



TRANSIT COMMITTEE MEETING AGENDA

WEDNESDAY, FEBRUARY 14, 2018
BOARD ROOM
175 INGRAM STREET, DUNCAN, BC

1:00 PM

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1. <u>APPROVAL OF AGENDA</u>	
2. <u>ADOPTION OF MINUTES</u>	
M1 Regular Transit Committee meeting of November 8, 2017.	1
Recommendation That the minutes of the Regular Transit Committee meeting of November 8, 2017 be adopted.	
3. <u>BUSINESS ARISING FROM THE MINUTES</u>	
4. <u>PUBLIC INPUT PERIOD</u>	
5. <u>DELEGATIONS</u>	
D1 Vicki Holman, Executive Director, Cowichan Seniors Community Foundation Re: Contract Review	5
6. <u>CORRESPONDENCE</u>	
7. <u>INFORMATION</u>	
8. <u>REPORTS</u>	
R1 Report from the Facilities and Transit Management Division Re: Cowichan Seniors Community Foundation Supported Transportation Program Contract Review	21
Recommendation That it be recommended to the Board that the renewal of the Contract for Services Agreement with the Cowichan Seniors Community Foundation to provide supported transportation services for seniors for an additional year commencing April 1, 2018, for the annual fee of \$20,000 be approved.	

- R2 Report from the Facilities and Transit Management Division Re: Transit Fare Changes 25

Recommendation That it be recommended to the Board:

1. That transit fares for the Cowichan Valley conventional and handyDART systems, as outlined in Table 1 of the Facilities & Transit Division's February 6, 2018, staff report, be implemented effective July 1, 2018.

2. That transit fares for the Cowichan Valley commuter system, as outlined in Table 2 of the Facilities & Transit Division's February 6, 2018, staff report, be implemented effective July 1, 2018.

- R3 Report from the Facilities and Transit Management Division Re: Post Implementation Update for October 2016 Service Changes 53

Recommendation For Information.

- R4 Report from the Facilities and Transit Management Division Re: July 2018 Conventional Transit System Service Expansion 67

Recommendation That the Committee approve the following transit service changes as noted in the February 14, 2018, Cowichan Valley Transit 2018 Service Changes and Public Consultation Update report from BC Transit:

1. That Route 3 (Quamichan) be reconfigured to remove poorly used route segments and to provide more direct service.

2. That Route 4 (Maple Bay) be reconfigured to remove poorly used route segments and to add on the Marchmont neighbourhood area for direct service to and from Duncan.

3. That Route 5 (Eagle Heights) be reconfigured to remove poorly used route segments and to offer more direct routing between the Koksilah industrial park and Duncan.

4. That a new weekday morning trip be added to Route 6 (Crofton-Chemainus) to bridge the existing gap in service between 6:00 a.m. to 9:30 a.m.

5. That a new weekday evening trip be added to Route 7 (Cowichan Lake via Gibbins) at approximately 7:30 p.m. if

feasible.

R5 Report from the Facilities and Transit Management Division Re: Google Transit Trip Planner Verbal Report

Recommendation For Information

R6 Report from the Manager, Facilities and Transit Management Division Re: Transit Facility Project Update Verbal Report

Recommendation For Information

9. **UNFINISHED BUSINESS**

10. **NEW BUSINESS**

11. **QUESTION PERIOD**

12. **CLOSED SESSION**

Motion that the meeting be closed to the public in accordance with the *Community Charter* Part 4, Division 3, Section 90, subsections as noted in accordance with each agenda item.

CS M1 - Closed Session Minutes of the September 13, 2017 Transit Committee

CS R1 - Report from the Manager, Facilities and Transit Management Division Re: Land Acquisition {Sub (1)(e)}

13. **ADJOURNMENT**

The next Transit Committee Meeting will be held Wednesday, April 11, 2018 at 1:00 PM, in the Board Room, 175 Ingram Street, Duncan, BC.

Committee Members

Director K. Davis, Chairperson
Director S. Acton, Vice-Chairperson
Director M. Clement
Director B. Day
Director L. Iannidinardo

Director S. Jackson
Director K. Kuhn
Director J. Lefebure
Director K. Marsh

Director I. Morrison
Director A. Nicholson
Director A. Stone
Director T. Walker

Minutes of the Regular Transit Committee Meeting held on Wednesday, November 8, 2017 in the Regional District Board Room, 175 Ingram Street, Duncan BC at 3:00 PM.

PRESENT: Chair, K. Davis
Director S. Acton
Director M. Clement
Director B. Day
Director L. Iannidinardo
Director S. Jackson
Director K. Kuhn <after 3:02 PM>
Director J. Lefebure
Director K. Marsh
Director I. Morrison
Director A. Nicholson
Director A. Stone
Director T. Walker

ALSO PRESENT: John Elzinga, General Manager, Community Services
Mark Kueber, General Manager, Corporate Services
Jim Wakeham, Manager, Facilities and Transit Management
Erin Annis, Transit Analyst, Facilities and Transit Management
Michelle Lewers, Recording Secretary

GUESTS: Myrna Moore, Regional Transit Manager, BC Transit
Tyson Loreth, Project Manager Asset Management, BC Transit
Colin Oakes, Manager, First Canada
Bruce Pesowsky, General Manager, Oak Transit
Gerri Knott, Cowichan Lake Community Services

ADOPTION OF MINUTES

M1 Regular Transit Committee meeting of September 13, 2017

It was moved and seconded that the minutes of the Regular Transit Committee meeting of September 13, 2017 be adopted.

MOTION CARRIED

APPROVAL OF AGENDA

It was moved and seconded that the agenda, as amended to include a recommendation to adopt the minutes, be approved.

MOTION CARRIED

3:02 PM Director Kuhn entered the meeting at 3:02 PM.

REPORTS

R1 Report from the Manager, Facilities and Transit Management Division

Re: Update on Correspondence from Tofino Bus Services

The Manager, Facilities and Transit Management Division provided an update on the recent correspondence provided between Tofino Bus Service and the CVRD in relation to the Tofino Bus Service's application to the Passenger Transportation Board to amend its service license to include bus stops in some areas of the Cowichan Valley.

R2 Report from the Manager, Facilities and Transit Management Division
Re: Amendment to the Annual Operating Agreement with BC Transit to Incorporate the New Saturday Service Route 44

It was moved and seconded that it be recommended to the Board that the amendment to the Annual Operating Agreement with BC Transit include the service expansion hours and associated costs for Route 44 Saturday service operating between Duncan and Victoria commencing October 14, 2017, be approved.

MOTION CARRIED

R3 Report from the Manager, Facilities and Transit Management Division
Re: Outstanding Bad Debt

It was moved and seconded that the \$145.35 outstanding debt of Bruce Brothers Foods Limited be written off.

MOTION CARRIED

R4 Report from the Manager, Facilities and Transit Management Division
Re: 2018 Transit Promotions and Complimentary Pass Programs

It was moved and seconded that it be recommended to the Board:

- 1. That BC Transit's GradPASS program which offers Grade 12 students in the CVRD region day passes to ride the local bus service for two free days in June 2018 be approved;**
- 2. That the School's Out Transit Special offering free transit to all youth in the K-12 system in Cowichan Valley between March 17 and March 24, 2018, be approved; and**
- 3. That the complimentary bus pass program for refugees be updated for 2018 to provide up to 20 complimentary monthly passes per month for new-entry refugees settling in the Cowichan Valley between January 1 to December 31, 2018.**

MOTION CARRIED

R5 Report from the Manager, Facilities and Transit Management Division
Re: 2018 Budget Review - Function 106 Commuter Transit

It was moved and seconded:

- 1. That the 2018 Budget for Function 106 Commuter Transit be amended to increase Provincial grant funding \$27,500 and increase bus stop maintenance expenditure \$27,500.**
- 2. That the 2018 Budget for Function 106 be approved as amended.**

MOTION CARRIED

R6 Report from the Manager, Facilities and Transit Management Division
Re: 2018 Budget Review - Function 107 Transit

It was moved and seconded:

- 1. That the 2018 Budget for Function 107 Transit be amended to reduce the BC Transit Contract for Service expense amount by \$20,000, and to reduce the tax requisition amount by \$20,000.**
- 2. That the 2018 Budget for Function 107 be approved as amended.**

MOTION CARRIED

R7 Report from the Manager, Facilities and Transit Management Division
Re: Transit Service Fare Review

The Manager, Facilities and Transit Management Division provided information on the current transit service fares, history of fare changes, ridership, service costs, fare product trends, comparisons to other similar regions, and suggested options for consideration. The Committee was asked to provide comments about future changes. Transit Committee members discussed the various options proposed in the report.

It was moved and seconded that the conventional and handyDART fares be changed as per Option 3, and the Commuter fares be changed as per Option 4, in the November 1, 2017, Transit Fare Structure Review report from BC Transit; and that these changes be effective July 1, 2018.

MOTION DEFEATED

Management will be providing recommendations for fare changes at the next Transit meeting.

ADJOURNMENT

3:47 PM It was moved and seconded that the meeting be adjourned.

MOTION CARRIED

The meeting adjourned at 3:47 PM.

Chair

Recording Secretary

Dated: _____

Transit Committee**Request to Appear as a Delegation at the Transit Committee**

Transit meetings are held on the second Wednesday of the month at 1:00 p.m. (every 2nd month, starting February 14, 2018).

Please Note: Contact information supplied by you and submitted with this form will become part of the public record and will be published in a meeting agenda that is posted online when this matter is before the Transit Committee. If you do not wish this contact information disclosed, please contact the FOI Coordinator at 250.746.2507 or 1.800.665.3955 to advise.

Meeting Date	2/14/2018
Contact Information	
Contact Name	Vicki Holman
Representing	Cowichan Seniors Community Foundation
Number Attending	1
Address	135 Third Street
City	Duncan
Province	BC
Postal Code	V9L 1R9
Telephone Number	250 715-6481
Reply Email	cscfoundation@shaw.ca
Presentation Topic and Nature of Request	Supported Transportation for Seniors Report and Funding Request
Do you have a PowerPoint presentation?	Yes



Cowichan Seniors **Community Foundation**

February 14, 2018

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Our Foundation works to identify and act upon emerging issues affecting seniors through dialogue with government, businesses, not for profits and residents.

Our organization is managed by a volunteer Board of Directors with two part time staff and over 50 volunteers.

D1

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Our Programs:

Seniors Directory - A resource for seniors living in the Cowichan Region.

Meals on Wheels - Hot nutritious meals delivered in the Duncan area to seniors six days per week.

Supported Transportation for Seniors - Rides for seniors to and from medical and health related appointments.

Supported Transportation Program

a partner with the CVRD since 2011

If you need to:

- Get to a medical or health related appointment;
- Visit a friend or family member at the hospital; or
- Attend support group meetings.



WE CAN HELP....

A unique service for seniors requiring assistance to health related appointments

- A personalized companion service for clients inside and outside of the building;
- Scheduling is suited to the individual need with no wait times before or after appointments;
- The focus is for health related appointments only and not social engagements;
- Volunteers are able to support vulnerable clients throughout the service; and
- An affordable service.

How it works.....

CLIENTS

- Pre-register for the program
- Are interviewed to discuss expectations and assess suitability
- Access to self directed booking system

How it works.....

DRIVERS

- Must hold a valid drivers licence
 - Have \$2,000,000 liability insurance
- ⇒
- Obtain a criminal record check
 - Obtain a drivers abstract
 - Have a vehicle inspection for suitability
 - Receive mileage reimbursements

How it works.....

COORDINATOR

- Receives ride requests
- Dispatch drivers
- Trouble-shoot
- Is paid part time staff
- Works Monday to Friday (some weekend work is also required)

How it works.....

COMWICHAN SENIORS COMMUNITY FOUNDATION

- Obtains additional insurance up to \$5,000,000 liability
- Registers both clients and drivers
- Retains client and driver records
- Records ridership statistics
- Issues tax receipts for donations
- Leverages community funding

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Facts and Figures 2017*

Registered Clients
 Volunteer Drivers
 Kilometres Driven
 Number of one way rides
 Customer Donations
 CVRD Funding

<u>2016</u>	<u>2017</u>	<u>Change %</u>
316	413	31
32	39	22
25,549	23,528	-8
1,639	1,687	3
\$3,500	\$3,976	14
\$17,500	\$17,500	0



*Data for Jan - Dec period in 2017

Contract funding based on April 1 to March 31 year

Exceeded 2017 program goals set for registered clients (10%)

Trip locations

one-way rides*

	<u>Trips</u>	<u>%</u>
Duncan	658	39
North Cowichan	432	26
Lake Cowichan	180	11
Mill Bay	78	5
Shawnigan Lake	123	7
Cobble Hill	68	4
Cowichan Bay	118	7
Cowichan Station, Glenora, Sahtlam	12	1
Cowichan Lake South, Skutz Falls	2	0
Ladysmith	6	0
Saltair**	6	0
Meade Creek/Youbou	<u>4</u>	<u>0</u>
Total one-way rides all areas	1,687	100%

*The area reporting methodology for rides was updated in 2017 to match CVRD electoral area boundaries more accurately.

** Transportation services to Saltair are available through this program. This is funded via non-CVRD sources.

2018 Program Goals

- 10% increase in registered clients
- 10% increase in the # of rides
- Increase program participation in the north (Cheminus, Crofton and Ladysmith)
- Develop a communication strategy to ensure seniors service providers and potential clients are aware of the program

Existing Program Challenges

Volunteer Driver Recruitment;

- ❖ This was the number one challenge for 2017. Advertising, volunteer information sessions, website and facebook activities were not successful.
- ❖ Redesign of recruitment strategy is necessary.
- ❖ Increase to mileage compensation rate proposed in 2018 (\$0.40/km to \$0.45/km)

2018 Budget Request:

Drivers' re-imburement @\$.45/km	\$11,250
Coordinator Wages	\$14,000
Other Program Costs	\$6,500
Marketing/Outreach	<u>\$3,000</u>
Total Project Cost	\$ 34,750
CVRD funding	\$20,000
Customer Donations	\$4,000
Business Sponsorship	\$3,000
Other Volunteer Donations	\$5,000
Other Fundraising	<u>\$2,750</u>
Total Project Revenue	\$ 34,750

Our request

The Cowichan Seniors Community Foundation respectfully requests that the CVRD support and fund the 2018 Supported Transportation Program by contributing \$20,000.

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Thank you





STAFF REPORT TO COMMITTEE

DATE OF REPORT January 23, 2018

MEETING TYPE & DATE Transit Committee of February 14, 2018

FROM: Facilities & Transit Division
Community Services Department

SUBJECT: Cowichan Seniors Community Foundation Supported Transportation Program Contract Review

FILE:

PURPOSE/INTRODUCTION

The purpose of this report is to review the Contract for Services Agreement with the Cowichan Seniors Community Foundation for the Supported Transportation Program.

RECOMMENDED RESOLUTION

That it be recommended to the Board that the renewal of the Contract for Services Agreement with the Cowichan Seniors Community Foundation to provide supported transportation services for seniors for an additional year commencing April 1, 2018, for the annual fee of \$20,000 be approved.

