but the main distinction between simple planning, long-range planning, and tactical planning is the envisioning process associated with strategic planning. Envisioning is more than just an attempt at anticipating the future; it involves the belief that aspects of the future can be influenced and changed by what is done in the present (Goodstein, Nolan, & Pfeiffer, 1993, p. 3). Additionally, this envisioning process includes setting of clear goals and objectives and attaining the same within specified periods of time. Thus, the organization is supplied with a set of core priorities and guidelines that are intended for use in every day-to-day decisions by individuals at all levels (Goodstein, Nolan, & Pfeiffer, 1993, p. 5).

Furthermore, there are several critical factors generally associated with strategic planning. First, the term "strategy" represents a social process for integrating, unifying, and making congruent all the decisions that go into the making of a plan. Second, strategy is a way for organizations to establish and express their purpose as related to long-term goals and objectives. Third, strategy is a reflection of the

organization's domain. Forth, strategy is a way to deal with an organization's strong and weak points as well as recognition of both internal and external opportunities. Fifth, strategy formalizes organizational roles and tasks. Sixth, strategy conveys a tangible idea to stakeholders and validates the organization's contribution to them and the community at large (Goodstein, Nolan, & Pfeiffer, 1993, p. 3).

Strategic planning can answer questions related to where we are going, what the environment is, and how one can get there. Answering these questions is characterized by self-examination activities, the confrontation of difficult choices, and prioritizing of steps and goals (Goodstein, Nolan, & Pfeiffer, 1993, p. 6).

Why should anyone do strategic planning? A simple answer to this question is that strategic planning provides a framework for action. In other words, strategic planning provides a way to operationalize, map, and guide the direction of an organization (whether public or private) towards visionary goals while the term "strategic management" refers to the day-to-day implementation of the strategic plan (Nutt & Backoff, 1992, p. 3; Goodstein, Nolan, & Pfeiffer, 1993, p. 6).



By integrating strategic planning into an educational program designed to produce paradigmatic shifts, change agents are better able to "share" their vision with the community. In like manner, the process of community change first starts with the "sharing" of a vision with as many members of the community as possible. The process of sharing may help lay the foundation for an effective strategic planning process.

One model that could be adapted in the process of community change is the Applied Strategic Planning model promoted by J. W. Pfeiffer (1991) and Goodstein, Nolan, and Pfeiffer (1993). It has a distinctive feature that involves a process of continual assessment regarding the application and implementation efficiency. Additionally, the model has an emphasis on values-driven decision making along with a focus on creatively envisioning the ideal organizational future environment (Goodstein, Nolan, & Pfeiffer, 1993, p. 9).

Another model that may be helpful is the Bryson and Alston Strategic Planning model. This model is a complex one that is designed for either the public or non-profit sectors but which can be adapted for the business sector as well (Bryson & Alston, 1996, p. 3).

Still another model that may also be considered is the Strategic Planning for Communities and Local Economies model. It is specifically designed for community development utilizing the strategic planning process. It is a structured process that requires participation by community stakeholders. The model considers anyone genuinely interested in the health and welfare of their community a potential stakeholder. Some of the criteria for collecting these "stakeholders" are diversity of culture, diversity of work and responsibilities, and diversity of political views. The strategic planning process is designed to move communities toward their preferred future (Taylor, 1997, p. 9).

Consensus building on a common vision is essential here. In addition, those involved in this process should have representatives from organizations of long tenure and solid reputation in the community. This will aid the process and will tend to bring with it a sense of legitimization and trust (Mattesich & Monsey, 1997, p. 39).

Common to all three models are steps or phases designed to articulate some kind of vision or mission. Second is the need to understand what current environment is, or the undeveloped condition of the organization in relation to the environmental conditions. Each model has a

component for feedback on how well a particular strategy is working in relation to stated objectives. The Applied Strategic Planning model utilizes feedback techniques at an early stage as opposed to the Bryson and Alston model for strategic planning which does not allow for feedback. The Planning for Communities and Local Economies model has feedback as part of its "implementation" component.

All models require a strong commitment from participating leaders. The various stages of the process may have a weak development; therefore the strategy for a good strategic plan starts with a strategy for individual "buy-in" and commitment. Additionally, it is during this stage that key initiators of the strategic planning process can develop an educational component for others so that they will become illuminated and understand the benefits of a good strategic plan. Thus, others can develop a trust and belief in the process. It may be anticipated that this "trust" and "belief" will facilitate the structure of a linkage between trusting and believing in the process of planning to trusting and believing in the product of that process--the plan.

Adjustments can be made at any stage in the strategic planning process. The "plan" is not like a formula from chemistry or physics that requires exacting measurements

and calculations in order to get the desired and expected results. Rather, the strategic planning process is worked out in a somewhat "fluid" context. There are so many variables associated with human beings involving themselves in the social process of planning that outcomes tend to be looked at in "general" terms rather than in "specific" ones.

How adjustments should be made depends upon a plethora of variables, which are both internal and external. This may be illustrated by the following example. In an organization such as the Oklahoma Department of Human Services, "mandates" can change overnight. External pressure can come to bear that would change the focus of existing mandates. Thus, a "plan" that has gone through a complete "planning process" can be altered and "adjusted" to meet unexpected external conditions but still achieve the goal(s).

The model used in this study is the Bryson and Alston Strategic Planning model. This model has the component of defining the core values of not only the community but also the common values of the individual community leaders within (Pfeiffer, 1991, p. 310).

By the use of adaptive measures and creativity, the facilitator can make almost any model work for the

organization. It is the facilitator of this process along with participant commitment and a belief in the process that are critical to the success of development objectives the plan may produce. The most critical success factor may be the perceived expectations of the people involved.

### Community Change

The ability of a community to influence "change" within itself depends on the degree to which common values exist across the community or at least across influential segments of the community and the effectiveness of the means through which these values are represented and expressed (Backer, 1992, pp. 10-11; Rogers, 1988, pp. 121-125). Tacit cultural perceptions also influence whether or not change is possible (Perry, 1999, p. 27).

Paradigms represent a basic way of perceiving, thinking, valuing, and doing associated with a particular vision of reality. As related to community culture and norms, the dominant paradigm is seldom if ever stated explicitly; it exists as unquestioned, tacit understanding that is transmitted through culture and to succeeding generations through direct experience rather than in the context of formal teaching (Baker, 1993, p. 32).

Additionally, emotions tend to guide interpretations of the learning process through adjustments in meaning and awareness of feeling. The meaning of feelings become transformed into emotions as the process of interpretation takes place (Goleman, 1995, p. 85).

Adults learn new knowledge, understandings, skills, values, and attitudes most effectively when these are presented in the context of application to real-life situations, events, or problems (Knowles, Holton III, & Swanson, 1998, p. 67). Perception is also essential to adult learning.

Perception is important because it is an act of selection. In a learning situation, a negative perceptual feeling can produce emotional anxiety. The human mind is capable of protecting itself against anxiety by dimming awareness of certain data and creating a "blind spot." These blinds spots can occur in all levels of behavior from the psychological to the social (Goleman, 1985, p. 24).

Typically, an object or event learned is usually associated and influenced by some form of human emotions. The clarity and permanency of learning and how well it is remembered in the future depends upon the strength of these emotions. All of this becomes differentiated from and integrated with past experience (Mezirow, 1991, p. 29).

Thus, any learning adult condition must be seen as transactional in nature.

Community change may be connected with or a function of (a) education of large numbers of people within the community, (b) individualized education being used to mobilize specific individuals to action such as civic leaders, and (c) informed individuals holding leaders accountable and responsible for decisions affecting the outcome (Rogers, 1988, p. 125). Change in this latter case may be achieved through absorption of overwhelming or significant evidence or the perception of widespread public support on the matter.

Community awareness through education can establish ownership of a new paradigm or change. In this context, media advocacy could be very effective in increasing public awareness (public perception) of an issue for change.

However, educating may not be enough to produce community change. There are some limits to the influence of education on public opinion and motivation. In order for change to occur, some basic conditions must be met: The public should be able to identify with the subject matter at hand. This may develop from a personal life experience or from knowledge of another's experience. Additionally, a sense of personal power or of self-efficacy must reside in

the person (Holder & Treno, 1997, p. 190). Self-efficacy refers to a person's belief in one's potential to achieve change or difficult levels of performance (Bandura, 1977, p. 19; 1995, p. 208).

People's belief in their efficacy influences how they make decisions, the importance they give to activities supporting these decisions, and how long they persevere in the face of difficulties (Bandura, 1977, p. 46; 1995, pp. 23-24). The relationship between self-efficacy and behavior is reciprocal with each influencing the other. Thus with public identity and self-efficacy as a given, the application of adult education principles to a social marketing or promotional program to the public can become a viable method by which a rural transit system is development.

Public education has certain advantages in regards to influencing policy change and social marketing. First, the designer of the program or educational package controls the information. Second, the delivery of the package can be tailor made to specific target audiences. Third, the positives can be highlighted over the negatives. Fourth, the message can be standardized (Backer, 1992, p. 56).



## CHAPTER V

### METHODOLOGY

#### Design of Study

This study is a descriptive study. It describes the educational program that was developed to assist community leaders in the envisioning process and documents the perceptions of community leaders regarding the envisioning process and its effect on them.

The process of developing a program to promote public transit creation started in March, 1997, at the Payne County Department of Human Services office. A meeting was held for all interested parties in the Stillwater area who were concerned with mobility needs and issues.

After this initial meeting, some fact-gathering interviews were conducted with the city manager, senior citizen group leaders, and Department of Human Services personnel involved with welfare-to-work clients. From these interviews, it was apparent that a strong educational

dimension would be necessary in order to move forward with the development of a rural public transit system.

A strategic plan was developed on two levels for the purpose of facilitating a focused, forward movement. The first level was for the individual researcher. Later on a second plan was developed for the transportation committee that evolved from activities of the Towns and Tribes Together movement sponsored by the Chamber of Commerce.

On the individual level, the researcher adopted most elements from model two with some modification. On the committee level, the Towns and Tribes Together Transportation Committee adopted the majority of model two with some modifications as well.

On the individual level, as well as on the corporate level, the first step was planning to make a plan concurrently with vision development. This started with a process of identifying the community needs, community efforts, and community potential with regards to public mobility.

After development of this task, the next individual and corporate task was the clarification of mandates, clarification of restraints and establishing the boundaries within which activities would be pursued. A list of

community stakeholders who had previously demonstrated a desire to help and promote community issues was written. Many individuals on this list either became actively involved in promoting public transit, or give video interviews which helped promote the idea.

Next was the development of a list of community strengths, weaknesses, and opportunities. From this list, a strategy was formulated on both levels. On the individual level, the strategy was to develop a multi-media program and generate as many presentations as possible in order to gain the maximum effect from it.

On the corporate level, the Towns and Tribes Together Transportation Committee decided to develop allies from the list of community stakeholders for the purpose of promoting and expanding the shared public transit vision. Due to the lapse in forward movement, there was no follow through with activities from this committee.

Part of the individual strategic plan was to develop contingency options should they become revealed over time. The main focus of the transit development program was the Stillwater commission. As the project progressed, a secondary focus and program was developed for the county commission. It was hoped that at least one of the two

groups would adopt and sustain the public transit vision that the program promoted.

Performance evaluations became a recurring event after each program presentation. Adjustments to the program were made according to perceived needs and successes. These adjustments helped to fine tune the envisioning process. Nevertheless, it was left to the community formal and informal leaders to engage in activity that would implement a public mobility plan.

Other activities in developing a strategic plan involved the assisting of community leaders to explore needs for a community transit, articulating resources for transit operation and development, devising an educational package to promote community-wide consensus, creating an action plan, locating appropriate resources. These activities greatly helped to implement community change and were a direct result of the first transit committee meetings. Functions such as these are strong educational ones (Brookfield, 1986, p. 161).

In this context, the facilitator served as a professional adult educator, consultant, and resource person to official city groups and area citizen groups. The role of the facilitator was to help diagnose needs,

resources, and methods of development as well as develop a systematic program that would promote the understanding of transit needs, benefits, economy, and cost to the community at large—especially to the formal decision-makers.

Attendees at the transit development meetings seemed to be motivated by a desire to increase the empowerment of seniors, disabled, indigent, and student populations for personal mobility and self-help.

An educational package was developed to assist community leaders in developing a community vision for a public transit system. The format of the educational package started with interviews of various people in the community. Their knowledge of community transit needs and benefits were questioned. Some had personal stories of mobility needs; others knew hardship cases that existed in the community. A focus of the project was the implementation of adult learning principles in the presentation media. The purpose of this was to increase audience knowledge about an issue, create a favorable attitude towards change, and produce a subsequent paradigm shift in the community leaders as well as others in the community towards the issue.

Most of these interviews were video taped and catalogued for future use in multi-media presentations. As a consequence of conducting over 50 interviews, certain themes began to emerge relative to the learning needs of the community about public transit use, benefits, and costs. These themes aided in formulating the direction of educational presentations and in designing a learning sequence.

Other sources of information used for the educational presentations were direct observation of transit needs in the community and data gathered from historical files at City Hall, the Chamber of Commerce, and Community Action Inc. These records provided excellent data regarding previous attempts at area transit development over the past 25 years. Specifically, information was gathered from minutes and notes of meetings, survey results, need analysis reports, outside vendor proposals, and letters of interest from community leaders and other officials.

Oral histories, personal testimonies, feedback from those who have witnessed the presentations on transit development as well as extant data from the archives of the City of Stillwater and the Stillwater Chamber of Commerce were triangulated and used to strengthen rigor of the

study. Triangulation of these records indicated a mobility paradigm prevalent in the community. Comments made in meetings, letters, notes, and other documents helped to indicate the community mind set regarding mobility needs, the scope of those needs, and their solution. This information indicated a struggle towards a solution for transit other than having more vehicles and building better roads.

Additionally, observation and notes were made during attendance at four transportation-planning conferences at the state, regional, and national levels. Information and interviews were gathered at these conferences which helped support the educational presentation development.

Beginning April 14, 1998, and continuing periodically to December 16, 1999, presentations were made at various locations in and around Stillwater. For the most part, these presentations were made in small groups averaging 30 people. In some cases, presentations were made to individuals.

For groups of 15 and more, these presentations were initially projected on a screen for all to see. This computer generated multi-media showing was followed by oral dialog with the audience concerning basic concepts

presented on the multi-media program. In cases where just one or two individuals received the presentation, a lap top computer was used to present the multi-media package. This was followed by an informal dialog.

Presentations were made to service organizations like the Kiwanis, Rotary, Lions, and Exchange clubs. Six presentations were made to the area Commissioners. Three were to the Stillwater Commissioners, and three were to the County Commissioners. Additionally, presentations were made to other social service agencies in the area such as Sheltered Workshop and at the various transit development meetings.

In some cases, informal coffee meetings with individual community leaders were conducted. The purpose of these meetings was the follow-up of activities and dialog started in larger group or formal Commission meetings.

The oral presentations consisted of (a) setting a climate for mutual inquiry and a psychological climate for learning; (b) using an easel pad to illustrate a possible common community transit vision, to articulate transit funding and other resources, to explore the mechanism of how a rural transit system could operate in the area, and



to place the audience into the context of community mobility needs; and (c) conducting a question-and-answer period involving the audience. These steps of setting the psychological climate for learning, of the use of a visual aid to contextualize and visualize aspects of the community transit issue, and of the question-and-answer technique are all important elements of adult learning methodology (Brookfield, 1986, pp. 9-10).

Between the period of April 1998, and December, 1999, three different multi-media presentations were constructed. The first one was designed to highlight voices from the community regarding the need to develop a public transit system in Stillwater. The second was designed to educate leaders on how such a system could be developed in a step-by-step process. The third was a blend of the first two.

The format for multi-media presentations consisted of (a) contextualizing and explaining what rural transit is and what it can do for economic development and mobility issues in a community such as Stillwater, (b) visualizing various forms of public transportation as a way of involving the audience in new paradigm mental processes, (c) using testimonies and direct experiences of others in the community to build a shared vision of mobility, (d)

sharing and nurturing collaborative efforts of community leaders regarding transit development, and (e) sharing expert testimonials that facilitate reflection upon transit potential for the Stillwater community. This multi-media aid to learning was used in conjunction with question-and-answer activities, thus affording the opportunity for reflection of points made therein. Efforts were made during periods of open dialog to link relationships between community mobility needs and viable solutions to those needs.

The use of a multi-media aid in learning is effective and helps the facilitation of effective adult learning principles (Brookfield, 1986, p. 255; Gagne, 1987, p. 20). Presentations are made to a voluntary audience where respect is shown to all and where there exists a continual process of activity, reflection upon activity, and collaborative assessment of information and conclusions.

The presentations utilized testimonies of selected citizens, leaders, and other respected community people to relay experiences likely to be common to those in the audience. It sought to create a "shared" experience which would be meaningful to the audience and further add to the members' motivation to learn.

Presentations on rural transit were made at two Stillwater City Hall meeting and televised to the community. Each major civic group such as the Kiwanis, Rotary, Lions, and Exchange Club received at least one presentation. The Wednesday morning Rotary Club and the Stillwater City Commissioners received two different presentations. Additionally, the Chamber of Commerce administration received a presentation as well as the Iowa tribe south of Perkins. Finally, each county commissioner received a personal presentation along with a copy of the multi-media presentation in videotape form.

#### Population

The target population for this study was the formal and informal decision-makers in the community that may have an impact on the development of a public transit system. A person who has some form of governmental position or duty whether elected or hired by an elected official typically characterizes formal decision-makers. Additionally, they have an office space or business location of some kind. Typically, they will also have a job title, a duty standard, and description of expectations, which defines

areas of responsibility and which assigns and designates authority (Adams, 1975, p. 215; Nadler & Wiggs, 1986, p. 239-240).

The informal decision-makers are recognized by the kind of community influence and by virtue of the recognized amount of influence they have on the formal community decision-makers. Informal leaders may be in many diverse roles in the community. They may be club office holders or members of a civic organization such as Rotary, Lions, Kiwanis, or Exchange Club. They may be a member of a social service agency. They may be associated with church sponsored volunteer activities or have an association that tends to focus on common community issues and needs (Fiedler & Chemers, 1984, p. 100).

Informal decision-makers may also be regarded in the community as such by virtue of their large land holding or oil producing business with associated power base (Fiedler & Chemers, 1984, p. 100). Their influence is operationalized via personal contacts with formal leaders, networking with other peers in the community, and formal speaking or other type of communication with the community at large. Thus, the target audience for this study was members from both groups.

### The Researcher and the Study

Descriptive studies take place within a specific context, and "the researcher must be sensitive to the context and all the variables within it including the physical setting, the people, the overt and covert agendas, the information being gathered" (Merriam, 1988, p. 38). One important variable in this context is the researcher who is the primary data collection instrument for the qualitative research project (Guba, 1978; Merriam, 1988, p. 19, 36; Patton, 1983, p. 22). Since the qualitative researcher is directly involved in the setting and "attempts to understand the setting under study through direct personal contact and experience with the program" (Patton, 1983, p. 41), the researchers role in relationship to the project should be explained (p. 43).

The design of this study took into consideration and was partly made possible by the fact that this researcher has lived in Oklahoma for 6 years and has worked for the Oklahoma Department of Human Service (DHS) in the Payne County office as a Carl Albert Executive Fellow for 2 years. Employment with DHS provided an opportunity to work

closely with other social service type agencies in the county on the development of a viable public transit system. This opportunity afforded close and first hand observation of Stillwater life, politics, culture, and the mechanical process of community change with regards to public transit development.

Due to a collaborative effort between the researcher and the DHS county director for a strategic mobility plan that would promote a permanent fix of clients' mobility issues, the process of public education and promotion of a public transit system began. The employment status as a Carl Albert intern gave the flexibility needed in order to allow for the type of fieldwork necessary to develop and pursue the goal. In addition, through this community education and change process, the community was afforded a new perception of the county DHS office. Rather than taking a make shift approach to mobility needs, DHS was now taking a proactive approach that involved benefits for all the community and not just for the fraction connected with DHS.

Developing a public transit system required professional identity as a DHS employee. This identity was

developed over a 2-year period. Also developed was a strong network of trusted advisors and peers.

As a consequence of involvement in transit development, an opportunity was opened to participate in a stakeholder group sponsored by the Chamber of Commerce entitled "Towns and Tribes Together." The focus of this group was to develop a list of goals and objectives on which Stillwater and the surrounding communities could work together.

During the process of developing these goals and objectives, the researcher was appointed chairperson of the transportation subcommittee of Towns and Tribes Together. The subcommittee only had one meeting apart from the Towns and Tribes Together committee. It was at that point that funding ended for the Carl Albert internship.

Nevertheless, the seeds were planted within important community citizens for the need and the benefit of a public transit system. Subsequent City Commission meetings have proved that community leaders want such a system and are looking for ways in which to make it happen.

## CHAPTER VI

### DATA PRESENTATION AND FINDINGS

#### Introduction

The past 100 years of public mobility and access to mobility in Stillwater, Oklahoma, has seen dramatic change. Many of these changes came about as a result of outside forces and events such as the emergence of the automobile.

The early 1900 period saw heavy involvement with rail transportation and even a bus service consistent with community needs. However, for the majority of Stillwater, the cornerstone of mobility has rested in private ownership of the automobile or pickup truck. This modality is congruent with the flavor of the old pioneer spirit of early days.

Today, developing a transit system in the community of Stillwater is difficult because of several deep-seated reasons, including biases (Interviews with Gerald Bradshaw, 2-7-00; H.F. Donnally, 2-23-00; Everett Eaton, 2-7-00;



Bernice Mitchell, 1-25-00; Carl Weinaug, 1-27-00). The primary motivation for this resistance to change is the pioneer and independent spirit of community citizens with deep roots in the region (Interviews with Gerald Bradshaw, 2-7-00; H.F. Donnally, 2-23-00; Everett Eaton, 2-7-00; Bernice Mitchell, 1-25-00; Carl Weinaug, 1-27-00). Thus, the concept of getting around on a public bus seems a remote possibility for community citizens in terms of mobility options.

The second reason why a transit system has been difficult to develop in Stillwater is the resistance to change in and of itself. This may be coupled with a reluctance to try something new (Interviews with Gerald Bradshaw, 2-7-00; H.F. Donnally, 2-23-00; Everett Eaton, 2-7-00; Bernice Mitchell, 1-25-00; Carl Weinaug, 1-27-00). Third, is a perception that Stillwater is "too small" to support a transit system. Supporting the foregoing reasons is a community paradigm regarding mobility and how it interacts with the spirit of independence (Interviews with Gerald Bradshaw, 2-7-00; H.F. Donnally, 2-23-00; Everett Eaton, 2-7-00; Bernice Mitchell, 1-25-00; Carl Weinaug, 1-27-00).

The paradigm of the pioneer tends to foster a self-reliant, independent life style. This was the basis upon

which the pioneers solved the problems of their day. Thus, the early pioneer people tended to do things for themselves and not rely on others for solutions to their needs or problems. Nevertheless, that is not to say that the early pioneers did not help one another. On the contrary, they did indeed help. Helping was done as a matter of courtesy without needing to be asked; helping others was a means of survival (Interviews with Bill Bernhardt, Sr., 2-8-00; H.F. Donnally, 2-23-00; Billee V. Fisher, 2-1-00).

Resistance towards changing the way things are, coupled with perceptions about how needs for mobility in the community should be solved, has helped create a barrier against transit development in Stillwater. While there is no real evidence that Stillwater is "too small" to support a transit system, this phrase is commonly spoken as one of the reasons why transit will not work (Interviews with Everett Berry, 02-04-00; Bill Bernhardt, Jr., 02-08-00; Harl Hentges, 01-28-00).

Therefore, those who would attempt to change the community paradigm regarding solutions to mobility need to take into account the prevailing paradigm and address it. The method used in this study to address this issue and promote community change was chiefly centered on an

educational program that incorporated adult learning principles.

### Emergent Themes

Themes are dominant ideas or patterns. In terms of alternative forms of public mobility in the history of Stillwater (buses, trains, taxis, limousines, or airplanes), there are several themes that can be gleaned from the data and information obtained via the interview process.

First, over the years, the various forms of public transportation have been tenuous. In 1957 a flood washed out the train bridge over the Cimarron River in Payne County. That ended regular train and Doodlebug service to Stillwater.

