



Modernizing the Partnership

Report of the BC Transit Independent Review Panel

Submitted to:

Minister of Transportation and Infrastructure
The Honourable Blair Lekstrom

August, 2012

August 1, 2012

The Honourable Blair Lekstrom
Minister of Transportation and Infrastructure
Room 342
Parliament Buildings
Victoria, B.C.
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Dear Minister Lekstrom:

It is our pleasure to submit the report of the BC Transit Independent Review Panel, which you established on March 15, 2012. Our report contains 18 recommendations that should, if accepted, ultimately result in improvements to the delivery of public transit in British Columbia.

During our review we heard from over 90% of local governments with public transit systems in British Columbia and were struck by the level of commitment to the delivery of high quality services to residents in every community. While local governments recognize that the level of provincial support for public transit in British Columbia is unmatched in the rest of Canada, they have legitimate concerns about the state of their relationship with BC Transit, including the nature of the partnership to deliver service, the level of communications and the degree of accountability.

The Panel spent time with the Board of Directors and staff at BC Transit. While they are working hard to address some of the issues identified by local governments and are making progress, we believe that there is more that can be done to strengthen the partnership. The panel also met with all three of the unions that represent staff at BC Transit, two private sector operators and one community which does not yet have a transit system.

The overarching theme in this report is that the delivery of public transit is based on a partnership between local governments and the Province. Our review found that British Columbia's transit systems compare very favourably with their counterparts across Canada, particularly in terms of ridership, supply of service and efficiency of the services provided. However, the structure of the partnership does not adequately recognize the significant funding contribution of local governments.

Our recommendations fall into three categories:

Governance – Fundamental changes are required to ensure that local government is recognized as a real partner;

Decision making – Parties that are impacted by the decisions of the other partner must have a role in the decision making process; and,

Accountability – Accountabilities in the partnership need to be strengthened, including improved reporting on performance.

You also asked us to review the current governance structure for transit in the Capital Regional District. As requested in our Terms of Reference, we have provided the pros and cons of having the system managed by the current Victoria Regional Transit Commission or having the responsibilities of the Commission transferred to the Capital Regional District. We have also provided a third alternative which addresses some of the concerns raised with the current model. All three options have advantages and disadvantages.

Although a number of our recommendations would require changes to legislation to fully implement we have offered suggestions, where appropriate, on how to implement the recommendations in advance of any legislative change.

The Panel would like to thank everyone who either met with us or took the time to provide a written submission. We benefitted greatly from the quality of discussions, patience in responding to our questions and the thoughtfulness of written submissions. Lastly, we would like to thank Tom Lee, our project manager, who kept us on track and on time.



Chris Trumphy, Chair



Catherine Holt



John King

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List of Recommendations

Recommendation 1

The Ministry of Transportation and Infrastructure should work with local governments with public transit services to develop the Government Letter of Expectations to BC Transit. The Letter of Expectations should clearly establish the roles, responsibilities and accountabilities of the provincial government, local governments and BC Transit.

Recommendation 2

The provincial government should increase the membership of the Board of Directors from seven to nine. While this recommendation requires legislative change, the following recommendation (Recommendation 3) can be implemented with either a seven or nine person Board.

Recommendation 3

Recognize the partnership for the delivery of public transit at the BC Transit Board. Specifically:

- i) The Board of BC Transit should provide local governments with a Board skills matrix to guide the selection of nominees to the Board.
- ii) The provincial government should revise the appointment process for the Board of Directors to allow local government to directly appoint representatives to the Board. Prior to legislative change Cabinet should accept nominations from local governments for appointment to the Board. A revised appointment process that would be consistent with existing legislation (current Board size) and an expanded Board under Recommendation 2 is outlined in the following table:

	Under existing legislation	With recommended legislative changes
Provincial government	Appoints three members including Chair.	Appoints four members including Chair.
Local government	Nominates two members from the Victoria Regional Transit Commission and two other elected local government representatives.	Appoints two members from the Victoria Regional Transit Commission and three other local government appointees.

Recommendation 3 - Cont.

- iii) It is common practice that elected officials do not sit on the boards of Crown agencies since their responsibilities as a Director may conflict with their accountabilities as an elected official. The Panel considered two options for the appointment of the local government representatives and did not reach a conclusion on a preferred approach. The pros and cons of each approach are identified in the following table:

	Pros	Cons
Option 1: Local government appointments may include sitting elected officials.	<ul style="list-style-type: none"> Consistent with current practice. Knowledge of current needs/interests of local government. 	<ul style="list-style-type: none"> Potential for high turnover due to local government election cycles. Risk of conflict in balancing local interests with BC Transit interests.
Option 2: Local government appointments would exclude sitting elected officials.	<ul style="list-style-type: none"> Provides continuity as appointments would not be tied to election cycle. Director would not be tied to single community. Easier to make appointments based on the skills matrix. 	<ul style="list-style-type: none"> May not adequately represent local government interests.

- iv) Provincial government and local government Board appointments should be made on the basis of staggered terms to allow for Board continuity.
- v) The provincial government and local government should negotiate appointment guidelines to be consistent with standard board practices regarding appointments and terms. In order to implement these recommendations local governments would need to determine the appropriate body to coordinate the appointment process.

Recommendation 4

The provincial government should amend the BC Transit Act to allow local government to appoint all members of a transit commission and allow the transit commission to hire its own clerical and technical staff. In the interim, Cabinet should accept nominations from local governments for appointment to transit commissions and BC Transit will continue to provide clerical and technical staff to transit commissions.