BACKGROUND

The Cowichan Seniors Community Foundation (CSCF) commenced providing door to door transportation services in October 2011 on a trial basis and formally launched the supportive transportation services to Cowichan Seniors on January 2012. In 2013, the CVRD approved \$12,000 to continue growing this initiative and in 2014 the CVRD approved a further increase to \$15,000 to allow the service to expand to the outlying areas of the CVRD for these transportation services. In 2016, funding levels were increased to \$17,500 to help attract more drivers and in recognition of increased rides and distances being covered by this program. This funding level was maintained in 2017.

The Foundation's service has augmented the Cowichan handyDART services by providing specialized transportation services to seniors for health and medical related appointments which reduce growing demands on the handyDART system. The Foundation provides a personalized service that includes transportation directly to and from appointments using volunteer drivers. This service offers flexibility for booking medical trips as drivers pick up and drop off clients while also assisting them to their appointments.

The program is well used and supported by the community. The program has seen continued growth in service area coverage and clients being serviced from providing only 670 trips in 2012 to 1,687 annual one-way trips in 2017.

The Foundation is seeking continued support for the program with a one year contract renewal and increased funding to \$20,000 from the CVRD. This increased amount is requested to support program growth and an increase in the volunteer driver mileage compensation rate, from \$0.40/km to \$0.45/km, which is reasonable.

ANALYSIS

CSCF continues to see strong demand for its program with a 31% increase in 2017 client registration numbers over 2016 figures and a 21% increase in one-way trips provided. Volunteer

drivers have increased but retention and continued recruitment of drivers is an ongoing challenge. With proven demand for this service, growing community need, and no immediate handyDART service expansion planned, a one year renewal of the contract is recommended in the amount of \$20,000 provided to CSCF.

FINANCIAL CONSIDERATIONS

The CVRD signed a one year contract for service agreement with CSCF to provide \$17,500 for 12 months' service covering April 1, 2017, to March 31, 2018. Although the request and rationale for increased funding of \$20,000 is understood, the 2018 transit budget for function 107 approved \$17,500 in funding for CSCF. Even though the bus stop maintenance and contingency accounts have fairly low budgets, staff feel the funding request is valid and the additional \$2,500 would be funded out of the \$15,000 contingency amount. Staff recommended that the contract with CSCF be renewed for \$20,000.

COMMUNICATION CONSIDERATIONS

Confirmation of the contract renewal and funding contribution to be provided to CSCF as soon as possible as the current contract expires March 31, 2018.

STRATEGIC/BUSINESS PLAN CONSIDERATIONS

This report supports the Sound Fiscal Management component of the Corporate Strategic Plan as it addresses the Service Delivery Review aspect.

Referred to (upon completion):

- Community Services (*Island Savings Centre, Cowichan Lake Recreation, South Cowichan Recreation, Arts & Culture, Public Safety, Facilities & Transit*)
- Corporate Services (*Finance, Human Resources, Legislative Services, Information Technology, Procurement*)
- Engineering Services (*Environmental Services, Recycling & Waste Management, Water Management*)
- Land Use Services (*Community Planning, Development Services, Inspection & Enforcement, Economic Development, Parks & Trails*)
- Strategic Services

Prepared by:



Erin Annis
Transit Analyst

Reviewed by:



Jim Wakeham
Manager



John Elzinga
General Manager

ATTACHMENTS:

Attachment A – January 2018, Letter from CSCF Re: Supported Transportation Program



Cowichan Seniors
Community Foundation

135 Third Street
Duncan, BC V9L 1R9
tel: 250 715-6481
e-mail: cscfoundation@shaw.ca

January 12, 2018

Jim Wakeham
Manager, Facilities and Transit Management Division
Community Services Department
Cowichan Valley Regional District
175 Ingram Street
Duncan, BC V9L 1N8

Dear Jim Wakeham,

RE: Supported Transportation Program

Attached you will find our presentation to the CVRD Transit Committee regarding our 2018/19 Supported Transportation Program funding.

Over the past year our challenges have been to address the constant need to recruit volunteers. The program continues to grow and while we have nearly 40 on our roster there is a constant turn over and a need to cover vacation scheduling. We had advertised three volunteer information sessions this year with no results. Our success was found through face to face conversations at our volunteer conference this fall. Throughout 2018 we will plan for more face to face presentations with service clubs, seniors centres and volunteer events throughout the Region.

Our request to the CVRD indicates an increase to \$20,000. This increase is associated with an increase in mileage expenses to \$0.45/km for volunteer drivers (from \$0.40/km), and increased in wages for the volunteer coordinator to keep pace with actual time spent administering this program. Both of these measures are critical to supporting continued growth of this highly successful program.

Should you have any further questions please do not hesitate to call me.

Sincerely,

Vicki Holman
Executive Director



STAFF REPORT TO COMMITTEE

DATE OF REPORT February 6, 2018
MEETING TYPE & DATE Transit Committee of February 14, 2018
FROM: Facilities & Transit Division
 Community Services Department
SUBJECT: Transit Fare Changes
FILE:

PURPOSE/INTRODUCTION

The purpose of this report is to approve fare changes for the Cowichan Valley Transit System to be implemented in July 2018 alongside service improvements on select local routes.

RECOMMENDED RESOLUTION

That it be recommended to the Board:

1. That transit fares for the Cowichan Valley conventional and handyDART systems, as outlined in Table 1 of the Facilities & Transit Division's February 6, 2018, staff report, be implemented effective July 1, 2018; and
2. That transit fares for the Cowichan Valley Commuter system, as outlined in Table 2 of the Facilities & Transit Division's February 6, 2018, staff report, be implemented effective July 1, 2018.

BACKGROUND

BC Transit typically reviews fare structures every three to five years to provide local government partners with information, trends, and options for change. The last Cowichan Valley fare change was implemented in October 2014, but not all fares were changed at that time. The current fare review was initiated in 2017 to coincide with service improvements on select local routes planned for implementation in July 2018 and the production of a new rider's guide.

The fare review was also guided by the need to increase user revenues to help offset increased costs and the effect on requisition in providing transit services from year to year, increased costs associated with the July 2018 1,500 hour service expansion, as well as some significant cost pressures anticipated. These include additional fleet replacements in 2018 and 2019, improvements to the commuter infrastructure, the new transit operations and maintenance facility opening in early 2019, and a future competitive process for selection of the transit operating company or companies.

In November 2017, a staff report providing fare change options was presented to the Committee for information (see Attachment A), which was based on an in-depth fare structure review report from BC Transit (see Attachment B). The staff report summarized local government costs for providing transit services over the past five years and commented on ridership and revenue trends observed in Cowichan.

Based on the Committee's input at that meeting, fare change recommendations based on option 2 for the conventional & handyDART systems and also option 2 for the Commuter system are recommended below for implementation in July 2018. Please note, a change to retain the semester pass with a \$125 fare versus eliminating it is now recommended to preserve a small

discount and affordability for post-secondary students consistent with other transit systems around the province.

These fare changes will provide increased revenues to help offset increasing and new costs, while still maintaining affordability for transit users which were both raised by Committee members as key concerns.

ANALYSIS

Conventional & handyDART systems:

The last fare change in October 2014 created a universal cash fare of \$2 for all customers using local routes as well as handyDART services. Student and senior cash fares were raised by \$0.25 and handyDART fares were reduced by \$0.25 to achieve this universal price. BC Transit recommends universal cash fares as a means to simplify fare structures and reduce potential conflict for operators in trying to verify age-based discounts. It should be noted that adult cash fares have been \$2 since 2010.

In 2014, discounted ticket fares (sheets of 10) for both adults as well as students/seniors went up 12.5% (from \$16 to \$18) and 11% (from \$13.50 to \$15) respectively. Monthly pass fares, however, remained the same, with no increases implemented. Monthly pass fares have also been the same since 2010.

Although previously presented in November 2017, elimination of the semester pass due to low sales is no longer recommended. Staff recommend keeping this product but increasing the fare from \$115 to \$125. This changes the overall projected annual revenue to \$34,182 from \$36,952.

Table 1 below includes the recommended transit fares for implementation on July 1, 2018, for the Cowichan Valley Conventional and handyDART systems.

Table 1: Cowichan Valley Conventional and handyDART Fares

Fare Type	Rider	Current Fare	New Fares
Cash	All	\$2.00	\$2.25
	<i>(Children 4 years and under are Free)</i>	<i>(Children 4 years and under are Free)</i>	<i>(Children 4 years and under are Free)</i>
Day pass	All	\$4.00	\$4.50
Tickets (10)	Adult	\$18.00	\$20.25
	Student/senior	\$15.00	
Monthly pass	Adult	\$48.00	\$50.00
	Student/senior	\$36.00	\$38.00
Semester pass	Post-secondary student	\$115.00	\$125.00
handyDART cash	Registered users & attendants	\$2.00	\$2.25
	<i>(Attendants ride Free)</i>	<i>(Attendants ride Free)</i>	<i>(Attendants ride Free)</i>

handyDART tickets (5)	Registered users & attendants <i>(Attendants ride Free)</i>	\$10.00 <i>(Attendants ride Free)</i>	\$11.25 <i>(Attendants ride Free)</i>
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Commuter system:

In 2014, commuter fares increased with cash fares changing from \$7 to \$8 and ticket fares changing from \$63 to \$72 (a 14% increase in both cases). Monthly pass fares also increased by 16% for Zone A passes (from \$165 to \$192) and Zone B passes (from \$200 to \$232). In October 2017 a pilot Saturday express service commenced with a cash fare of \$10.00.

Table 2 below includes the recommended transit fares for implementation on July 1, 2018, for the Cowichan Valley Commuter system.

Table 2: Cowichan Valley Commuter Fares

Fare Type	Rider	Current Fare	New Fares
Cash	All* <i>(Children 4 years and under are Free)</i>	\$8.00 <i>(Children 4 years and under are Free)</i>	\$10.00 <i>(Children 4 years and under are Free)</i>
Tickets (10)	All	\$72.00	\$90.00
Monthly pass	Zone A (includes the Commuter and Cowichan Transit)	\$192.00	\$204.00
	Zone B (includes the Commuter, Cowichan Transit and Victoria Regional routes)	\$232.00	\$246.00

FINANCIAL CONSIDERATIONS

Implementing the recommended conventional and handyDART systems fare changes in July 2018 will generate an estimated \$17,091 in incremental user revenues in 2018 (6 month impact). This was not accounted for in the 2018 Budget for Function 107.

Implementing the recommended Commuter system fare changes in July 2018 will generate an estimated \$9,261 in incremental user revenues in 2018 (6 month impact). This was not accounted for within the 2018 Budget for Function 106.

COMMUNICATION CONSIDERATIONS

Advise BC Transit of fare changes approved by the CVRD by March 15, 2018. BC Transit normally requires a minimum of two month's notice to implement a fare change. However, it is recommended that customers are provided with a minimum of three month's notice given the higher monetary value of commuter system fare products and associated financial impacts.

STRATEGIC/BUSINESS PLAN CONSIDERATIONS

This report addresses the Sound Fiscal Management component of the Strategic Plan.

Referred to (upon completion):

- Community Services** (*Island Savings Centre, Cowichan Lake Recreation, South Cowichan Recreation, Arts & Culture, Public Safety, Facilities & Transit*)
- Corporate Services** (*Finance, Human Resources, Legislative Services, Information Technology, Procurement*)
- Engineering Services** (*Environmental Services, Recycling & Waste Management, Water Management*)
- Land Use Services** (*Community Planning, Development Services, Inspection & Enforcement, Economic Development, Parks & Trails*)
- Strategic Services**

Prepared by:



Erin Annis
Transit Analyst

Reviewed by:



Jim Wakeham
Manager



John Elzinga
General Manager

ATTACHMENTS:

- Attachment A – Transit Service Fare Review Staff Report (November 8, 2017)
- Attachment B – Fare Structure Review Report from BC Transit



STAFF REPORT TO COMMITTEE

DATE OF REPORT November 2, 2017
MEETING TYPE & DATE Transit Committee of November 8, 2017
FROM: Facilities & Transit Division
 Community Services Department
SUBJECT: Transit Service Fare Review
FILE:

PURPOSE/INTRODUCTION

The purpose of this report is provide information about the transit service fare review, along with proposed options for changes to consider prior to implementing for July 1, 2018. Staff will be seeking Committee feedback to assist with the proposed recommendations presented at the next Transit Committee meeting.

RECOMMENDED RESOLUTION

For Information.

BACKGROUND

BC Transit typically reviews fare structures every three to five years to provide local government partners with information, trends, and options for change. The last Cowichan Valley fare change was implemented in October 2014, but not all fares were changed. The current fare review is initiated to coincide with service improvements planned for implementation in July 2018 and production of a new rider's guide.

From a local government perspective, the current fare review is also guided by the need to increase user revenues to help offset increased costs and the effect on requisition in providing transit services from year to year, as well as significant cost pressures anticipated from additional fleet replacements in 2018 and 2019, the new transit operations and maintenance facility opening in early 2019, and in conjunction with the opening of the new facility, a future competitive process for selection of the transit operating company or companies.

To assist with this fare review, BC Transit has produced a report (Attachment A) which provides an overview of ridership and revenue trends on the various Cowichan Valley systems. This report comments on fare prices and trends in other similar systems as well as general BC Transit fare guidelines. It offers options for potential fare structure changes. The analysis below discusses these options further for the Committee's information and consideration at this time. A report with formal recommendations will be brought forward at the next Transit Committee meeting to allow adequate time for changes to be implemented and advertised alongside service improvements in July 2018.

ANALYSIS

Conventional & handyDART systems:

The last fare change implemented in October 2014 created a universal cash fare of \$2 for all customers using local routes as well as handyDART services. Student and senior cash prices were raised by \$0.25 and handyDART fares were reduced by \$0.25 to achieve this universal price. BC Transit recommends universal cash fares as a means to simplify fare structures and reduce potential conflict for operators in trying to verify age-based discounts. It should be noted that adult cash prices have been \$2 since 2010.

In 2014, discounted ticket prices (sheets of 10) for both adults as well as students/seniors went up 12.5% (from \$16 to \$18) and 11% (from \$13.50 to \$15) respectively. Monthly pass prices however, remained the same with no increases implemented. Monthly pass prices have also been the same since 2010.

Based on information from BC Transit, ridership and revenues over the past 5 years have remained relatively stable year over year. Costs to provide transit service have grown and these cost increases can be attributed to many factors including: the aging local fleet and increased maintenance costs for the community sized buses used in Ladysmith, Youbou, Honeymoon Bay, and the handyDART fleet, as well as service expansions. HandyDART expansion in October 2014 added 2,500 hours and 1 new bus and the conventional expansions of 4,100 hours and 2 new buses in 2013 mainly for the introduction of the Ladysmith service, and for July 2018 adding 1,500 hours adds to service costs. Also future costs are expected to increase with the regular inflationary increases and the opening of the transit maintenance facility. The table below outlines the increase in CVRD transit costs since 2015.