A change in campus policy which made the use of Motor Pool vehicles available to faculty and others accelerated the decline in a two-vehicle limousine service during the years from 1972-1975. Persons, who previously had enjoyed curb-to-curb service, opted for the convenience of leaving their vehicle at the Tulsa or Oklahoma City airports rather than calling upon the limousine service for a ride back to Stillwater (Conversation with Eugene Colclasure, 02-09-00).

For many years the City of Stillwater subsidized Frontier Airlines to help give them a foothold in the Stillwater air commute marketplace (Conversation with Chuck Ketch, 02-10-00). However, the convenience of getting on a plane at Stillwater was not enough to overcome the fact that most travelers had to change planes again at either Tulsa or Oklahoma City. Then they would typically have to change again at one of the "hubs" for whichever carrier they were on. The hub for American Airlines is at Dallas. The hub for United is at Denver. Thus, the convenience of getting on an airplane at Stillwater only meant adding an extra "hop" in the total flight package. Most found it more convenient to drive to either Tulsa or Oklahoma City airports and board at those locations (Conversations with Gary Johnson, 02-08-00; and Chuck Ketch, 02-10-00).

The frequent use of taxicabs during the 1940s and early 1950s was diminished by a number of factors working in concert. After the end of WWII, a flood of veterans under the GI Bill came to Oklahoma State University. Many of these veterans bought new cars or had used ones (Conversation with Raymond Going, 2-9-00). The shift in policy for student parking along with the development of campus parking lots limited the need for taxicabs. Although not everyone had a car, most knew someone who did

and could get a ride when needed it (Conversations with Raymond Going, 02-09-00; Chuck Ketch, 02-10-00).

The Bilyeu brothers, who owned and operated the bus service in Stillwater before WWII, did not return to maintain the family business after the war (Conversation with Payton Glass, 03-11-00). There is some evidence through certain old letters discovered in their home that insurance coverage was a big factor in the demise of this business. It seems that several lawsuits occurred from a variety of incidences involving the buses. These lawsuits drove away potential insurance carriers, and without the insurance, the business could not continue (Conversation with David L. Hesser, mid-March, 2000).

A second theme that has emerged regarding Stillwater public mobility is that before mobility needs can be addressed by the community, there must first be an awareness of those needs. In Stillwater, public awareness has been made available by the dissemination of community-wide survey results by the United Way agency. Two surveys were conducted: one in 1992 and one in 1999. The results were published in a booklet form and distributed to all interested parties and all officials in the community. In addition, newspaper articles, presentations made by the Department of Human Services, and information disseminated

through the Chamber of Commerce all contributed to informing the public of community mobility needs.

In spite of this kind of coverage, many in the community who attended the educational programs on transit development were not aware of mobility needs in Stillwater and the surrounding community. Voices of unawareness were observed in presentations at the various community service clubs (Exchange, Kiwanis, Lions, and Rotary clubs). These voices revealed a need for public education on the matter of mobility needs.

A third theme centers around the expectations of the community. In Stillwater, independence of the individual is tied to the availability of private mobility means. In others words, people have come to expect a certain level of pride in the ownership of a personal vehicle whether it is a car or pickup truck. The expectation is that one's personal identification is associated with the type of vehicle one drives. Associated with this expectation is the pride that comes from being identified by the kind of vehicle one drives in the community. Thus, vehicle ownership in Stillwater can and usually seems to be a matter of pride and sense of well-being (Conversation with Carl Weinaug, 01-27-00).

For many, especially in the senior category, the thought of having to depend upon a public transit vehicle for mobility is not pleasant. It tends to be perceived as debilitating for one to be seen using the bus. For many seniors, the transition from driving a car to riding on a bus is a psychologically difficult one to make (Conversations with Owen Thomas, 01-26-00; and Carl Weinaug, 01-27-00).

Additionally, people who have lived in the Stillwater community for over 25 years tend to expect people to solve their own problems and to carry their own weight. This translates into an expectation on mobility that suggests a misunderstanding regarding the nature and cause of mobility needs in others (Conversation with H.F. Donnally, 02-23-00). Thus, people who need a public transit system tend to be seen as people who are not living up to their community responsibilities. They are viewed as something of a liability to the community. This viewpoint does not apply to senior citizens however (Conversations with Bill Bernhardt, Sr., 02-22-00; H.F. Donnally, 02-23-00; Billee Fisher, 2-01-00).

Further, the pioneer spirit with its history of doing for oneself can influence and shape a mobility paradigm. The most powerful element of that paradigm is the given

expectation that the primary method of mobility is standardized in ownership of a 4-wheel vehicle. As a result of this, mobility needs then tend to be seen as the need for better roads and bridges, better curbs, wider streets, better lighting on the streets, and improved drainage of those streets. That being the case, thinking of alternative means of travel such as buses or taxicabs becomes a new paradigm for solving mobility issues (Conversations with Charles Fowler, 01-31-00; and Harl Hentges, 01-28-00).

A fourth theme related to Stillwater public mobility is the lack of awareness of the benefits of a public transit system and other variations thereof. Benefits of alternative mobility forms have typically been perceived in Stillwater as applying only to those directly involved. Thus, it is felt that those who actually ride the bus are the only ones who benefit from the existence of the bus system (Conversations with Gerald Bradshaw, 02-07-00; Harl Hentges, 01-28-00; Winfrey Houston, 01-31-00).

What has not been realized yet is that a well-developed transit system that has widespread community support can actually become a community utility. Benefits from a bus or transit system come in various ways to those who do not use it. A transit system can increase the



workforce, thus increasing the tax base and lessening the welfare burden that comes from a community's tax drain. A transit system can provide "meals-on-wheels" to seniors and others, thus assisting with their independence in their own homes and preventing a tax drain on the community that comes from induction into a nursing home or some other form of assisted care supported in part from the community taxes. For those on a fixed income, the economy of riding on a bus can mean extra dollars to spend in different ways in the community.

Getting community decision-makers to understand the relationship between investing in a transit system and their own pocketbook or the quality of life in the community is a function of adult education. It thus becomes a learning experience for those who can create mobility choices in the community to see the personal advantage of generating such a creation.

A fifth theme, which very few are willing to openly discuss, relates to an attitude about others who are different thus resulting in a significant level of social friction. This attitude is displayed in an unwillingness to associate with some in society that are different. Two areas of import related to this attitude have hampered the development of a public transit system. One is an

unwillingness on the part of some well-established citizens to ride on the same bus with certain groups of foreign or internationals. The other is an unwillingness on the part of some parents to allow disadvantaged or "drop-out" kids to ride on the same bus with their kids (Conversations with Harl Hentges, 01-28-00; Betty Smith, 02-20-00; Bridget Kittle, 02-09-00; Dr. Clyde Knight, 02-16-00).

It is difficult to determine to what degree this form of prejudice has hindered development of public transit systems in the Stillwater community; however, it is a factor that must be considered when addressing the task of development. Thus, any educational program should have a component in it which addresses the current attitudinal paradigm and which presents an alternative one that will help promote community-wide change and lessen the social friction that may occur in the process of development and in the eventual operationalization of such a transit system.

The synergy or blend of these various themes of (a) the tenuous nature of various forms of public mobility serving Stillwater area, (b) the lack of a wide-spread awareness concerning mobility needs, (c) the expectations of mobility solutions, (d) the limited understanding of the benefits that a transit system provides, and

(e) prejudicial attitudes toward others work in concert to form a paradigmatic view that hinders alternative forms of mobility development in general and transit development in particular. The task of formulating a descriptive mobility paradigm that reflects the overall community is extremely difficult. However, certain paradigmatic "rules" can be noted that seem to be a dominant factor.

In general terms, the mobility paradigm for a significant number of people in Stillwater regards the private vehicle as the answer to most of the needs and requirements. In other words, the rules of the paradigm could be defined by the following statements: (1) the 4-wheel vehicle whether it is a car or truck is the answer to travel needs in the area; (2) in order to be successful at "getting around," private ownership of the vehicle is required; and (3) solutions to mobility are seen in terms of the impact it may have on private mobility.

It is evident from the oral histories gathered and from extant data that these rules have impinged upon previous efforts at public transit development. Namely, the pioneer spirit of years past manifests itself today in the desire to be self-sufficient, independent, and identified in the community by the type of vehicle one drives. Thus, the mobility paradigm has become the

privately-owned and operated vehicle. It is the solution to mobility needs. When needs or problems arise concerning the mobility issue, solutions to these needs have been centered on the automobile or pick-up truck.

This is reflected in both oral and written statements expressed by officials and agents of the city government (See: <http://www.stillwater.org/extras/scope.htm>, p. 9 & 17; <http://www.stillwater.org/extras/visionrm.htm>, p. 2; & <http://www.stillwater.org/extras/tm4.htm>, p. 1 & 8). At first blush, it would appear that transit development has a stable place in the future development plans of Stillwater. However, upon close inspection of specific details, it can be seen that transit development has a very minor role in future development plans. Under the heading of Mobility Provisions on the Stillwater webpage, it states that "the objectives should include provisions for alternative modes of transportation including major thoroughfares, bikeways, pedestrianways and public transportation" ([www.stillwater.org/extras/scope](http://www.stillwater.org/extras/scope), p. 9).

Under the Mobility Strategy section, the paragraph on Other Alternative Forms of Transportation states that:

In conjunction with evaluating alternative development patterns and densities, other alternative forms of transportation should be considered. The following forms should be considered:

- \* Pedestrianways including guidelines to making appropriate areas more user friendly;
- \* Transit services including the possibility of transit corridors; and,
- \* Airport services and any relationship to improving access for industries (p. 17).

A similar statement is listed under the subdivision entitled Comprehensive Transportation with Alternative Modes, Goal No. 1: "attractive linkages between the community's diverse uses and people, providing for transit, walking and biking so that all people have access to essential services" ([www.stillwater.org/extras/tm4](http://www.stillwater.org/extras/tm4), p. 8).

Finally, under the "objectives" section, transit is mentioned twice as follows: [I] to identify appropriate types of service and levels for providing a public transit system; and [M] to increase transportation services for the elderly, persons with disabilities and anyone who may have limited access to essential services, employment and recreation (p. 8).

Thus, upon close inspection, it is evident that (a) the promotion of transit services is essentially done in terms of aiding the elderly and disabled; (b) the importance accorded to transit development is basically on the same level as that of curb development, pedestrian walkway development, and bicycling paths and rights of way development; and (c) transportation needs are seen in terms

of the need for more and better streets and highways and not in terms of a need for a comprehensive public transit system. This also is a reflection of the community paradigm on public mobility. For those who have access to their own means of getting around, the focus developed in the city plans may seem proper and reasonable. However, for those who do not have the means to get around on their own and are dependent upon others to provide mobility access, the focus may seem inadequate.

#### Voices on Transit Development

The subject of transit development is not new to most of those in leadership positions in the Stillwater community. According to some, those in the community needing transit services are basically the elderly, disabled, students, and those who cannot afford a vehicle (Conversations and interviews with; Tom Cleveland, Stillwater City Commissioner 6-20-99; Bud Lewis, Stillwater City Commissioner, 3-14-98; Bill Nelson, then Parks, Events, and Recreation Director, now employed out of state, 3-4-98; Ray Scarbrough, then Stillwater City Commissioner, retired, 10-13-98; and Carl Weinaug, Stillwater City Manager, 1-27-00). Additionally, the general consensus

among these leaders is that others, who are outside these groups, do not wish to or will not ride transit buses.

Because of the community's personal preferences in mobility, transit development must evolve gradually and in incremental stages. In time, more and more of the community may opt for a bus ride into town to conduct business or to connect with health and social services. However, change in attitudes may be slow in coming due to the fact that so many citizens are independently mobile and that they are steadfast in their mobility choices and freedom of operation (Conversations with Mike Henson, Mayor, City of Stillwater, 9-21-98; Carl Weinaug, Stillwater City Manager, 1-27-00; and John Wesley, Stillwater Community Development Director, 4-21-98).

The bottom line in transit development for Stillwater is a concern over funding sources and levels. Currently, Stillwater is solely responsible for funding the three vehicles that comprise the Mini Bus program. It is costing Stillwater approximately \$140,000 per year for this program. If the City of Stillwater expanded the scope of this program to include the whole community and extended the hours of operations, extra heavy costs would be incurred. The source of these funds are uncertain to the leaders in the community (Conversations and interviews with

Tom Cleveland, Stillwater City Commissioner, 6-20-99; Mike Henson, Mayor, City of Stillwater, 9-21-98; Bud Lewis, Stillwater City Commissioner, 3-14-98; Bill Nelson, then Parks, Events, and Recreation Director, now employed out of state, 3-4-98; Ray Scarbrough, then Stillwater City Commissioner, retired, 10-13-98; Carl Weinaug, Stillwater City Manager, 1-27-00; and John Wesley, Stillwater Community Development Director, 3-7-98).

Part of the transit development presentations consisted of a section on funding sources. It was pointed out that there are over 100 revenue sources for transit programs of various missions and that by soliciting and developing a portfolio of funding sources, it is possible to maintain an average funding level. However, it was pointed out that this activity would require the hiring of someone with grant writing skills, whose function would be to manage funding sources, to seek new funding sources, and to submit reports and charges to these various sources.

Both the Stillwater City Commissioners and the County Commissioners have wanted to see a transit system developed, but the issue of funding such a program has been a huge barrier to moving forward with any proposal. Most, if not all, of the community leaders see transit as a beneficial program for only a small segment of the



population (Conversations and interviews with Tom Cleveland, Stillwater City Commissioner, 6-20-99; Mike Henson, Mayor, City of Stillwater, 9-21-98; Bud Lewis, Stillwater City Commissioner, 3-14-98; 3-4-98; Ray Scarbrough, then Stillwater City Commissioner, retired, 10-13-98; Carl Weinaug, Stillwater City Manager, 1-27-00; and John Wesley, Stillwater Community Development Director, 3-7-98). None of the eight Commissioners in the city and county who were contacted regarding this project initially felt that a transit program could become a utility for economic stimulation of the community. None really perceived how transit could benefit them personally (Conversations and interviews with Tom Cleveland, Stillwater City Commissioner, 6-20-99; Mike Henson, Mayor, City of Stillwater, 9-21-98; Bud Lewis, Stillwater City Commissioner, 3-14-98; 3-4-98; Ray Scarbrough, then Stillwater City Commissioner, retired, 10-13-98; Carl Weinaug, Stillwater City Manager, 1-27-00; and John Wesley, Stillwater Community Development Director, 3-7-98).

Moreover, due to the lack of personal experience with a transit system, none of the leaders contacted really understood the reasons why Stillwater and Payne County in general needed to develop a deviated schedule, flexible route system.

The transit systems most of the leaders knew about or had some familiarity with were those large metropolitan systems in Tulsa and Oklahoma City. Those systems had a fixed route and a fixed schedule. Thus, dialog with commissioners and other leaders concerning rural transit development tended to get misunderstood due to a fixation on the misperception of adopting metropolitan transit practices for the rural community of Stillwater.

Thus, dialog, conversations, and presentations on transit development first had to address certain misperceptions regarding what such a system should look like and how it should operate. Even after addressing these issues on faulty ideas regarding how a transit system would operate for the citizens of Stillwater and the surrounding area, it was difficult to move ahead with mental constructs of a workable system for Stillwater. This may be a result of mental processing or a lack of adequate educational explanation.

Agency cooperation was also a significant concern of local leaders. Most of the leaders felt that it was necessary to obtain the cooperation of Oklahoma State University as well as other agencies in the area in order for sustained success of any transit system development effort. Part of this cooperation would necessitate the

supply of funds and material such as buses. The other part was the development of a coordinated system of support that would link the various agencies together in a coordinated fashion (Conversations and interviews with Tom Cleveland, Stillwater City Commissioner, 6-20-99; Mike Henson, Mayor, City of Stillwater, 9-21-98; Bud Lewis, Stillwater City Commissioner, 3-14-98; Ray Scarbrough, then Stillwater City Commissioner, retired, 10-13-98; 3-4-98; Carl Weinaug, Stillwater City Manager, 1-27-00; John Wesley, Stillwater Community Development Director, 3-7-98).

#### Transit Intervention Program

Any community intervention program requires some degree of change, which is either systematic or behavioral in nature. In the cases of community paradigm shifts, new paradigms must be able to show how a new change can benefit those who are in a position to make the change and how it can solve problems that are not being solved now (Barker, 1992, pp. 55 & 92).

An intervention program starts with a need or with a set of problems that the current paradigm, which is a way of solving problems, does not satisfy. Need identification

then is the first component of a transit intervention program. The next step is identification of benefits not normally thought of by the average person, especially those who do not have a need to ride on a public transportation system. These benefits should also include things that will affect all community citizens whether they intend to use transit or not. These benefits include access to employment, access to medical care and social services, access to education and counseling, access to shopping and recreation, providing rides to school for children of working parents, and enabling the continuation of independent living.

Other benefits of public transit could be worked into a visual text. These include user cost reduction, economic development for businesses and the community infrastructure, safety benefits, reduced roadway land requirements, and air pollution reduction. It is important to visually show these aspects to the audience. Multimedia can help with this important visual art.

The next step in an intervention program construction is the formulation of a vision. This is analogous to the "mission" formulation stage in strategic planning (Goodstein, Nolan, & Pfeiffer, 1991). This "envisioning" step is critical to the eventual success of the program.

The envisioning process is best done in small groups because it requires dialog and a free will expression on the part of participants in order to achieve legitimacy and validity for the people involved (See: Stillwater Transit Development presentation, Appendix F, DVD disc).

The envisioning process should involve a large cross section of the community. This includes civic, religious, educational, and business groups. One should keep in mind the natural and potential groups that would be likely partners or allies in the development of a public transit system. Special emphasis should be made to engage these groups in presentations and encounter groups in the early stages of vision formulation and development.

Ideas regarding future expectations on public mobility generally will come from early small group presentations. Additionally, by utilizing feedback from these groups and incorporating ideas, expectations, and needs into the vision statement, the project leader is more likely to have the "buy-in" of the community. Thus, community civic, business, and social leaders will be able to identify with the vision statement and bond with the tenants of that statement. A vision statement for community mobility could look like the following: To provide for the mobility needs of the public by providing mobility choices within the

community which can effectively, efficiently, and safely address all the mobility needs of citizens.

It is a given that the vision statement will incorporate community values regarding social needs and interests. This is all the more reason why the vision statement formulation needs to be a process by which ideas can come together into a succinct expression of thought.

Once a vision has been established, the next step is the formulation of a strategic plan by which the vision can be realized. Whatever strategic planning model is used here, it is important to have a well-defined "solution" to the need. In the case of transit, this could be incorporated into a proposal or into some sort of development "blue print."

The solution should also be flexible enough to accommodate new needs, changing requirements, and undiscovered innovation. Much of this "flexibility" resides in the promoters of the development project. For instance, any course of action requires the investment of human capital. In time, a paradigm can be established in the hearts and minds of the people involved. Program flexibility is important here. If the paradigm is held too tightly, it may become an inflexible barrier to new innovative ideas and methods.

Resistance to change can be helped by encouraging a wide base of public involvement especially in regards to public leaders who may be comfortable with the status quo. It would be easy for public officials to ignore solutions; this is especially so for ones that requires extra effort on their part when the forum for debate is contained within a small group. However, when the forum becomes large, accountability tends to become greater for actions taken. Thus, public officials are more careful not to cast aside solutions when a large number of citizens are involved with the dialog and interact with suggestions and feedback concerning the whole plan or parts of the proposal.

Education of the public is key to structuring a foundation for change that will stand the test of time. When a community's paradigm for mobility is structured around private ownership of the means to getting around, introducing a new paradigm for mobility can be easily swept away.

Nevertheless, a constructive paradigm has the ability to shape the future (Barker, 1992, pp. 198-199). This is similar to the strategic planning process. The strategic planning process benefits a group by enabling them to shape and determine as much as possible what their future should be. Thus, paradigms have a similar function in that they

help groups realize their goals as long as they are applicable to current problems or situations.

What, then, can education do to meet program needs? Education can be used as an integrated tool to address present and future expectations, assumptions regarding what the rules of the game are, and how to successfully function under these conditions. The expectation typically is that by trusting the rules and adhering to them, the group will become successful at whatever it is they wish to do.

Additionally, education can provide a new way to think and creative ways of thinking that are different from traditional models. Properly used, it can facilitate the thinking necessary to built a bridge between known and unknown public transit benefits that impact the average citizen. This is important because those in the community with the power to implement a transit proposal typically do not need to use the transit for person service. Therefore, without the consent of the community decision-makers, transit proposals may be put on the shelf.

Another component of a transit program is the well-planned dissemination of the proposal to the community at large. This process may take many different avenues. The most frequently used in the Stillwater effort was live



presentations of the proposal in small groups. Typically, civic groups were targeted for coverage.

In the Stillwater effort, multi-media was used extensively as a means to bring voices of the community and especially those of community leaders into the group so that their message could be heard and understood in the context of the transit proposal. In addition, transit experts with similar environments to that of Stillwater were brought into the presentation as advocates for rural transit development and to demonstrate to the audience by their testimony that a system in Stillwater could be successful.

The most expensive aspect of the educational program that was developed in Stillwater was that of technology equipment. The idea of bringing voices from the community into the learning setting required a commitment to expensive technology equipment. In terms of raw dollars for this particular study, the amount of \$20,000 was used. This sum covered the expense of two computers (one lap-top and the other a high-tower), two digital video cameras, video recording equipment to connect to the high-tower computer, and a digital portable projector.

The kind of technology devices used for presenting can make a big difference in terms of what can be accomplished

within a set period of time. For instance, a lap-top computer which is slow at playing video clips becomes a distraction rather than an aid to facilitate learning.

This list of equipment illustrates the type of technology system and equipment needed for a project such as this one. It became evident early on that the primary consideration for selecting equipment was whether or not the equipment could flow with the needs, requirements, and encountered environments of the person doing the presenting. In previous engagements, the researcher found himself having to work around the equipment instead of the equipment working around the presenter. For example, some technological devices are not suitable for uninterrupted flow of media presenting. They are cumbersome to work with and are awkward to manage.

To facilitate the program's conversational dialog, take home information sheets were prepared (see Appendix A, No. 1 - 4). These information sheets were used to explain various concepts touched on in the multi-media presentation. It was anticipated that those interested in transit development would use them as study aids.

All multi-media presentations were crafted with the aid of Microsoft PowerPoint software. The process of development started with the development of a thematic

outline. Themes common to the multi-media packages were: (a) discovering hidden transportation needs within the Stillwater community; (b) developing a visual context for these needs in relationship to the current community mobility paradigm; (c) highlighting current mobility assets currently being expended for the various mobility needs; and, (d) developing a proposal for consolidation and cooperation scheme that would create a new entity capable of safeguarding current mobility service, plus expanding these services to include the general public.

As has been discussed earlier, most of the formal and informal leaders in Stillwater had been unaware of all the mobility needs within the Stillwater community. Hence, the first part of the PowerPoint multi-media presentation centered on discovering all of the needs for a transit system. It did this in two ways: (a) showing statistical data that revealed poverty levels, annual costs of vehicle ownership, and characteristics of hidden community needs; and (b) presenting video clips of a cross section of community citizens talking about their experiences with mobility issues in Stillwater.

Following the discovery of community mobility needs was a period of open dialog, aided by multi-media video clips that contrasted the current mobility paradigm logic

and views with newly discovered mobility needs. Open-ended questions were asked of the audience regarding the adequacy of the current mobility paradigm for solving these newly discovered needs. This discussion period helped in developing a visual context for these needs in relationship to the current community mobility paradigm.

This reflective dialog period was then followed by the presentation of materials describing various agencies in Stillwater, which were expending money and human resources for their individual efforts in solving the mobility needs of the populations which they served. This started with Stillwater's Senior Bus program and ended with information regarding the funding amount that the Department of Human Services was authorized to spend for client mobility needs. After revealing the amounts each agency or community service was spending, a total dollar amount was then presented to the audience.