Recommendation 5

Local government and BC Transit decision making authority should rest with the partner that bears the consequences or benefits of any decision. Where a decision of one partner will have an impact on the other partner, consultation should occur:

- i) The BC Transit Board should ensure that BC Transit decision making explicitly considers the impact on local governments and should ideally include a mechanism for local government sign off. For example, the BC Transit Board told the Panel that all decisions of the BC Transit Board that have capital cost implications for an individual transit system must have local government approval. BC Transit should ensure that all local governments are aware of this policy.
- ii) The BC Transit Board should ensure that any system wide capital spending decisions made by the BC Transit Board has input from an advisory panel consisting of local government representatives.
- iii) Local governments should provide sufficient notice to BC Transit on service adjustments so that the financial consequences of that decision are appropriately shared between the partners.
- iv) The Province should consult with local governments on provincial public transit policy.
- v) BC Transit should ensure that it engages with and considers the input of local governments and transit operating companies in route planning and scheduling activities.

To be clear, no changes in decision making authority are proposed but improvements in process are required.

Recommendation 6

Local government should involve BC Transit in key planning issues and invite BC Transit to participate in official community planning processes. Local governments should provide BC Transit with information regarding decisions that may impact public transit including:

- Long term municipal transit budgets;
- Land use planning; and,
- Transportation planning and zoning decisions that will result in developments that will require transit services, or impact the ability to deliver public transit.

These requirements should be outlined in operating agreements between BC Transit and local governments.

Recommendation 7

BC Transit should develop a strategic communications plan that includes provincial government, BC Transit and local government strategic goals for transit and share the plan with local governments. The plan should outline key dates and timelines for provincial government, BC Transit and local government decision making processes.

Recommendation 8

The Ministry of Transportation and Infrastructure should provide BC Transit with clear direction on its role in implementing the Provincial Transit Plan.

Recommendation 9

BC Transit and local governments should enhance accountability in operating agreements. While some roles and responsibilities are contained in existing Master Operating Agreements and Annual Operating Agreements, accountabilities could be strengthened by:

- Establishing information sharing requirements appropriate for all partners in operating agreements, including timelines and dates, performance measures (see recommendation 13) and local government planning (see recommendation 6);

Recommendation 9 - Cont.

- Establishing local government financial accountability for service decisions that result in costs that must be covered by BC Transit (see recommendation 5);
- Improving transparency by including the provincial share of debt servicing costs; and,
- Committing BC Transit to provide financial information to local governments based on the calendar year.

Recommendation 10

The provincial government should amend the BC Transit Act and Regulation to enable multi-year operating agreements.

Recommendation 11

The provincial government should amend the BC Transit Act and Regulation to require only one agreement between local governments and BC Transit and one operating agreement between BC Transit and a transit operating company for each transit service area.

Recommendation 12

BC Transit should work with local governments to set appropriate service standards for each transit system and provide annual data on system and route performance.

Recommendation 13

BC Transit should provide reports to Councils and Regional District Boards at least twice a year on: system ridership; cost per capita; passengers per capita; service hours per capita; cost per hour; cost per rider; and, revenue cost ratio. BC Transit should also provide each local Council and Board comparisons with peers and performance over time for each of these measures.

Recommendation 14

BC Transit should develop, in partnership with local government staff, performance reporting templates which meet local government staff needs. Sample templates are provided for discussion in Appendix D.

Recommendation 15

BC Transit should report in detail annually to local government on its administration costs, its fleet management activities and the benefits it provides from centralized purchasing in comparison to other transit systems across Canada.

Recommendation 16

The provincial government should provide the Board of BC Transit with the authority to authorize commercial revenue activities within an established framework.

Recommendation 17

The provincial government should provide BC Transit its capital funding through the established service plan process with output targets.

Recommendation 18

The provincial government should develop a policy framework for intercity routes among multiple jurisdictions and if required amend the BC Transit Act and Regulation to provide for a stable mechanism to implement these routes.

Role and Mandate of the Panel

On March 15, 2012 the Honourable Blair Lekstrom, Minister of Transportation and Infrastructure, appointed a three person independent panel to review issues with respect to BC Transit including:

- Transit system operations and performance;
- Governance;
- Funding; and,
- Local government consultation and communication processes.

The Panel was also asked to identify the pros and cons of transferring the roles and responsibilities of the Victoria Regional Transit System to the Capital Regional District. In conducting its review the panel was asked to review and evaluate matters through clear problem definitions with supporting evidence, and make recommendations on that basis. The panel was tasked to submit a report to Minister Lekstrom by the end of August 2012. The full Terms of Reference for the review are included in Appendix A.

Introduction

Public Transit in British Columbia

In 1979 the British Columbia government created the Urban Transit Authority (UTA), a Crown corporation whose role was to work in partnership with local governments in the development and management of local transit systems.¹ Initially responsible for the operation of 13 transit systems, the operation of the Victoria and Vancouver transit systems transferred from BC Hydro to the new organization a year later and in 1982, the UTA was renamed BC Transit.² The responsibilities for public transit in the Vancouver area are not included in the Terms of Reference for the Panel, as authority for public transit in Vancouver was transferred to TransLink in 1999.

BC Transit was founded on the basis of a funding partnership between the provincial government and local governments to provide public transit throughout British Columbia. The key element of this funding partnership was that the costs of providing local public transit would be cost-shared between the government of British Columbia and local communities.

The delivery of public transit through a Crown corporation, and the funding of public transit through a provincial/local government partnership is unique in Canada, and has resulted in BC having the highest proportion of provincial government funding and availability to the most communities.