**CVRD Transit Costs and Revenue Comparison for Function 107
(Conventional & handyDART), 2015 to 2018:**

	2015	2016	2017 *	2018 *	Change 2015 - 2018	%
CVRD Total costs **	\$2,786,077	\$2,897,042	\$2,957,111	\$3,025,537	\$239,460	8.6
Tax Requisition	\$2,124,548	\$2,247,053	\$2,337,811	\$2,401,637	\$277,089	13.0
Fare Revenues ***	\$524,967	\$519,334	\$532,300	\$531,900	\$6,933	1.3

Notes:

* 2017 costs above are Amended Budget figures and 2018 costs are Draft Budget figures. 2015 & 2016 are actual CVRD costs incurred for Function 107.

** CVRD total costs include the CVRD's expenses such as bus stop and shelter maintenance, staff wages, allocations, ticket sale commissions, etc. and the CVRD's share of the BC Transit legislated cost shared operating expenses.

*** There are also other (non-fare) revenues that come from advertising and municipal grants. Only fare revenues are shown above because proposed fare structure changes will only impact this revenue source.

Any fare change must consider balancing affordability for riders along with affordability for taxpayers. The table above illustrates that total CVRD costs incurred for Function 107 have risen by nearly 9% since 2015. Over this same timeframe, tax requisition amounts have grown by 13% while fare revenues have only increased by just 1.3%. System performance standards adopted by the CVRD in 2015 further established a cost recovery target of 24% for the conventional system. In 2016/17, cost recovery for the conventional system was 16.7% pointing to the need for growth in fares.

As shown in the table below, the most common fare type used on local Cowichan Valley routes is cash; it accounts for 62% of fare revenues (excluding BC bus pass). As a result, modest increases to cash fares will be important in any fare change to have an impact. The options presented in BC Transit's report and summarized below aim to maximize fare revenues, be cost-effective to administer, and maintain ridership.

Conventional & handyDART System Fare Change Options:

Fare Type (Utilization)	Rider	Current Fare	Option 1	Option 2	Option 3
Cash (62%)	All	\$2.00	\$2.25	\$2.25	\$2.50
Day pass (1%)	All	\$4.00	\$4.50	\$4.50	\$5.00
Tickets (Sheet of 10) (12%)	Adult	\$18.00	\$20.25	\$20.25 (no age based discount)	\$22.50 (no age based discount)
	Student/senior	\$15.00	\$17.25		
Monthly pass (24%)	Adult	\$48.00	\$50.00	\$50.00	\$52.00
	Student/senior	\$36.00	\$38.00	\$38.00	\$40.00
Semester pass (1%)	Post-secondary student	\$115.00	\$120.00	Discontinued*	Discontinued*
handyDART cash	Registered users & attendants	\$2.00	\$2.25	\$2.25	\$2.50
handyDART tickets (5)	Registered users & attendants	\$10.00	\$11.25	\$11.25	\$12.50
Projected Annual Revenue			\$32,154	\$36,952	\$65,331
2018 Pro-rated CVRD Revenue (July 2018 implementation)			\$16,077	\$18,476	\$32,666

Note: *Elimination of the semester pass is included as an option based on low sales of these passes in 2016 and 2017. Only 45 passes were sold in 2016 and 25 have been sold in 2017. If discontinued, post-secondary students would have the option to purchase student monthly passes.

Options 1 and 2 presented above propose a \$0.25 increase to cash fares for local routes as well as handyDART and a \$0.50 increase to day passes (a 12.5% increase in both cases). Option 3 proposes a bigger increase of \$0.50 to cash fares and \$1.00 for day passes (a 25% increase in both cases). Option 1 increases ticket prices but maintains the student/senior age-based discount, whereas Options 2 and 3 move to a universal ticket price of \$20.25 or \$22.50 respectively for everyone which is consistent with BC Transit's recommendation to eliminate age-based discounts.

All options propose increases to monthly pass prices with Option 3 recommending an 8% and 11% increase respectively for adult and student/senior passes, where Options 1 and 2 recommend more modest increases of 4% and 6%. Since pass prices have not changed since 2010, an increase would be appropriate.

Option 1 preserves the semester pass product (a discounted 4 month pass for post-secondary students) with a modest price increase from \$115 to \$120 (a 4% increase). Options 2 and 3 recommend elimination of the semester pass based on historically low sales of this product in Cowichan. Removal of this product offers small cost savings on production expenses and is

expected to generate small incremental annual revenues with the conversion to purchase student monthly passes instead.

It should be noted that BC Transit has eliminated transfers in some local systems (Victoria and more recently Nanaimo). Transfers allow riders to transfer from one route to another without repaying the cash fare and can only be used for one-way travel within a 90 minute period. When transfers are eliminated some cash fares are replaced with a new DayPASS product purchased on-board, which is typically valued at two times the standard cash fare rate. BC Transit does not recommend eliminating transfers in the Cowichan Valley at this time until a better understanding of costs implications associated with tracking and administering the on-board DayPASS is known.

Commuter system (Function 106):

In 2014, commuter fare prices increased with cash fares changing from \$7 to \$8 and ticket prices changing from \$63 to \$72 (a 14% increase in both cases). Monthly pass prices also increased by 16% for Zone A passes (went from \$165 to \$192) and Zone B passes (went from \$200 to \$232).

CVRD Transit Costs and Revenue Comparison for Function 106 (Commuter), 2015 to 2018:

	2015	2016	2017*	2018*	Change 2015 - 2018	%
CVRD Total costs**	\$408,889	\$409,977	\$472,955	\$513,321	\$104,432	25.5
Tax Requisition	\$181,705	\$206,705	\$206,705	\$228,971	\$47,266	26
Fare Revenues***	\$239,507	\$236,191	\$257,000	\$275,000	\$35,493	14.8

Notes:

* 2017 costs are Amended Budget figures and 2018 costs are the Draft Budget figures. 2015 & 2016 are actual CVRD costs incurred for Function 106.

** CVRD total costs include the CVRD's expenses such as bus stop and shelter maintenance, staff wages, allocations, ticket sale commissions, etc. and the CVRD's share (after split with Victoria Regional Transit Service) of the BC Transit legislated cost shared operating expenses.

*** There are also other (non-fare) revenues that come from advertising and municipal grants. Only fare revenues are shown above because proposed fare structure changes will only impact this revenue source.

CVRD costs to provide the commuter service have increased nearly 26% since 2015. Tax requisition amounts have grown by the same amount and fare revenues have increased by nearly 15% over this same timeframe. Future costs are expected to increase with the need for additional park and ride capacity, as well as the opening of the transit maintenance facility. The commuter fleet is also approaching a decade in service (mid-life span) which generally leads to more expensive repairs and refurbishments. Construction activity on the TransCanada Highway in Victoria and the Malahat corridor has also increased service costs over the last two years due to delays and increased fuel and labour costs. The table below outlines options for Commuter fare changes.

Commuter System Fare Change Options:

Fare Type (Utilization)	Rider	Current Fare	Option 1	Option 2	Option 3*	Option 4
Cash (18%)	All	\$8.00	\$9.00	\$10.00	\$10.00	\$10.00
Tickets (16%)	All	\$72.00	\$81.00	\$90.00	\$90.00	\$80.00*
Monthly pass (66%)	Zone A	\$192.00	\$200.00	\$204.00	\$208.00	\$208.00
	Zone B (includes travel on Victoria routes)	\$232.00	\$242.00	\$246.00	\$250.00	\$250.00
Projected Annual Revenue			\$21,476	\$37,042	\$41,039	\$34,936
Net Annual CVRD Revenue Share**			\$10,738	\$18,521	\$20,520	\$17,468
2018 Pro-rated CVRD Revenue Share (July 2018 implementation)			\$5,369	\$9,261	\$10,260	\$8,743

Notes:

* Option 4 offers 10 tickets for the price of 8 vs. 10 tickets for the price of 9 which is the typical approach and is reflected in Options 2 and 3.

** Local government costs and revenues for the Commuter are shared 50% with the Victoria Regional Transit Commission. Costs in the table above are the CVRD's net share of revenues.

Fare change options above recommend increases to all fare types with Option 1 providing the most modest increases. Options 2 and 3 adopt cash pricing similar to the current \$10 fare on new Saturday Route #44. Monthly pass increases shown are 4%, 6%, and 8% respectively rounded to the nearest dollar for Zone A and Zone B passes. Option 4 provides a more discounted rate on tickets at 10 for the price of 8 vs. the usual BC Transit standard of 10 for the price of 9.

Other Fare Recommendations:

BC Transit's Report also reviewed and offers information with respect to ProPASS and Family Travel programs for consideration.

A) The ProPASS program offers discounted bus passes for employees that are paid for through payroll deductions. BC Transit recommends against implementing this program due to the extensive time and cost required to administer the program by local government partners, and the added complexity of accounting for this program based on the shared funding arrangement for commuter routes with the Victoria Regional Transit Commission. Locally, there are not many large scale employers with long term employees likely to take advantage of such a program.

B) Family travel programs enable an adult customer with a monthly pass to bring up to four children (12 years and under) on board for free. There are advantages and disadvantages to this program. Some advantages include promoting transit to youth to encourage future ridership, promoting the use of prepaid monthly passes by adults, and being a good faith gesture by local government to increase ridership. Disadvantages include potential for increased conflict and fare evasion as operators would need to try to verify another type of age-based discount, potential confusion by customers as this program relates strictly to monthly passes, and the lack of quantifiable data about revenue impacts and ridership benefits to confirm that such programs have increased ridership in other systems. The Cowichan Valley local and commuter systems already offer free

transit for all children age 4 years and under to help families with young kids use the system. Adding another program specific to monthly passes is not recommended at this time.

FINANCIAL CONSIDERATIONS

Estimated incremental fare revenues are summarized in the tables above. For conventional and handyDART system fares, Option 1 offers the most modest increases but provides the least additional revenue (\$32,154 annually) where Option 3 is the most aggressive (\$65,331 annually).

For commuter system fares, Option 1 provides an additional \$10,738 in CVRD revenues annually whereas Option 3 provides nearly double at \$20,520 per year.

Conventional & handyDART Option 3 and Commuter Option 3 add the most revenue potential with up to \$85,851 in estimated incremental revenues per year over a full year period.

COMMUNICATION CONSIDERATIONS

Provide BC Transit with any update to fare option recommendations based on CVRD Committee review and discussion. BC Transit requires a minimum of two month's notice to implement a fare change. If changes are proposed and adopted for Commuter fares, a minimum of three month's notice to users is recommended given the higher monetary value of these fare products and associated financial impacts for the customer.

STRATEGIC/BUSINESS PLAN CONSIDERATIONS

This report addresses the Sound Fiscal Management component of the Strategic Plan.

Referred to (upon completion):

- Community Services (*Island Savings Centre, Cowichan Lake Recreation, South Cowichan Recreation, Arts & Culture, Public Safety, Facilities & Transit*)
- Corporate Services (*Finance, Human Resources, Legislative Services, Information Technology, Procurement*)
- Engineering Services (*Environmental Services, Recycling & Waste Management, Water Management*)
- Land Use Services (*Community Planning, Development Services, Inspection & Enforcement, Economic Development, Parks & Trails*)
- Strategic Services

Prepared by:




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Reviewed by:



Jim Wakeham
Manager



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ATTACHMENTS:

Attachment A – Fare Structure Review Report from BC Transit

Fare Structure Review

Cowichan Valley Regional District



November 1st, 2017

Cowichan Valley
Regional District



OVERVIEW

BC Transit has prepared this report for the Cowichan Valley Regional District (CVRD). It examines the fare structures currently in place for the Cowichan Valley Regional Transit System and the Cowichan Valley Commuter, discusses historical ridership and revenue trends in both, and draws comparisons to peer systems and BC Transit fare guidelines. It then presents recommendations on potential new fare structures for each system, with the purpose of increasing fare revenues to help offset the increased costs to provide the services since the most recent fare change in 2014.

BACKGROUND INFORMATION

Current Fare Structure

The following tables outline the current fare structures for the Cowichan Valley Regional Transit System conventional and handyDART service and for the Cowichan Valley Commuter. These fare structures were implemented in October 2014 and introduced single cash and DayPASS fares to the conventional system. There were moderate increases in ticket and semester pass fares, while monthly pass fares remained unchanged. handyDART fares were lowered \$0.25 to match conventional fares at the advice of BC Transit so to not discriminate against handyDART users. Cowichan Valley Commuter fares were raised in each product category.

Table 1: Current Conventional Fare Structure

Fare Product	Riders	Current Fare	Previous Fare
Cash	All	\$2.00	\$2.00 / \$1.75
DayPASS	All	\$4.00	\$4.00 / \$3.25
Tickets (10) (Discounted)	Adult	\$18.00	\$16.00
	Student/Senior	\$15.00	\$13.50
Monthly Pass	Adult	\$48.00	\$48.00
	Student/Senior / Post-Secondary Student	\$36.00	\$36.00
Semester Pass	Post-Secondary Student	\$115.00	\$112.00

Table 2: Current handyDART Fare Structure

Fare Product	Riders	Current Fare	Previous Fare
Cash	Registered Users / Companions	\$2.00	\$2.25
Tickets (5)	Registered Users / Companions	\$10.00	\$11.25

Table 3: Current Cowichan Valley Commuter Fare Structure

Fare Product	Riders	Current Fare	Previous Fare
Cash	All	\$8.00	\$7.00
Tickets (10)	All	\$72.00	\$63.00
Monthly Pass	All - Zone A	\$192.00	\$165.00
	All - Zone B	\$232.00	\$200.00

Revenue and Ridership Historical Performance

The tables below outline key performance statistics for the Cowichan Valley conventional system and the Cowichan Valley Commuter for the fiscal year 2016/17.

Table 4: Conventional Key Performance Measures

Measure	Performance		
	Cowichan Valley	Youbou	Combined
Ridership Growth (5-year annual compound rate)	0%	-4%	0%
Revenue Growth (5-year annual compound rate)	1%	-3%	1%
Total Ridership	358,622	6,152	364,774
Total Revenue	\$507,056	\$11,746	\$518,802
Total Revenue from Fare Sources*	\$399,701	\$11,746	\$411,447
Total Fare Revenue from Prepaid Sources	38%	18%	38%
Average Fare	\$1.34	\$1.91	\$1.35
Total Expenses Growth (5-year annual compound rate)	5%	4%	5%
Total Cost Recovery	16%	4%	15%

*Excludes advertising, BC Bus Pass and grant revenue. Represents revenue that can be affected by fare change.

Ridership: Annual ridership in the CVRD's conventional service peaked in 2014/15 and has a compound annual growth rate (CAGR) of zero percent over the past five years.

Revenue: Similarly, revenue peaked in 2014/15, but trends positively, with a one percent five-year CAGR. Average fare increased by one percent CAGR over five years, while fare revenue from prepaid sources increased at a two percent CAGR over the five-year span.

Cost Recovery: While revenue has increased, expenses have as well and at a higher rate, with large increases observed in 2012/13 and in the most recent fiscal year, 2016/17. Total expenses (operating costs and debt service) have increased five percent CAGR in the past five years. Accordingly, improving cost recovery through increased fare revenues is a consideration as a part of this review.