Finally, the multi-media presentation concluded with a community proposal for consolidating and cooperating between existing agencies and community service organizations. The proposal emphasized the need for creating a transit authority with a seven member board, applying for non-profit status, applying for recognition with the Oklahoma Department of Transportation as an

authorized transit agency for Stillwater and surrounding areas, and designating additional funds from the City of Stillwater for associated start up costs. The proposal also provided that all cooperative agencies and service organizations participating in the effort could leave the transit group if they were unsatisfied with the level of service that the transit group was providing to their specific client population. Another round of group discussion usually followed the end of the multi-media presentation.

In addition to multi-media, other devices were employed to disseminate the needs and benefits of a public transit system. These included such things as charts, diagrams, and take-home information sheets. The presentations relied heavily upon visual learning and audience participation during periods of subject matter dialog and discussion.

There were several avenues utilized for group involvement and dissemination of information. These avenues were in the form of (a) in-person presentations; (b) private presentations to one or two individuals; (c) town hall meeting presentations; (d) radio broadcasting as guest speaker; (e) newspaper articles promoting transit development; (f) newsletters to community stakeholders,

formal leaders, and informal leaders; and, (g) door-to-door cold selling at various businesses and agencies in the Stillwater area.

After these steps were taken, proposal endorsements were solicited. This culminated in a formal transit proposal before the city commissioners at a regular Monday night meeting. Endorsements obtained were from the business sector (Chamber of Commerce); the social service sector (Department of Human Services, Mental Health agencies, Housing Authority, United Way agency and the YMCA group); religious associations or groups; and area educational institutions.

Crafting a plan-of-action for community intervention should also take into account social, political, and structural sensitivities. Thus, what the program looks like depends upon the cascading effect of historical influences, cultural structures and attitudes, political mechanisms, and the sensitivities of formal and informal power brokers and community stakeholders. For example, historically Stillwater utilized public transportation for addressing the needs of industry and business, college student mobility, and private demand. Then as surface roads developed and improved and as the automobile became prolific in ownership and use, a shift in community values

occurred with regards to attitudes on the utility of the various forms of public transportation in existence in the 1920s, 1930s, 1940s, and 1950s.

Thus, part of the dissemination of a transit proposal in the Stillwater community was focused upon re-establishing the linkage between the "system" and benefits to the average individual living in Stillwater. This was accomplished two ways. First, presentations were used and discussions held related to benefits that could be enjoyed from having a public transit system. These presentations utilized examples from other rural systems around the United States such as Baldwin County, Alabama, and Sweetwater County, Wyoming. Second, the historical past was refreshed in the minds of the audience, especially the seniors in the group. The process was improved upon by conducting a periodic formative evaluation regarding learning objectives via formal and informal feedback from participating groups (Gagne, Briggs & Wager, 1991, p. 30).

Cultural attitudes and structures in Stillwater are a result of many things through the years. Chief among them is the old traditional "pioneer spirit" with resulting paradigm on public mobility and the responsibility for access to mobility. Thus, the pioneer spirit has greatly influenced current attitudes and perceptions in the

community regarding the utility and need for a public transit system (conversations with Bill Bernhardt, Sr. 2-22-00; H.F. Donnally, 2-23-00; Peyton Glass, Jr., 3-14-00; Raymond Going, 2-9-00; and, Billee V. Fisher, 2-1-00).

Thus, along with the pride that comes from achieving a high enough standard of living to support the independent means of mobility comes also an attitude towards others which assumes all are capable of achieving the means to mobility if they will only try.

More importantly, community stakeholders who think of mobility in terms of their own achievement in this area may also tend to see mobility solutions only in the form of a car or pick-up truck and not as a transit bus. This perception, then, may create a barrier or at least a resistance to change.

#### Program Learning Principles

The first adult learning principle that this project used was consideration regarding the nature of the learner. This was addressed first by conducting an historical review regarding past mobility systems, past mobility committees, past mobility proposals, and past reasons as to why attempts at community adoption had failed.



Coupled with the need to understand the nature of the learner is the need to understand and utilize the role that the learners' experience has on present motivation, processing, and learning. Special attention to this principle was addressed through the multi-media component. In that component, the audience heard and saw people from the community testify regarding their needs or desires regarding the benefits that a transit system would have on them personally and the community at large (Transit Development multi-media package, Appendix F, DVD disc).

Because the learners' role and orientation to learning are critical for the envisioning process and to allow consensus building to develop, much time in the presentations was spent showing and creating a new mobility picture (or a new paradigm) which the community could adopt for their benefit. Typically, after the multi-media was presented, time was spent demonstrating to the group certain benefits that would relate to their own lives or the lives of someone they knew in the community.

Usually, adults are ready to learn when they feel the need to solve a problem; this is a very pragmatic approach. In presenting the envisioning process on transit development to groups, an attempt was made to connect a transit system with their lives. Most were not necessarily

aware that such a program for a transit system could impact their lives. Illustrations from other communities similar to Stillwater were presented and discussed as a way of making these connections.

To address concerns regarding the orientation to learn, the program always started out with some introductory remarks that were geared at drawing audience attention to the subject being presented. For example, a personal story about needing a ride to get somewhere or a story about breaking down while on the way to a meeting seemed to help the audience focus on the topic of transportation and helped them to relate their own personal experiences to the topic being presented.

Learners sometimes need time to contemplate new ideas and time to internalize concepts in order to make meaning for themselves. That is why the presentation program was presented a second time to most groups after a few months had passed. The second presentation was always different and added new ideas or concepts as well as reinforced concepts and ideas previously planted. A second exposure to the transit development program gave the audience a better chance at interacting with the subject matter.

Typically, several in the group would bring up questions that revealed their internalization of the

material previously presented. For example, someone would ask why the community is going in so many directions with regard to transportation needs? Another typical question would be: "How do we get everyone to cooperate in forming a unified transportation system?" This helped spark others in the group to engage in the learning activities that were interactive in nature.

#### Program Construction

This program was constructed progressively. It started out as a simple event with no particular grand scale purpose. The first meeting was held in October, 1997, at the Payne County Department of Human Service office. Attending were various social service agency leaders within the community. The purpose of the meeting was to view a video tape produced by a few transit providers regarding the benefits gained from forming partnerships and cooperating with other agencies for the purpose of consolidation of transportation resources into one integrated system. In addition, the meeting was designed to discover the nature and level of commitment for such a venture from the other agencies in the Payne County area.

The agenda for this first meeting was skeletal and the format was simply to use dialog to discuss the reaction to the video and discover common areas of mutual interest for client transportation. Besides the video, other devices used were an easel board for drawing and notes and some information sheets for the attendees to take with them.

From this starting point, the program began its development. The next significant event was a county-wide meeting which brought together county commissioners, city commissioners, city managers, the Director for Stillwater Group Homes, the Director of the Stillwater Housing Authority, mental health agency officials, county Action Agency leaders, sheltered workshop leaders, church leaders, and other interested parties and associates.

In this meeting, presentations were made by several individuals associated with the Department of Human Services and others. Part of the program was devoted to a vision process. This process was tied to two motivators. First, a plan was presented that proposed a cooperative transit system between all the interested agencies in the county. This was designed to facilitate an envisioning of such a system with purported benefits of money savings, time savings, and economy of operation.

Second, elements of the proposal were focused on activities that attendees could do right away. In the context of interactive dialog, the group decided to gather certain pieces of information and data that they could present at the next meeting. In addition, members in the meeting made commitments to disseminate the information and ideas they had discussed with members of their own organizations. Finally, members agreed to conduct a simple needs assessment regarding current and future transit needs, current transit expenses, ridership levels, and transit commitments from their respective organizations.

On November 5, 1997, a state-wide conference was held in Oklahoma City. This conference was sponsored by the Oklahoma Department of Human Services (DHS) and the Oklahoma Department of Transportation, Transit Development Division. The purpose of the conference was to generate support for a coordinated effort between the two agencies to develop various ways in which transportation needs could be met by DHS clients.

Attending this conference served to reinforce ideas on promoting public transportation systems in Stillwater and Payne County. Additionally, contacts made during the conference proved to be a rich resource of information for developing a transit promotion program in Stillwater. For

example, contact was made during this conference with Ms. Berenda Cason, manager of the Enid Transit Authority, Enid, OK. Ms. Cason did much to motivate and facilitate transit development in Stillwater and the surrounding areas of Payne County.

On November 18, 1997, the first county-wide meeting for transit development took place. The location for the meeting was the Department of Human Services conference room in Stillwater. Representatives from around the county included the Cushing City Manager, Yale City Manager, Stillwater City Manager, Stillwater commissioners, Payne County commissioners, social services agency leaders of various types, civic club representatives, and other interested parties (see Appendix E, News Paper Article No.s 1, a & b 12-29-97).

Although successful in many ways, this meeting did not develop the kind of cooperation from all quarters that the organizers had hoped would develop. Some attendees just could not see the need for a public transit system and also had some reservations concerning funding sources. From statements made at the meeting from certain community leaders, there seemed to be a resistance regarding the acceptance of federal funds due to a perception that it

would encumber recipients and their community unfavorably later on.

On December 15, 1997, the transit development proposal was first formally presented to the Payne County Commission. Ideas concerning authority structure, service coverage, and funding sources were presented and discussed in a dialog style format. Additionally, multi-media was used at this time which included voices from the community. Some of these testimonials stressed the benefits of a public transit system to unemployed people, to college students, and to the community generally for economic purposes.

During this time period, contact was made with the City Manager of Stillwater for the purpose of exploring the alternative possibility of a city sponsored transit system. It was promoted with the idea that the city would advance coverage outwards into the county over time. It was anticipated that this growth would coincide with public demand.

In early January of 1998, an informal meeting occurred at City Hall. The purpose of this meeting was for exploring a way in which the City of Stillwater could sponsor a small public transit system. Present at this meeting was LeRoy Anderson, DHS transit program

coordinator, Berenda Cason, Enid Transit Authority Manager; Mike Henson, Stillwater Mayor; and Carl Weinaug, Stillwater City Manager.

The meeting was conducted with open dialog, and progress was made towards an understanding and agreement on further exploration of development. It became apparent that the City of Stillwater was making a good faith effort to move this project forward as best as it could. Stillwater's main reservation concerned issues related to obligations of extra responsibility that management would have to shoulder for the proposed system.

Nevertheless, agreement was reached to move forward with plans and on January 12, 1998, copies of the Trust Indenture agreement was submitted to the City Manager's office for review (see Trust Indenture document, Appendix F, DVD disc). In the mean-time, the director for the Sheltered Workshop was earnestly seeking a contract with DHS for the purpose of transporting TANF (Temporary Assistance for Needy Families) clients to jobs and training activities. No one knew whether or not the City of Stillwater would follow through with intentions to create a transit system. Therefore, talks progressed between DHS and the Payne County Sheltered Workshop.



Then on January 22, 1998, a second county-wide transportation meeting took place in Yale, OK. which attracted many new attendees from the eastern half of the county. The Oklahoma Department of Transportation, Transit Program Division representatives attended as did many transit managers from around the state. Managers came from the following: Hugo, OK; the Little Dixie transit system; the First Capital Trolley system in Guthrie, OK; Enid, OK., the Enid Transit Authority; and Larry Hall from the Tulsa Metro Transit system.

The meeting was designed as an informational one with five different presenters. The climate was relaxed and ample time was provided for audience interaction with the subject matter being presented. There was no multi-media at this meeting. The NewsPress, the Stillwater Newspaper, was not able to be there due to transportation problems. Nevertheless, the NewsPress promoted the event the next working day.

At this point in time, the nature of the transit development program began to change. The most significant change was that the size of the audience was scaled down as much as possible. Thus, the presentations were more frequent, more individualized, and more conversational in character. After reflecting upon the outcomes of the large

county-wide public meetings, it was deemed that more individual work needed to be done. The dynamics of the larger meetings seemed to make it difficult to overcome current paradigm change resistance. It was perceived that this dynamic would be more easily managed and directed in small group and individual dialog encounters. Therefore, in between the subsequent meetings, there were numerous contacts made with formal and informal community leaders for the purpose of explaining the program, answering questions about community benefits that a transit system would bring, and challenging others regarding their current paradigm and belief systems on public mobility.

It is believed that the cumulative effect of spending individual time with key decision-makers in the community would pay off when it came to debates and encounters in large-scale public meetings. Additionally, a concerted effort was made to make presentations to all of the civic and public service groups in Stillwater.

On February 11, 1998, a meeting took place in the small conference room, Stillwater City Hall. In attendance were two city commissioners, the City Manager, the Mayor, the Community Development official, the Director for Parks, Events and Recreation, and other supporting parties interested in a public transit system. Assisting in the

transit presentation was Ms. Berenda Cason, manager of the Enid Transit Authority system. Extensive use of visual aids helped the envisioning process for the city officials. After the meeting, there seemed to be a genuine change in attitudes towards the transit development project. City leaders made a commitment to host a public presentation for the transit development plan at its upcoming February 16 meeting.

Preparations for the general public presentation included the making of flyers (see Appendix A, No. 5), visual aids on large easel paper, informational sheets to hand out (see Appendix A, No.s 1 - 4), and the drafting of a Transit Proposal and Operating Budget (see Appendix F, DVD Exhibit V). To address anticipated questions concerning whether or not Stillwater could support a transit system, a trip was made to visit the KiBois Transit System in Stigler, OK, before the upcoming meeting.

Interviews taken during this visit confirmed two major things of interest to citizens of Stillwater. First, Stigler is a community much smaller than Stillwater, and its transit system covers four counties. It is a very successful system and maintains a steady growth. Second, according to five different, randomly picked retail shop owners in Stigler, the development of the transit system

actually increased business for them instead of taking away business. This increase in business was the direct result of transporting people in the community that did not have access to mobility for one reason or another into town to shop and conduct business. Also, senior citizens who were not able to drive, now had access to mobility, and they also added to the increased commerce activity in Stigler.

On February 16, 1998, the Stillwater City Commission approved the transit proposal and made a commitment to follow through with the necessary steps to develop a public system (see News Paper Article Index, No. 5, a & b 02-17-98). The following day, a "letter of intent" was written to Mr. Kenneth LaRue and hand delivered by LeRoy Anderson to Roger Eaton, Oklahoma Department of Transportation, Oklahoma City, OK. main office (see Appendix A, No. 7).

The agreement that the City of Stillwater had worked out was to temporarily employ Ms. Cason as transit manager for six months until a more permanent manager or director could be found and employed. In accordance with standard practice, the City of Stillwater contacted Ms. Cason's previous employer in Enid. According to Stillwater's Mayor, several key officials from the City of Enid called to voice certain concerns regarding Ms. Cason's proposed employment by the City of Stillwater to start a transit

system. Due to the nature of these reports, Mayor Henson decided that it was not in the best interests for Stillwater to follow through with the commission's decision to install Ms. Cason as temporary transit manager for Stillwater (Conversation with Mayor Mike Henson, 2-20-98). The Stillwater commission decided to postpone action on the proposal at the next Commission meeting held on February 23 (see Appendix E, News Paper Article No. 6, 02-24-98).

Meanwhile, a transportation task force had been formed as a result of the Oklahoma Department of Transportation and Department of Human Services conference back in November 5, 1997. The first meeting of this task force was scheduled for March 6, 1998, at the ODOT headquarters in Oklahoma City. At subsequent meetings, it was decided that LeRoy Anderson would develop a multi-media presentation package that could be used by the task force to promote rural development of public transit systems around the state (see Appendix F, Transportation ODOT&DHS presentation, DVD disc).

Coincidentally, a group was being formed in Stillwater by the Chamber-sponsored Economic Development Coalition. On March 3, 1998, the Coalition developed a list of names of community stakeholders to compose a new group which they named Towns & Tribes Together. The purpose of this new

group was to develop a list of common values and goals between Stillwater and neighboring areas, including the Iowa tribe and the Pawnee tribe. Then, from a series of meetings, a list of goals and projects was to be developed that various parts of the community could pursue. As a result of these meetings, a transportation development committee was named and commissioned (see Appendix B, No.s 1 - 14). The committee was disbanded January 15, 1999, after holding its first meeting. This was due primarily to the fact that the researcher's position with DHS as a Carl Albert intern was at a close and funds were no longer available to support this activity. In addition, there was not time enough in the researcher's schedule to sustain momentum outside of regular business hours.

After the City of Stillwater turned down its opportunity to develop a transit system, more work was done within the community to build a lasting support base for future opportunities. This recent failure of Stillwater to follow through with the transit development program has revealed an insecurity about transit operations generally in the community, but more specifically, the insecurity among both formal and informal community leaders. Dialog with the various leaders who took part in the decision not to move forward with the transit program

indicated that this feeling of insecurity stemmed from an insufficient understanding about the program and how it would function in the community. Although these leaders had a general understanding, not enough time had been allowed for them to process the information to which they had been exposed, and in some cases, not enough information had been given to them. Therefore, upon reflection, adult education principles were given more prominence in the presentations. It was theorized that a paradigm change would more likely occur if dialog and discussion within presentations concerning mobility issues were adjusted to involve more audience self-direction, if they were drawn from real-life experiences of those present, and if they had a greater emphasis on specific personal needs or specific life situations. Additionally, some problem-centered open-ended questions were asked of the audience to encourage dialog and discussion about mobility issues and mobility solutions. Greater promotion and exposure of the community to the new improved program was planned as well.

On March 13, 1998, the new and improved transit development program was presented at the evening meeting of the Stillwater Exchange Club. Visual aids helped pull together critical ideas and issues about the program and resulted in a healthy dialog within the group during and

after the presentations were given (see Appendix F, Transit Development multi-media package, DVD disc).

The transit development program was again presented to the Payne County Commission on March 23, 1998. Then on April 7, 1998, a state-wide presentation was given at the Department of Human Services' Third Annual Conference titled: Partnerships for Oklahoma Families. This conference was held in Tulsa convention center, Tulsa, OK. Ms. Berenda Cason co-presented with LeRoy Anderson (see Appendix C, No.s 1 - 6). The parties attending were basically all associated in some way with a state social service group or agency and were interested in finding out ways in which to solve their particular transportation needs.

Again on April 13, 1998, the transit program was presented to the Payne County Commission. After this third presentation, it was deemed necessary to draft a formal proposal with budget attached for the Commission to consider. This proposal would have to be customized to fit the budgetary limitations of the county.

In an effort to find out the most up-to-date information, this researcher attended several more transit conferences and other specialized transit meetings. Additionally, private meetings were held with transit



managers and other experts in the rural transit business. Some of these meetings and interviews occurred as far away as Rock Springs, WY.

A continued effort was made to expose the community of Stillwater to the transit development program with emphasis on linking the benefits of such a program to the daily lives of the average Stillwater citizen. Beside presentations to all the civic and social service groups in the community, many individual and small group presentations took place. At one point, two different radio broadcasts were made explaining the program to listeners in the greater Stillwater area.

Activities with the Towns & Tribes Together transportation committee resulted in a strategic plan for a county-wide transit system as well as other transportation improvements (Stillwater airport expansion).

(see Appendix B No.s 13 - 14; Appendix E, News Paper Article No. 12, 01-23-99). The end of the program occurred with a forth presentation to the County Commission that included a recommendation to start developing the program by mailing a letter-of-interest to various parties, especially known stakeholders within the county (see Appendix A, No. 6).

Chronology of Program Development

Thus, presentations concerning developing a vision for establishing a public transportation system were made at several meetings to formal and informal leaders. This was a formative process, which not only presented information to the leaders but also provided feedback for improving the program. The following is a chronology of the program activities and highlights.

- 11-05-97 DHS and ODOT sponsored transportation coordination meeting (see DVD disc, Supplement B [10]). Location: Metro-Tech, Oklahoma City.
- 11-17-97 Meeting with Enid Transit Authority manager, start of Stillwater proposal development. Location: Enid, Oklahoma.
- 11-18-97 First county-wide transportation meeting. Location: Department of Human Services (see DVD disc, Supplement B [2]).
- 12-15-97 First County Commission presentation. Location: Payne County Court House Building.
- 12-29-97 DHS sets meeting to contemplate transit proposals. NewsPress article promoting upcoming meeting in Yale, OK. (see Newspaper article L).
- 01-08-98 Meeting with Enid transit manager to further develop the Stillwater proposal. Location: Enid, Oklahoma.
- 01-12-98 Delivered copies of Trust Indenture agreement to Stillwater City Manager's office (see DVD disc under Trust Indenture). Location: Stillwater City Hall.

- 01-13-98 Presentation and proposal on transit development to Stillwater City Commission (see Appendix A, No. 7; DVD disc, Exhibit V [1] through [17]).
- 01-16-98 DHS and Sheltered Workshop meeting to discuss a contract for transportation of TANF clients.  
Location: DHS, Payne County office.
- 01-22-98 Second County-Wide Transportation Meeting. Five guest speakers from around the state.  
Location: Yale Senior Center, Yale, OK.  
(see Newspaper article N).
- 02-09-98 Meeting and presentation at Tom Love's office. Tom Love is the Highway Commissioner for Payne County Area.  
Location: Love's corporate office in OKC.
- 02-10-98 Presentation at evening Golden Kiwanis Club.  
Location: Stillwater Best Western  
(see Newspaper article K).
- 02-11-98 Workshop meeting at Stillwater City Hall.  
Location: Conference room, City Hall.  
Preliminary proposal presentation to City Manager and one City Commissioner. Assisting in the presentation was Ms. Berenda Cason, Manger for Enid Transit Authority.
- 02-11-98 Distribute flyers announcing the upcoming transit proposal presentation to the City of Stillwater Commission (see Appendix A [5]).
- 02-12-98 Transit proposal and budget draft due at Stillwater City Hall.
- 02-13-98 Field investigation on transit benefits for the business community.  
Location: Stigler, OK. and KiBois Transit System.
- 02-16-98 Stillwater City Commission creates transit authority and begins application process with ODOT.
- 02-23-98 Stillwater City Commission puts transit proposal on hold (see Newspaper article P).

- 03-06-98 DHS/ODOT Transportation Task Force meeting.  
Location: ODOT conference room, Oklahoma City.
- 03-12-98 Greater Stillwater Economic Development Coalition meeting to select "stakeholders" and site.  
Location: Stillwater Chamber of Commerce.  
Name chosen for group: Towns & Tribes Together.
- 03-13-98 Transit Development Program presentation at Stillwater Exchange Club, evening meeting.  
Location: Stillwater BestWestern (see Newspaper article Q).
- 03-23-98 Transportation issue presentation to Payne County Commissioners.  
Location: Payne County Court House.
- 04-07-98 Partnerships for Oklahoma Families third annual conference, Transit Systems for Oklahoma presentation (see Appendix C [1 - 6]). Location: Tulsa Convention Center, Tulsa, OK.
- 04-08-98 Transit presentation at regional Cooperative Oklahoma Economic Development District meeting.  
Location: Ramada Inn, Shawnee, OK.
- 04-13-98 Transit presentation to Payne County Commission.  
Location: Payne County Court House.
- 05-01-98 DHS/ODOT Transportation Task Force Meeting.  
Location: ODOT conference room, Oklahoma City.
- 05-14-98 Community Transit Association of America EXPO in Albuquerque, N.M. Three day convention and training session. Video taped several interviews from key speakers.
- 05-18-98 Meeting with Cindy Johnson, Sweetwater Transit Authority Resource (STAR) manager.  
Location: Rock Springs, Wyoming.
- 05-21-98 Transit presentation to Main Street Stillwater.  
Location: Conference room, BankFirst building.
- 06-08-98 Radio Talk Show presentation on transit issues.  
Location: KSPI studios, Stillwater.

- 06-10-98 Transit presentation to IOWA tribe council.  
Location: Headquarters, south of Perkins, OK.
- 06-16-98 TxDOT Transportation Planning Conference.  
Location: San Antonio, Texas.
- 07-20-98 Oklahoma Transit Association meeting.  
Location: Western Hills, east of Tulsa, OK.
- 07-27-98 Southwest Transit Association meeting.  
Location: Oklahoma City, OK.
- 09-11-98 Deliver multi-media transit presentation to  
Pat Rogers for DHS/ODOT Transportation Task Force  
Location: DHS, Okla. City (see DVD disc,  
Transportation ODOT & DHS presentation).
- 09-15-98 Transit presentation at FRIENDSHIP HOUSE, which  
is axillary to the Payne County Sheltered  
Workshop. Location: Stillwater, OK.
- 12-10-98 Presentation at Breakfast Kiwanis Club.  
Location: Stillwater Best Western.
- 01-13-99 Towns & Tribes Together Transit Committee Meeting  
Location: Department of Human Services.  
Nine members in attendance (see DVD disc,  
Supplement B [3]).
- 01-22-99 Presentation to County Commissioners.  
Submitted script for county-wide letter  
(see Appendix A [6]).
- 03-03-99 Sheltered Workshop withdrew from the DHS  
transportation contract.  
Sheltered Workshop board of directors cancel  
contract with DHS (see DVD disc, Supplement  
A [7]; Newspaper article X).
- 12-07-99 Commission calls for public bus service.  
A new transit proposal is presented (see  
Newspaper article T).
- 12-14-99 Commission downsizes bus proposal.  
Stillwater scales back plans for a bus service  
(see Newspaper article U).