The BC Transit Regulation outlines the sharing of costs for conventional transit systems (which serve the general population in urban settings and offers scheduled bus service that operates on fixed routes) and custom/paratransit systems (which employs vans, minibuses and taxis for dial-a-ride and door-to-door handyDART service for passengers with disabilities who cannot use conventional transit). Conventional transit services represent 83%³ of public transit spending in the province.

The sharing of costs under the current Regulation is outlined in Table 1.

Table 1 - Cost Sharing of Public Transit in British Columbia

	Provincial Share	Local Government Share
Conventional Transit ⁴	46.69%	53.31%
Custom Transit	66.69%	33.31%
Victoria Regional Transit System Conventional ⁵	31.70%	68.30%
Victoria Regional Transit System Custom	63.0%	37.0%

1-Curtis (1978, June 12). "Urban Transit Authority Act." British Columbia. Legislative Assembly. Official Report of the Debates of the Legislative Assembly (Hansard). 31st Parliament, 3rd Session. Retrieved from http://www.leg.bc.ca/hansard/31st3rd/31p_03s_780612p.htm#02203.

2-BC Transit. BC Transit History. http://bctransit.com/corporate/general_info/history.cfm

3-Source: BC Transit.

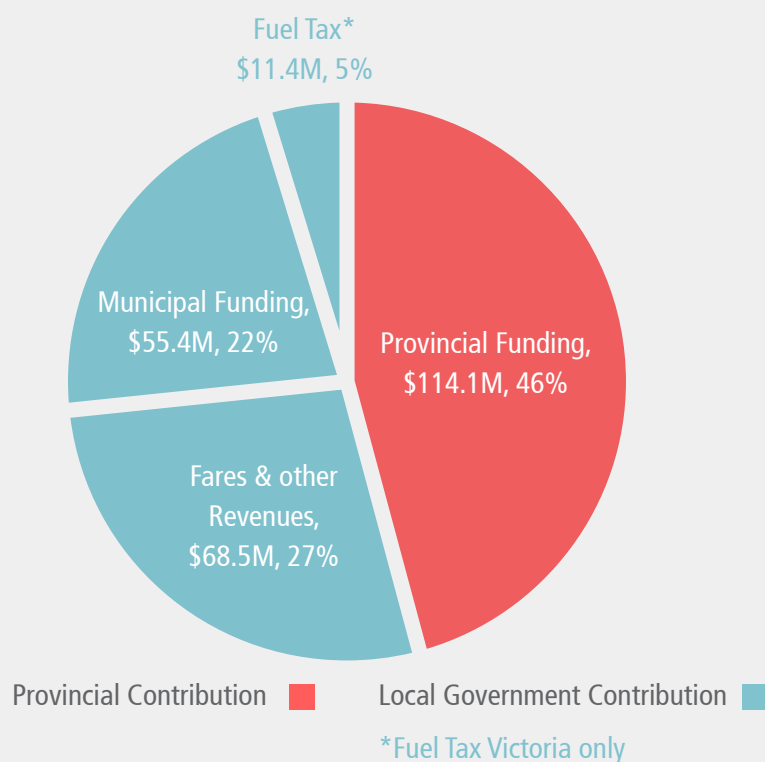
4-British Columbia Transit Regulation (B.C.Reg. 30/91) S 7.

5-British Columbia Transit Regulation (B.C.Reg. 30/91) S 2.

The provincial share of costs is provided to BC Transit through an annual appropriation of the provincial government, while the local share of transit costs is raised through the imposition of property taxes, the collection of fare revenue (rates of which are set by the local government) and advertising revenues generated by the transit system.⁶ Funding for the local government contribution to the Victoria Regional Transit Commission also includes a 3.5¢/litre fuel tax. A summary of system-wide funding in 2010/11 is shown in Figure 1.⁷

In spite of the provincial-local government funding partnership, BC Transit's governance and decision making model does not recognize local governments as a significant funding partner. As a result, local governments have little direct influence on many of the issues that impact the cost of delivering public transit in their community. While BC Transit is taking a number of steps to try and address this issue, improvements to the governance and decision making model are required.

Figure 1 - System Wide Funding 2010/11



⁶-British Columbia Transit Act, 1996 (BC) S 14(1).
⁷-BC Transit. Annual Report 2010/11. P.6.

What Has Changed

Since the creation of the UTA, the public transit system managed by BC Transit has grown from 13 local systems to 81 conventional and custom transit systems delivered with 58 local funding partners (Table 2).⁸

Table 2 - Growth of BC Transit

	1979	1989	1999	2009/10	2010/11
Number of Systems	13	47	57	81	81
Fleet of Buses	190	322	642	1030	1028
Annual Expenditure (million)	\$57.6	\$72.9	\$130.5	\$218	\$249
Ridership (million)	19.2	21.1	29.5	48.8	51.2

Public transit initially had a simple objective – move people. Over time, the growth in transit services has also been accompanied by an expanded role for public transit in community development including:

- Public transit's growing socio-economic role. Public transit provides transportation options to seniors, youth, people with low incomes and people with disabilities regardless of where they choose to live in the community;
- Public transit has become an important component of regional transportation and sustainability planning;
- Public transit's increased importance as part of provincial transportation planning. The Provincial Transit Plan calls for transit ridership to double by 2020, which will also contribute to the provincial plan to reduce greenhouse gas (GHG) emissions by 33% by 2020.⁹

Public transit is also faced with increasing financial pressures. High fuel prices encourage more people to use public transit, which contributes to provincial and local government goals to increase public transit ridership. At the same time, high fuel prices increase the costs of operating the public transit system, bus prices and other costs are increasing and increased service levels require increased government funding to support operations.