Table 5: Cowichan Valley Commuter Key Performance Measures

Measure	Performance
Ridership Growth (5-year annual compound rate)	0%
Revenue Growth (5-year annual compound rate)	3%
Total Ridership	80,332
Total Revenue	\$482,745
Total Revenue from Fare Sources*	\$482,745
Total Fare Revenue from Prepaid Sources	82%
Average Fare	\$6.01
Total Expenses Growth (5-year annual compound rate)	2%
Total Cost Recovery	46%

*Excludes advertising, BC Bus Pass and miscellaneous revenue. Represents revenue that can be affected by fare change.

For reference, revenue and expenses from the Cowichan Valley Commuter are shared between the Cowichan Valley Regional District and the Victoria Regional Transit Commission.

Ridership: Annual ridership on the Cowichan Valley Commuter peaked in 2013/14 and has remained steady over the past five years, with a five-year CAGR of zero percent.

Revenue: Revenue from the Cowichan Valley Commuter peaked in the most recent fiscal year, 2016/17, with a five-year CAGR of three percent.

Cost Recovery: While revenues have increased at a rate of three percent CAGR over five years, expenses have increased as well, albeit at a lower rate of two percent CAGR.

Fare Revenue Composition

The composition of fare revenue (cash vs. prepaid products) can result in the following outcomes:

Cash-dominant

- Full fare is paid (no discounts for pre-payment)
- Revenue and average fare are maximized

Prepaid product-dominant

- Greater stability, predictability and security of revenue
- Promotion of frequent ridership amongst existing customers
- Improved on-time performance and operational efficiency

In general, BC Transit recommends the promotion of prepaid products. The chart below indicates how fare revenue from conventional service is divided by fare type:

Figure 1: Conventional Revenue by Fare Type

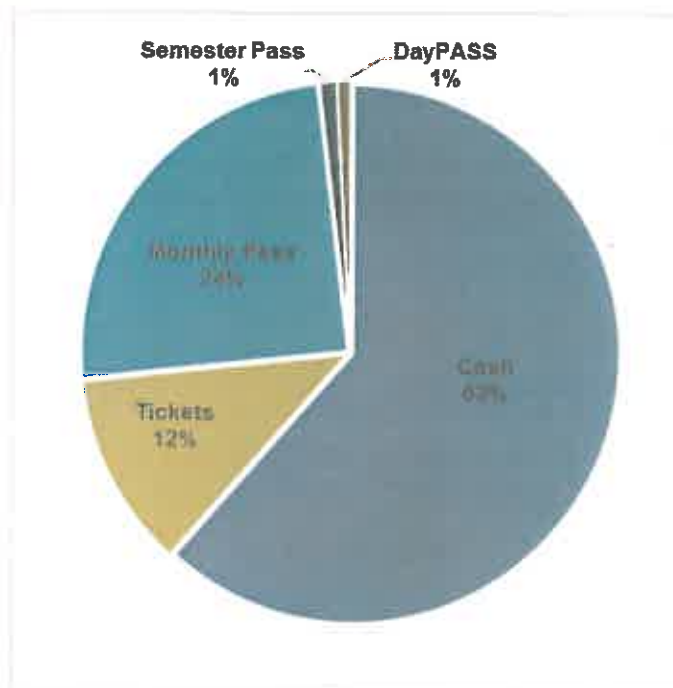


Figure 1 outlines the large proportion of conventional revenue that is made up by cash fares. In this, any adjustments to cash fare would have the biggest impact on fare revenues, followed by monthly passes, then tickets. Of note, this chart only considers fare revenues, which makes up 79% of total revenues. The other 21% is contributed through non-fare sources such as advertising and the BC Bus Pass program. In addition to the chart above, trends in each individual product type is provided in the table below:

Table 6: Conventional Fare Product Composition by Product

Product	Percent of Total Fare Revenue	Five-Year Compound Annual Growth Rate
Cash	62%	1%
Adult Tickets (10)	6%	-10%
Student/Senior Tickets (10)	6%	4%
Adult Monthly Pass	14%	13%
Student/Senior / Post-Secondary Monthly Pass	10%	4%
Semester	1%	1%
DayPASS	1%	53%
	100%	

Table 6 outlines the recent trends observed in each of the product categories in the CVRD's conventional service. In general, growth observed in the majority of the prepaid fare products is positive. The exception to this being adult tickets, which is trending downwards. In looking deeper, the downward trend in adult tickets coincides with increases observed in the purchase of adult monthly passes. This can reasonably be attributed to changes made during the last fare review, where adult ticket prices were increased while adult monthly pass prices were left unchanged, making the monthly passes more appealing to purchase and use. From a ridership perspective, having customers purchasing a monthly pass over tickets and using the service more regularly is positive.

Figure 2: Cowichan Valley Commuter Revenue by Fare Type

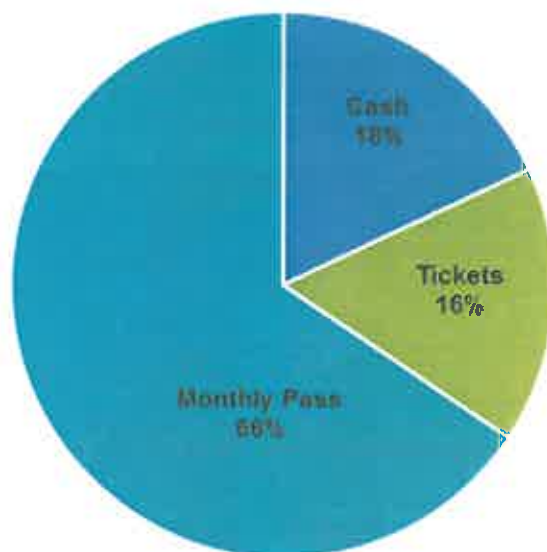


Figure 2 outlines the composition of fare revenues for the Cowichan Valley Commuter. In providing service to regular commuter traffic, the proportion of monthly pass revenue is expectedly the largest by a considerable margin. Historically, the relative proportions of fare products used on the Cowichan Valley Commuter have remained stable, with slight increases observed in the purchasing of tickets. Overall the stability of the proportions indicates consistent ridership demographics.

Table 7: Cowichan Valley Commuter Fare Product Composition by Product

Product	Five-Year Compound Annual Growth Rate
Cash	3%
Tickets (10)	6%
Monthly Pass	2%

Table 7 outlines the growth rates observed in each of the three product categories over the past five years, with each category showing an increase in revenues.

CURRENT FARE STRUCTURE EVALUATION

Comparison to Peer Systems

To better understand the Cowichan Valley Regional Transit System's conventional fare structure, comparisons have been made to similar systems on proportion of products sold and product prices. It is important to note that each system has its own unique factors that influence their product sales.

Table 8: Conventional Fare Products as a Percentage of Fare Revenue

Fare Product	Cowichan Valley	Average of Tier 2 Systems*	Variance
Cash	62.2%	50.5%	11.7%
Tickets	11.2%	10.4%	0.8%
Monthly Pass	24.1%	32.8%	-8.7%
Semester Pass	1.0%	5.9%	-4.9%
DayPASS	0.8%	0.3%	0.5%
	100%	100%	

*Average of four Tier 2 systems: Campbell River, Comox Valley, Penticton and Vernon.

In analyzing the proportion of fare products sold in the Cowichan Valley relative to its peers, it can be seen that a significantly larger percentage of revenue comes from cash, while monthly and semester passes trend lower than the average.

Table 9: Conventional Fare Prices by Product

Fare Product	Cowichan Valley	Average of Tier 2 Systems*	Variance
Cash	\$2.00	\$2.06	-\$0.06
Adult Tickets (10)	\$18.00	\$18.06	-\$0.06
Adult Monthly Pass	\$48.00	\$49.75	-\$1.75
Semester Pass	\$115.00	\$121.25	-\$6.25
Average Fare	\$1.34	\$1.23	\$0.11

*Average of four Tier 2 systems: Campbell River, Comox Valley, Penticton and Vernon. Of note, Campbell River, Comox Valley and Vernon are all currently undergoing fare reviews.

When comparing its fare prices to peer systems, the CVRD's conventional service trends lower than the average on each fare product type. However, it does have a higher average fare, which can be attributed to the higher amount of revenue generated from cash fares in the CVRD relative to its peers.

Comparison to BC Transit Fare Guidelines

Table 10: Comparison to BC Transit Fare Guidelines - Conventional

Fare Product	Riders	BC Transit Fare Guideline	Conventional Fare Structure
Cash	Adult	Base Fare	Base Fare
	Discount	Not Recommended	Base Fare
Tickets (10)	Adult	9 times Base Fare	9 times Base Fare
	Discount	Not Recommended	7.5 times Base Fare
DayPASS	Adult	2 times Base Fare	2 times Base Fare
	Discount	Not recommended	2 times Base Fare
Monthly Pass	Adult	20 - 30 times Base Fare	24 times Base Fare
	Discount	Adult Monthly Pass less 15%	Adult Monthly Pass less 25%
Semester Pass	Post-Secondary Student	4 times Discount Monthly Pass Less 20%	4 times Discount Monthly Pass Less 20%

Relative to BC Transit Fare Guidelines, the CVRD's current conventional fare structure is well aligned. However, BC Transit does not recommend offering age-based discounts on tickets, which are currently available. This is for several reasons:

- The simplification of the fare structure and the number of products available makes it easier for customers to understand and simpler for vendors to sell and promote
- The elimination of age-based discounts reduces the reliance on operators to enforce appropriate fares, potentially reducing conflict
- Customers would be incentivized to switch to monthly passes, which promotes more consistent ridership and revenue

Table 11: Comparison to BC Transit Fare Guidelines – Cowichan Valley Commuter

Fare Product	Riders	BC Transit Fare Guideline	Cowichan Valley Commuter Fare Structure
Cash	Adult	Base Fare	Base Fare
	Discount	Not Recommended	Base Fare
Tickets (10)	Adult	9 times Base Fare	9 times Base Fare
	Discount	Not Recommended	9 times Base Fare
Monthly Pass	Adult Zone A	20 - 30 times Base Fare	24 times Base Fare
	Adult Zone B	N/A	29 times Base Fare

As with the conventional system, the fare structure for the Cowichan Valley Commuter is well aligned to BC Transit's recommended guidelines. Of note, there is no guideline for use with the Zone B monthly pass, as BC Transit traditionally advises against the use of multiple zones. However, given the unique arrangement with the Victoria Regional Transit System, it is recommended that this pass continue to be made available.

Discussion Points

In addition to providing analysis on fare structure composition and performance, BC Transit has been requested to include analysis on the following topics to be considered with any fare changes:

Family Travel Program

Some BC Transit systems offer the Family Travel program, whereby an adult customer with a monthly pass can bring up to four children (12 years and under) on board the conventional service for free. The program is traditionally available to parents and guardians who are 19 years and over with a pass (monthly, DayPASS or BC Bus Pass), but does not apply to cash fares and tickets. This program could be beneficial to the CVRD in that it:

- Gives children the opportunity to become comfortable using transit and prepares them for their future independent transit use, which encourages future transit ridership
- Promotes the purchase of monthly passes
- Is a gesture of good faith from the local government to encourage increased ridership

While there are clear benefits to this program, it should be noted that it does open the possibility of operators needing to enforce the rules of the program (ie. the age of children or the number of children permitted), which in escalated circumstances could lead to operator conflict. There currently is no quantifiable data available on the impact of the Family Travel Program, however the overall implications of the program on ridership and revenue are expected to be minimal.

Elimination of Transfers

Due to the subjective nature of their validation and difficulty in enforcing related policies, transfers are viewed as a source of fare evasion and operator conflict. As a result of these difficulties, BC Transit advises the regional transit systems consider a move towards fare structures that do not include transfers. One potential solution is the DayPASS-on-board product, which is different than the scratch DayPASS currently sold in the CVRD. In this, a customer would pay two times the base cash fare, or provide two tickets, at the time of boarding and would receive a paper DayPASS from the operator that would allow for all-day travel throughout the system. This DayPASS-on-board product has been in use in the Victoria Regional Transit System since April 2016. In the subsequent fiscal year, there were positive revenue outcomes and decreases in the number of operator conflict incidents.

The introduction of the DayPASS-on-board would result in additional operational costs in order to effectively control use and report on sales. While the new DayPASS-on-board has had a positive experience in Victoria from a revenue and operator conflict perspective, each system has unique components which can impact results. Before proceeding on a decision to implement the DayPASS-on-board, it will be important to fully understand the cost implications observed in other systems, such as Nanaimo who introduced this product in September 2017. With this in mind, BC Transit advises that the removal of transfers and introduction of a DayPASS-on-board not be considered in CVRD at this time.

Cowichan Valley Commuter ProPASS

The ProPASS program is a partnership between a municipality and local businesses to offer a discounted, permanent bus pass for employees that is paid through a payroll deduction. A few current customers of the Cowichan Valley Commuter have expressed the desire for a ProPASS program be made available. After examining this request, BC Transit recommends against the implementation of a ProPASS program on the Cowichan Valley Commuter for the following reasons:

Time and Cost to Administer Program: The ProPASS program is traditionally managed by companies' payroll departments, where payment is deducted from employees' paycheques and submitted as a single payment to the local government. To administer this program, the CVRD would need to partner with Victoria-based businesses to manage enrolments, receive payments and reconcile against lists of those enrolled in the program. The alternative would be for the CVRD to receive monthly payments from individuals enrolled in the program, though this would create an even larger administrative burden through the processing and tracking of individual payments rather than lump sums from companies.

Saturated Ridership: The ProPASS program is designed to increase transit ridership through attracting new customers through convenience and discounted fares. With the Cowichan Valley Commuter catering almost exclusively to regular commuting customers, there is little expectation that introducing this program would result in ridership growth. As a result, the introduction of a ProPASS program would likely result in the discounting of already subsidized fares for existing riders only.

Cost-Sharing Model: Given the current funding model for the Cowichan Valley Commuter, any changes to fares would require the approval of the Victoria Regional Transit Commission.

FARE STRATEGY OPTIONS

Potential Fare Structures

At the request of the Cowichan Valley Regional District, BC Transit created three potential new fare structures, which are outlined in Table 12:

Table 12: Potential Conventional Fare Structures

Fare Type	Audience	Current	Option 1	Option 2	Option 3
Cash	All	\$2.00	\$2.25	\$2.25	\$2.50
DayPASS	All	\$4.00	\$4.50	\$4.50	\$5.00
Tickets (10)	Adult	\$18.00	\$20.25	\$20.25	\$22.50
	Student/Senior	\$15.00	\$17.25		
Monthly Pass	Adult	\$48.00	\$50.00	\$50.00	\$52.00
	Student/Senior / Post-Secondary	\$36.00	\$38.00	\$38.00	\$40.00
Semester Pass	Post-Secondary	\$115.00	\$120.00	Discontinued	Discontinued
Projected Annual Revenue Impact:			+\$28,986 (+7%)	\$33,784 (+8%)	+\$59,353 (+13%)

*All projections are calculated using the Simpson-Curtin rule, which assumes a short-term ridership loss of 0.3 per cent for every one per cent increase in fares.

In efforts to increase fare revenues and improve cost recovery, each of the three options presented above propose increases in base cash fare, along with corresponding increases to DayPASS and ticket fares. Options 1 and 2 call for a \$0.25 increase in base cash fare, with Option 3 calling for a \$0.50 increase. Given the large proportion of fare revenue that is contributed by cash fares, this proposed increase will have the greatest positive impact on revenues.