- 12-16-99 Transit advocate questions city proposal. City is flunking the "vision" test says transit advocate (see Newspaper article V).
- 03-08-00 City debates level and quantity of bus service. City discussion about problems with service commitment on transit proposal (see Newspaper article W).

### Perceptions of Community Leaders

The information encapsulated in the forgoing tables came from interviews of formal and informal leaders. This feedback illustrates the kind of change that can occur through an envisioning program that utilizes visualizations to facilitate paradigmatic change. Furthermore, these visualizations may result in dynamic, powerful emotional impacts that have lasting results.

Leaders were asked about the impact of the transit development program on their own envisioning process (see Table 1). Leaders in both the formal and the informal groups pointed to the fact that the transit presentation program facilitated in the formulation of either expanding one's current "vision" for a transit system or provided the impetus for creating one if it did not exist. One formal leader remarked that the "unique way" the multi-media presented the various voices from the community helped

provide the basis for a new vision. Still another formal leader stated that the presentations provided a "good starting point" for the developmental process of creating a transit system in Stillwater. An informal leader remarked that the transit development program "showed me how we could have a transit [system] here by pulling the existing small units together" into one central authority.

A further aspect on the transit development program was the catalytic effect that the visualization process had on them. Two leaders, one formal and the other informal, pointed this out.

One informal leader also stressed the impact of the program to develop a belief that transit was a feasible project and that the community could handle and benefit from it. Most of these leaders said they wanted to see a transit system developed and that they regarded it as a "must" for Stillwater.

Nevertheless, one informal leader thought that the multi-media presentation package was too long. If it were not for this person's high interest in learning about transit systems, he would have become disinterested in watching the multi-media package.

Table 1  
Summary of Impact  
Regarding the Envisioning Process

Formal Leaders	Informal Leaders
<p><b>County Official--</b> Increased the envisioning process.</p>	<p><b>Agency Leader--</b> Since this program, I see transit creation for Stillwater as a must!</p>
<p><b>Agency Director--</b> Good starting point for a development process. Helped unify and tie various things together.</p>	<p><b>Business Owner/Operator--</b> I liked the multi-media package, but for me it was too long.</p>
<p><b>City Official--</b> Gave me a vision for transit.</p>	<p><b>Retired County Officer--</b> The program showed me how we could have a transit here by pulling together all the small units which are already doing some form of client transportation.</p>
<p><b>Division Coordinator--</b> Unique way of bringing into one context all the various voices of the community. It gave me a new vision for transit development.</p>	<p><b>Attorney--</b> The program helped me to see how we could build our own transit system. The multi-media helped my visualization for a transit project.</p>
<p><b>Agency Director--</b> The program provided a catalyst for the envisioning process. There was a synergy to the programs, which helped pull ideas and concepts together and create a vision for transit possibilities.</p>	<p><b>Airport Leader--</b> The program impressed upon me the overall do-ability of the transit proposal.</p>
<p><b>City Official--</b> Already had a vision.</p>	<p><b>Business Leader--</b> The presentations really got us all thinking about transit. It helped my own vision of what we could and ought to be doing here.</p>



After conversing on the impact of the envisioning process, leaders were asked about the program's impact on their knowledge about a transit system (see Table 2). Both formal and informal leaders emphasized that their knowledge of the community needs and the possibilities for solving those mobility needs were greatly increased as a result of having been exposed to the transit development program. One formal leader expressed a new level of thought formulation and the ability to "see" the mobility needs more vividly after having exposure to the transit development program.

The power of the presentations to change the "status quo" mindset of community leaders is typified by the testimony of one informal leader. This person's old belief was that "Stillwater was too small to support a transit system." Now this informal leader states a belief that a transit system would solve many of the mobility problems Stillwater currently has.

Most of those interviewed expressed a consensus that the transit development program expanded the scope of their individual understanding regarding community mobility needs. One formal leader expressed it this way, "It brought home the big picture of our community needs."

Table 2  
Summary of Impact on  
Perceptions Regarding Community Mobility Needs

Formal Leaders	Informal Leaders
<p><b>County Official--</b> My perception increased. I feel the program articulated the needs in a broader way.</p>	<p><b>Agency Leader--</b> The presentations increased my knowledge concerning the public need.</p>
<p><b>Agency Director--</b> It raised awareness of community needs and our understanding of those needs.</p>	<p><b>Business Owner/Operator--</b> In spite of a common perception in the community that we are too small to support a transit system, I believe we need one to solve our mobility needs.</p>
<p><b>City Official--</b> The scope of my understanding on community transit needs was greatly expanded.</p>	<p><b>Retired County Officer--</b> I realize now, more than ever that our needs for transportation are pervasive.</p>
<p><b>Division Coordinator--</b> It brought home the "big picture" of our community needs.</p>	<p><b>Attorney--</b> I never really understood the various mobility needs we have until I saw the presentation.</p>
<p><b>Agency Director--</b> No comment here.</p>	<p><b>Airport Leader--</b> No comment here.</p>
<p><b>City Official--</b> The presentations helped me to see the situation more vividly. It helped me to formulate my thoughts on our community needs.</p>	<p><b>Business Leader--</b> For me, the program opened up a new world of ideas and possibilities for our community.</p>

After responding to questions on transit need perceptions during interview, respondents were asked about the program's impact on their perceptions regarding the

utility, or the usefulness, of a transit system for the Stillwater community, including the business community (see Table 3). Two from the formal leadership group and one informal leader actually used the term "utility" in describing their perceptions regarding transit use after having been exposed to the presentations on transit.

One formal leader admitted to a progressive change in thinking regarding the use of transit. This new attitude was expressed in a later statement: "A transit system should be standard equipment for the community." Additionally, many communities regard their own transit systems as a kind of "status symbol" for the community. Thus, transit becomes evidence of the level of sophistication on community development.

Another informal leader stated that the program impacted him so much that he now believes that transit is "just as important as housing and streets." Others, both formal and informal, now see transit development as an "economic tool" that can help meet the mobility needs of business and industry in Stillwater. Still another informal leader saw transit as a magnet that would "pull in more industry" should the community develop the system.

One formal and one informal leader expressed their appreciation of the multi-media package that brought

together "voices from the community" that helped "create a picture" of transit possibilities for the community. It helped them to "see" the possibilities. Because the program highlighted transit utility for the various uses in the community by using testimonies from various recognized figures of the community, it strengthened and validated the overall transit proposal being put forth as part of the program.

After exposure to the transit presentation program, there was a consistent change in attitude regarding the multiple uses of a transit system for the community. No longer was transit looked upon as an economic drain on the tax base, but rather it was viewed as a utility that could stimulate economic growth and development. From interview feedback, it has become evident that some of the formal and informal leaders already had strong positive feelings about developing a transit system. Nevertheless, they and the rest expressed appreciation for the program because the program served to validate, reinforce, and expand their horizons on transit uses. Additionally, it facilitated within those just beginning to have an interest in transit development a foundation that could be built and expanded upon by others in the community who were also highly motivated to promote a public transit system.

Table 3  
Summary of Impact on  
Perceptions Regarding the Utility of Transit

Formal Leaders	Informal Leaders
<p><b>County Official--</b> I now see how transit can be used by the community as a utility, to help the economy.</p>	<p><b>Agency Leader--</b> I believe that a transit system is just as important as housing and streets. It is a very useful tool for any community.</p>
<p><b>Agency Director--</b> I've learned that there is a benefit to the community from the use of a transit system.</p>	<p><b>Business Owner/Operator--</b> I see transit as an economic tool that can meet the business community's need.</p>
<p><b>City Official--</b> I now have an understanding of how a transit system could become a utility for our Stillwater community.</p>	<p><b>Retired County Officer--</b> I believe if we had a transit system, we would be able to pull in more industry and businesses to our community.</p>
<p><b>Division Coordinator--</b> The presentations have created a progressive change in attitude that has led me to believe that a transit system should become "standard equipment" for the community. A status symbol.</p>	<p><b>Attorney--</b> I see the utility of transit, especially for the "working class" and families which only have one car.</p>
<p><b>Agency Director--</b> No comment here.</p>	<p><b>Airport Leader--</b> Seeing and hearing the voices from the community speaking on behalf of transit served to create a picture in my mind of what a system could be like for Stillwater. Additionally, it reinforced and validated the proposal.</p>
<p><b>City Official--</b> The presentation program has really helped me to see all the possibilities of a transit system for Stillwater</p>	<p><b>Business Leader--</b> The presentations highlighted transit use for various needs we have and for economic development in our area.</p>

Finally, leaders were asked about their perceived pace with which the transit program could be implemented based upon their exposure to the transit development program (see Table 4). As a group, there was no consensus on how fast a transit program could be implemented in Stillwater. There seemed to be a progression on a continuum scale of development. One formal leader expressed a neutral position on implementation. An informal leader thought that the program planted a seed that others could develop further. Another person from the formal leadership category expressed a change from simple "awareness" to a positive belief that something could be done.

Perhaps this lack of consensus exists because as one formal leader put it, Stillwater is a "hard sell" on a transit concept and because change in this area would depend upon getting a major number of groups to work together on the project. Coupled with this belief was that of an informal leader who acknowledged that there had been talk in the community about starting a transit system for some time. It had been regarded as a "sounds good" idea by most; however, there has been a lack of real genuine "zeal" to move the idea forward into reality. Interestingly enough, this same informal leader now thinks that implementation will soon happen.

The presentation program can be a factor in influencing the speed of implementation of a transit system. One formal leader believed that the program served as a community-wide catalyst for transit development and anticipated that this development process would begin soon. An informal leader felt that any movement on development would take a combined effort and thought that the multi-media presentation helped to envision the idea of people working and cooperating together. Another formal leader thought that educating the community was the critical key to moving forward with the transit program. He felt that the Stillwater community was in a transition stage with half of the population still operating within the pioneer paradigm, and the other half operating in the 21<sup>st</sup> century. Thus, education was the key for pulling the two groups together into a united focus on transit.

Finally, one of the formal leaders thought that Stillwater could develop a system right away if the right people were involved. Further, this leader cautioned that such a development would require more community communication and education regarding the project. An informal leader seconded this point of view with an expressed belief that "we can do it if we wish to do it."

Table 4  
Summary of Impact  
Regarding the Speed of Implementation

Formal Leaders	Informal Leaders
<p><b>County Official--</b> I believe we could start to develop a system right away, however, it would have to be done with the right people involved. We need more communication and education.</p>	<p><b>Agency Leader--</b> For a long time, talk about a transit system was thought of in the community as a "sounds good" idea, but no real zeal for pursuing that idea existed. Now, I believe it can happen someday soon.</p>
<p><b>Agency Director--</b> The program has served as a catalyst for future work in developing a transit system.</p>	<p><b>Business Owner/Operator--</b> It will take a combined effort to make this happen. The multi-media component helped to transmit the idea.</p>
<p><b>City Official--</b> It didn't do all that much to cause me to believe we could get a system started here in Stillwater.</p>	<p><b>Retired County Officer--</b> The program planted a good seed for others to follow up with.</p>
<p><b>Division Coordinator--</b> I have moved from a state of simple awareness to an attitude and belief that something positive might be done in Stillwater. I now have a plain vision of it.</p>	<p><b>Attorney--</b> I believe we can do it if we wish to do it.</p>
<p><b>Agency Director--</b> Unsure at this time.</p>	<p><b>Airport Leader--</b> Unsure at this time.</p>
<p><b>City Official--</b> Stillwater is a hard sell. Implementation depends upon whether or not we can get all the groups working together.</p>	<p><b>Business Leader--</b> I feel the program and presentations helped get people together and talking about the system. The more this happens, the faster we are likely to see it developed.</p>



### Long-Term Program Effects

Community change usually takes time, and only time can reveal the real effects of previous efforts towards that change. Revisiting the Stillwater community 18 months after the envisioning program was terminated revealed the following community activities towards change.

First, a 30-member transportation committee has been formed. Membership of this committee is composed of various city government leaders, various Oklahoma State University leaders, and other interested parties.

The mission of this group is to "assist in the development and implementation of a Community-Wide Transportation System that meets the needs of the Citizens of the City of Stillwater and the Campus of Oklahoma State University" ([www.stillwater.org/extras/scope](http://www.stillwater.org/extras/scope), p. 1). Stated objectives of this committee include, but are not limited to, the development of a system created with public support and ownership; compliant with access provisions for those covered under the Americans Disability Act; enhancement of community needs for connectivity; clean and safe operation; and, compliments with existing economic development structures ([www.stillwater.org/extras/scope](http://www.stillwater.org/extras/scope), p. 1).

The following table encapsulates implementation steps that this new transit development committee are scheduled to do. On the left are approximate dates for the activities described on the right side of Table 5.

Table 5  
Transit Development Timetable

January 2000	Create Community Transit Board.
February - April 2000	Solicit public input.
May 2000	Finalization of priority proposals.
June 2000	Cost estimates of leading proposals.
July 2000	Funding plans for leading proposals.
August 2000	Complete public polls of proposals.
September 2000	Present final Draft - commissioners.
October 2001	Bus roll out.

The above table information is accessible within the City of Stillwater's web page at the following address:

<http://www.stillwater.org/transport/boardmembers.htm>

Second, this committee has sponsored an extensive web page linked to the City of Stillwater's web page. This web page includes a vision statement:

To create a unified effort between OSU and the Local Community for the purpose of leveraging funds to implement a more efficient public transportation system that meets the needs of students and the general population of Stillwater.

Other important items on the web page include a listing of committee members, objectives list, system proposals, budget projections and demographics (<http://www.stillwater.org/transport/>).

Third, there has been a sustained movement toward initiating a contract between the City of Stillwater and an outside vendor, First Capital Trolley of Guthrie, OK, for expanded transit services within Stillwater's city limits. Plans have been drawn up for this expansion, which is intended to provide a four bus, fixed-route program that interfaces with the current Oklahoma State University bus program. The 30-member transit committee has been involved in dialog with First Capital Trolley. First Capital Trolley has been working in concert with the committee to develop transit development proposals for Stillwater. It is expected by those involved with the development of this

latest initiative that the system will be in operation by October, 2000.

This new transit committee has benefited from the envisioning process of the program. It has been able to forge ahead with planning and involved a wide cross-section of community leaders without the hindrances associated with lack of vision. Additionally, the committee is involving the community in terms of proposal development and feedback for routes and schedules. There is an active effort to poll all community citizens for their input.

Thus, there is evidence that the envisioning process created a paradigm shift in enough community leaders to sustain the inertia required for developing a public transit system responsive to community needs. Additionally, it is anticipated that plans for this development will be expanded over time to fit the growing needs of Stillwater.

## CHAPTER VII

### SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

#### Summary

In the past, the traditional activities for the adoption and implementation of community change in Stillwater have included formal and informal committee meetings, newspaper articles, town meetings, and other formal meetings such as city or county commission meetings. To date, there is no established blue print or formula for securing a paradigm shift in the community regarding the area of public transit systems. However, in Stillwater, Oklahoma, some things have been done differently than elsewhere around the United States. A program was developed for the purpose of challenging existing community paradigms related to transportation in general and access to a public transit in particular. This program focused on the development of an intervention method that utilized and integrated adult learning principles into presentations and

activities designed to produce paradigmatic community change. The program highlighted strategic planning to accomplish a vision for transit as well as an emphasis on transformative learning that would facilitate a paradigm shift regarding how formal and informal leaders saw solutions to general mobility needs within the community. However, the steps and activities in the envisioning process and in the program for changing community mobility paradigms had not been documented nor analyzed. Therefore, the purpose of the study was to describe the construction and application of an envisioning program that utilizes adult learning principles and to document the perceptions of community leaders regarding the envisioning process and its effect on them.

The context of this study was the community of Stillwater within Payne County, OK. The researcher served as a professional adult educator, consultant, and resource person to official city groups and area citizen groups. The role of the researcher was to facilitate the development of a systematic, progressive program that would promote a general understanding of transit needs, benefits, utility, and cost to both formal and informal community leaders.

Data were collected through oral histories, personal testimonies, and feedback from those who have witnessed the presentations on transit development. Additionally, extant data were gathered from the archives of the City of Stillwater and the Stillwater Chamber of Commerce. A triangulation of these records along with newspaper articles and avenues of informal dialog was made to strengthen the rigor of the study and to validate findings.

The study involved leaders of various social service agencies in the Payne County area, civic leaders, leaders of clubs, community stakeholders, commissioners, and other city officials. Twelve individuals from this group were interviewed regarding the impact of the program on them. Another 27 community citizens were contacted for either interviews or informal conversations regarding the history of public mobility in Stillwater and the pioneer spirit and regarding other supporting data relevant to the study.

#### Summary of Findings

In order to build this envisioning program for the community of Stillwater, the voices from various people were used to develop themes that people, who saw the presentation, could easily relate to either from their own

experiences or from experiences of others that they knew. Voices from known formal and informal community leaders were used. The program also included input from individuals who represented and articulated the needs of significant categories such as senior citizens, students, welfare-to-work, and the disabled. The themes that emerged from these voices in the community were:

Stillwater citizens are resistant towards change.

The pioneer spirit is alive and well in the Stillwater community.

Solutions to mobility are solved by building better roads, wider streets, adding more sidewalks, connecting bicycle paths, and enabling people to own and operate private cars or trucks.

Various forms of public mobility are tenuous. The most recent example is the various taxi services that have come and gone over the past 10 years.

There is a lack of awareness for the community mobility needs outside of better roads, better bridges, improved curbs, lack of sidewalks, and more bicycle paths.

There is an expectation of self-sufficiency for individuals within the community of Stillwater.

Stillwater is too small to support a transit system.

Public transit only benefits those using it.

There is social friction between certain social classes of citizens within the community.



The voice from community leaders was important to obtain as well. Themes from their voices were used to echo themes and reflect support for the project's main purpose-- the generation of a public transit system in Stillwater.

The central themes of leadership voices were:

Not enough people are willing to use the transit system for Stillwater to sustain such a project.

People perceive riding a bus as a debilitating experience and one that is to be avoided as long as possible.

Funding for a transit system is difficult.

Stillwater is too small to sustain a transit system.

Stillwater and the surrounding community is in need of a public transit system in order for economic growth and development to occur.

The quality of life in Stillwater would be enhanced if there were a transit system connecting the various parts of the community.

The educational program that was developed to facilitate the envisioning process and encourage a community movement towards the development of a transit system was composed of several elements centered on certain adult learning principles. The four major areas focused upon during the construction of the program were the nature of the learner, the role of the learners' experience in the educational process, the learners' readiness to learn, and

the learners' orientation to learn (Knowles, 1980, p. 43). Additionally, the active learning spoken of by Jack Mezirow (1990) and the "action-reflection-action" processes spoken of by Paulo Freire (1970) were also integrated into the total presentation package.

Thus, the educational program for transit development was designed as a motivator to shift the attitudes of stakeholders in the Stillwater community concerning public transit from a paradigm which defines the rules of success as the private ownership of the means of mobility to one that defines success and the availability of access to mobility by whatever means possible (Barker, 1992, p. 37). Therefore the program becomes a community intervention program or an intervention tool.

What such a program looks like depends upon the context, situation, and subject matter involved. The educational program for transit development for Stillwater included the following elements:

The use of a multi-media device that utilizes voices from the community to express opinions and ideas and to lend support for the subject matter.

The use of a multi-media device to help create a vision of what could be done in the community.

The facilitation of open dialog in presentation meetings which encourages reflection, discovery, and the making of new meaning.

A presentation schedule that included all groups in the community involved with transportation issues. This included social service agencies and groups which tended to include both formal and informal community leaders.

The construction of this program was an evolutionary process spanning over one year. Using ideas from strategic planing, an informal assessment was done concerning the effectiveness of it after each presentation. Through this revision process, an effective format and presentation style was established that had lasting, positive results. There was much experimenting with various formats, presentation styles, and the subject matter itself.

Considering the research of Edgar Dale (Hilgard, 1956, p. 314) as expressed in his "cone of experience," all presentations started out with the multi-media component and ended with audience interaction regarding the open-ended questions that the multi-media and presenter generated. The use of recognizable community leaders to voice their opinions regarding transit development, which was coupled with other voices in the community expressing their knowledge of mobility needs and benefits, was found to be a useful method for facilitating active listening.

Following the multi-media component was a period of open, friendly dialog designed to cultivate a "readiness to

learn" attitude in the listener(s). In the dialog, the topic of conversation was organized around a sequence of subjects. Typically, the first subject was that of the needs for public mobility and access to mobility within the community of Stillwater and the greater areas outside the city limits. Next, the conversation attempted to link these needs with the learners' past experiences or that of acquaintances that they knew.

Then the subject of transit benefits was focused on with an emphasis to link these benefits in some way to the learner. Following that was the introduction of a model for the City or County. After explanation of the model came a list of action steps in which the learners could participate. These action steps were customized and contextualized for each particular person or group of learners. Thus, if the group happened to be the Rotary Club, an action step for them could be the dissemination of the transit development plan or the writing of a letter of commitment to the plan. If the group involved were members of the city commission, then the action step might be a letter of intent or some other way of supporting the transit development plan. Thus, the subject flow of the curriculum was (a) orientating the learner to the subject, (b) highlighting needs and access issues, (c) linking

mobility with the learner, (d) discovering the benefits of a transit system, (e) introducing a development model, and (f) dialoging on possible action steps.

One of the main reasons for using a multi-media presentation is that the message could be standardized. This was one way in which the project could preserve consistency and integrity. This multi-media program was useful for:

- (1) Standardizing the message of the program,
- (2) Bringing community voices into the learning setting,
- (3) Facilitating learners' reflection upon their own transportation experiences related to the topic of public mobility, and
- (4) Validating the need for community support of a public transit system.

The implementation of this transit development program covered a period of approximately 24 months. Approximately 16 months after the implementation, interviews were conducted with various formal and informal community leaders who had previously been exposed to the transit development program. After completing six interviews with formal leaders and six interviews with informal leaders, a point of saturation of data was reached and the need to continue was negated (Long, Hiemstra, & Associates 1982, pp. 68-69; Strauss & Corbin, 1997, p. 36; Strauss & Corbin, 1998, p. 292).

As a result of these interviews, certain themes emerged which related to the programs' impact on the envisioning process for transit development. The interviews with the formal community leaders indicated that the unique way in which the program was constructed helped facilitate the envisioning process. It helped tie various elements together to form a catalyst for all the various voices in the community and created a synergy, which enabled vision formulation. The interviews with the informal leaders indicated that the transit development program helped them to conceptualize the subject in such a way that they began to see a vision for public transportation that is feasible and a must for the community.

In terms of the program's impact on mobility perceptions, interviews with formal community leaders indicated that the program was vividly presented and showed the "big picture" which resulted in an increased scope of understanding for mobility needs in the community. The interviews with informal leaders indicated that a new understanding and an enlargement of current knowledge resulted from their exposure to the transit development program. Additionally, the program evoked new ideas and

possibilities for solving current transportation needs in the community.

With regards to the utility of a transit system, interviews with formal community leaders indicated that transit is now seen as a "utility" and as "standard equipment" for Stillwater. It is viewed as a utility which will help the economy. Interviews from informal leaders indicated that transit serves as a useful tool for economic development. Furthermore, the transit development reinforced and validated the need for Stillwater to proceed with developing a system.

On the subject of implementing a transit system, interviews with formal community leaders indicated that the community can get started right away if all the groups start working together. They indicated also that the transit development program provided a catalyst for developing a transit system. Interviews with informal community leaders indicated that the transit development program planted a good seed. Also, the program generated a belief in the possibility of developing a transit system for Stillwater and surrounding areas by combining community and agency efforts.