⁸-Data from 1979 through 1999 can be found in Shaping our Future BC Transit's Strategic Plan 2030 (p.10). 1979-1999 costs have been adjusted to 2009 dollars. 2009-2011 data is found in BC Transit's Annual Report 2009/10 (p.6) and Annual Report 2010/11 (p.5) and have not been adjusted.

⁹-Government of British Columbia. The Provincial Transit Plan (2008), p6.

The cumulative effect of these changes is that local governments have become increasingly knowledgeable about the role of public transit in their communities. Local governments, like other levels of government, are facing budget pressures which draw attention to the costs of delivering public transit. However, while local governments are a major contributor of funding to the public transit system, local government's funding role has never been adequately reflected in BC Transit's governance and decision making. As public transit becomes more important and costly, it is important that the needs of both of BC Transit's funding partners are addressed.

As public transit service levels have grown, many operating companies that deliver the service in local communities have become larger and more sophisticated. Some of the larger operating companies in British Columbia operate transit systems elsewhere in North America, and have operating and planning expertise that can assist BC Transit and local governments in delivering efficient transit services to their customers. Because these companies operate locally they can also provide insight into local demands, needs and operating conditions.

Current Status

How Public Transit is Delivered

BC Transit is a provincial Crown corporation established under the British Columbia Transit Act. The purposes of BC Transit are:

- i) to plan, acquire and construct public passenger transportation and rail transit systems that support regional growth strategies, official community plans and economic development;
- ii) to provide for the maintenance and operation of those systems;
- iii) to pursue commercial opportunities and undertake or enter into commercial ventures in respect of those systems and the authority's assets and resources¹⁰.

¹⁰-British Columbia Transit Act, 1996 (BC) S 3(1).

The Act provides for the governance of BC Transit through a Board of Directors that is appointed by the British Columbia Executive Council, or Cabinet (referred to from this point on as the Cabinet¹¹). The Board is accountable to the Minister of Transportation and Infrastructure, on behalf of Cabinet. The Board consists of seven members, four of which are elected local government representatives (two from the Victoria Regional Transit Commission and two from other regions/municipalities) and three at-large directors.¹² The governance of BC Transit was recently reviewed by the BC Auditor General, which made several recommendations regarding the structure and operation of the BC Transit Board.¹³

The Minister holds BC Transit accountable by providing direction through an annual "Government Letter of Expectations". The Letter provides government's annual direction to the Crown Corporation and is an agreement on respective accountabilities, roles and responsibilities. The Letter forms the basis for the development of BC Transit's Service Plan and Annual Service Plan Report.¹⁴

Partnership with Local Government

BC Transit operates transit services in partnership with 58 local government partners across the province (outside Metro Vancouver), and serves over 130 communities. The provision of local transit service is outlined in a Transit Service Agreement between BC Transit and local government partner. This document is required under the BC Transit Act and establishes the transit service area and the general roles and responsibilities of each organization.

Local transit services and budget are established each year in an Annual Operating Agreement (AOA). The requirements of this three-party agreement (local government, operating company and BC Transit) are also established in the BC Transit Act. The AOA establishes the budget and revenue expectations for the year, the fares charged, and specifies the services to be provided to the community.

The three parties also sign a Master Operating Agreement (MOA). The MOA outlines the roles and responsibilities of the parties and contains the bulk of the requirements of the operating company in delivering transit services and includes such elements as risk management, environmental protection, insurance, reporting requirements,

¹¹-Under the Act, appointments are made by the Lieutenant Governor in Council which in practice is a decision of the BC Executive Council, or Cabinet. When the Executive Council makes a decision and it has been approved by the Lieutenant Governor, it is said to have been made by the Lieutenant Governor in Council.

¹²-British Columbia Transit Act, 1996 (BC) S 4(1).

¹³-Office of the Auditor General of British Columbia, Crown Agency Board Governance (Report 2: May 2012).

¹⁴-Government's Letter of Expectations between the Minister of Transportation and Infrastructure and The Chair of British Columbia Transit, January 2012.

payment procedures and other business elements. MOAs have no defined term, but as an MOA forms part of the AOA, the termination or non-renewal of an AOA applies to both agreements. MOAs must also be renegotiated in the event of a change in operating companies.

Under the Act BC Transit may establish local or regional transit service areas to be governed by local or regional transit commissions.¹⁵ Members of transit commissions are appointed by Cabinet from persons holding elected office on a municipal council or regional district board.

Roles and Responsibilities

The Ministry of Transportation and Infrastructure (MOTI), BC Transit, local governments and transit operating companies each have different responsibilities in the provision of local transit services. BC Transit is responsible for coordinating the delivery of public transit including planning, funding, marketing and fleet management.

Private sector companies or non-profit societies operate the majority of the transit systems in the province through a contract with BC Transit. Nanaimo, Nelson, the Sunshine Coast and Powell River are exceptions, where the local government operates the transit system. The other exception is the Victoria Regional Transit System where BC Transit operates the conventional bus system and contracts for the operation and fleet maintenance of the custom transit system.

MOTI receives funding for BC Transit through the annual provincial government budget. BC Transit receives operational funding from MOTI on a monthly basis based on annual operating estimates provided by BC Transit. Capital funding to maintain the existing transit fleet, to undertake fleet expansion initiatives and other capital improvements (transit exchanges/garages) are provided through separate contribution agreements between MOTI and BC Transit. Capital expansion plans must be supported by an individual business case and submitted to MOTI for approval.