Each option also includes increases in monthly pass fares, by \$2.00 in Options 1 and 2 and by \$4.00 in Option 3. Due to low usage, Options 2 and 3 propose the removal of the semester pass product, while Option 1 proposes a \$5.00 increase in the semester pass fare. To better align with BC Transit fare guidelines, Options 2 and 3 recommend the elimination of the discount ticket fare.

Each of these options is suitable for the inclusion of the Family Travel Program, where an adult customer with a monthly pass could bring up to four children on board the conventional service for free.

Table 13: Proposed handyDART Fares

Fare Product	Riders	Current Fare	Options 1 & 2	Option 3
Cash	Registered Users / Companions	\$2.00	\$2.25	\$2.50
Tickets (5)	Registered Users / Companions	\$10.00	\$11.25	\$12.50
Projected Annual Revenue Impact*:			+\$3,168 (+8%)	+\$5,978 (+16%)

*All projections are calculated using the Simpson-Curtin rule, which assumes a short-term ridership loss of 0.3 per cent for every one per cent increase in fares.

With any changes to the base cash fare of the conventional system, corresponding changes should be made to handyDART cash and ticket fares to ensure consistency. The proposed increase of \$0.25 to handyDART fares in Options 1 and 2 would result in an additional \$3,168 in annual revenue, an increase of eight percent. The proposed increase of \$0.50 in Option 3 would result in an additional \$5,978 in annual revenue, an increase of 16 percent.

Table 14: Potential Cowichan Valley Commuter Fare Structures

Fare Type	Audience	Current	Option 1	Option 2	Option 3	Option 4
Cash	All	\$8.00	\$9.00	\$10.00	\$10.00	\$10.00
Tickets (10)	All	\$72.00	\$81.00	\$90.00	\$90.00	\$80.00*
Monthly Pass	All – Zone A	\$192.00	\$200.00	\$204.00	\$208.00	\$208.00
	All – Zone B	\$232.00	\$242.00	\$246.00	\$250.00	\$250.00
Projected Annual Revenue Impact**:			+\$21,476 (+5%)	\$37,042 (+8%)	+\$41,039 (+9%)	+\$34,936 (+8%)

*Tickets discounted more than BC Transit recommended fare guidelines in order to encourage continued purchase of them.

**All projections are calculated using the Simpson-Curtin rule, which assumes a short-term ridership loss of 0.3 per cent for every one per cent increase in fares.

In a similar approach to the conventional service, each of the options presented in Table 14 propose an increase in the base cash fare of the Cowichan Valley Commuter in efforts to increase fare revenue and improve cost recovery. Option 1 includes an increase of \$1.00, while Options 2, 3 and 4 proposed a \$2.00 increase, which would align the weekday cash fare with the recently introduced Saturday service fare. For Options 1, 2 and 3, there are corresponding increases in ticket fares to ensure consistency with BC Transit fare guidelines, while Option 4 proposes a lower ticket fare to increase purchase of these products.

The proposed options also include increases to the monthly pass fare that account for increases observed in the Canadian Consumer Price Index since the last fare review, with the increases rounded to the nearest whole dollar as per BC Transit fare guidelines. Option 1 proposes a four percent increase in monthly pass fares which matches the four percent increase in the CPI since the current fare structure was introduced. Option 2 presents a six percent increase and Options 3 and 4 includes an eight percent increase, which account for reasonably expected increases in the CPI while the proposed fare structures are in place.

RECOMMENDATIONS

It is recommended that the Cowichan Valley Regional District:

1. Receive this report as information
2. Approve one of the proposed fare structures for conventional service, handyDART and the Cowichan Valley Commuter
3. Direct staff to work with BC Transit to market and implement the fare change to coincide with the 1,500 hour conventional service expansion on July 1, 2018

Please note, BC Transit requires at least eight weeks' notice after Board approval to implement a fare change. Any changes to Cowichan Valley Commuter fares should be communicated to the riders at least twelve weeks in advance.

APPENDIX A: BC TRANSIT GLOSSARY

Adult fare – A regular fare must be paid by all passengers who do not qualify for a discount or cannot prove eligibility.

Average fare – Total revenue from fare sources divided by total ridership (including BC Bus Pass).

Cash fare – A cash fare allows one person to use transit. No change is given on the bus and so exact change must be used.

Child – A person who is four years of age or under. Children may ride the bus for free.

Conventional transit – Serves the general population in urban settings using mid-sized or large buses. The buses are accessible, low-floor and run on fixed routes and fixed schedules.

Cost recovery – Reflects annual total revenue divided by total costs. This ratio indicates the proportion of costs recovered from total revenue. A strong cost recovery is desirable, as it reduces the subsidy from the taxpayer. This factor, however, is a municipal policy decision.

DayPASS – A DayPASS offers a discount for unlimited travel throughout the day.

Discount fare – Discounts on prepaid products are applicable to seniors (aged 65+), youth (aged 6-18) and university students upon proof of eligibility.

handyDART – Custom door-to-door service for those passengers who cannot use conventional transit due to a disability. Riders must be registered with the handyDART office before they can use the service. Also known as custom transit, handyDART stands for handy Dial-a-Ride-Transit.

Monthly pass – For users taking transit regularly throughout the month, a Monthly Pass offers a discount for unlimited travel.

Post-secondary student – Adult students in full-time attendance at a recognized post-secondary school can travel on a Student Monthly or Semester Pass, by showing the bus driver their valid student photo I.D. card at the time of boarding.

Ticket – Each ticket allows one person to use transit. When purchasing a package of ten tickets, a user will receive a discount. Using tickets also has the advantage of not requiring exact change to be carried on the bus.

Total revenue – Includes passenger and advertising revenue; excludes property tax.

Transfer – When a user pays their fare using cash or using tickets, and requires more than one bus to complete their trip, they may request a transfer from the operator. Transfers are free, and they are good for one-way travel, valid for the first connecting bus at transfer points only. Transfers are accepted from the Cowichan Valley Commuter to Cowichan Valley Regional Transit and/or within the Cowichan Valley Regional Transit System.

Zones – Zone A: Valid on Cowichan Valley Commuter and Cowichan Valley Transit. Zone B: Valid on Cowichan Valley Commuter, Cowichan Valley Transit and Victoria Regional Transit Systems.



STAFF REPORT TO COMMITTEE

DATE OF REPORT January 29, 2018
MEETING TYPE & DATE Transit Committee of February 14, 2018
FROM: Facilities & Transit Division
 Community Services Department
SUBJECT: Post Implementation Update for October 2016 Service Changes
FILE:

PURPOSE/INTRODUCTION

The purpose of this report is to provide the Committee with results of the post-implementation survey completed in 2017 to determine the impacts of service changes made on local Ladysmith, Youbou, and Honeymoon Bay transit routes in October 2016.

RECOMMENDED RESOLUTION

For Information.

BACKGROUND

As per the transit service standards and performance guidelines and in response to low ridership on Ladysmith, Youbou, and Honeymoon Bay routes, the CVRD and BC Transit implemented route and schedule changes in October 2016 intended to better optimize local transit services. In Ladysmith, these changes included reconfiguring the five route system into a three route network offering local travel options on Route 31 (Ladysmith/Alderwood), connections to Chemainus on Route 34 (Ladysmith/Chemainus), and a new express connection to Duncan via Route 36 (Ladysmith/Duncan). Sunday and statutory holiday service was discontinued due to historically low use.

In Youbou and Honeymoon Bay, weekday schedule changes were made to introduce a 7:28 a.m. trip instead of the previous 5:48 a.m. trip. An 11:18 a.m. trip on Route 20 (Youbou) was added to narrow the gap between trips. A 7:09 p.m. trip was also added to Route 20 on Monday to Thursday to mirror service provided on Route 21 (Honeymoon Bay). Sunday and statutory holiday service were also discontinued due to historically low use.

ANALYSIS

To determine the impact of the service changes implemented in October 2016, BC Transit and the CVRD conducted an online and in-person survey from June 5 - 18, 2017. The survey was promoted through social media, radio, paper, onboard bus advertising, and onboard discussions with BC Transit and CVRD staff. A total of 88 individuals replied to the survey with the majority (56%) completing in-person surveys. In addition to commenting on whether the route and schedule changes made were better, the same or worse, survey participants provided details about their transit usage patterns. The majority of participants (52%) were regular transit users riding 5-7 days a week. Furthermore, 67% reported they had been regular riders for at least a year or more. Most respondents (61%) were familiar with the service changes made in October 2016.

For Ladysmith transit users surveyed, 65% reported that changes made were better, 19% said the same and 17% said changes were worse.

For Youbou and Honeymoon Bay transit users surveyed, nearly 54% reported that the changes made were better, 25% said the same and 21% said changes were worse.

General comment themes by survey respondents included missing Sunday and statutory holiday service (21%), appreciating the new Route 36 express service added between Ladysmith and Duncan(16%), and missing the midday (noon) trip on local Ladysmith Route 31 (9%) while the bus is providing connections to Chemainus and Duncan. Some respondents also commented about the desire for later night service (7%) and others commented about the need for service connections to Nanaimo (7%).

Transit users in Youbou and Honeymoon Bay appreciated the adjustment in service to shorten the gap in midday service on Route 20, but they are also looking for midday gaps on Route 21 to be addressed as well as more evening and weekend (Saturday) service.

Ridership results provided by BC Transit show that average daily ridership numbers have remained constant in Ladysmith after streamlining the system which indicates that the service is operating more efficiently now. It is hoped in time that ridership will grow as more residents become aware of the service changes and connections. It is recognized, however, that connections to Nanaimo continue to be a key desire and this remains an initiative within the Transit Future Plan for consideration when funding and support of both regions is available to advance this.

BC Transit and the CVRD will continue to monitor ridership and route performance as part of the ongoing service standards, system and route performance reviews. At this time no further changes to Ladysmith, Youbou, or Honeymoon Bay systems are recommended. This survey feedback was used to confirm that no major adjustments were required as part of the 1,500 hour expansion coming in July 2018.

FINANCIAL CONSIDERATIONS

None.

COMMUNICATION CONSIDERATIONS

None.

STRATEGIC/BUSINESS PLAN CONSIDERATIONS

None.

Referred to (upon completion):

- Community Services (*Island Savings Centre, Cowichan Lake Recreation, South Cowichan Recreation, Arts & Culture, Public Safety, Facilities & Transit*)
- Corporate Services (*Finance, Human Resources, Legislative Services, Information Technology, Procurement*)
- Engineering Services (*Environmental Services, Recycling & Waste Management, Water Management*)
- Land Use Services (*Community Planning, Development Services, Inspection & Enforcement, Economic Development, Parks & Trails*)
- Strategic Services

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Reviewed by:



Jim Wakeham
Manager



John Etzinga
General Manager

ATTACHMENTS:

Attachment A – Ladysmith, Youbou and Honeymoon Bay Post Implementation Report from BC Transit

Ladysmith, Youbou and Honeymoon Bay Post- Implementation Report



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Introduction

The Cowichan Valley Regional Transit System provides transit service to communities within the Cowichan Valley Regional District. Based on ridership and route performance data as well as feedback received from the community, BC Transit and the Cowichan Valley Regional District implemented some changes to the Ladysmith, Youbou and Honeymoon Bay areas in October 2016. A post-implementation survey was conducted in June 2017 as follow up to understand how the changes implemented impacted transit users in these communities. The survey helps to identify if changes reflect the needs and priorities of the transit users in these communities while meeting service objectives.

In Ladysmith, changes made in 2016 streamlined the local service and reduced route duplication. The changes made to the Ladysmith service included:

- 1) Reconfiguring the network to a three route system providing similar coverage to the previous five route system.
- 2) Providing a direct transit connection between Ladysmith to Duncan.
- 3) Discontinuing one low performing route (Route 33, Waterfront); and
- 4) Reducing the days of service provided by removing Sunday and statutory holiday service due to low ridership use.



FIGURE 1: FIVE ROUTE NETWORK BEFORE OCTOBER 2016

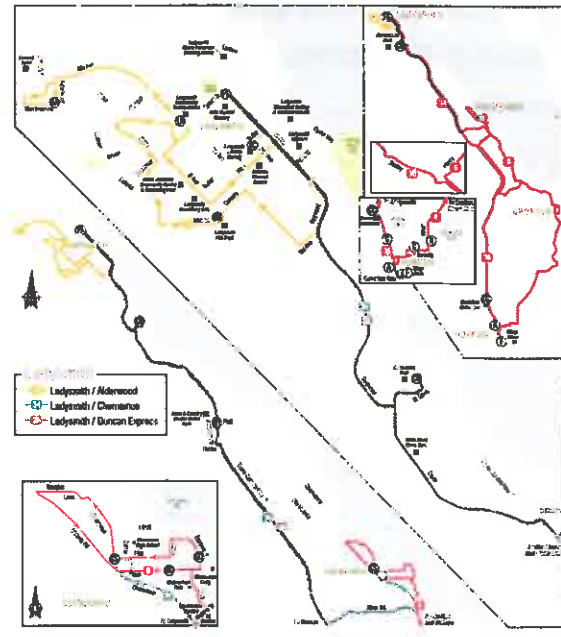


FIGURE 2: THREE ROUTE NETWORK AFTER OCTOBER 2016

The changes made to the Youbou and Honeymoon Bay area routes were at the weekday trip level. Changes included the following:

- 1) Adding a 7:28 a.m. weekday trip instead of a 5:48 a.m. trip on both Routes 20 and 21 to enable residents to get into Duncan in the 9 a.m. timeframe;
- 2) Adding an 11:18 a.m. weekday trip on the Route 20 (Youbou) to narrow the midday service gap on this route;

- 3) Adding a 7:09 p.m. trip on Route 20 (Youbou) Monday to Thursday to match service levels in Honeymoon Bay and trips provided on Friday evenings; and
- 4) Removing Sunday and statutory holiday service because of low ridership.

Engagement Purpose

The post implementation survey was designed to achieve the following goals:

- 1. To better understand the usage patterns of riders, including frequency of use, length of use, and the route(s) used; and
- 2. To explore user familiarity and feedback about the service changes made.

Engagement Method

In June 2017, users of the Cowichan Valley Regional Transit System in Ladysmith, Youbou and Honeymoon Bay were encouraged to complete an online survey or an in-person survey on the bus, conducted by representatives of BC Transit and the CVRD. The survey was available from June 5-18, 2017. Survey links were advertised in the paper, on the radio, and through social media channels (i.e. Facebook and Twitter). Posters on buses also informed riders of the opportunity to provide feedback.