## Conclusions

From evidence gained through the triangulation of testimonies from interviews, from conversations with various community stakeholders, from newspaper articles, and from extant file data maintained by the Chamber of Commerce and the City of Stillwater, the following conclusions can be drawn.

First, adult education principles are very effective for encouraging people to develop a community vision.

This is reflected in the testimonies given by those who were exposed to the transit development program in their statements on vision, on seeing something new, and on understanding the possibilities for such a system. Incorporating adult learning principles helped to facilitate an atmosphere of openness for discovery of present mobility needs in the community. Also, it encouraged those in the groups to open up in dialog about the subject and share their own experiences with difficulties in access to mobility.

Secondly, programs designed to produce a paradigmatic shift in a community are greatly helped by the use of adult education principles.



For more than 25 years, others have tried in vain to plant the seed for public mobility development in Stillwater. Stillwater is regarded by certain people associated with transit development in the state level as a "hard sell."

Information gained from looking at extant data supplied by the Stillwater City Manager and the Chamber of Commerce and from conversations with those living here for a long time and who are familiar with previous attempts at transit development, it is clear that programs tried before were not integrated with adult learning principles. All previous attempts at transit development had not worked for one reason or another. Common to these previous attempts was the lack of an envisioning process. However, this program has been able to make a lasting difference in terms of paradigm shifts and in the permanency of community efforts to sustain the momentum towards transit implementation.

Third, adult education principles are effective in formulating strategies and action plans for effecting change.

An essential part of the community change process towards a new paradigm involved subject matter interaction between the presenter and the group and within the group

itself. By orienting the subject around the experiences of adults in the group as well as by referencing the voices heard in the multi-media presentation, facilitation of a strategy was easy to accomplish. In addition, once a strategy process was started, action planning easily became the next step.

Fourth, the use of a multi-media presentation is extremely important to the paradigmatic shift process because it provides a way to graphically encapsulate the bigger picture.

Visual learning that is enjoyable and somewhat entertaining provides a powerful tool in adult learning applications. This program incorporated a mild sense of humor in the video presentation with the subject matter. It was useful in facilitating a relaxed atmosphere in the room and encouraged the group to stay focused on the topic being presented.

The use of multi-media expanded the array of solutions traditionally used to solve mobility problems. Multi-media helped in two significant ways. First, it brought important community voices into the presentation arena that the audience could relate too. These voices increased mobility awareness regarding the needs in the community. Second, it gave a visual

picture of needs, solution possibilities, and funding sources. Thus, the multi-media package helped to validate the programs' transit proposal and project a whole new way of looking at the mobility issue.

Fifth, the use of adult learning principles helped to create a climate of open dialog that facilitated the break down of barriers and the resistance to change.

Open dialog is an important part of adult learning. Through the process of dialog, members of the group are encouraged to feel that their contributions to the discussion are important and valued. By encouraging people to participate in dialog, new ideas and new possibilities can be created and validation for the program can occur. In addition, open dialog can help interpersonal reflection and memory retention. This can make dissemination of the subject to others in the community an easier task.

#### Recommendations

City planners, community leaders, and others in the envisioning process need to use adult learning principles in their programs for community change. By incorporating these principles into their particular curriculum or

program for development, the ideas and the vision they are communicating can more easily be understood. More importantly, it can become disseminated and incorporated into the lives of others more effectively.

Researchers involved in political science, education, and business should conduct further study on the utilization of adult learning principles in various settings and environments. It may be that the use of adult learning principles is more effective in some conditions than others, and with that some educational devices are more conducive to the facilitation of adult learning principles than others.

Change agents involved with challenging paradigms should use adult learning principles in their programs for change. They may find adaptation a very easy process.

#### Closing Epigrammatic Summary

The role of experience is integral to the learning process and is extremely critical for any promotion of community change especially in terms of concepts, attitudes, and perceptions regarding public mobility systems. Formal and informal community leaders rely on

personal mobility experiences and their perceptions when challenged by a new paradigm.

Thus, facilitating and promoting the making of new meaning for the development of a new paradigm includes activities which (a) connect with the individual's past experiences, (b) provide new consciousness regarding an issue or problem, (c) involve the reflection of information that promotes change, and (d) restrict the manifestation of anxiety within the learner.

The process of movement towards a new paradigm is a transforming experience for the individual. Distinctive factors that characterize the adult learner include the need for active involvement and participation in the learning process or activity.

Conversational dialog may provide a universal method by which a foundation is laid for paradigmatic change. There are three parties to a conversation: the one expressing the content (i.e., presenter), the one hearing the content, and the content itself (Palmer, 1993, p. 98). It may be that in past presentations, those involved in promoting change approached the audience from a position of authority or of a salesperson.

Conversational dialog may create a climate for learning and open exchange of ideas that allow for

internalization and reconstruction of existing beliefs into new beliefs. In terms of rural communities, there may be attitudes about new ideas that make it hard to "hear" what is being said by the content giver. It may be that the climate of the learning setting, the way in which the audience is made to feel part of the learning experience, and the way their opinions are valued are what make the difference in internalization of the learning material.

Stillwater has had various forms of public transportation since it started development in the 1890s. Several factors have impinged upon community decisions regarding whether or not to support the various modes of public transportation over the years. Chief among these factors is the independence of the pioneer spirit. Trading the horse in for a vehicle has been a community standard over time. Testimonies from seniors in the community point to the need for self-esteem that comes from getting around independently. Additionally, there is a high degree of self-respect associated with one's vehicle. Because the need for distinctive recognition is so highly valued in Stillwater, riding on a bus would tend to degrade that self-esteem and community recognition of the individual.

Economics and convenience are some other factors that have helped shape the mobility and mobility access patterns

of the community. For example, economic and convenience factors were cited as conditions that caused a general diversion away from public use of the Stillwater airport. Currently, the general public uses private vehicles for driving either to Oklahoma City or Tulsa airports.

Because the Stillwater community has been independently mobile for so long, unawareness concerning the benefits of a public transit system, especially in terms of stimulating the economy, is wide-spread. Nevertheless, there are several families living in Stillwater from other parts of the United States and Europe who know the benefits of a public transit system because they have had experience using one in their past. Thus, the combination of these and other factors have helped develop and shape the current community paradigm regarding the need, benefit, and utility of a public transit system.

Over the past 25 years, various individuals and groups from within and without the community of Stillwater have made efforts towards developing a public transit system for the community. There have been numerous meetings, numerous studies and surveys, and numerous recommendations. These efforts have all failed to sustain momentum. As a result, new efforts have had to start over again and build a new foundational base. Evidence that the paradigm is shifting

can be seen in recent newspaper articles, in the frequency of transit as a topic of public debate at City Hall, and in the fact that there is now in existence a 30-member committee which is devoted to the development of a public transportation system for the whole community of Stillwater and which has its own WEB page.

The key element of this program is the use and incorporation of adult learning principles. This involves taking stock and recognizing the nature of the learner, and it includes recognizing how cultural and social norms and expectations influence attitudes about public mobility. Additionally, the adult learner has a need for recognition and feeling comfortable in the learning environment.

Adult education also recognizes the role of the learners' experience in the educational process. The program utilized that experience to tie in with the material and information being presented. This assisted in the learners' validation of the material.

Another principle is concerned with the learners' readiness to learn. Adults' readiness to learn is dependent upon attitudinal considerations or environmental considerations. This program addressed both. Care was taken to create a warm climate for learning. Audience interest was stimulated at the beginning of each



presentation either through friendly dialog or through a multi-media package, which was designed to attract and help the learner focus on the subject matter.

Personalizing the message in the learning program was designed to help orient the learner to the subject matter. The subject of transit was loaded with value-accented items that adults could see as useful and beneficial to themselves. Furthermore, the program was integrated with action-oriented components that learners could put into practice immediately.

Most who were exposed to the program saw a second presentation, which reinforced the learning components of the first, and added additional learning components of interest. This was designed to help learners to internalize and build upon elements of the program. The majority of those who were interviewed stated in various ways that the program influenced their thinking towards the development of a new vision and perspective regarding the role and benefits of a public transit system for Stillwater and the surrounding area. Further, many community leaders and stakeholders stated that if it were not for this program, which started 3 years ago, that the current transit development activities would not have happened. This linkage is summed up in the following quote:

I think your efforts involving the education of public officials really has been the determining factor in the direction and the success of the ongoing effort [to develop a transit system]. I think it would have been very easy in the early run in this process for us to take a Band-Aid approach to our transportation needs. The unity of effort and vision, to the degree that it exists today, is a result of the effort that you [LeRoy Anderson] brought about with the [community] leaders. It is evident to those who are involved in the project now that they are building on a foundation of a vision [that you helped build]. [Further] that the transit development issue has been broken down into understandable, basic concepts. Without that understanding, we would not now be on the verge of seeing a working, operating transit system in Stillwater (Conversation with Harl Hentges, 1-28-00).

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APPENDICES

## APPENDIX A

## INDEX GUIDE

## Unit Number:

- [1] Citizens for Public Transportation letter
- [2] Department of Human Services draft VISION statement
- [3] Draft MISSION statement
- [4] Handout sheet "RURAL TRANSIT BUDGET CHART"
- [5] Handout sheet "FLOW CHART ON MATCHING FUNDS"
- [6] Handout sheet "TRANSIT TRUSTEES"
- [7] Handout sheet "TRANSIT CASH FLOW"
- [8] Letter to Federal Transit Administration, page 1
- [9] Letter to Federal Transit Administration, page 2



No. [1]

## Handout sheet "RURAL TRANSIT BUDGET CHART"

## How much does a rural transit system cost?

[example: Payne County model]

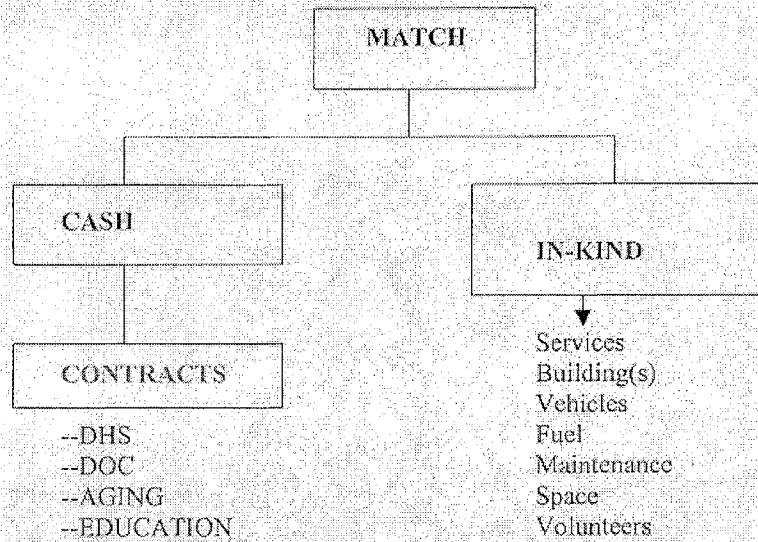
	City & Others	Budget	Leverage	
Cash:	\$250,000	\$250,000	- 0 -	Current
Fare Box Revenue:	\$27,500	\$ 277,500	\$ 277,500	Proposed
ODOT match:			\$ 823,000	Future
Additional:			\$34,000 \$71,000 \$30,000	In-kind match State Revolving Fund Contracts
<b>Total Annual Budget:</b>			<b>\$ 1,235,500</b>	

Note: these figures are estimated projections based on current City of Stillwater expenditures, current Social Service expenditures, and current ridership and match (anticipated).

Additionally, the State Revolving Fund aid is based upon total system miles.

No. [2]

Handout sheet "FLOW CHART ON MATCHING FUNDS"



	<i>ODOT</i>	<i>MATCH</i>
Capital ---	80	- 20%
ADA ---	90	- 10%
Admin. ---	75	- 25%
Operating --- (less fare recovery)	50	- 50%

A trip = Boards / Disembarks (one-way)

Each Vehicle is good for 3 years. Depreciation should be done over a three-year period.

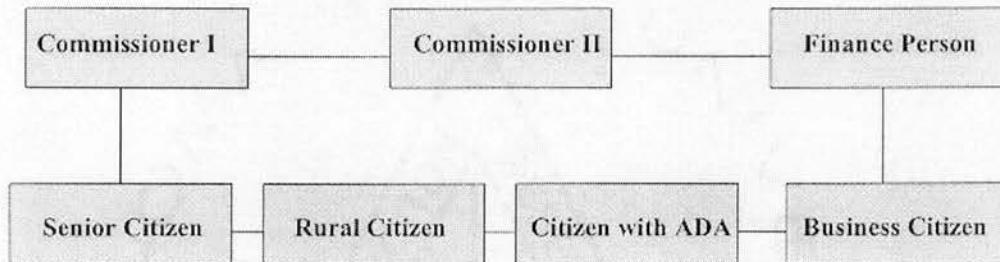
Groups who use transit services:

- Day Care
- Nursing Homes
- DHS (DDSD & TANF)
- Medicaid
- Foster Homes
- Senior Citizens
- Workers to Jobs
- Tourists / Visitors
- Youth
- ADA related
- Education related
- Poverty Level related
- Families without a second car/truck

No. [3]

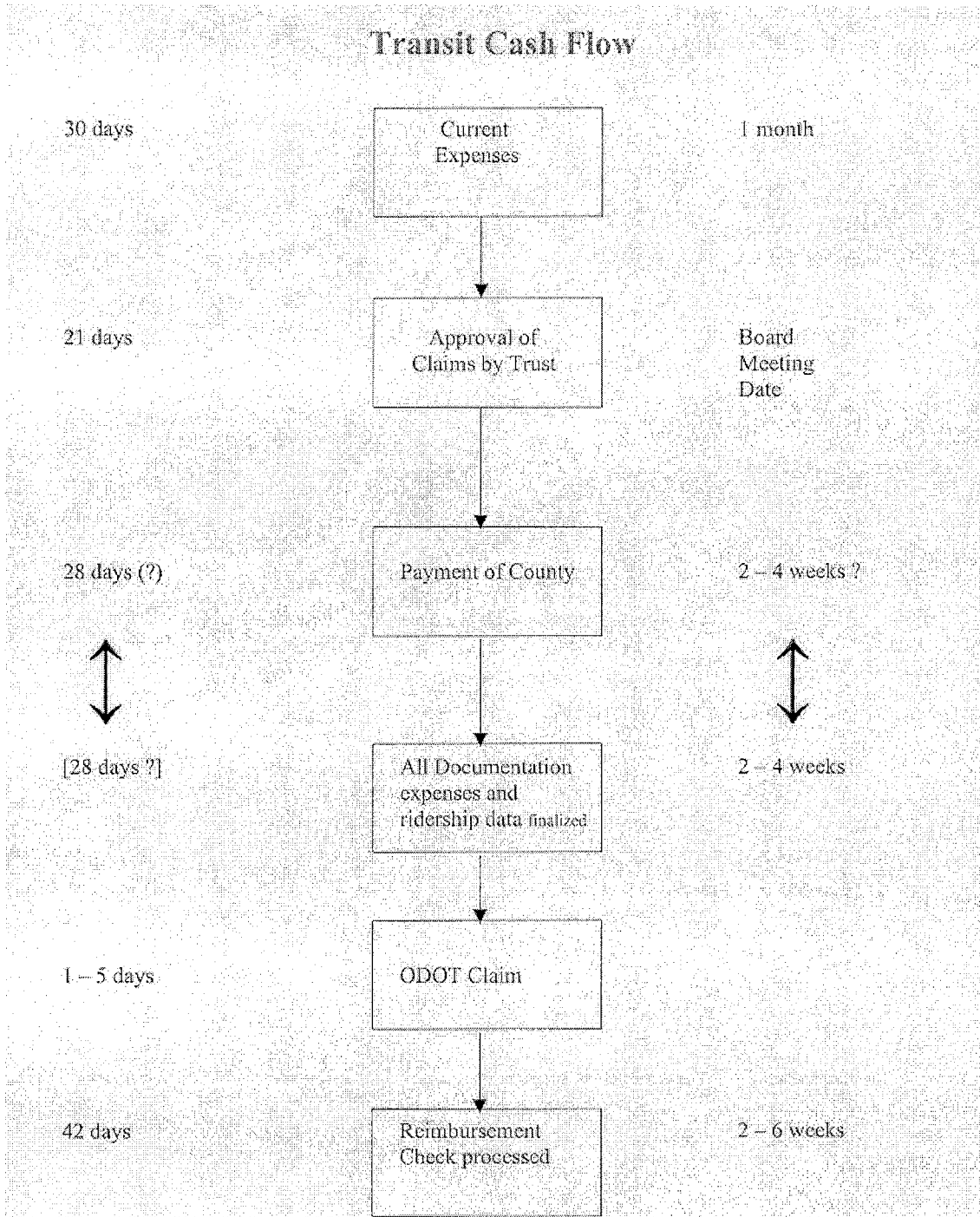
Handout sheet "TRANSIT TRUSTEES"

# TRANSIT TRUSTEES



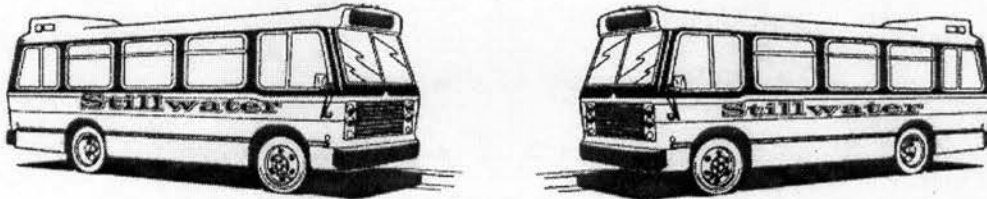
No. [4]

Handout sheet "TRANSIT CASH FLOW"



No. [5]

City Commission Meeting transit announcement flyer



## *Community Transportation Initiative*

*If you are concerned with  
access to reliable transportation for:*

Access to Day Care  
Nursing Home  
Access to Work  
Medicaid Activities  
Senior Citizen Mobility  
Visitor / Tourist Mobility  
Too young to drive, but need mobility  
Access to Business / Industry  
ADA Mobility  
Access to Educational Opportunities  
Are without a second car/truck

*Then come to the next City of  
Stillwater Commission Meeting:  
February 16th at 7:00 pm  
City Hall Conference Room*

No. [6]

County Commission transit development letter to public

January 22, 1999

DRAFT

Dear Mr/Ms Social Service Director  
Anywhere  
Payne County, Oklahoma 00000

Re: Payne County Transit System Development

Dear John/Jane,

Greetings! Every positive transportation decision (or non decision) helps define the livability and vitality of a community. The Payne County Commissioners recognize that public access to reliable transportation enhances and promotes stable self-sufficiency, as well as, insuring needed security and growth, for all our citizens.

Important to the development and sustaining of this "utility" are partnerships with other agencies (both civic and private) in the County (and beyond, i.e., Indian tribes). Additionally, ideas are needed on how to "come to grips" with the *long-term solution* to growing transportation needs within the County.

In a recent County Commission meeting, an idea was brought to the floor regarding the creation of a public transit system which would be based on a coalition of various entities in the County which are currently engaged in some form of transportation activities.

Therefore, we are making this call for a meeting with as many interested parties as possible who may be interested in forming a coalition for a general public transportation system. Your name has been recommended to us as one who may be interested, and one who would be willing to meet with the Commission on this issue. If so, please respond, either in writing or by telephone affirmation within 10 days.

Based upon those who do respond, a timely meeting will be scheduled for the purpose of sharing the "vision" and potential of a public transportation system. And in addition, ideas will be exchanged on how a cooperative system could be created to the benefit of all agencies and citizens. It is our sincere desire to see a strong appearance and resolve for this issue.

Sincerely,

---

Bill Deering

---

Gloria Hesser

---

Jim Arthur

No. [7]

Letter of intent for a public transit system to ODOT.

MIKE HENSON  
MAYOR

January 13, 1998

Mr. Kenneth Larue  
Transit Services Manager  
Oklahoma Department of Transportation  
200 N.E. 21st Street, Room 3D-5  
Oklahoma City, OK 73105-3204

RECEIVED

JAN 14 1998

Transit Programs

ATTN: Roger Eaton, Project Coordinator

Dear Mr. LaRue:

The City of Stillwater, through the Parks, Events and Recreation Department currently operates a demand responsive transit service limited to the elderly and people with disabilities, with three vehicles, Monday through Friday from 8:00 a.m. until 5:30 p.m. This service has proven efficiencies and is very cost effective. However, the citizens of Stillwater and the surrounding area, are seeking an expansion of this service to include the general public.

Please accept this letter as our intent to apply for Section 5311, Section 5309, and State Transit Revolving Funds under the "new start" transit system allowance.

The City of Stillwater will be forwarding to ODOT a budget application and a letter designating the local match required.

We are confidently looking forward to your support and expertise in developing our system. Please free to contact Carl Weinaug, City Manager at 405-742-8201.

Sincerely,

Mike Henson  
Mayor

cc: Mr. Tom Love, Oklahoma Highway Commissioner, District IV  
Senator Mike Morgan  
Representative Terry Ingmire  
Representative Dale Wells

## APPENDIX B

## INDEX GUIDE

Unit Number:

- [1] TTT invitation from Chamber of Commerce, page 1
- [2] TTT invitation from Chamber of Commerce, page 2
- [3] TTT Strategic Plan, page 1
- [4] TTT Strategic Plan, page 2
- [5] TTT Strategic Plan, page 3
- [6] TTT Strategic Plan, page 4
- [7] TTT Strategic Plan, page 5
- [8] TTT Strategic Plan, page 6
- [9] TTT Strategic Plan, page 7
- [10] TTT Strategic Plan, page 8
- [11] TTT Strategic Plan, page 9
- [12] TTT Strategic Plan, page 10
- [13] TTT Transportation Committee Plan-of-Action, page 1
- [14] TTT Transportation Committee Plan-of-Action, page 2



No. [1]

## TOWNS AND TRIBES TOGETHER

Building a Strategic Plan for Economic Development for Stillwater, Pawnee, and Perkins

A coalition of the:  
 Pawnee Chamber of Commerce  
 Perkins Chamber of Commerce  
 Stillwater Chamber of Commerce  
 Town of Pawnee  
 Town of Perkins  
 City of Stillwater  
 Pawnee Indian Tribe  
 Iowa Indian Tribe  
 Stillwater Industrial Foundation  
 Meridian Technology Center  
 Oklahoma State University

Dear Potential Stakeholder:

A group of dedicated citizens is taking the first steps toward the development of a strategic economic development plan for the local economy that includes Pawnee, Perkins and Stillwater. The objective of the plan will be to develop a shared vision and goals to serve as the foundation for the future economic development growth and direction of our area.

The process we are using allows for broad participation and input from a cross-section of our regional economy. Our goal is to ensure that the diversity of our area will be represented in the process. We are being assisted in the process by the Oklahoma Community Institute which was created to help communities and regional economies prepare for their future.

Your name has been mentioned at our initial planning meetings as a "stakeholder" in the future of our region. We believe your voice needs to be heard in an effort to represent every major interest and perspective in the area. As a citizen of this area, you are truly the decision making body.

The time commitment in this process includes six working sessions plus committee work between sessions. During the sessions we will identify shared values, build a common vision, identify our strengths, weaknesses and assets, and then develop goals, objectives, strategies and action plans to move us toward our vision.

After community outreach activities and the six working sessions, you, as a stakeholder in the process, in collaboration with the other members of the planning group will have created a plan that will guide us well into the 21<sup>st</sup> Century.

You are cordially invited to attend the kick-off of this process on April 21<sup>st</sup> at the Stillwater Public Library, from 6:00 to 9:00 p.m. (at the latest). We will outline the program and expectations of the participants.

**COPY**

No. [2]

We will begin the first step in the process which is the identification of shared values. At the end of the session you will be given the choice as to whether or not you wish to continue as a participant in the process.

We would appreciate your immediate response to this invitation by calling 372-5573 or faxing your response to 372-4316, or mailing a note to P.O. Box 1687, Stillwater, OK 74076 to arrive no later than Friday, April 17, 1998.

Sincerely,



Jim D. Mason, Project Administrator

On behalf of the Initiating Committee:

Co-Chairs: Dawna Hare and Eugene Big Soldier, Jr.