Local governments are responsible for strategic planning for their communities through a number of mechanisms such as Official Community Plans, sustainability plans, transportation planning etc.¹⁶ Local governments establish their local transit priorities and set service levels, transit routes and fare structures.

¹⁵-British Columbia Transit Act, 1996 (BC) S25.

¹⁶-Local Government Act, 1996 (BC) S875.

Public Transit in British Columbia Compares Well

The Review Panel conducted an analysis of the performance of transit systems in British Columbia against similar transit systems from across Canada (system “peers”), utilizing data collected in 2010 by the Canadian Urban Transit Association (CUTA)¹⁷. It should be noted that while it is generally representative, CUTA data is not completely accurate. For a number of reasons some municipalities do not collect and report on data at a level of detail required by CUTA. For systems in British Columbia, data is supplied by BC Transit and is based on the information contained in AOA’s. Because administrative costs are capped under provincial legislation, spending on public transit by some local governments is under-reported. For example, both Nanaimo and Kelowna indicated that they spend more on transit than is recognized in AOA’s. In addition, data for British Columbia systems are based on BC Transit’s fiscal year, while the data for communities in the rest of Canada are based on calendar years. In spite of these issues, the CUTA data is a good source of information to support our comparison of transit systems across Canada.

The Panel chose seven performance measures to assist in our comparison:

- i) Total annual system ridership. This is an indicator of the success of public transit in jurisdictions across the country.
- ii) The relative community expenditures on public transit (Cost per capita). This measure allows communities to benchmark the level of financial commitment made by BC Transit and the individual community for transit services as compared to other similarly-sized communities. Higher funding per capita reflects a higher level of investment.
- iii) The success of the transit system in attracting ridership (Passengers per capita). This measure allows communities with different populations to compare their ridership levels with other similar communities. The higher the number of passengers per capita, the greater the proportion of the population using transit.
- iv) The amount of service provided in the transit system (Amount of service hours per capita). Similar to cost per capita, this measure allows communities to benchmark the level of commitment made by the individual community for transit services as compared to other similarly-sized communities. The higher the service hours per capita, the higher the commitment by the local government to the provision of transit services.

¹⁷-Canadian Urban Transit Association. Canadian Transit Fact Book, 2010 Operating Data. (Toronto: Canadian Urban Transit Association, 2011).

- v) The efficiency of a transit system in providing services (Cost per hour).
The amount of transit offered in a community is often expressed in terms of hours. This performance measure indicates how efficiently the service is operated in the community. The lower the cost per hour, the more efficiently the service is provided.
- vi) The effectiveness of a transit system in providing services to its target population (Cost per rider). While costs per hour may be similar from one system to another, the lower the cost per rider, the more successful the service is in attracting riders.
- vii) The self-sufficiency and financial performance of the transit system (Revenue to cost ratio). It is recognized that transit revenues do not cover all of the costs of operating a transit system. The higher the revenue to cost ratio, the greater the proportion of costs that are recovered through passenger and other revenues.

For the purposes of our comparison, the Panel divided transit systems into categories roughly based on system population and transit systems with similar service characteristics. It is generally recognized that comparing transit systems serving municipalities of significantly different populations is inappropriate. However, even when comparing transit services in municipalities of similar size the services and system design should also be similar.

For example, while there are several Canadian transit systems serving populations similar to Victoria, many serve as part of an overall commuter system for larger communities. Transit systems like those in southern Ontario, such as Burlington and Oakville, focus their services to provide feeder service to the GO Trains connecting their communities to downtown Toronto. As a result systems such as these were not included in our system comparisons with Victoria. Similarly, the transit systems in St. Albert and Strathcona County in Alberta were not included in the comparisons with systems in British Columbia of similar population, as these systems provide commuter services to Edmonton.

The Resort Municipality of Whistler was also excluded from the comparisons, as there are no other similar resort-based communities in Canada offering transit services.

The Panel organized public transit systems into four categories for the purposes of our analysis:

- i) The Victoria Regional Transit System ;
- ii) Large systems with populations over 60,000 (Nanaimo, Prince George, Central Fraser Valley, Kamloops and Kelowna);
- iii) Mid-size systems with populations between 25,000-60,000; and,
- iv) Small systems with populations of less than 25,000.

The Panel could not find a sufficient sample of communities in the CUTA database to conduct a comparative analysis of systems with populations fewer than 25,000.

Table 3 - A Comparison of British Columbian and Canadian Transit Systems

	Victoria Regional Transit System	Victoria Regional Transit System Peers (avg.)	Large Systems BC (avg.)	Large Systems Peers (avg.)	Mid-sized Systems BC (avg.)	Mid-sized Systems Peers (avg.)	Small Systems BC Only (avg.)
Ridership (millions)	24.85	15.22	3.03	3.20	0.49	0.74	0.25
Cost/capita (\$)	209.22	148.71	117.62	114.65	59.46	66.02	91.09
Passengers/capita	69.8	49.4	32.3	29.2	13.1	16.2	16.4
Hours/capita	2.25	1.56	1.12	1.21	0.61	0.85	0.75
Operating Cost/hour (\$)	92.93	95.26	87.00	90.58	84.62	81.23	97.17
Cost/rider (\$)	3.00	3.01	3.10	3.92	4.02	4.76	4.45
Revenue/cost	46.9%	46.3%	35.2%	40.4%	29.3%	33.5%	24.8%

Table 3 provides an overview of the performance of transit systems from British Columbia and the rest of Canada. Overall, transit systems in British Columbia compare very favourably with their counterparts across Canada, particularly in terms of ridership, supply of service and efficiency of the services provided. The Panel's detailed review of system performance is contained in Appendix B.