Results

Response Rate

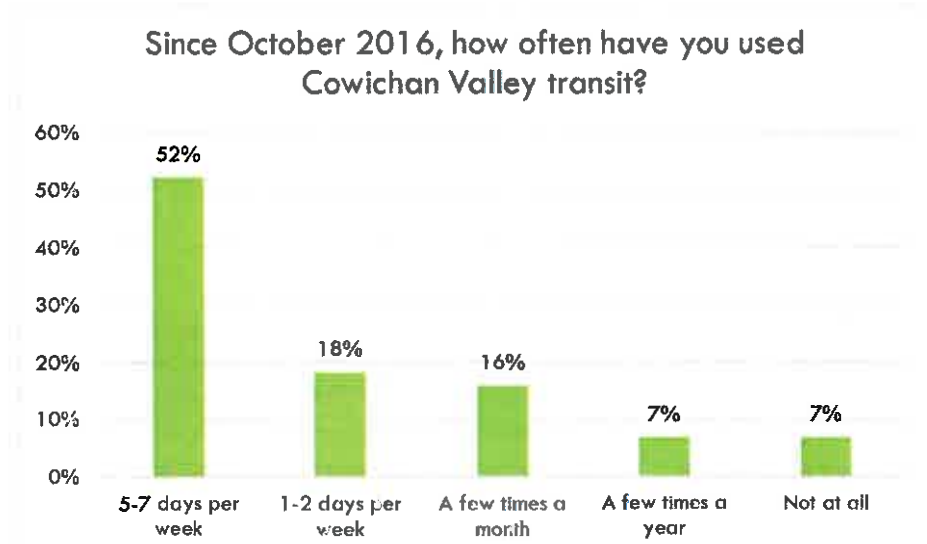
88 individuals responded to the survey. Table 1 provides a summary of the response distribution.

Survey Distribution Method			
	Paper In-Person	49	56%
	Electronic	39	44%
	Total	88	100%

TABLE 1: SURVEY RESPONSE BY DISTRIBUTION METHODOLOGY

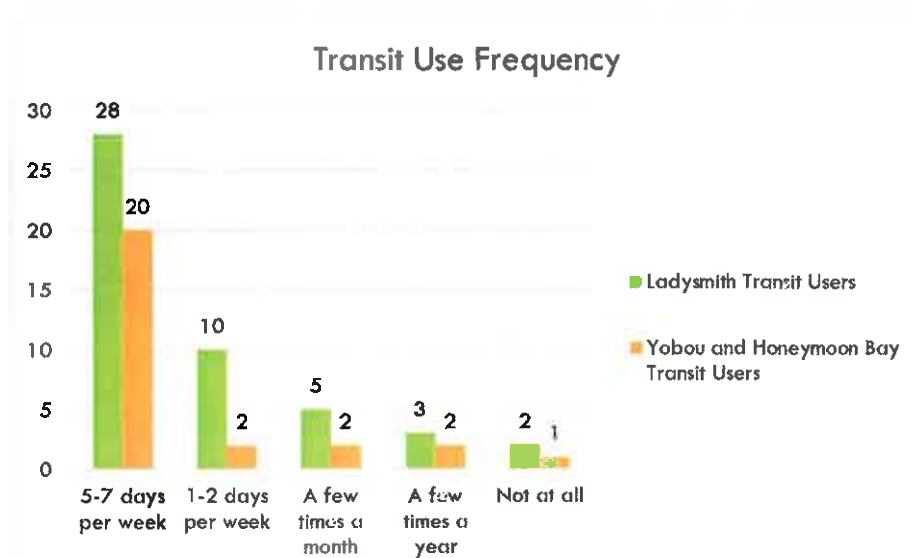
Transit Usage Pattern

Frequency of Use



GRAPH 1: GRAPH SHOWING TRANSIT USE AS A PERCENTAGE OF RESPONSES

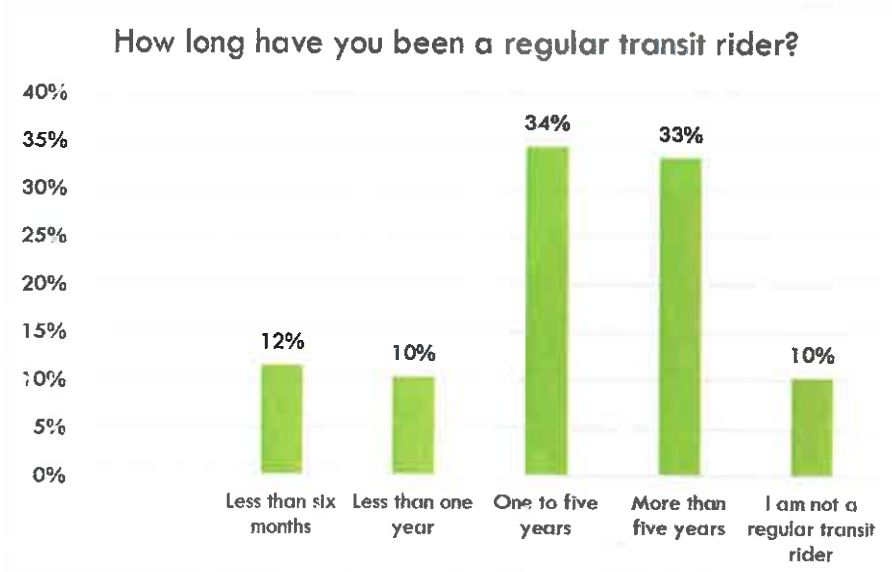
- 52% of participants reported that they use transit 5-7 days a week, indicating that transit was a regular transportation choice for the majority of respondents. 7% of participants reported that they did not use transit at all.



GRAPH 2: GRAPH SHOWING TRANSIT USE SPLIT INTO RESPONSES FROM LADYSMITH AND YOBOUTH OR HONEYMOON BAY

- 58% of respondents that are also Ladysmith transit users surveyed rode the bus 5-7 times a week.
- 74% of respondents that are also Youbou and Honeymoon Bay transit users rode the bus 5-7 times a week.

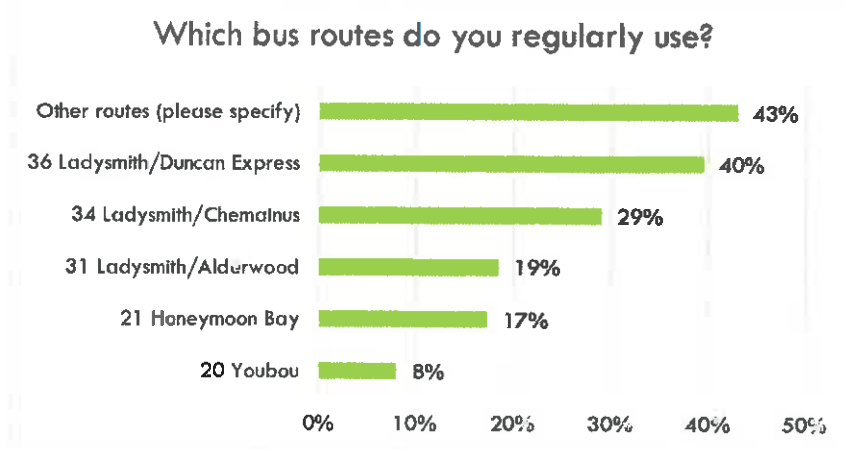
Length of Use



GRAPH 3: GRAPH SHOWING TRANSIT USE AS A PERCENTAGE OF RESPONSES

- The majority of survey respondents (67%) have been using the system for over a year.

General Route(s) Used

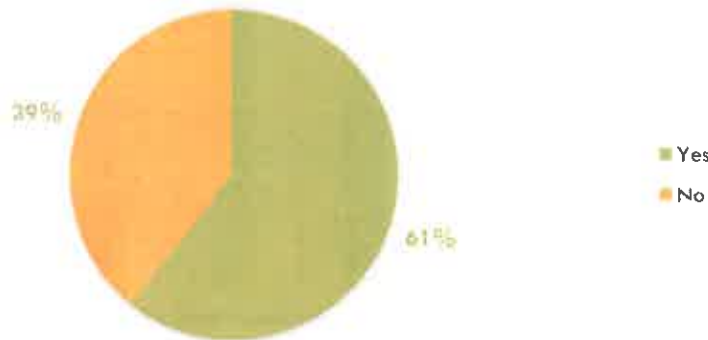


GRAPH 4: GRAPH SHOWING ROUTE USAGE AS A PERCENTAGE OF RESPONDENTS

- Responses indicate that the Route 36 (Ladysmith/Duncan Express) was the most used route among respondent while local Route 20, Youbou had the least use.
- Also of note, 43% of respondents reported using other routes. The most popular of the other routes reported was Route 7 (Cowichan Lake) offering connections to Duncan for those using Routes 20 and 21.

Familiarity with October 2016 Service Changes Made

Are you familiar with the service changes made in October 2016?



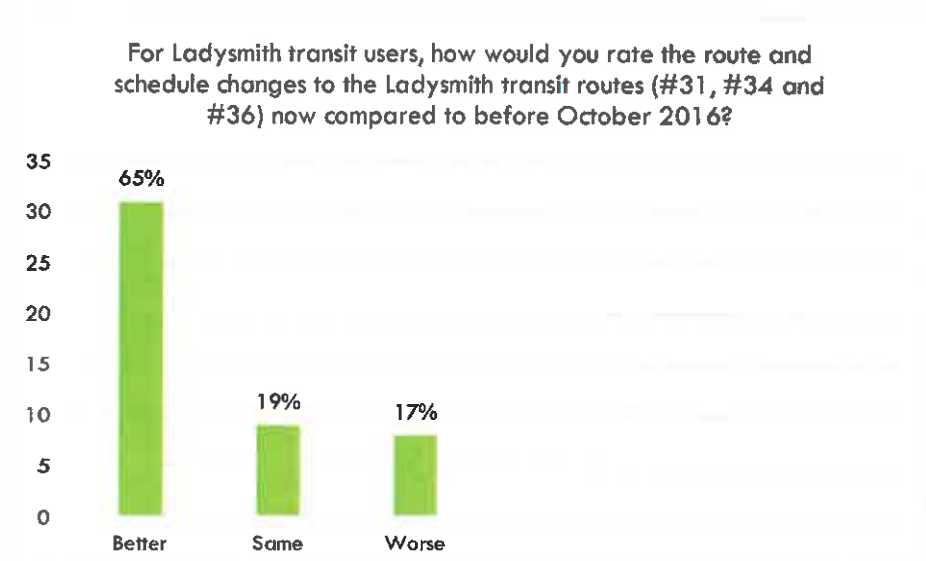
GRAPH 6: GRAPH SHOWING FAMILIARITY WITH THE SERVICE CHANGE

61% of respondents were aware of the changes made in October 2016 indicating that the promotion of the service reached a majority of users.

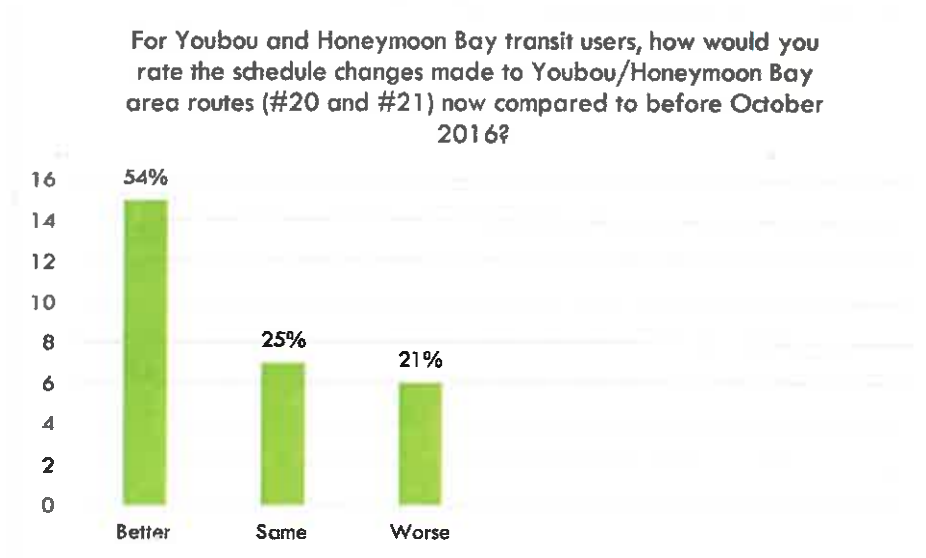
Perception of Changes Made

The following graphs show riders perceptions about service changes made in October 2016. With this survey covering two geographically distinct areas in terms of Ladysmith routes as well as Youbou and Honeymoon Bay area routes, it should be noted that higher numbers of respondents selecting the response option: "Not applicable (I do not use these routes)" were observed. This is not surprising. The graphs presented have removed the not applicable respondents to show perceptions specific to actual users of the routes in question. For Ladysmith this meant a total respondent size of 48 riders commenting on the changes made. In Youbou and Honeymoon Bay there were 28 respondents using the applicable routes who commented on the changes made.

In Ladysmith, there was a positive reaction to the changes among those who use these routes with 65% indicating these changes were better, 19% felt the changes were the same and 17% felt the changes were worse.



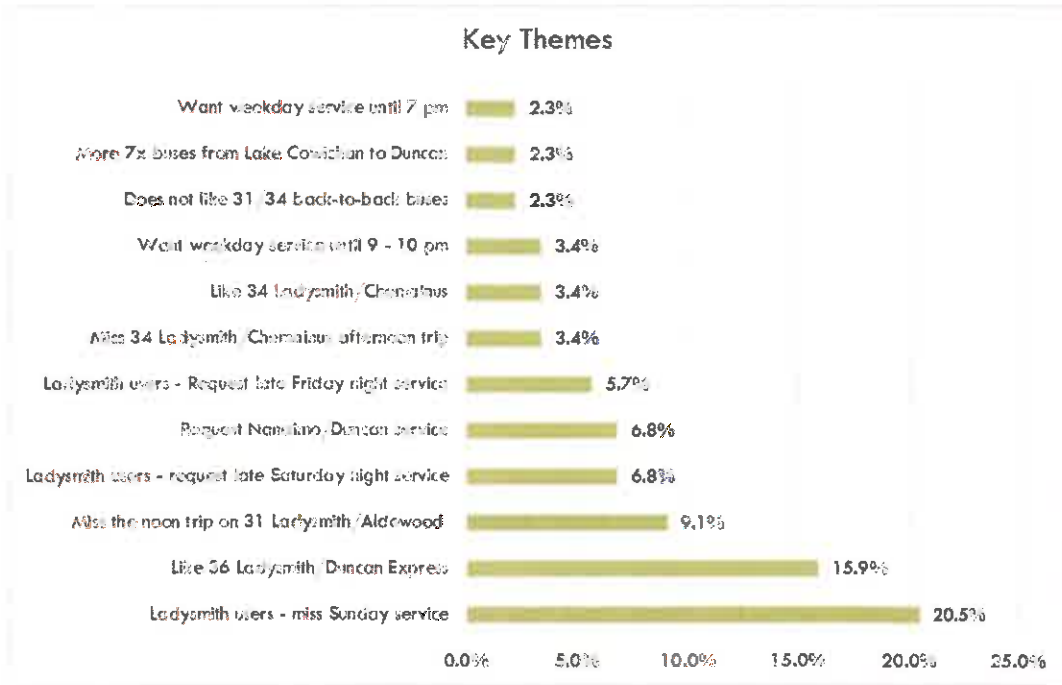
GRAPH 7: GRAPH SHOWING PERCEPTION OF CHANGES TO THE SYSTEM AMONG RESPONDENTS IN LADYSMITH



GRAPH 8: GRAPH SHOWING PERCEPTION OF CHANGES TO THE SYSTEM AMONG RESPONDENTS IN YOUBOU AND HONEYMOON BAY

In Youbou and Honeymoon Bay, nearly 54% of respondents using these routes indicated that the changes made were better, with 25% suggesting they were the same and 21% saying they were worse.