Perri Abhaitty	Jo Atwood	Mike Bafe	Harry Birdwell
Jana Danker	Marshall Grover	Gerald Hall	Mike Henson
Nicky Michael-Selk	Bobbie Myers	Bob Perry	Cliff Shilling
Elzie Smith	Kay Wade		

Sponsored by the Stillwater Chamber of Commerce through a grant from the Oklahoma Department of Commerce.

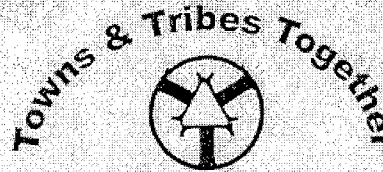
No. [3]

## TOWNS AND TRIBES TOGETHER STRATEGIC PLAN

Building a Strategic Plan for Economic Development for Stillwater, Pawnee, and Perkins

A coalition of the:

Pawnee Chamber of Commerce  
Perkins Chamber of Commerce  
Stillwater Chamber of Commerce  
Town of Pawnee  
Town of Perkins  
City of Stillwater  
Pawnee Indian Tribe  
Iowa Indian Tribe  
Stillwater Industrial Foundation  
Meridian Technology Center  
Oklahoma State University



Building on our Heritage and Partnering for the Future.

### Our Vision Statement:

Towns and Tribes Together is a partnership with a vision. The individuals, Tribes and communities that compose Towns and Tribes are focused on building a region that attracts people.

Our region is composed of clean, safe, healthy, and environmentally conscientious communities. We believe in strong, healthy families which promote and encourage the growth and development of our youth. We envision reduced crime rates and a higher value on education and training.

Personal responsibility, hard work, and commitment are the keys to making our vision into a reality.

We strive to facilitate and organize cultural opportunities for our diverse populations. Through networking, citizens can participate in activities throughout the region, making connections between our communities stronger still.

We have a mobility plan that creates more opportunities for enhancing the regional economy. By using all our resources, we attract and assist new and existing businesses. We create an atmosphere that helps our industry thrive and we develop a diversified, dynamic economic base for our communities.

No. [4]

**Our Belief Statements:**

We believe strong family life is the core to a strong community.

We value the individual's right to equally and freely pursue opportunities within our community.

We value and respect all human beings and all things.

We are committed to continuing the pursuit of excellence in educational opportunities for all.

We believe honesty, integrity, perseverance and hard work will be rewarded.

We are committed to a high quality of life in a safe, secure community environment.

We strongly believe that diversity in our community brings strength for the benefit of all.

No. [5]

**Goal 1: Happy, healthy and safe people**

**Objective 1: Facilitate individuals developing a "living" community bond AND a sense of ownership/membership therein.**

- Strategy:
- [1] Develop a program to foster positive parenting and family awareness
  - [2] Promote existing programs aimed at lowering divorce rates
  - [3] Develop a "task force" to study current systems & identify weaknesses

- Actions:
- [1] Promote and identify positive programs
  - [2] Educate our community on the areas of need
  - [3] Seek alternative solutions

Contact: Joyce Miller (405) 547-2402 (wk.)  
 E-Mail: mlong@cowboy.net

**Objective 2: Provide a safe environment by decreasing the crime rate by 10% by January 1, 2010**

- Strategy:
- [1] Encourage firm, fair and consistent law enforcement

Contact: Bobby Meyers (405) 547-5440 (wk.)

- [2] Promote drug awareness programs

Contact: David Duncan (405) 624-9937 (hm.)

- [3] Support citizen policing

Contact:

- Actions:
- [1] Support stronger penalties
  - [2] Increase drug awareness educational programs
  - [3] Develop citizen volunteer committees and action groups

Contact:

## No. [6]

**Objective 3: Increase volunteer involvement by 10% by July 1, 2001**

Strategy: To develop a regional volunteer council

Actions: [1] Educate the community as to areas of need

Contact: Joyce Montgomery  
E-Mail: jmont@okway.okstate.edu

[2] Encourage civic groups to advocate member participation

Contact: Shelly Riker (405) 372-1074 (wk.)

**Objective 4: Develop a plan to update infrastructure\* (\*\*) by year 2000**

Strategy: [1] Develop a "task force" to study current system and identify weaknesses

Contact:

[2] Look at alternative solutions to weaknesses and possible cooperative solutions

Contact:

Actions: Task force will bring recommendations back to Towns and Tribes

Contact:

\* the task force will help each community establish their particular 'infrastructure' needs.



## No. [7]

**Goal 2: Be an example of cooperation between diverse communities**

**Objective 1: Establish 5 Towns and Tribes town meetings, one in each community, by summer of 1999**

**Strategy:** [1] Establish a steering committee comprised of one individual from each community to plan and implement meetings.

Contact: Mike Henson (405) 372-6945 (wk.)  
Bobbie Meyers (405) 547-5440 (wk.)

**Actions:** [1] Identify a representative from each community

[2] Call a meeting

[3] Establish a schedule for 5 meetings

[4] Establish an agenda for the meetings

[5] Plan and hold the meetings

**Objective 2: Foster opportunities for inter community communication**

**Strategy:** [1] Create a community development work group by January 1999

Contact: Sandy Beaudoin

[2] Create opportunities for informal/face-to-face communication (luncheons, coffees, forums, meetings, etc.)

Contact: Amjad Ayoubi 744-5253 (wk.)  
E-Mail: Aayoubi@okway.okstate.edu

**Actions:** [1] Identify a "contact" person in each of the communities

[2] Identify celebrations in which each community can participate

[3] Establish a calendar of events

[4] Identify groups and individuals to travel to other communities' celebration(s) for representation of the original community

[5] Invite Towns and Tribes to be a part of the Stillwater Christmas parade

Members: Tom Williams 372-5833 (wk.)

## No. [8]

**Objective 3: Develop Towns and Tribes newsletter, website and a quarterly press release by January 1, 1999**

Strategy: [1] Request Chambers of Commerce and Communications Departments of the tribes to coordinate development of the newsletter, website.

Contact: Dan Bigbee, Jr. (405) 377-4699  
 E-Mail: mrbig@cowboy.net  
 Gary Polson (405) 377-7100 (wk.)

Actions: [1] Identify "key" contact people  
 [2] Recruit a coordinator "consultant" who would be responsible for the development of the newsletter, website and press releases  
 [3] Coordinate "linkages" between area WEB sites.

**Objective 4: Develop Towns and Tribes Leadership program by year 2000**

Strategy: Set up a steering committee to learn about existing leadership programs

Contact: Jim Mason 372-5573 (wk.)

Actions: [1] Identify members for steering committee  
 [2] Schedule meetings and gather information  
 [3] Develop appointments to regional program  
 [4] Implement regional leadership program



No. [9]

**Goal 3: A broad based economy that provides a high (Per Capita Income) PCI**

**Objective 1: Foster High Tech development**

Strategy: [1] Establish a baseline database

Contact:	Cassandra Church	(405) 624-5754 (wk.)
E-Mail:		churchc@okstate.edu
	Chuck Willoughby	744-6186 (wk.)
E-Mail:		cwillou@okway.okstate.edu

Actions: [1] Create a "task force"

[2] Compile existing data

[3] Gather additional information

[4] Present information to Towns and Tribes

[5] Analyze baseline data

[6] Identify potential development areas

[7] Develop a plan and implement a plan to market the strategies for bringing "high tech" businesses in the region

**Objective 2: Foster regional tourism**

Strategy: Establish a baseline database

Contact:	Cristy Nolen	(405) 743-3697 (wk.)
	William E. Howell	
	Dale Chlober	(405) 624-9130 (wk.)
	LeRoy Anderson	(405) 372-1941 (wk.)
E-Mail:		leroya@juno.com
	Gary Polson	(405) 377-7100

## No. [10]

- Actions:
- [1] Create a "task force"
  - [2] Compile existing data
  - [3] Gather additional information
  - [4] Present information to Towns and Tribes
  - [5] Analyze baseline data
  - [6] Establish a plan and identify potential development areas
  - [7] Develop and implement a marketing strategy to bring in increased tourism to this region
  - [8] Develop a regional tourism center around the Otto Gray Cowboy band, Billy McGinty, Ingalls gunbattle, Jim Thorpe, First Battle of Civil War in Indian Territory, Angie Debo, David L. Payne, Indian Territory, Pistol Pete, Gerald Johnson Collection, and others.
  - [9] Identify and place markers for historically significant events, places and personalities.
  - [10] In conjunction with the regional Historical Center, develop a tourism park that would host reenactments and authentic recreations of Ingalls' events and an operating Stillwater (turn of the century) farm.
  - [11] Establish a regular tourism based schedule for the train between Stillwater and Pawnee.
  - [12] Obtain commitments from the City of Stillwater, Pawnee, OSU for the comprehensive tourism plan, and resources from same.
  - [13] Tourism park developed as a non-profit entity with restrictive covenants, where attractions are leased to and developed by private enterprise under a board.
  - [14] Develop the actual site of the Ingall's gunbattle as a special historical ground.

## No. [11]

**Objective 3: Develop a comprehensive transportation plan by July 1999**

**Strategy:** Establish a transportation promotion group by November 1998

**Contact:**

LeRoy Anderson	372-1941 (wk.)	E-Mail: leroya@juno.com
Dale Chlober	624-9130 (wk.)	
David Ellison	(Pawnee) ?	
Cheryl Moody	743-6347 (wk.)	
Phil Berkenbile	(580) 724-3341 (wk.)	
Donald Cooper, MD	372-4643 (hm.)	
Gary Johnson	372-7881 (wk.)	
Terry Monroe	372-0468 (wk.)	
Saundra Neely	372-0198 (wk.)	
Dawna Hare	(918) 762-3621 (wk.)	
Brenda Dawes	(405) 744-5182 (wk.)	

- Actions:**
- [1] Establish a baseline
  - [2] Create a "task force"
  - [3] Compile existing data
  - [4] Gather additional information
  - [5] Present information to Towns and Tribes
  - [6] Analyze baseline data
  - [7] Identify potential areas needing improvement
  - [8] Identify potential funding sources / partners
  - [9] Develop and implement a marketing strategy for transportation
  - [10] Identify stakeholders in transportation in the Towns and Tribes region
  - [11] Obtain commitment to the development of an area-wide rural transit system from County and City and Tribes

## No. [12]

[12] Conduct research to determine how an area-wide transit system can contribute to the economic development of various services such as:

- [a] Stillwater Airport;
- [b] Railway system;
- [c] Roads and Highways;
- [d] Businesses;
- [e] Tourism;
- [f] Hospitality, etc.

[13] Educate civic leaders / stakeholders and the general public on the advantages and benefits of a developed transit and multi-modal system.

[14] Educate on the mobility benefits, travel options, community economic development benefits.

[15] Identify potential transportation partners.

**Objective 4: Create a workforce development and enhancement program**

Strategy: Establish a baseline and data base

Contact:	John Nyberg	372-1941 (wk.)
	Chuck Willoughby	744-6186 (wk.)

Action: [1] Create a "task force"

[2] Compile data on existing information

[3] Gather additional information (responsive to business needs)

[4] Present information to Towns and Tribes

[5] Analyze baseline data

[6] Identify potential development of employment for all skill levels in the region

[7] Establish an "action" plan

[8] Develop and implement a marketing strategy for workforce development and enhancement

\*\* infrastructure is defined as: Communications Network, Transportation Modes and Means, Utility Development, and Other.

No. [13]

**TOWNS & TRIBES TOGETHER  
SECTION 11**

- Objective: Develop a comprehensive transportation plan by July 1999
- Strategy: Establish a transportation promotion group by October 1998
- Members: LeRoy Anderson  
Dale Chlober
- Actions:
- [1] Establish a baseline [current transportation activities, needs, future needs, trends, etc.]
  - [2] Create a "task force" [suggest a twelve member group]
  - [3] Compile existing data [in a form that can be published locally]
  - [4] Gather additional information [outside groups & government]
  - [5] Present information to Towns and Tribes
  - [6] Analyze baseline data [consult with experts in the field]
  - [7] Identify potential areas needing improvement [prioritize them]
  - [8] Identify potential funding sources / partners [consult with experts]
  - [9] Develop and implement a marketing strategy for transportation [identify stakeholders in transportation]
  - [10] Identify stakeholders in transportation in the Towns and Tribes region
  - [11] Obtain commitment to the development of an area-wide rural transit system from County and City and Tribes [letters of intent]
  - [12] Conduct research to determine how an area-wide transit system can contribute to the economic development of various services such as:
    - (a) Stillwater Airport;
    - (b) Railway system;
    - (c) Roads and Highways;
    - (d) Businesses;
    - (e) Tourism;
    - (f) Hospitality, etc.
    - (g) Local schools [Lincoln Academy, Meridian Tech., OSU]
    - (h) Social Service Agencies [DHS, Edwin Fair, Housing Auth.]

No. [14]

[13] Educate civic leaders / stakeholders and the general public on the advantages and benefits of a developed transit and multi-modal system. [public forums, public debate, newspaper articles, etc.]

[14] Educate on the mobility benefits, travel options, community economic development benefits.

[15] Identify potential transportation partners.

## APPENDIX C

## INDEX GUIDE

Unit Number:

- [1] Partnerships for Oklahoma Families, PowerPoint p. 1
- [2] Partnerships for Oklahoma Families, PowerPoint p. 2
- [3] Partnerships for Oklahoma Families, PowerPoint p. 3
- [4] Partnerships for Oklahoma Families, PowerPoint p. 4
- [5] Partnerships for Oklahoma Families, PowerPoint p. 5
- [6] Partnerships for Oklahoma Families, PowerPoint p. 6



No. [1]

1  **Partnerships for Oklahoma Families**

Berenda B. Cason

&

LeRoy M. Anderson

2  **What is a Public Service?**

? ? ? ? ? ? ? ? ? ?  
? ? ? ? ? ? ? ? ? ?  
? ? ? ? ? ? ? ? ? ?  
? ? ? ? ? ? ? ? ? ?

3  **Planning a transit system:**

Tactical (6 months/one year)

Strategic (1 - 5 year)

4  **Area and Level of Service**

Limited:

Specific Target Groups, i.e., elderly, people with disabilities

Unlimited - Everyone

General Public or a Paratransit?

5  **Fares:**

Who pays?

6  **Purpose of Public Participation**

Crystallize the Vision

7  **Establishing the community  
base of support**

• Local Governments:

- City

- County

- Regional

8  **Vision Outcome**

Mission Statement



No. [2]

9  **Governments**

City Government  
 County Government  
 Regional Government  
 State Government  
 Federal Government

10  **City Government**

- **Structure:** Mayor and Council / Commissioners / Staff and Depart.
- **Authority:** Base and Flow
- **Finances:** Where is the money?
- **Needs:** Who and What Determines the Need?
- **Vision:** Commitment determines the success for years to come.

11  **County Government**

**Broader Scope of Service**  
**Structure:** Chairman of the Board and Commissioners  
**Financial:** Resources instead of money?  
**Need:** Whose responsibility is it to meet the need?  
**Vision:** Continuity to commitment.

12  **Regional Governments**

Council of Governments / Development Authorities  
**Structure:** Access to all local governments, i.e., schools, cities, small towns, counties, human development agencies.  
**Financial:** Funnel down the funds.  
**Needs:** Demographics demonstrating the real need. **Vision:** Making the vision encompass all.

13  **Local Chamber of Commerce**

Chambers of Commerce  
 Main Street Programs  
 Economic Development  
 Coalitions/Programs

**Structure:** Developing the partnership between private enterprise and human service needs.

14  **Chamber of Commerce  
 continued. . . .**

**Needs:** How does the human service needs effect private development?

## No. [3]

**Vision:** Tying the profits to the commitment of the vision.

**How is it done?** Residential Development (land use), Demographic considerations, planning for population clusters, using a transit planner as consultant.

15  **State Government**

**Structure:** Governor, Legislators, Departments

**Financial:** Money flow?

**Needs:** Who has the most?

**Vision:** Commitment and Dedication

16  **Funding Agencies from the regional base:**

Contracts with local non-profits / partnerships with private organizations, i.e.,  
Tyson Foods, GE, Westinghouse

Contracts with State agencies

Contracts with Federal agencies

17  **Community Organizations**

Churches / Schools / Day Care Centers

Senior Centers / Indian Tribes /

Community Action Agencies /

Sheltered Workshops / Group Homes /

Nursing Homes / Retail businesses /

Education facilities. . . .

18  **110 Federal Sources of Funding:**

How do we "tap" into these for diversification and future funding security?

Collaboration for creating the vision:

Town Meetings / Public Hearings

Laying the groundwork for the by-laws and the public process for the future.

Cooperation

19  **Setting up the Agency:**

TRUST INDENTURE

NON-PROFIT

COMMUNITY ACTION AGENCY

20  **Trust Indenture:**

Why a trust authority?

No. [4]

Why non-profit?

Why a Community Action Agency?

21. ☐ **Trust Indenture:**

By-Laws

What are the policies?

Why do we need to develop policy procedures now?

22. ☐ **Trust Indenture**

The Board:

Who Serves? Who appoints?

Why is the selection process vital to continuity and future security of the transit agency?

23. ☐ **Trust Indenture**

Establishing Financial Support:

How do we optimize the local resources?

Who pays total cost recovery?

Who pays for fare recovery?

What is the difference?

Why offer discounted fares?

24. ☐ **Trust Indenture**

Who determines eligibility for discounts?

Participation by resources (in-kind-match) or cash (cash match).

25. ☐ **Performance audits:**

Are we ready?

What is a performance audit?

26. ☐ **Fiscal Audits:**

How to set up the books to prevent audit exceptions.

No. [5]

- 27  **Procurement:**  
**Equipment / Vehicles**  
Vehicle Acquisition:  
 Specifications  
 Bids / Notices  
 Delivery / Maintenance  
Insurance:  
 The advantages of your connections.
- 28  **Recruiting the Personnel:**  
 Why is the process important?  
 Drivers / Dispatchers  
 Administrative  
 Training
- 29  **How to get the money:**  
 How to keep the fund balance positive.  
 How to make the cash flow.
- 30  **Establishing a Start-Up Budget:**  
 Laying the groundwork for the future by optimizing the resources and money.  
 -The Transit Cash Flow (chart)  
 -Reimbursement / Grant  
 -Agency Budget (Overall budget)  
 -Specific funding budgets – No double dipping!
- 31  **The Monthly Cash Flow Chart**  
 Capitol  
 Administration  
 Operations  
 Match - Cash/In-Kind  
*What are the differences?*
- 32  **Standard Operating Procedures**  
 I don't have time for this---why now?  
 DOT / FTA  
 ADA  
 Daily Operations --

No. [6]

*Meeting the regulations.*

33 ☐ **Fares / Schedules / Routes**

- Public Hearings
- Cost Accounting to set rates and to establish fare recovery or total cost recovery.
- Determining the service and time.

34 ☐ **Alternative Transportation Sources: I can't get there from here. What do I do now?**

- Van Pooling
- Car Pooling
- Computerized Matching
- Telecommuting
- Park & Ride

35 ☐ **Increasing Ridership**

*Now that I've started, where are the passengers?*

- Fare Media, i.e., flash passes
- Employer incentive programs

36 ☐ **We have come full circle--**

Public Hearings and Public Participation

37 ☐ **THE END**

• THANKS TO ALL FOR COMING AND LISTENING TO OUR PRESENTATION!

APPENDIX D

## INSTITUTIONAL REVIEW BOARD APPROVAL

OKLAHOMA STATE UNIVERSITY  
INSTITUTIONAL REVIEW BOARD

Date: April 14, 2000 IRB #: ed-00-230

Proposal Title: "CHALLENGING COMMUNITY MOBILITY PARADIGMS: ADULT EDUCATION AND THE ENVISIONING PROCESS"

Principal Investigator(s): Gary Conti  
LeRoy Anderson

Reviewed and Processed as: Exempt

Approval Status Recommended by Reviewer(s): Approved

---

---

Signature:



---

Carol Olson, Director of University Research Compliance

---

April 14, 2000

Date

Approvals are valid for one calendar year, after which time a request for continuation must be submitted. Any modification to the research project approved by the IRB must be submitted for approval with the advisor's signature. The IRB office MUST be notified in writing when a project is complete. Approved projects are subject to monitoring by the IRB. Expedited and exempt projects may be reviewed by the full Institutional Review Board.

APPENDIX E

NEWSPAPER ARTICLES



## NEWS PAPER ARTICLES

## News Paper Article Index List

Unit Number:

- [1]        **11-19-97** County Transit System Debated.  
          [section a & b]  
          Re: Transit meeting held at DHS office.
  
- [2]        **12-29-97** DHS sets meeting to mull transit  
          proposals
  
- [3]        **01-13-98** City transit system supported.  
          [section a & b]  
          Re: January 12, 1998 meeting at City Hall.  
          Proposal idea submitted by L. Anderson and  
          Berenda Cason, Manager, Enid Transit Authority.
  
- [4]        **01-29-98** Transit system impact explored.  
          [sections a, b, & c]  
          Re: Transit Meeting at Yale Senior  
          Center on January 22, 1998.
  
- [5]        **02-17-98** Commission creates transit authority.  
          [sections a & b]  
          Re: Stillwater adopts a plan to perform  
          transit, per Monday night Commission meeting.  
          City decided to create a transit authority.
  
- [6]        **02-24-98** City puts brake on transit plan.  
          Re: Stillwater tables the transit proposal.

- [7]       **02-17-98** Exchange Club hears from DHS official about transit.  
Re: Transit presentation to Exchange Club.
- [8]       **04-14-98** Area transportation possible for county.  
Re: Transit presentation to County Commission.
- [9]       **09-04-98** Transit agreement with local Shelter Workshop.
- [10]      **12-25-98** County lease concerns parent, guardian group.  
Re: Sheltered Workshop lease from County.
- [11]      **01-09-99** Parent-guardian group opposes workshop transportation contract.  
Re: Contract between DHS and Sheltered Workshop.
- [12]      **01-23-99** Towns, Tribes committee explores public transit.  
Re: summary of Towns & Tribes Together Transportation Committee meeting at DHS.
- [13]      **03-03-99** Sheltered Workshop nixes DHS contract.  
Re: Board of Directors vote to cancel contract.
- [14]      **12-07-99** Commission calls for public bus service.  
Re: City Commission considers a new proposal presented by John Nyberg of DHS.
- [15]      **12-14-99** Commission downsizes bus proposal.  
[sections a & b]  
Re: City Commission scales back the proposal.

- [16]       **12-16-99** Transit advocate questions city  
proposal. [sections a & b]  
Re: The lack of a transit vision is discussed.
- [17]       **03-08-00** City debates level, quantity of bus  
service. [sections a & b]  
Re: Debate over fixed service -vs- flexible  
service.

# County Transit System Debated

By Steve Clark  
NewsPress Staff Writer

The creation of a county-wide, coordinated public transportation system was discussed at a Department of Human Services monthly transportation meeting Tuesday afternoon at county DHS headquarters.

The meeting, which started with a video explaining how a few other communities around the nation had created such a system, heard plans and options as well as probing feedback from attendees.

Leroy Anderson of DHS said numerous studies over the last 20 years had only resulted in a massive Chamber of Commerce file and nothing more than a patchwork, band-aid response. The purpose of the meeting, Anderson said, was to find a group of partners to "champion the cause" of a coordinated transportation strategy.

He said the welfare-to-work mandate from the federal government meant that the DHS is suddenly faced with the task of getting people to work, and that the government recently allocated \$2 million to the state for the purpose of helping communities and counties set up their own transportation systems. He added that surplus money from shrinking welfare costs might also be available for start-up money.

County DHS Director Harl Hentges said the agency is making an ideological and philosophical move as a result of the federal gov-

ernment taking less responsibility for the care of the population that they serve. "We're being told that we need to form partnerships to address problems," he said. "It's always been a good idea, but it hasn't been the kind of thing that government entitlement programs have taken into consideration."

"Don't mistake us for saying 'We have the answer and we want to lead the charge for public transportation in Payne County'" said Hentges. "We're partnering in this and we have a stake in the long haul, because we're always going to have a segment of the population that will rely on public transportation."

Rather than contracting with neighboring areas, Hentges said DHS would prefer a transportation system whose funding benefits local concerns and responds to local needs. Contracting out would only be a further "patch" fix of a problem that is not going to get smaller, he said.