Our assessment also found:

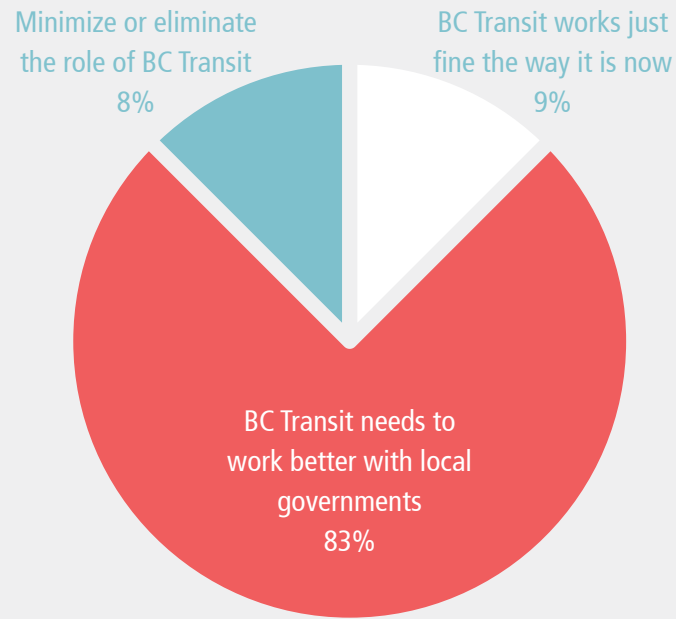
- Cost recovery rates for British Columbia systems are consistently lower than in other parts of the country, which is probably explained by the lower transit fares set by local governments in British Columbia.
- The Victoria Regional Transit System has significantly higher ridership and more hours of service than comparable systems in Canada, indicating a high level of support for transit.
- Large British Columbia systems provide noticeably fewer hours of service to attain equivalent ridership, indicating they are more effective than their peers.
- Mid-size systems compare well with their counterparts across the country.
- The Province and BC Transit have been very successful in encouraging the provision of transit services in small communities, which elsewhere in Canada would generally not have public transit.

Based on our analysis it is clear that one of the customers of BC Transit – the riders – enjoy a level of public transit services that is comparable to, or better than, other parts of the country in terms of ridership, amount of service provided and the operational efficiency and effectiveness of the transit system.

However, the BC Transit Review Panel was created in response to concerns expressed by BC Transit's other customer, local governments. While local governments may have concerns, it is clear that they too, support the BC Transit model. A survey conducted by the Panel in June 2012 found that 83% of BC Transit's local government partners felt that BC Transit was a valuable partner that allows communities to provide a standard of public transportation services that might not otherwise exist (Figure 2)¹⁸. However local governments also believe that BC Transit needs to work better with its local government partners on the delivery of transit services. The complete survey is contained in Appendix F.

¹⁸-Dialogue Research. BC Transit Independent Review Panel. Funding Partner Survey – Summary Report and Methods (June 29, 2012) p.27.

Figure 2: Local Government Attitudes Toward BC Transit



What are the Challenges?

In spite of the overall good performance of the public transit system, local governments have expressed concerns about the state of their relationship with BC Transit. The BC Transit Review Panel conducted an extensive consultation process with local governments to determine the nature of local government concerns. In order to gather local government input, the Review Panel:

- Held 25 individual meetings with representatives from approximately 40 local governments;
- Conducted a survey of all BC Transit's local government partners (with an 82% response rate); and,
- Received written submissions from 30 local governments.

A complete list of meetings and submissions is contained in Appendix C.

Local governments strongly support public transit in their communities and appreciate the strong level of provincial funding support for local public transit. However, the Panel found that in spite of the significant funding contribution by both BC Transit and local government there is little joint accountability for decisions made around the provision of public transit. BC Transit's governance structure makes it more accountable to the provincial government than to local government. The Panel also found that local government in many cases does not sufficiently involve BC Transit in planning processes with public transit implications. This is not a partnership.

Concerns expressed by local governments to the Panel included:

Governance

- Local government appointments to the BC Transit Board are not made by local governments. Local governments would like to directly appoint local government representation on the BC Transit Board;
- Local governments do not support the creation of local and regional transit commissions to deal with inter jurisdictional and funding issues where transit services cross local government boundaries because the legislation does not allow local governments to make appointments to these commissions;
- The Victoria Regional Transit Commission membership structure does not adequately represent the member municipalities within the service area of the Commission;
- Transit is not being effectively integrated into broader community planning. Many local governments are moving towards a holistic view of transit services as being an integral part of community, transportation planning and urban mobility, which requires expertise that is beyond BC Transit's mandate; and,
- The existing governance model for public transit does not adequately address inter-community and regional transportation needs.

Operations and Maintenance

- Some local governments do not want to pay for some of the services provided by BC Transit, as they have built the capacity to provide those services internally;
- Too many decisions are made unilaterally in Victoria and local knowledge, including that of transit operating companies, is not taken into account by BC Transit;
- There is confusion on whether BC Transit or local government has the primary responsibility for promoting local ridership;
- There is not enough of a local government profile on BC Transit buses;
- BC Transit makes unilateral fleet management decisions that impact local communities; and,
- More relevant and timely ridership information is needed to better manage local transit systems.