Additional Comments / Key Themes



GRAPH 9: GRAPH SHOWING REPEAT THEMES THAT WERE HEARD DURING THE CONSULTATION

- In terms of the general feedback comments provided, the most common item noted was the desire for Sunday service in Ladysmith (21% of respondents identified this).
- 16% of respondents commented that they like the new Route 36 Ladysmith/Duncan Express service; and
- 9% of respondents indicated that they missed the midday trip previously available on Route 31 Ladysmith /Alderwood. Note this is the time of day that the bus is servicing Chemainus and doing the midday trip to Duncan.

Other general themes noted by respondents included:

- Desire for late Friday evening service in Ladysmith
- Desire for service to Nanaimo
- Desire for later Saturday evening service in Ladysmith

Summary

The post-implementation survey provides an understanding of resident perceptions of the service changes made in October 2016 and transit usage and patterns within the Cowichan Valley Regional Transit System. The general trend with respect to the responses is predictable.

Transit users in Ladysmith appreciate the new direct connection to Duncan. This route now gives them a second option of getting to Duncan and this option is much shorter and more direct

than transferring at Chemainus on to the Route 6 and then heading down to Duncan via Crofton. The introduction of this route, however, has not reduced the popularity of the route into Chemainus (Route 34). According to ridership information (Appendix 1) collected from GFI data from October of 2016, this route is still the most used route in Ladysmith.

Transit users in Youbou and Honeymoon Bay appreciate the shortened mid-day gap, however, are still waiting for the large gaps in the service to be filled. This is only possible when there are resources (revenue hours) available. Route 7, Lake Cowichan is a popular route and given the ridership on this route, prioritizing service to this area is recommended.

Appendix - Cowichan Valley Post-Implementation Survey

Survey Questions

Q1. Since October 2016, how often do you use Cowichan Valley transit?

- 3-7 days per week
- 1-2 days per week
- Less than once a week but more than once a month
- Once a month
- Less than once a month

Q2. How long have you been a regular transit rider?

- Less than four months
- Less than one year
- One to five years
- More than five years
- I am not a regular transit rider

Q3. Today's origin/destination

- Where did you start your trip? _____
- Where are you travelling to? _____

Q4. Which bus routes do you regularly use?

- 20 Youbou
- 21 Honeymoon Bay
- 31 Ladysmith/Alberwood
- 34 Ladysmith/Chemainus
- 36 Ladysmith/Duncan Express
- Other routes (please specify) _____

Q5. Are you familiar with the service changes made in October 2016? (Show map).

- Yes
- No

Q6. For Ladysmith transit users: How would you rate the route and schedule changes to the Ladysmith transit routes (#31, #34 and #36) now compared to before October 2016?

- Much worse
 - A little better
 - A little worse
 - Much better
 - About the same
 - Not Applicable, I do not use these routes
- Comment _____

Q7. For Youbou and Honeymoon Bay transit users, how would you rate the schedule changes made to Youbou/Honeymoon Bay area routes (#20 and #21) now compared to before October 2016?

- Much worse
- A little better
- A little worse
- Much better
- About the same
- Not Applicable, I do not use these routes

Comment _____

Q8a. What would you say is the main reason you feel transit service is better or worse now compared to before October 2016?

Q8b. Is there a specific issue with the routes or scheduled trip times you would like to see addressed? (OPEN-END)

- REFUSED/PREFER NOT TO SAY

Finally, for completing our survey, we'd like to enter your name into a draw for a chance to win a monthly bus pass. Can you please tell me your name and telephone number? (IF NEEDED: YOU ARE UNDER NO OBLIGATION TO PROVIDE YOUR CONTACT INFORMATION. THIS IS SOLELY FOR THE PURPOSE OF ENTERING YOUR NAME INTO THE PRIZE DRAW.)

Name: _____

Telephone number: _____



STAFF REPORT TO COMMITTEE

DATE OF REPORT February 2, 2018
MEETING TYPE & DATE Transit Committee of February 14, 2018
FROM: Facilities & Transit Division
 Community Services Department
SUBJECT: July 2018 Conventional Transit System Service Expansion
FILE:

PURPOSE/INTRODUCTION

The purpose of this report is to update the Committee on the public consultation results and to provide recommendations for service changes on select conventional routes for implementation of the 1,500 hour expansion in July 2018.

RECOMMENDED RESOLUTION

That the Committee approve the following transit service changes as noted in the February 14, 2018, Cowichan Valley Transit 2018 Service Changes and Public Consultation Update report from BC Transit:

1. That Route 3 (Quamichan) be reconfigured to remove poorly used route segments and to provide more direct service;
2. That Route 4 (Maple Bay) be reconfigured to remove poorly used route segments and to add on the Marchmont neighbourhood area for direct service to and from Duncan;
3. That Route 5 (Eagle Heights) be reconfigured to remove poorly used route segments and to offer more direct routing between the Koksilah industrial park and Duncan;
4. That a new weekday morning trip be added to Route 6 (Crofton-Chemainus) to bridge the existing gap in service between 6:00 a.m. to 9:30 a.m.; and
5. That a new weekday evening trip be added to Route 7 (Cowichan Lake via Gibbins) at approximately 7:30 p.m. if feasible.

BACKGROUND

In July 2017, the Board approved a small, 1,500 hour conventional system expansion targeted for implementation in July 2018. This expansion provides some additional hours of service and is the most the system can accommodate without requiring another bus and the expenses associated with a new vehicle. It is important to note that in order to fix the existing service gaps and improve the performance of routes and trips throughout the system, a significant amount of hours would be required. With 1,500 hours, BC Transit and CVRD staff have identified priority fixes that can be incorporated into the system using available fleet and budgeted hours.

The Transit Future Plan (2012), as well as the Service Standards and Performance Guidelines (adopted in 2015), were used to prioritize these changes by highlighting a need to address existing gaps in trip frequency during the week on well performing routes and the need to review and update routes not meeting performance targets. The lack of direct transit connections between downtown Duncan (Train Station area) and neighbourhoods east of Highway 1 has been an ongoing concern articulated by the City of Duncan based on feedback from residents

participating in the former Transit Rebate Program offered. Accordingly, improvement concepts for Routes 3 and 4 were developed to address this concern. Minor changes to Route 5 to provide more direct connections as well as new weekday trips on Routes 6 and 7 were also identified and shared with the Committee for information in September 2017.

An online survey and open house material with proposed changes was shared with the public for feedback from October 20 to November 12. The five open houses were strategically held in areas impacted by proposed changes and in locations accessible by bus for convenience. The Cowichan Valley Transit 2018 Service Changes and Public Consultation Update report from BC Transit (Attachment A) offers details of the proposed service changes shared for public consultation.

ANALYSIS

Over 310 respondents participated in the online survey and public open houses. A total of 68 participants visited the open houses to discuss changes and provide input.

For changes to Routes 3, 4, and 5, respondents were provided with maps of the existing service as well as proposed new route concepts and were asked the following two questions:

1. Compared to the current service, how would the proposed new route work for you?

Response options included: Much Better, Better, About the Same, Worse, Much Worse, This Doesn't Affect Me, or Don't Know.

2. Do you support the proposed changes?

Response options included: Yes, Yes with Modifications, or No.

Public consultation results are discussed below.

Proposed Route Changes:

Route 3 (Quamichan) – 58% of respondents indicated that the proposed new route would work the same or better, while 14% said it was worse, and 28% indicated they didn't know. When asked whether they supported the proposed change, 74% said yes, 8% said yes with modifications, and 18% said no¹.

For those not in favour of the change, removal of the Lakes and Jaynes Road area was the main reason. While this is understandable, ridership data has confirmed these segments have low ridership and transit coverage to the Jaynes Road area is still available using Route 6 (travels Lakes Road) and Route 4 (travels Tzouhalem Road).

Those in favour of the proposed change liked the more direct routing and simplicity of having the same route in both directions between Village Green Mall and Cowichan Commons. The proposed route concept was also shared with City of Duncan and North Cowichan staff for review prior to consultation to highlight changes and confirm that it addressed concerns articulated by residents. Staff agreed that the proposed route changes would address concerns. Other comments about Route 3 included the desire for service earlier in the morning and later in the afternoon. BC Transit and the CVRD are still reviewing the schedule and available hours to

¹ To maintain data integrity, respondents answering "Don't Know" or "This Doesn't Affect Me" with respect to how a proposed new route would work for them are not included in the subsequent Support for Change statistics. This was done to ensure that those not impacted, or unclear about change, were not potentially misrepresented as supporting changes.

see if these trips can possibly be added.

Route 4 (Maple Bay) – 53% of respondents indicated that the proposed new route would work the same or better, while 15% said it was worse, and 32% indicated that they didn't know. When asked whether they supported the proposed change, 62% said yes, 14% said yes with modifications, and 24% said no.

Removal of service from the Osprey-Pacific-Nevilane loop and from the Everest Way loop was reason cited by those not in favour of the change. Again, ridership data has confirmed these are the lowest ridership segments of this route. The proposed addition of the Marchmont neighbourhood area to Route 4 is expected to provide benefits to ridership with the high density residential area with multi-family and senior complexes. This change allows for direct transit service from this area to and from Duncan.

Route 5 (Eagle Heights) – 56% of respondents indicated the proposed route change would work the same or better, while only 4% said it was worse, and 40% indicated they didn't know. When asked whether they supported the proposed change, 80% said yes, 9% said yes with modifications, and 11% said no. General comments about Route 5 included the desire for more direct service which is a challenge on the existing one-way loop. Future expansion plans should consider options to provide service in both directions when significantly more hours are available. The proposed changes for 2018 are intended to provide more direct service in the meantime.

Along with minor updates to the route, removal of the 6:55 a.m. weekday Eagle Heights trips has been identified due to very low use. Staff expect the removal of this trip will be replaced by a Route 3 (Quamichan) trip pending BC Transit confirmation that it works operationally with the scheduling, to address the need for earlier service on Route 3 requested by respondents.

It must be noted, that with any service change involving updates to routing, schedule changes will occur. BC Transit and the CVRD are trying to minimize changes to schedules and connections as much as possible but this is a trade-off to having more efficient and direct routes. Service implementation in July 2018 is desirable to provide time for customers to learn new schedules at a typically quieter time of the year and before schools resume in September.

Proposed Schedule Improvements (to add weekday trips):

Route 6 (Crofton Chemainus) – Respondents were asked if they would prefer a new weekday morning trip departing Duncan at 6:30 a.m., 7:30 a.m., 8:30 a.m., or another time. Results were mixed but the 8:30 a.m. trip had the highest support with 28% of respondents in favour of this option.

Route 7 (Cowichan Lake via Gibbins) – Respondents were asked if they would prefer a new weekday afternoon trip departing Duncan at 5:30 p.m., 6:00 p.m., 6:30 p.m. or another time. The majority of respondents (38%) were in favour of a trip around 6:30 p.m. or later. Review of the schedule and existing fleet indicates that a new 7:30 p.m. trip is most likely to minimize disruption to existing trips and scheduled connections throughout the region.

General feedback:

General feedback themes for the survey included a desire for more frequent service on all routes, including later night service and weekend improvements. Improvements on Routes 8 and 9 servicing the South Cowichan areas were also noted. This is an area for improvement that needs to be addressed but cannot be fully met with only a 1,500 hour expansion and the existing fleet. BC Transit and the CVRD staff have initiated a Service Review Plan to collect ridership data in 2018 on Routes 8 and 9 to assess options for potential future cost-neutral service changes but this is outside the scope of the July 2018 implementation.

Based on results of the public consultation program, ridership data collected in 2017, and service standards and performance guidelines adopted in 2015, it is recommended that the proposed changes to Routes 3, 4, 5, 6, and 7 be advanced for implementation.

FINANCIAL CONSIDERATIONS

If implemented on July 2, 2018, as planned, the CVRD's estimated annual share of expenses for this service expansion is \$75,420 and the estimated revenue is \$12,800, for a net annual cost of \$62,620. Since the expansion is planned for July, the 2018 expenditure and revenue amounts are reduced by 50% for the 6 month part year with a net CVRD cost of \$31,310. The 6 month revenue and cost amounts are included in the 2018 budget for Function 107 as well as the full year amounts in the five year plan.

COMMUNICATION CONSIDERATIONS

With Committee approval of the recommended changes, CVRD and BC Transit staff will advance scheduling and marketing updates for the service changes identified.

STRATEGIC/BUSINESS PLAN CONSIDERATIONS

This report supports the Response to Climate Change component of the Corporate Strategic Plan as it recommends service changes to grow transit ridership.

Referred to (upon completion):

- Community Services (*Island Savings Centre, Cowichan Lake Recreation, South Cowichan Recreation, Arts & Culture, Public Safety, Facilities & Transit*)
- Corporate Services (*Finance, Human Resources, Legislative Services, Information Technology, Procurement*)
- Engineering Services (*Environmental Services, Recycling & Waste Management, Water Management*)
- Land Use Services (*Community Planning, Development Services, Inspection & Enforcement, Economic Development, Parks & Trails*)
- Strategic Services

Prepared by:



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Transit Analyst

Reviewed by:



Jim Wakeham
Manager



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ATTACHMENTS:

Attachment A – Cowichan Valley Transit 2018 Service Changes and Public Consultation Update Report from BC Transit

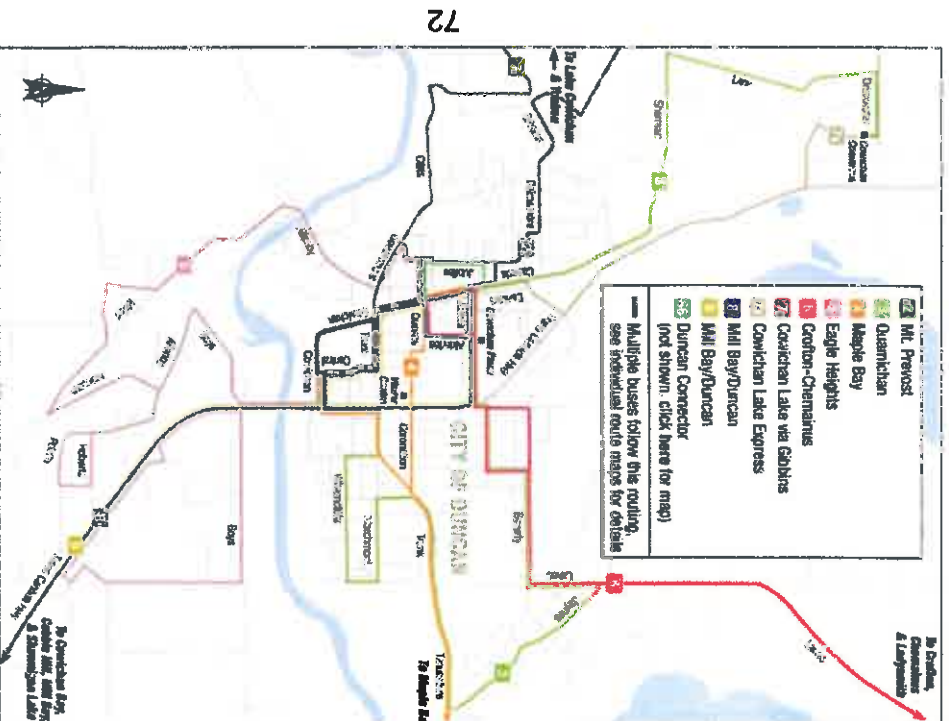


Cowichan Valley Transit 2018 Service Changes & Public Consultation Update

February 14, 2018

R4

Service Expansion Overview



- 1,500 hour conventional system expansion approved in July 2017;
- Route 3, 4, 5, 6 & 7 changes prioritized using Transit Future Plan (2012) & Service Standards (2015);
- Proposed Changes:
 - Added service: New trips on well performing routes to meet standards;
 - Service changes on poorly performing routes to increase efficiency;
- Public engagement completed Oct/Nov 2017;
- Implementation planned for July 2, 2018*