"I have people out there looking for work who need to get into the working population," he said. He also said that a transit system would be "a source of revenue for any transit authority or private contractor who wants to provide transportation in these communities."

Darlene Shelton, president of Southwest Training and Independent Research, outlined options for how to go about setting

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up a transportation system, and said that how a transit system is organized is invariably linked with the level of funding involved.

She said there are a total of 110 transit authority funding sources in existence, such as FEMA and the EPA, and numerous smaller agencies, but that it was too early to determine which sources a transit system Payne County would be eligible for.

Shelton said that the money was available, but that keeping the project funded after the initial startup would be a "full-time job," and that it was necessary to respond to shifting priorities in Washington.

She also said that a local organization must be willing to take responsibility for funding the transit system if outside funding sources dry up.

On attempting to set up a for-profit transit agency, Shelton said, "Forget it." It wasn't possible to charge riders enough to make such a venture profitable, she said. The best bet from a funding aspect would be a non-profit, county-supported organization.

She suggested one option might be to create a new transit department made up of various representatives from city and county governments, and pointed to the PARA transit system serving Enid as an example of "thinking outside the box."

The Enid system, Shelton said, uses \$56,000 out of its city's budget annually to run the city's transportation system, while Stillwater spends \$78,000 annually to run theirs.

Shelton offered another example of successful transit systems in Oklahoma by saying that Talihina, in southeast Oklahoma, boosted its economy by \$5 million as a result of establishing a county transit system.

"Transportation would be good for Payne County," she said.

Though big cities hire outside agencies to come in and run their transit systems, she said such an arrangement would probably not work for Payne County, and recommended setting up a trust instead.

Bill Edwards of the Oklahoma Employment Service said that a county transit system would be an economic boon because it would help attract industries who knew that getting people to the job wouldn't be a problem.

He said there were plenty of jobs in the county and

plenty of people to do them, but that they lacked transportation and the problem was getting the two together.

"If I can get them on a bus I can get them to work," he said.

Cushing City Manager Rob Collins wanted to know who was going to pay for the transit system when funding sources disappeared.

"It's all about chasing the money," said Shelton. "You won't run out of money if you're good at it."

John Nyberg said the federal government didn't supply any answers along with the mandate to get people off welfare and back to work, but that the purpose of the meeting was to try and find a solution.

"We're looking for many partners — as many as possible — so we don't have to depend on any one source. We want a system that will outlive us all," he said.

Collins was also skeptical that a county transportation system would be beneficial economically, saying that it sounded like another unfunded mandate from Washington.

He also expressed concern that a county-wide transit system would be to the detriment of Cushing's existing senior citizens transport system. "I think we have a good (transit system). I wasn't aware we had any other needs until this meeting," he added.

Nyberg said a transit authority could save Cushing "tens of thousands of dollars" from its transportation budget while at the same time expanding service to its citizens. But he added, "We need to know your needs before you can have a plan," he said.

Collins said he'd be willing to look at any proposal for a plan that would save money and increase service.

Another attendee, who wished to remain anonymous, said after the meeting that she thought the issue went beyond transporting senior citizens, and pointed to Cushing's unemployment and associated crime problems.

The woman also said it was a shame to see senior citizen buses with only a few riders and YMCA buses standing empty and motionless most of the day. "It just seems so inefficient," she said.

# DHS sets meeting to mull transit proposals

△ DAN DeBOER / *Mg. Editor*

The Payne County Department of Human Services will take the idea of a county-wide public transit system to the people for a second time. A meeting is planned for 1:30 p.m., Jan. 22, at the Yale Senior Center at 111 North B St. in Yale.

The meeting is the second since the initial meeting last November when DHS representatives Leroy Anderson, John Nyberg, and Payne County DHS Director Harl Hentges presented the idea of a transit system to help get county residents to work.

Anderson said the welfare-to-work mandate from the federal government has put the DHS in a position of trying to get people to work. He added that about \$2 million would be available state-wide for the purpose of helping communities and counties start up their transit systems.

Anderson added that DHS wants to form a "partnership" with communities and counties to better serve the transportation needs of the county as well as get people to work. But he said that DHS wants input as far as the needs of the communities and the county, which is one of the purposes of the upcoming meeting.

A transit system could be formed, according to Anderson, a "Payne County Transit Authority," and could be funded largely through federal grants. He cited the Enid system as one that uses only \$56,000 per year from the city budget, but costs over \$2 million per year serving a wide area. The remaining costs are made up by grants which would have to be obtained by the county and communities involved.

"This is an economic motivator, but not a money-maker," said Anderson. "It enhances economic vitality."

Anderson said that aside from getting welfare-to-work initiatives, a transit system would also help communities "retain" their elderly citizens as opposed to institutionalization due to lack of mobility. He also cites that young people could get to work easier and that school children would have more affordable transportation for trips, etc. Also, he added that the unemployed could get easier access to potential employment.

But Rob Collings, Cushing City Manager, is not totally sold on the proposal yet.

"Let's see what they come up with at the next meeting," said Collings.

Collings asked at the last meeting

in November where the funds would come from if grants dried up. Director Hentges told him the communities would inherit the responsibility.

Collings also asked where all the jobs are to which people would be traveling. Bill Edwards of the Payne County Employment answered that a transit system would attract business if skilled workers can be found.

Collings pointed out that the idea sounded like another "unfunded mandate from Washington," and remains skeptical whether Cushing needs such a system.

Regarding the needs of the senior citizens, Collings said, "I think we have a good system right now. I was not aware of any needs until this last meeting."

Collings also said that the Senior Citizen Center bus is busy almost full-time and it would be difficult to see the city's system taking on more responsibility. But he added that he is willing to look at any proposal.

Anderson said that DHS needs a system in place and that a county-wide system would be preferable to bringing in an outside contractor to provide transportation service for the agency.

# City transit system supported

By Craig Fuqua  
NewsPress Staff Writer

Stillwater can take the money it spends now on the minibus program, add some other services and get enough federal funds to create and run a transit system, city officials were told Monday night.

Brenda Cason, general manager of the Enid Public Transportation Authority, said that if Stillwater is spending \$80,000 per year on transportation, it could get almost \$1 million in federal funds to start a larger system.

Stillwater's minibus service is for residents who are handicapped or at least 55

years old. Its budget for 1997-98 is \$85,400. Commissioner Karen Mullendore apologized for being pessimistic and pointed out that federal funding is subject to cancellation from year to year.

If that happens once the transit system is running, it would become a financial sinkhole, she said.

Ms. Cason agreed that funds do dry up, which is why Stillwater should diversify the sources of funding for the system.

There are always agencies offering grants to help provide transportation for different segments of society, she said.

Enid's transit system started more than 10

years ago. Ms. Cason said she's never had to ask for city funding after the initial commitment of \$100,000.

She said one of her goals is for the state to create a more stable funding source for these transit systems.

Another goal is for Stillwater's system to expand and join the one from Enid, she said. Enid gets frequent requests from people needing rides to Stillwater.

Ms. Mullendore asked if the County Commission had been contacted about setting up a countywide transit system.

Ms. Cason said that approach is more complicated because it involves getting a

number of different cities to agree on a plan. With one city, "you move faster," she said.

LeRoy Anderson, a worker at the Department of Human Services, presented the request to the City Commission for consideration.

He said there are a number of DHS clients with transportation barriers, both to his office and to jobs.

"Everybody pretty much agrees we need public transportation," he said.

The system he envisions would address

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## - Transit

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education, the labor pool and the physically-challenged.

Anderson said there are 110 transit funding sources in the U.S.

In fact, DHS just got a \$2 million transportation allocation this year, he said.

Mayor Mike Henson said the staff at Lincoln Alternative Academy, Stillwater's dropout recovery program, has to provide transportation to a number of students every day.

Stillwater also has a lot of residents who don't have their own transportation to work, she said.

Using the existing vehicles in the minibus and other community programs, the city could expand the service and make it more eco-

nomical, she said.

"But we don't want to be in the transportation business," she said.

Ms. Cason said that's the reason the city should create a trust indenture board to oversee the system.

She suggested that the city send a letter of interest to the state now before funding for start-up programs dries up.

Afterward, the city can develop a plan and a budget and decide whether to apply for funds or withdraw the letter, she said.

The board voted 4-0 to send a letter of interest. Commissioner Bud Lacy was absent.

Mrs. Henson suggested a study session on the proposal to get more information.



# Transit system impact explored

By Steve Clark  
NewsPress Staff Reporter

The question of economic impact on rural communities of a county-wide transit system was the topic of discussion at a recent Payne County Transportation Committee meeting in Yale.

Transit authority representatives from Tulsa, Hugo and Enid spoke about the mechanics of establishing and operating their transit systems, and addressed the economic impact of those systems on their respective areas of the state.

Concerns have been raised locally that a county-wide transportation system in Payne County would cause merchants in smaller communities to lose business to large retailers in Stillwater and Cushing.

The fear also has been expressed that small towns might lose doctors to the "bright lights" of larger communities, because of patients' increased mobility.

Glenn Cox, director of Little Dixie Transit in southeastern Oklahoma, described positive economic results from the institution of a transit system in his area.

He said it has not damaged retail sales by causing residents to take their purchasing power elsewhere, but rather has injected money into the local economy, contributing to an economic boom.

Cox described the Hugo-based Little Dixie system as serving those with day care and special school needs, as well as workers who need a way to get to their jobs.

He added that a Payne County transit system would allow people

to live in smaller communities such as Ripley or Yale while working in Stillwater or Cushing. Money earned would be brought back to the home community, said Cox.

"If you improve the economic welfare of the population, you improve local business activity," he said, and added that retail sales and sales tax coffers obviously stand to gain from a populace that is better off financially.

Cox said the Little Dixie system gets 40 percent of its funds from the state and federal governments, with the remaining 60 percent coming from local business subsidies or contracts. Tyson Foods subsidized the transit system in order to get people to work, he said.

McCurtain County has been active in the welfare-to-work movement by getting children to and from day care or school, and adults to and from work or work-training.

Brenda Cason, manager of the Enid Transit Authority, said Enid's system in one year has doubled in size and ridership, adding that growth occurred through the use of local matching contracts and without additional cash funding from the City of Enid.

Ms. Cason said she was willing

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to "mentor" a start-up system in Stillwater and help transit leadership through the initial process of establishing a transportation system in Payne County.

She said north-central Oklahoma is the only area of the state without a coordinated transportation network, and that now senior citizen and disabled transit, Sheltered Workshop, Head Start and others are all running vehicles along identical routes while duplicating services.

The push for a county-wide transportation system has become more urgent in light of a federal mandate to get people off welfare and into jobs, proponents of such a system say.

Ms. Cason said the mandate essentially calls for an inventory of what resources exist and how they can be pooled for collective use in cheaper, more efficient ways. She added that there were 110 separate federal sources for funding transportation projects.

The Enid transit manager said she visualized a "seamless" transportation system covering the entire state of Oklahoma, and that rural communities needed to join forces in order to do it.

She described the typical TANF (Temporary Assistance to Needy Families) client in Oklahoma as being a single, white female with children, without education, transportation, day care or child support, and with health and housing problems.

A transit system would enable TANF clients to attend training and eventually find employment, she said. Ms. Cason added that mobility means freedom and opportunity, and that such things could not possibly be injurious to rural communities.

Ken LaRue, manager of transit programs with the Oklahoma Department of Transportation, said ODOT had received from Stillwater a "letter of intent" giving notice that a transit system proposal would be submitted by March 15.

ODOT wants to see the establishment of regional "hub centers" around Oklahoma in places like Enid and Stillwater, said LaRue.

# Commission creates transit authority

By Craig Fuqua  
NewsPress Staff Writer

City commissioners approved Monday the creation of a transit authority to make public transportation available to more Stillwater residents.

Mayor Mike Henson stressed that the city is not looking at setting up bus stops.

The plan is to pull together existing transportation services in town under one organization and quality for outside funding.

The authority would need to collect fares equal to at least 11 percent of its budget, according to figures presented at a study session.

Leroy Anderson of the Department of Human Services said the city can use its existing transportation budget and get state and federal reimbursements for providing better service.

The city's annual budget for its minibus program for senior and handicapped citizens runs about \$94,000 per year now, Anderson noted the purchase of a new bus would put the next budget at \$144,000.

Other agencies in town that provide transportation include the Payne County Sheltered Workshop and the Elderly Nutrition Program.

He said public transportation is "not a money-maker," but it meets a need in the

community.

Berenda Cason, former general manager for Enid's transit authority, said Stillwater's transit authority can use its \$144,000 to get more than \$250,000 in reimbursements from the Oklahoma Department of Transportation.

By coordinating with other transportation providers in town, the city can get more state and federal reimbursements for serving specific groups in the community, she said.

Ms. Cason said another source of income is contracts with local nursing homes to provide transportation for their patients.

Many of the trips would be subscription routes, where the buses would pick up an

agency's clients at regular times, she said. Cynthia Hoyle, 1609 N. Wildwood, asked if the service could be used by someone who isn't a client of another agency.

Ms. Cason said those people would simply call for rides as they need them.

Part of Stillwater's minibus budget goes toward reimbursing a local taxi company for rides it provides to minibus ticket-holders.

Ms. Cason said she didn't know how that would fit into a new transit system here because it's more commonly used in urban areas.

Anderson said ODOT has a separate bud-

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get available for transportation systems that go between cities.

Stillwater could provide service to other towns in Payne County with that money, he said. Benefits include expanding the available workforce.

He said Stillwater has an available workforce of less than 3 percent, which makes the community unattractive to new employers.

Ms. Cason said Stillwater would not have to start its transit system on a county-wide basis, but will probably want to grow into that kind of service because it is really needed by DHS and because funding is available.

Anderson said welfare clients need ways to get to work once they

get off welfare.

He noted that 23 percent of Stillwater residents have incomes below the poverty level.

Ms. Cason also pointed out that the reimbursement process can take up to two months. The transit authority would have to arrange its cash flow carefully.

Anderson recommended that Stillwater start out small then expand. He proposed that the city hire a transit coordinator to develop the trust indenture for an authority.

The board voted to pursue a transit authority and City Manager Carl Weinaug said he would start the process of finding a person to serve as coordinator.

# City puts brake on transit plan

By Craig Fuqua  
NewsPress Staff Writer

City commissioners put the brake on a transit authority proposal Monday night, tabling two grant applications and a contract for services.

Last week, they voted to proceed with the plan brought to them by a Department of Human Services official.

"We were on a roll and moving just a little too fast," Mayor Mike Henson said at Monday's commission meeting.

She asked for the three transit items on this week's agenda to be tabled.

The city may need a feasibility

study and more work before it gets too far into this, she said.

The mayor stressed that the commission wants the city to limit its expenses to what it now spends on public transit and that there be no burden on the city staff.

Under the proposal, the city could create a transit authority to oversee a system that would encompass the existing bus services in town.

For instance, the city runs a minibus system for senior and handicapped citizens and Payne County Sheltered Workshop has a bus for its clients.

The Department of Human Services wants a mechanism to provide transportation to get

clients to work, according to previous discussions.

Mrs. Henson's comments and the vote to table took about a minute Monday night.

Commissioners also took little time to approve ordinances to annex two areas into the city limits.

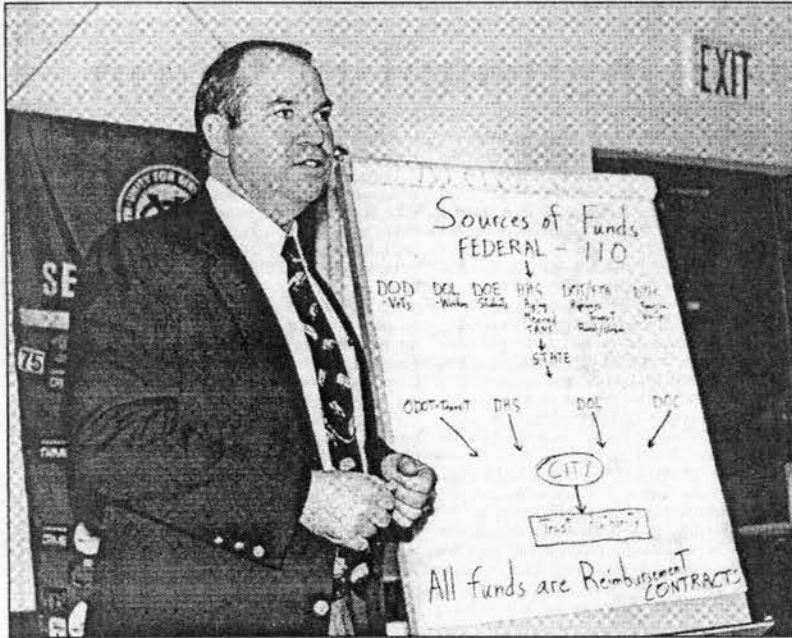
The first is for Woodlake Villa, a housing addition being built south-east of 19th and Range.

Assistant City Attorney Cliff Shilling said the developer, Ron Demarce, requested the annexation.

The other area is in northeast Stillwater, on both sides of

(See Transit on page A5)

News Article 7 [03-15-98]



**TRANSIT TALK** — Leroy Anderson of the Oklahoma Department of Human Services discusses the creation of public transit in Stillwater and Payne County at an Exchange Club meeting Friday. He said Stillwater and Payne County greatly need a public transit system, and that

## Exchange Club hears from DHS official about transit

By Steve Clark  
NewsPress Staff Writer

"Public transit is not dead," stressed Leroy Anderson at a meeting of the Stillwater Exchange Club Friday. Anderson is from the Oklahoma Department of Human Services.

He spoke to the group on the subject of setting up a mass transit system in Stillwater and Payne County.

City commissioners last month tabled plans for setting up a transit authority to operate such a system. Just a week before they had voted to proceed with a plan presented to them by DHS.

"We were on a roll and moving just a little too fast," Mayor Mike Henson had said, adding that a feasibility study should be made first.

"It's new," Anderson said Friday, offering his take on why city officials backed off on the project. He added that it wasn't so much a matter of opposition to a transit system as the fact that city officials haven't perceived a great deal of support from enough people. He said the matter was scheduled to be discussed by county commissioners at a meeting on March 23.

Anderson said there needs to be "healthy discussion and public awareness" of the mass transit issue and that a system will never happen unless someone makes the commitment to get it started. "That commitment comes from people like you talking to people like them," he told the Exchange Club audience. "If city leaders don't detect interest in the community, will they be into it? I don't think so. I wouldn't." He added that it wouldn't

be necessary to "reinvent the wheel," but that there is plenty of funding support available. The advantage of the city or county being the agency responsible for getting a transit system going is the high level of funding opportunities, he said.

Anderson stated that there were 110 different funding sources available for transportation, and mentioned as examples the Oklahoma Department of Transportation, the Federal Transit Authority, the Department of Defense and DHS. He reminded club members of Washington's mandate to move those on welfare into jobs. The biggest obstacle to accomplishing this, he said, was that many people on welfare don't have reliable transportation. The second biggest obstacle is lack of child care, he said, but added that transportation needs to develop first.

"We have a lot of people that could really use transportation," said Anderson, adding that 23 percent of Stillwater is poverty level and below, while the national average is 18 percent. The lack of a transportation system also keeps new business from coming into the area, he asserted: "It takes a certain amount of available work force for a new business to start up." He said the Stillwater area's work force is below the minimum number businesses look for in sizing up a location.

"What is a better way to serve the community than allow those who don't have reliable transportation mobility to get around?" asked Anderson. "It's needed, definitely needed," agreed Exchange club program director Harry Field. Anderson said transportation funding, by nature, was "very political."

# Area transportation possible for county

By Paul W. Newlin  
NewsPress Staff Writer

Community transportation is possible for Payne County if some agency will take the lead. Leroy Anderson with the Department of Human Services told the board of county commissioners Monday.

He said public forums and debates need to be scheduled and public hearings held.

"People don't know about public transportation, Anderson said.

"There is a need for rural areas. This is something new that will have to have a cooperative effort."

Public transit is a service, not a business, Anderson said. "There are programs available for funding and this county can be a coordinating agency."

"Funds are available but someone has to want to do it," he said. Agencies such as Department of Transportation and senior service agencies have funding available.

The board agreed that rural transportation is needed but wanted more information on how other counties are using public transit.

"What county has one in

operation and how does it work," commissioner Gloria Hesser asked?

Anderson said some Oklahoma counties are pursuing the program but one is not yet in place.

"This is all still new," he said.

Anderson said he would find the answers to Hesser's question and report back in a future meeting.

Commissioner Bill Deering said the county does not have the cash for such a program.

Anderson said he would report the board's concerns to DHS for further consideration.

In other agenda items, the board approved a \$200 per appraiser payment for the court appointed fees on the Hoover case.

The board is seeking the property on south Duck for possible future courthouse expansion.

It also approved an OSU class to use the courtrooms on Saturday, April 25, for mock trials; and, amended an agreement with Orkin Pest Control to treat the building twice a month.

The board tabled easements for a bridge project and a division order contract with BOTT Energy Operating.



# DHS signs transit agreement with local Sheltered Workshop

by Steve Clark  
NewsPress Staff Writer

Things are about to get rolling for some Payne County DHS clients thanks to a new partnership between that agency and Sheltered Workshop, which owns a fleet of about a dozen vehicles.

"We were up against a wall," said Leroy Anderson, jobs coordinator at DHS. "We had to come up with something to help our clients because of the need."

Anderson said his agency, due to the lack of any sort of public transit system, has had difficulty getting some of its clients to new jobs or job training as required by federally-mandated welfare-to-work reforms mandated by Congress.

DHS anticipated the formation of a transit system last year, but that fell through and the agency was forced to look for alternatives, he said.

Anderson said he expects the city and county to establish some type of permanent transit system eventually, and while praising the partnership with Sheltered Workshop, called it an example of a "Band-Aid approach" that could have to suffice until such a system is created.

"It's been a terrific burden, and we've had to rely on volunteers to provide what transportation we could get," Anderson said. "It's just been a big headache.



Representatives from Sheltered Workshop for Payne County, Inc. and the Payne County Department of Human Services are shown with one of SWPCI's vans. The two agencies recently signed an agreement that will allow DHS clients to take advantage of the SWPCI fleet for transportation to jobs or job training.

Left to right: Tom Hurst, driver and maintenance; Nils Richardson, SWPCI president; Kathy Anson, SWPCI vocational services coordinator; Leroy Anderson, DHS jobs coordinator; and Harl Hentges, Payne County DHS director.

(NewsPress photo by Steve Clark)

It's absorbed a lot of time that we could be using to develop other things."

The agreement between the two groups was signed two months ago after the contract was awarded to Sheltered Workshop, the only transportation

vendor that responded to written invitations sent out by DHS, according to Anderson.

Newspaper notices were printed and invitations were sent out to every known transportation vendor in the area, including those in Tulsa and Guthrie, he

said.

Anderson said the contract is good for one year, and that DHS has set aside \$50,000 in its budget for the county for a year of transit service from Sheltered Workshop.

"We may not actually spend

that, but can go up to that," he added.

Explaining how the arrangement works, Anderson said the first step is for the case worker to conduct an evaluation of the client's transportation needs. If a need exists, the caseworker outlines the rules of the transit system's operation to the client.

If the client agrees, a voucher form is filled out and sent to the Shelter Workshop with information about the client such as address, destination, training or work site, and day-care location if necessary.

Anderson said the Shelter Workshop takes things over from there, coordinating the transportation for the DHS client, possibly in conjunction with other of the Shelter's transit activities. Advance notification of 24 hours is usually necessary for service, or a regular ride schedule can be set up. The voucher must be renewed each month.

Anderson said the system covers Payne County plus Drumright, which is in Creek County but has training at Central Vo-Tech. The number of DHS clients needing transportation varies week to week, but can be as high as 50 per month, he said.

Harl Hentges, director of DHS in Payne County said he believed the partnership would "improve the employability" of clients previously without access to transportation.

Hentges said the contract with Sheltered Workshop could be just the beginning of transportation contracts with other agencies.

"We're also interested in any other transportation opportunities that come up as far as public transportation, or a contract that might help that accessibility," he said.

He agreed with Anderson on the need for a county-wide transit system and said he felt it would happen eventually.