Communications and Consultation

- BC Transit decision making processes and the resulting cost implications are not transparent;
- The quality and timeliness of communication between BC Transit and local governments is inconsistent; and,
- BC Transit makes unilateral decisions on issues that impact local taxpayers.

Funding Relationship

- The costs of providing public transit are escalating;
- Local governments are not convinced they get value for the money they provide to BC Transit for the services it provides and they don't have enough information to make an evaluation; and,
- The misalignment of BC Transit and local government fiscal years causes budget and planning problems for local governments.

BC Transit has acknowledged the relationship problems it has with its local government partners and has undertaken a number of initiatives to improve its relationship including:

- The creation of Regional Transit Managers as a single point of contact within BC Transit;
- The creation of internal performance integration teams to coordinate responses to local government requests;
- Hosting annual workshops, train the trainer workshops, maintenance workshops and maintenance managers workshops;
- The development of a transparent capital projects approval process;
- The introduction of annual performance summaries and the provision of monthly system financial information;
- The provision of three-year budget information to local governments; and,
- The establishment of new consultation processes on initiatives such as the Enterprise Investment Initiative, Transit Future Plans and the Transit Improvement Program to engage local governments in BC Transit decision making.

While most local governments have responded positively to these initiatives they continue to have concerns regarding their relationship with BC Transit.

Conclusions & Recommendations

Modernize the Partnership

The foundation of the Review Panel's report is the conclusion that the delivery of public transit in British Columbia is a partnership, and that BC Transit should be accountable to both of its funding partners. However, the Panel found that the structure of the partnership leaves BC Transit primarily accountable to only one of the funding partners, the provincial government. The partnership between BC Transit and local government needs to be redefined.

As the operator of public transit systems across the province, BC Transit needs to be able to make decisions that benefit the system as a whole, but it also needs to be accountable to both of its funding partners for those decisions.

Recognize The Role of Local Government in The Government Letter of Expectations

As a Crown corporation BC Transit takes its direction from, and reports to, the provincial government. The provincial government provides direction to BC Transit through an annual Government Letter of Expectations. The Letter of Expectations provides an opportunity for the provincial government to help reconstruct the partnership between BC Transit and local governments.

The Panel's review of the 2012-13 Letter of Expectations found that while the Letter clearly identified the Corporation's accountabilities to the provincial government, there were no corresponding accountabilities to local government.

The Letter also outlines government's responsibilities and accountabilities, again with no acknowledgement of local government as a funding partner. As such, there is no formal requirement for the provincial government to work with its funding partner to identify transit priorities or performance measures for public transit in British Columbia.

The Letter of Expectations sets the stage for the nature of the partnership between the provincial government and local governments in providing public transit in British Columbia. In order to modernize the partnership, the role of local governments must be recognized in the Letter of Expectations.

Recommendation 1

The Ministry of Transportation and Infrastructure should work with local governments with public transit services to develop the Government Letter of Expectations to BC Transit. The Letter of Expectations should clearly establish the roles, responsibilities and accountabilities of the provincial government, local governments and BC Transit.

Membership of the BC Transit Board Should be Reflective of the Partnership

The seven person Board of Directors of BC Transit is responsible for overseeing the management of the Corporation and implementing the Government Letter of Expectations for BC Transit. Members of the Board are appointed by Cabinet as outlined in the BC Transit Act. This authority for appointments recognizes the provincial role as a major funding partner for public transit and reinforces the accountability between the Province and BC Transit.

Local governments, as the other funding partner, have no input into who will represent them on the Board. While four members of the Board must be local government representatives under the Act, the local government members are appointed by Cabinet. As a result, the line of accountability flows between the Minister and the Board, and local governments are not recognized as full partners.

In a private company, the company's Board of Directors is appointed by the owners who have put equity into the company. With BC Transit, the provincial government and local governments contribute annual funding to support the operation of the public transit system. This annual funding contribution is arguably equivalent to the equity contribution in a private sector company and as a result all the funders should have input into the selection of the Board of Directors, and the Board should be accountable to all of its funding partners.

In its review of BC Transit's governance structure, the Review Panel referred to the Auditor General's review of BC Transit governance that was published in May 2012.¹⁹ The Auditor General noted some areas for improvement in the Board's composition, appointment process and governance practices. The Auditor General also found that some of government's performance expectations of BC Transit are not clearly defined, and expectations were not developed with adequate consultation with the Board and

¹⁹ Office of the Auditor General of British Columbia, Crown Agency Board Governance (Report 2: May 2012).

management. While the Panel agrees with the conclusions of the report, we would like to add the following observations.

We do not believe the seven person Board of Directors is of a sufficient size to allow for a committee structure to properly govern BC Transit's complex business. In addition, the Board's relatively small size may impact the ability to appoint Directors with the necessary set of skills to oversee a public transit company. In order to support effective governance of the organization, a robust Board skills matrix should be established to guide appointments to the Board of Directors. In addition to local government knowledge, the matrix should identify a set of preferred skills such as public transit expertise, board governance experience and marketing and finance skills.

Recommendation 2

The provincial government should increase the membership of the Board of Directors from seven to nine. While this recommendation requires legislative change, the following recommendation (Recommendation 3) can be implemented with either a seven or nine person Board.