**No new bus is associated with this service expansion. The existing fleet will be used.*

Service Expansion Priorities: Routes 6 & 7

Route performance against proposed guidelines			
Type	Route name	Daily Boardings per Revenue Hour	Average Daily Boardings Per Trip
Target		10	5
	6 Crofton-Chemainus	10	10
	7 Cowichan Lake	9	7

Targets

Routes 6 & 7 are meeting or exceeding ridership targets

Current service issues:

- Route 6 = 3.5 hour gap in *weekday morning* service between 6:00 to 9:30 a.m.;
- Route 7 = Gap in *weekday evening* service, no trips via Gibbins Road after 5:00 p.m.;
- Service standards call for 2 hour trip frequency on these routes;

2018 service expansion proposes to fill these gaps

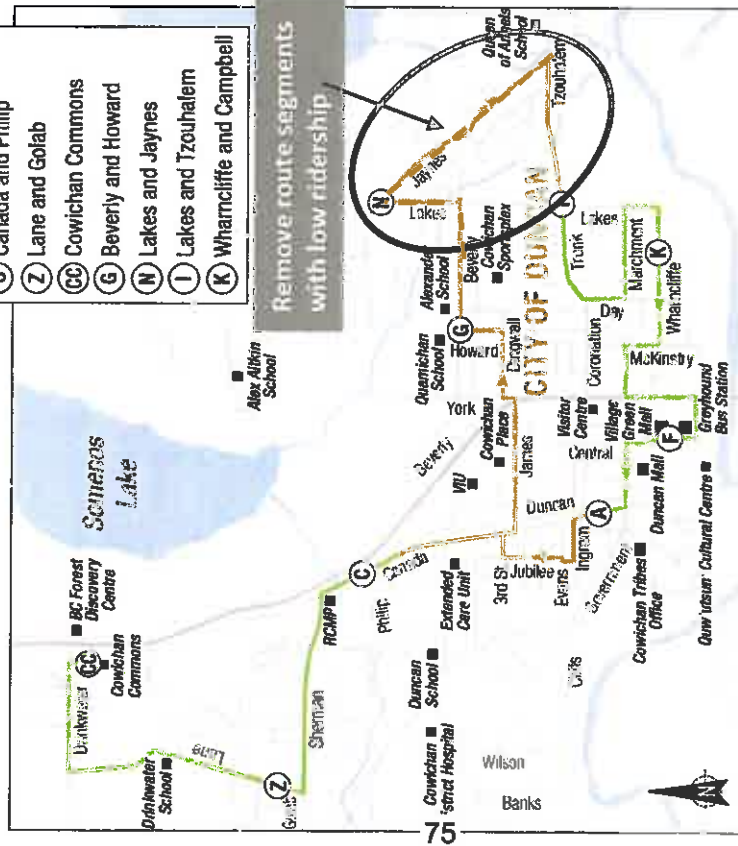
Service Change Priorities – Routes 3, 4, & 5

- Ridership on Routes 3 (Quamichan) & 5 (Eagle Heights) is more than 25% below established performance targets;
- Route 4 (Maple Bay) is 20% below established performance targets;
- Onboard ridership data collected in 2017 to identify issues and options for change;
- Data confirmed:
 - Existing route segments with consistently low ridership;
 - Route 3 – No direct connection between Duncan and neighbourhoods east of Highway 1;
 - Route 4 – Indirect routing & low use of neighbourhood segments;
 - Route 5 – No direct connection between Koksilah industrial park & Duncan;

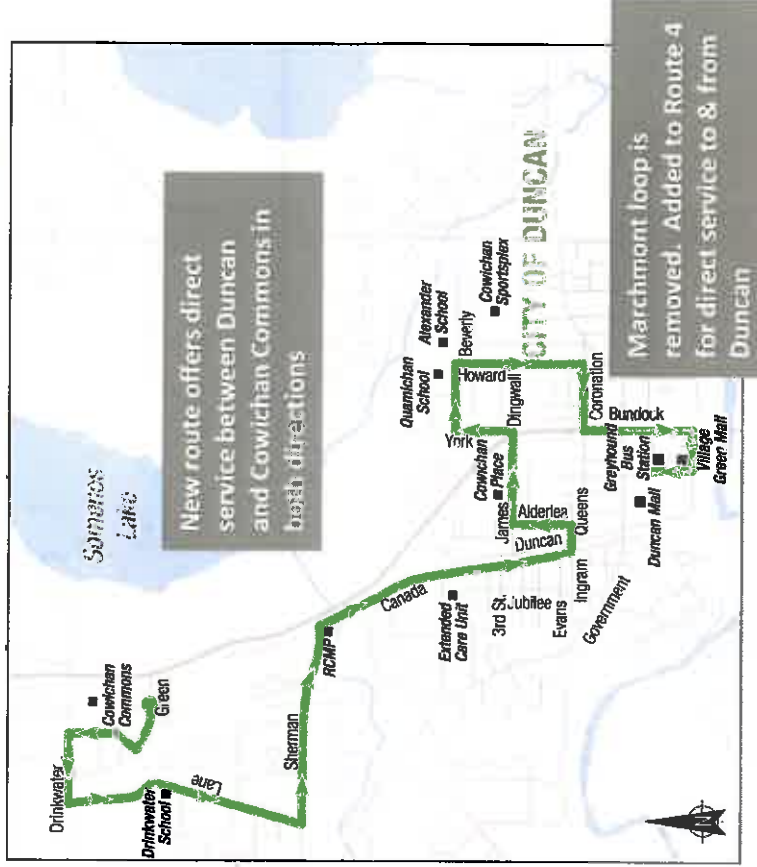
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Proposed Route 3 Changes (Quamichan)

Current Routing



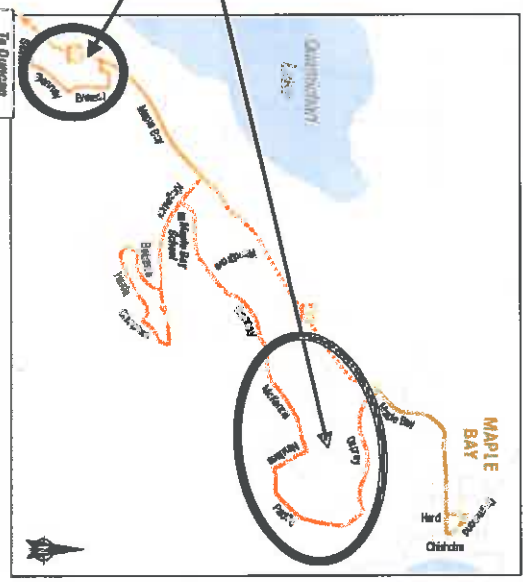
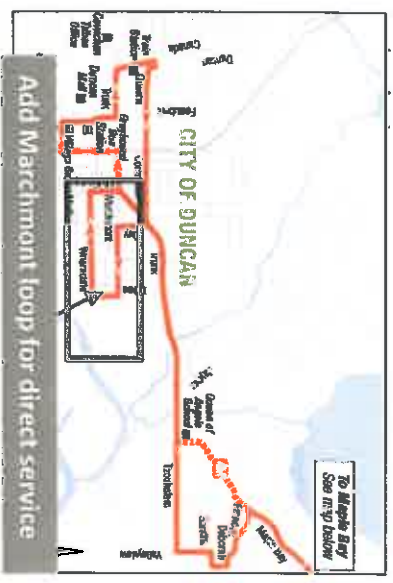
Proposed Routing – to Village Green Mall



- Create more direct access between downtown Duncan and Cowichan Commons in both directions;
- Provide transit service between Cowichan Commons and the Howard/Beverly neighbourhood areas;
- Address need for direct connections between downtown Duncan and Marchmont area on Route 4 (Maple Bay);
- *If feasible, add trips on Route 3 (subject to fleet availability and hours)*

Proposed Route 4 Changes

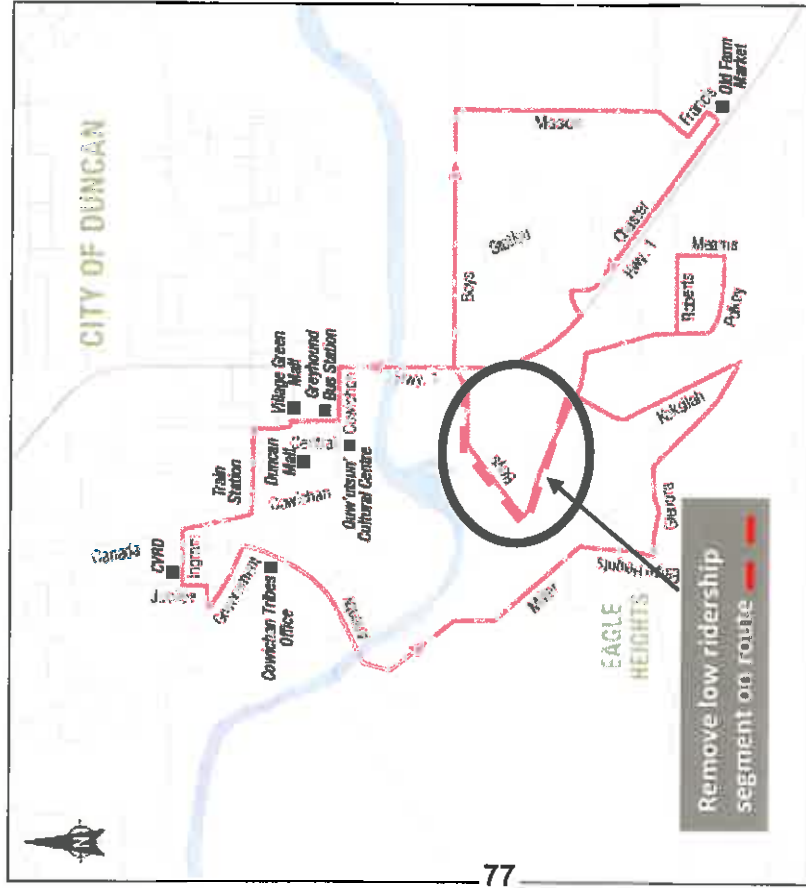
Current routing



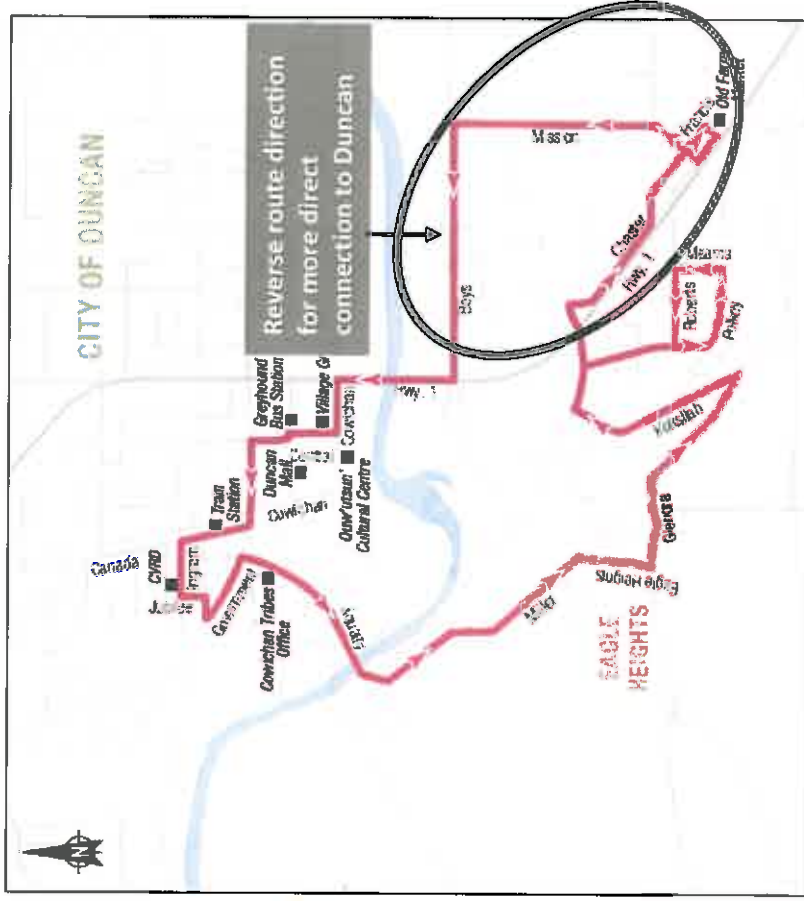
- A - Improve service connections to the Marchmont area in both directions; and
- B - Remove route segments not well used in select Maple Bay neighbourhoods.

Proposed Route 5 Changes

Current routing



PROPOSED ROUTING



- More direct routing for customers by removing segments not well used and reversing route direction for segments located east of Highway 1;
- Review scheduled trip times for potential changes (6:55 a.m. trip not well used).

Public Engagement Overview

- Online Survey Oct 20 – Nov 12;
- 5 Open Houses across the CVRD;
- Over 310 survey responses;



What We Heard:

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- Support for proposed route changes on 3, 4 and 5 by those impacted;
- Preference for a new 8:30 a.m. weekday morning Route 6 trip;
- Preference for a 6:30 p.m. or later weekday evening Route 7 trip;
- Desire for more evening and weekend service on most routes;

Next Steps:

Based on ridership analysis and public engagement, the following service changes are recommended:

- Addition of a weekday morning trip on Route 6 (*Anticipated to be added in the 8:30 a.m. timeframe*);
- Update Routes 3, 4 and 5 to remove low ridership segments and implement changes proposed during public consultation; and
- If feasible, addition of a weekday evening trip on Route 7 (*only able to accommodate trip at 7:30 p.m. with existing fleet*)

Moving Forward:

- February: Approval of Service Changes for Implementation
- March: Confirm trip times and feasibility to add Route 7 trip *
- April/May: Update Rider's Guide for printing
- Late May - July: Marketing and communication of service changes
- June: Update bus stop infrastructure & on-street schedules and distribution of new Rider's Guides
- July 2: Implement Service Changes

*Note: *Route changes will mean schedule changes for some existing routes*