"I really believe that one of these days we'll get there as a county — as a community — and we just need to take some incremental steps," he said.

Sheltered Workshop president Nils Richardson said transporting DHS clients to work or training isn't much different than helping the Workshop's usual clients in overcoming barriers to employment.

"Some of these folks might not have an identified disability, but they certainly have some barriers to employment. And we're helping to remove those barriers so they can become working tax-paying citizens and more independent," said Richardson.

He used the words "creative" and "innovative" to describe the partnership with DHS, and said the two agencies "tried to get the job done in a non-traditional manner."

News Article 9 [09-04-98]

# County lease concerns parent, guardian group

By Paul W. Newlin  
NewsPress Staff Writer

A lease between the Payne County Board of Commissioners and Sheltered Workshop for Payne County, Inc., is of concern to the Parent-Guardian Association.

Tracy Morgan, attorney who is on the Sheltered Workshop board, told the board recently that funding is a problem for the Workshop and an agreement with the Department of Human Services does not interfere with the Workshop's program.

Linda Shipley, president of the association, said the Sheltered Workshop is in violation of its lease.

In a letter presented to the board last week, Ms. Shipley stated Workshop management contracted with DHS to provide transportation services for Payne County residents who are Welfare to Work recipients. Welfare to Work, known as TANF, recipients are able-bodied men and women, with neither physical nor mental handicaps, who cannot work without some form of assistance, she explained.

The Workshop has a small fleet of vans used to transport clients from home to Workshop and return, and for clients who service a litter crew contract to remove trash from county roads.

The letter stated that the contract does not involve any of the many client/consumers of Workshop service and puts the Workshop in violation of its lease with county commissioners. The letter also said the contract violates the mandate of its Workshop bylaws.

The lease agreement between the Workshop and the county states the property is for the

opportunities for mentally, socially and physically disabled persons. Also, the Workshop cannot use its real property for any other purpose without first obtaining the written consent of county.

She also stated in the letter that a Stillwater attorney has determined "it is his opinion that utilizing the property for administration of the TANF program as well as the storage of vehicles, maintenance, etc., is in strict construction, is a violation of your lease agreement..."

She stated the Parent-Guardian groups feels in time more contractual activities of a similar semi-commercial or commercial nature will be conducted on Workshop premises.

"Service to disabled persons will be a secondary consideration and we do now believe that will be an acceptable consequence to all who have been supportive in meeting the needs of Workshop clientele," the letter stated.

Ivan Armstrong, representing the parent group, said Monday the Workshop "has money in the bank," and is not a financial issue.

He said the Workshop doesn't need to stray off in other directions but should keep its focus, not to venture off, and not take on other obligations.

Armstrong said transporting people is good for the community but should not be part of Sheltered Workshop. He felt the executive board made the decision and was not presented to the full Workshop board.

Tracy told the commissioner it would present the contract.

Toby Angell, chairman of the Workshop board, said there were few objections from a small portion of people associ-



# Parent-guardian group opposes workshop transportation contract

By Steve Clark  
NewsPress Staff Writer

A proposed transportation contract between DHS and Sheltered Workshop for Payne County may be headed for a dead end if a parent-guardian group has its way.

The workshop's Parent-Guardian Association opposes the contract that would allow workshop vans to be used for transporting DHS clients receiving Temporary Assistance to Needy Families (TANF) to and from jobs or job training.

The contract is part of a DHS welfare-to-work plan.

Workshop director Nils Richardson said a meeting of the full board will be held later this month and that a decision whether to continue the contract process will then be made. If approved by the board, the contract will go back to the county for approval.

The contract process hit a snag in December after the parent-guardian group sent a letter to county commissioners claiming that sharing workshop transportation resources with DHS would interfere with the agency's normal client services.

The group, with one member on the workshop board, also claimed that the contract violates the terms of the county lease agreement as well as the workshop's own bylaws.

Ivan Armstrong, spokesman for the parent-guardian association, said the group is also concerned that approval of the contract would lead to a snowball effect of new programs being added on.

As a result, he said, the workshop would wander further and further away from its original mission, thus compromising its clients. Rather than let the contract slide, the group decided to take a stand against it, he added.

"We feel like the more we expand out into new ventures takes away from the original intent. That's the big thing we're concerned about," Armstrong said.

"We feel like maybe the best sacrifice is in the direction of the client — that we ought to support them rather than hunt money," Armstrong said.

He acknowledged a need for transportation to help TANF recipients secure jobs, but said it is not the place of the workshop to provide it.

Richardson said he did not feel the contract represented a compromise of the agency's original mission, saying it would provide a relatively small yet "terribly meaningful" service to those who are not otherwise able to get to work.

TANF clients would not be transported to the workshop site, he added, although workshop staff would administer the program from the site.

"It's not a huge program," Richardson said. "We feel like it's really helpful to the county to get people off TANF and helpful to us. But the board will decide."

Richardson said his agency had received permission from the county in years past to add new services not necessarily provided for in the original lease.

"We started as just a shelter workshop and we added commu-

nity employment and residential services," he said. "It's my understanding that presentations were made to the county commission to broaden our services."

Richardson said the county's attorney had indicated a change in the language of the lease may be necessary before the contract could be approved by commissioners. The county would decide whether any changes needed to be made.

Armstrong said his group has asked the commissioners not to allow changes to the lease, possibly negating the contract. He said his group was determined to defeat the deal with DHS and would lobby the workshop board accordingly.

Richardson said he hoped proponents of the contract would succeed in bringing the parent-guardian group around to their way of thinking, but acknowledged there was stiff opposition.

He said the board takes very seriously the group's concerns over the contract. He added that the Parent-Guardian Association had offered support and advocacy to the workshop for many years.

"I'm sorry that such a meaningful program has caused such consternation, but it has," Richardson said.

Armstrong described the Payne County sheltered workshop as "an excellent situation" and probably the best workshop in the state.

"We are not mad at the board or anything like that," he said. "It's just an issue that we stand up on. We are very supportive of the board."

# Towns, Tribes committee explores public transit

By Steve Clark  
NewsPress Staff Writer

Money is being wasted in Payne County, according to LeRoy Anderson, public transit, said the more than \$200,000 spent yearly on transportation by various agencies in Payne County doesn't go nearly as far as it could.

The DHS jobs coordinator led a meeting of the Towns & Tribes Together trans-

portation committee meeting last week.

The transportation committee is one of five committees of Towns & Tribes, a coalition made up of area Indian tribes, chambers of commerce and other business entities that seeks to construct a strategic economic development plan for Stillwater, Pawnee and Perkins.

Anderson's plan is to create a county-wide public transit system to be overseen by an official transit authority — in this case an indentured trust board — made up

of representatives from city and county government and business, rural, disabled and senior communities.

The board would be in control of transportation money pooled together from the various agencies that own and operate vans or buses in the county.

With a recognized transit authority in place, Anderson said, the Oklahoma Department of Transportation would be willing to match the funds at 75 percent.

"We're spending well over \$200,000 a

year on transportation," Anderson said. "Using that as cash-matched, we could have over \$1 million. That translates into 14- to 15-passenger buses and a nice little system for our county — as a start."

He added that 110 sources for transit funds actually exist.

Although DHS is especially interested in public transit because of its welfare-to-work mandate from Congress, seniors,

See > Public transit, page A10

## ► Public transit

Continued from page A1

youngsters and others without access to transportation would benefit as well, Anderson said.

He cited the recent flap over a DHS transportation contract with Sheltered Workshop as a "hard, fast reality" that points to the need for public transit.

"DHS doesn't want to be in the transportation business, but if Sheltered Workshop can't do it, we might as well get some buses and do it ourselves," he said.

"But it's not efficient, folks."

Anderson said he recently visited Wyoming to investigate the Star Transit System based in Rock Springs.

That system, which covers 1,400-square-mile Sweetwater County, is the result of county social service providers pooling their money and vehicles under one authority, he said.

"With the same amount of money they were able to triple their ridership in six months of operation," Anderson said.

"There's no reason why we can't do something similar here."

John Parker, Pawnee Nation community health director, said a critical transportation problem exists among the Pawnee people. His agency is trying to solve the problem by putting together a small public transportation program from several different agencies, he said.

"It's eating up a lot of dollars and a lot of vehicles. It's too expensive," Parker said.

"We cannot do this by ourselves. That's why I'm here. Let's get this done."

**Steve Clark can be reached at extension 204**

# Sheltered Workshop nixes DHS contract

By Citizen Staff

The board of directors of the Payne County Sheltered Workshop voted to cancel a contract with the Department of Human Services for bus service of Welfare-to-work participants following a recommendation by the workshop's Parent-Guardian Association, according to Payne County Commissioner Bill Deering.

Deering said the parents and guardians of physically and mentally disabled workshop participants were unhappy with the recent introduction of "financially challenged" individuals and that the program was not set up for that purpose.

The complaints, according to Deering, were conveyed Monday at a regular meeting of the county Board of Commissioners by Linda Shipley.

Deering said that the complaint was that bus service was being de-

nied to the physically and mentally disabled.

The Sheltered Workshop offers some limited employment to disabled individuals and bus service, according to Deering.

In other business Monday, the commissioners:

- heard a proposal for 911 service by Steve Guy. The proposed cost is \$5,400.

- heard a report from Payne County Commissioner Gloria Hesser, who said that Stillwater officials will consider buying the Quonset hut property on Ninth Street in Stillwater.

- OK'd a remote access contract with Shirley Roe, a Cushing real estate agent, and the county assessor's office.

- approved addition of individuals to access safety deposit box of the County Clerk.

- decided to have the county District Attorney's office look into a Southwestern contract for an ex-

See ■ COUNTY, Page 8A

# eNews Press

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## Commission calls for public bus service

**By Greg Lower**  
NewsPress Staff Writer

Stillwater City commissioners went ahead with a proposal Monday for a public transportation system in the city.

John Nyberg presented the proposal and commissioners voted to have Mayor Mike Henson sign a letter of intent that could make the city eligible for matching funds.

The item came up under "new business," facing a deadline for the grant program.

Nyberg has been working with groups to

organize a public transportation system similar to that offered by Oklahoma State University. The proposal called for working with First Capital Trolley, a company that serves Guthrie and the OSU system.

The plan calls for a fixed route plan and an on-demand system. The fixed route would operate from 6 a.m. to midnight Monday through Friday, with buses traveling the route in opposite directions and taking approximately 45 minutes for a round trip.

The on-demand system, similar to one

the city already operates, would operate from 8 a.m. to 5 p.m. Monday through Friday.

Nyberg said grants to purchase the buses would be matched by 20 percent local funds and 80 percent state and federal funds. Operational grants would be a 50-50 match.

The program calls for purchasing three 19-passenger buses for the on-demand system and three 27-passenger buses for the fixed route.

The city would have 30 days to with-

draw from the program.

Nyberg said the public transportation system would be important for elderly and low-income residents. He said the city's welfare rolls dropped from 450 to 123 cases, but the people need transportation to continue jobs.

In other business, commissioners approved a resolution calling for an election Feb. 8 to vote on the bond proposal projects. Commissioners also approved a sales tax ordinance, which would take effect pending voter approval Feb. 8.



# ews Press

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## e: Military needs help

er been in," Inhofe said Monday afternoon. "This president has allowed our (military) force strength to be cut in half."

The Oklahoma Republican was in Stillwater on Monday for a reception at Armstrong World Industries, Inc., most where the company unveiled its new ever ToughGuard vinyl flooring product. (See



Inhofe

story, page A6.)

Inhofe said he believes rebuilding the nation's armed forces and passing other legislation will be an easier task during President Clinton's last year in office.

"This year's Defense Authorization Bill we passed with a veto-proof margin," Inhofe said.

"That was the first indication that the president is going to go into a lame duck posture.

"We should be able to get things like tax

reform, regulation reform, rebuilding the defenses, further welfare reform through that he would otherwise veto.

"I look for a much more favorable environment this coming year than we had last year."

With the presidential campaign well underway, Inhofe said he sees a bright future for the Republicans.

"As a conservative Republican, I am

See ► Inhofe, page A12



## Commission downsizes bus proposal

By Greg Lower  
NewsPress Staff Writer

The city of Stillwater scaled back its immediate plans for bus service.

After hearing public discussion on the planned service, commissioners voted to appoint a board to study how to operate a fixed-route system through the community. Commissioners also voted to let city staff negotiate a contract with First Capitol Trolley to operate an on-demand system.

Commissioners discussed both proposals a week ago, but this week organizer John Nyberg said he would scale back to a two-bus on-demand system, which would request less matching funds.

The board would have up to three proposals for the commission by September. A fixed-route bus system could be operating in October 2001.

The Stillwater Parks, Events and Recreation Department operates an on-demand system using two seven-passenger minibuses, a car and contracted service with local taxi services. Nyberg said the system provides approximately 2,000 rides per month, 200 involving wheelchairs.

But the city's program is losing money. Mayor Mike Henson said the city has been trying to get out of the minibus business, and backers say an

## ► City

Continued from page A1

agreement with First Capitol Trolley would allow the same level of service at lower cost.

First Capitol Trolley has operated a bus service in Guthrie for six years, providing on-demand service that carries 21 passengers a day in one vehicle.

First Capitol also operates the bus system running through the Oklahoma State University campus.

The campus bus service also provides limited off-campus stops. OSU officials had been involved in early discussion for a citywide service, but pulled out.

Commissioner Tom Cleveland said he would like to involve OSU, since the university students have an impact on city traffic.

In other business, commissioners approved the application for grant funds to continue the Kameoka Trail.

Park Planner John McClenny said the funds will continue the trail from McElroy to Hall of Fame and then southeast to near

Virginia and Perkins Road. The actual southeast terminal will end at the city's easement west of the Scholarship Place shopping center on Perkins Road.

This grant application requests \$303,807.81, and the city must pay a matching 20 percent or \$60,774.17.

McClenny said future plans for the project call for a pedestrian underpass at Hall of Fame.

Commissioners also asked officials to check into a possible easement near Mexico Joe's that would provide access to Strickland Park.

The city is contracted to complete the trail around Boomer Lake, which McClenny said should be finished by Wednesday, weather permitting. That project has cost \$54,008.19 of \$250,000 budgeted for construction on the trail.

Commissioners also approved a resolution to assign the cable television permit from Peak Cablevision to Cox Communications, Inc., and approved a resolution for a Sidewalk Improvement District.

*Greg Lower is available at extension 206.*

# Transit advocate questions city proposal

By Steve Clark  
NewsPress Staff Writer

While their eyesight may be fine, Stillwater leaders are flunking the vision test, according to Stillwater transit advocate Leroy Anderson.

Anderson, a longtime champion of public transit for Stillwater and Payne County, thinks those calling the shots on local transit are trading in Stillwater's future for a policy of immediate gratification.

The city recently cleared the way for negotiating a contract with First Capital Trolley of Guthrie for an on-demand bus system for Stillwater. First Capital already operates a bus

system for Oklahoma State University.

Anderson, who admitted the city's recent transit proposal came as a total surprise, maintains that First Capital's best interests might not always mesh with those of Stillwater, especially if the city wants to expand its system in the future.

"I'm not so sure we're very autonomous in this new proposal," he said. "Unless we have something in writing that we can all bank on, I think that we're taking a huge risk."

Anderson said while the current proposal is contingent upon First Capital receiving a federal grant to expand its ser-

vice, Stillwater could establish a transit system without a grant, using existing vehicles belonging to local entities such as Edwin Fair, Sheltered Workshop and Stillwater Seniors.

"If we simply share our toys and share our resources that are already being spent on transit, we don't need the federal grant," he said. "If we get that's good and fine, but the point is we can start with what we have and triple the ... service compared to what's going on right now."

Anderson added the state Department of Human Services has funds available to bolster a

fledgling transit system. Once such a system was started, he said, matching funds from the Oklahoma Department of Transportation, the Federal Transit Administration or other sources would become more easily available.

"There's 110 funding sources out there for transit," he said.

"Not all are focused in the same area ... they all have different emphasis. But there are funds out there that can help strengthen any system that we were to come up with."

Anderson said Stillwater

See ▶ **Transit**, page A8

## ▶ Transit

Continued from page A1

should be thinking in terms of a "total public mobility system" that offers choices and connects the region with a larger transit network.

"If I was living in England, for instance, I could ... get on a bus,

connect with another bus and eventually get to London," he said.

"From London I could take the train to Paris, and from Paris I could go anywhere on the continent of Europe — all on public transportation."

Anderson, who has spent considerable time studying transit issues and attempting to generate

interest and feedback within the community, said city leaders should push for a forum to facilitate the debate process, generate questions and answers — and develop a vision.

"We need a stated vision," he said. "I know Guthrie has one, but I'm not so sure we have one. And I'm not so sure — if we do have one — where I'd go to find it."



# City debates level, quantity of bus service

By Greg Lower  
Staff Writer

The proposed change in the city's mass-transportation system has people talking about how much service the buses should provide.

Organizers are discussing two services. The first would be an on-demand service, where drivers go to the homes of specific riders and take them to specific locations.

The second is a fixed-route service. The bus drives a preset route and picks up

whoever is along the way that wants to go somewhere on that route.

The city offers an on-demand service through the Parks, Events and Recreation Department. First Capitol Trolley offers a fixed-route service around the Oklahoma State University campus. The OSU route sometimes includes locations off-campus and is open to non-students.

In 1999-2000, the city budgeted \$130,067 for the program, which cost \$178,278 the year before. During 1997-98,

the projected revenue was \$36,000.

During 1997-98, the service provided 13,529 minibuses rides and 10,373 taxi rides.

Bus user Debra Krebs said she relies on an electric wheelchair and requires assistance getting in and out of her home. She was concerned the new service would not provide that help.

Bur Melissa Fester, assistant director of First Capitol Trolley, said the company cannot go into someone's home because of

liability issues.

"It's not that we're not kind-hearted people," said Fester.

She said bus drivers and attendants would go to the door to help passengers to the vehicle and will help from the vehicle to the destination. She said drivers also will help set groceries inside the door, but won't go into kitchens.

Fester said the company offers the same

See ▶ **Buses**, page A8

## ► Buses

Continued from page A1

service in Guthrie.

"We don't go inside the homes of anyone," she said.

City Manager Carl Weinaug said city officials learned bus drivers are doing things that may pose a liability risk, and they are asking if those should continue — whether the city contracts with First Capitol.

"We're just at the realization stage," Weinaug said.

He said some bus drivers may be helping passengers get ready to go.

"We don't mind helping people with wheelchairs," Weinaug said. "That's no problem."

He said the city's bus drivers have done a good job. The question is at what point they become a caregiver.

John Nyberg, chief of the Department of Human Services, one of the organizers of the service, said negotiators want to provide an on-demand service that is as close as possible to what the current riders are used to.

The city has approved three 12-passenger vans for a bus service, with an option that the city will keep its existing fleet and offer it on a lease agreement if needed.

Starting Feb. 1, Stillwater became a SoonerRide city. The program, funded by the state Medicaid program through the Oklahoma Health Care Authority, provides rides to medical appointments for elderly and disabled people.

Nyberg said participants can call an 800 number 48 to 72 hours in advance to arrange a ride. The service is contracted to Tulsa Transit and subcontracted to First Capitol.

Nyberg said that when it comes time to change, people are always hesitant, but there are realities that must be faced.

"The concerns are legitimate," he said.

He said people who are inter-

ested in the bus service can find information on the city's Internet Website at [www.stillwater.org/transport](http://www.stillwater.org/transport) for everything that has been done in the past eight months.

Although negotiations continue, the city plans to start the on-demand service by Oct. 1. Organizers hope to have a plan for a fixed-route service by August so they can begin that service by Oct. 1, 2001.

*Greg Lower is available at extension 206.*

## ► Slim

Continued from page A1

Homans said he's performed onstage in Chicago and Memphis — even Paris — alongside blues luminaries such as Champion Jack Dupree, Eddie Shaw, Junior Wells and James Cotton.

The date of a gig at Pepper's Lounge, a legendary Chicago blues venue, is branded on his memory: January 1973.

"On that occasion Junior Wells took the harmonica from me and played, and James

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APPENDIX F

DVD DISC

## DVD ATTACHMENT

## INDEX GUIDE

## File Name:

- [1] Exhibit Document File
- [2] Generic Transit Presentation
- [3] Supplement Document File
- [4] Transit Development Educational & Training Program
- [5] Transportation Presentation ODOT & DHS
- [6] Trust Indenture Document

## DVD Instructions for Viewing:

Requirements for viewing is a DVD 4X or above player. The Exhibit Document file, the Supplement Document file, and the Trust Indenture Document can be viewed via opening the Windows Exploring function. All presentations must be viewed via Microsoft PowerPoint software 6.0 or higher.

2

VITA

LeRoy Melvin Anderson

Candidate for the Degree of

Doctor of Education

Thesis: CHALLENGING COMMUNITY MOBILITY PARADIGMS:  
ADULT EDUCATION AND THE ENVISIONING PROCESS

Major Field: Occupational and Adult Education

Biographical:

Personal Data: Born in Tacoma, Washington, May 30,  
1947, the son of Roger and Louise Anderson.  
Married Carol Sue Lupton, July 21, 1990.

Education: Graduated from Edmonds Senior High,  
Edmonds, Washington in June, 1966; received  
Associate of Arts in Arts and Sciences from  
Shoreline Community College, Seattle, Washington,  
December 1969; received Bachelor of Arts in  
Psychology from Seattle Pacific University in  
Seattle, Washington, May 1992; received Bachelor  
of Science in Workforce Training and Development  
from Southern Illinois University, residency at  
the McChord AFB campus, Tacoma, Washington,  
December 1993; received Master of Science degree  
in Occupational and Adult Education from Oklahoma  
State University, December 1996. Completed the  
requirements for the Doctor of Education degree  
with a major in Occupational and Adult Education  
in July 2000.

Trade Experience: Plumbing and electrical journey  
apprentice work during the summers of 1964-1968,  
and from July 1976 to August 1977; licensed  
plumbing journeyman and Plumbing Contractor,  
working in residential, light commercial and

VITA (Continued)

remodeling areas from August 1977 to 1985, state of Washington; Fire Sprinkler contracting in Auburn, Washington from June 1983 to November 1983; Hyatt Hotel, Sea-Tac Airport, building engineer from September 1987 to May 1988;

Plumbing Service Contractor from June 1988 to September 1989; Stationary Operating Engineer and Refrigeration Engineer, Seattle Pacific University from September 1989 to May 1993; State of Washington certified Backflow Prevention Specialist, 1982 to 1994.

Professional Experience: Police Officer, University of Washington, Seattle, Washington July 1970 to June 1976; Condominium construction superintendent for S/A Construction, Inc. in Seattle, supervising twelve carpenters plus all trades at the "Bye-the-Green" project, Auburn, Washington from March 1981 to May 1983; Consulting Services to such agencies as Washington Natural Gas, and Vocational Teaching for Green River Community College (January 1984 to March 1986); Train the trainer internship at the Washington State Fire Service Training Academy from May 1993 to August 1993; Administrative assistant and small group facilitator for the SAVE Teacher Institute in July of 1994 and July of 1995; Graduate Research Assistant from January 1994 to May of 1995; Graduate Research Associate and College of Education Safety / Security training coordinator from September 1995 to May 1996; Social Worker and Transportation Development Specialist for the Oklahoma Department of Human Services, Payne County Office from January 1996 to July 1999. Research, training and HRD consulting from August 1999 to present.

Professional Memberships: the National Fire Protection Association; Society of Fire Protection Engineers; Omicron Tau Theta, treasurer from 1995-97; Phi Delta Kappa, Vice President for programs from 1996-1998; Kappa Delta Pi;

VITA (Continued)

Volunteer, Oklahoma Sheriffs' Association and the Payne County Department of Human Services from 1998 to present.

Volunteer Organizations: Payne County Habitat for Humanity, Board member and co-chair of the Family Nurture Committee; Advisor to Alpha Tau Omega,

fraternity; Chair of the Towns & Tribes Together Transportation subcommittee from August 1999 to January 2000.

Awards: Outstanding Merit, Orting, Washington, for saving police officer's life; Lloyd L. Wiggins Scholarship in recognition of outstanding academic achievement and potential for leadership in education (1995); Carl Albert Executive Fellow, internship with Oklahoma Department of Human Services (1996-1998).