Recommendation 3

Recognize the partnership for the delivery of public transit at the BC Transit Board. Specifically:

- i) The Board of BC Transit should provide local governments with a Board skills matrix to guide the selection of nominees to the Board.
- ii) The provincial government should revise the appointment process for the Board of Directors to allow local government to directly appoint representatives to the Board. Prior to legislative change Cabinet should accept nominations from local governments for appointment to the Board. A revised appointment process that would be consistent with existing legislation (current Board size) and an expanded Board under Recommendation 2 is outlined in the following table:

	Under Existing Legislation	With recommended legislative changes
Provincial government	Appoints three members including Chair.	Appoints four members including Chair.
Local government	Nominates two members from the Victoria Regional Transit Commission and two other elected local government representatives.	Appoints two members from the Victoria Regional Transit Commission and three other elected local government representatives.

- iii) It is common practice that elected officials do not sit on the boards of Crown agencies since their responsibilities as a Director may conflict with their accountabilities as an elected official. The Panel considered two options for the appointment of the local government representatives and did not reach a conclusion on a preferred approach. The pros and cons of each approach are identified in the following table:

	Pros	Cons
Option 1: Local government appointments may include sitting elected officials.	<ul style="list-style-type: none"> Consistent with current practice. Knowledge of current needs/interests of local government. 	<ul style="list-style-type: none"> Potential for high turnover due to local government election cycles. Risk of conflict in balancing local interests with BC Transit interests.
Option 2: Local government appointments would exclude sitting elected officials.	<ul style="list-style-type: none"> Provides continuity as appointments would not be tied to election cycle. Director would not be tied to single community. Easier to make appointments based on the skills matrix. 	<ul style="list-style-type: none"> May not adequately represent local government interests.

- iv) Provincial government and local government Board appointments should be made on the basis of staggered terms to allow for Board continuity.
- v) The provincial government and local government should negotiate appointment guidelines to be consistent with standard board practices regarding appointments and terms. In order to implement these recommendations local governments would need to determine the appropriate body to coordinate the appointment process.

Adjust the Appointment Process for Transit Commissions

The BC Transit Act provides BC Transit with the authority to establish local transit commissions and regional transit commissions in areas where the same public transit system operates across local government boundaries. While the ability to establish commissions exists in legislation, the Victoria Regional Transit Commission is the only established transit commission in British Columbia²⁰, providing services to 350,000 residents in 13 municipalities in the Greater Victoria region. Under the S25 (2) of the BC Transit Act, BC Transit must provide technical staff to support commissions.

The establishment of commissions results in a number of efficiencies in providing public transit, from better regional planning, coordination of routes and fares, through to the creation of administrative efficiencies from the amalgamation of operator contracts. A benefit of establishing commissions is that transit service areas can be defined in a way that best serves transit service goals for transit users, as opposed to being fixed based on local government boundaries.

Under current legislation, regional commissions are also able to request that the Province introduce a fuel tax in the commission's transit service area to support the transit system. In addition they can establish a reserve fund to manage fluctuations in revenues from one year to the next. While many transit systems in British Columbia are local in nature, there are a number of areas that are moving towards regional transit delivery – for example, the Central Okanagan and Fraser Valley – that would benefit from the establishment of a regional commission.

While BC Transit has been encouraging the development of transit commissions none have been established since the Victoria Regional Transit Commission. The Panel found that a major disincentive for local government to support the creation of commissions is the loss of local control and local accountability. Under the Act, BC Transit may establish transit service areas for commissions, but the appointments to commissions are the responsibility of Cabinet. Local councils oppose the appointment authority of Cabinet and express concern that the members of commissions are not accountable to the local area. This concern was also expressed with regard to the governance of the Victoria Regional Transit Commission (see later section on the Victoria Regional Transit Commission).

²⁰-The only other commission in BC Transit history was the Vancouver Regional Transit Commission, also brought into creation in 1983 and folded in 1999 with the creation of TransLink. TransLink has different governance, funding and operating models as described in the Greater Vancouver Transportation Authority Amendment Act, 2007 and is outside the Terms of Reference for this review.

In order to encourage the creation of regional commissions, the BC Transit Act should be amended so that BC Transit may approve the establishment of commissions and local governments appoint members to the commission.

With regard to the BC Transit Act requirement that BC Transit provide “clerical and technical employees necessary to enable a commission to carry out its purposes and objects”²¹, the legislation should be changed to allow a commission that prefers to hire its own staff to do so.

Recommendation 4

The provincial government should amend the BC Transit Act to allow local government to appoint all members of a transit commission and allow the transit commission to hire its own clerical and technical staff. In the interim, Cabinet should accept nominations from local governments for appointment to transit commissions and BC Transit will continue to provide clerical and technical staff to transit commissions.

Strengthen Accountability Between the Partners

Reconstructing the partnership that delivers public transit in British Columbia is more than revising the governance structure. The organizations in the partnership must also be accountable to each other for their actions and decisions. While the focus of the Review Panel’s report is on the relationship between BC Transit and local governments, there is actually a three-level accountability relationship in the provision of public transit in British Columbia:

- Each of the partners is accountable to their own stakeholders;
- Each of the partners is responsible to each other; and,
- The partnership is accountable to the users of the transit system.

²¹-British Columbia Transit Act, 1996 (BC) S25 (2).

Table 4: Responsibilities in the Provision of Public Transit

MOTI

- Represents the provincial government
- Provincial policy
- Legislation
- Strategic Transportation Planning
- Cabinet appoints BC Transit Board
- Establishes expectations
- Approves Service Plan
- Approves regulations of the BC Transit Act
- Provides Provincial Share of Funding
- Cabinet appoints regional transit commissions
- Invests in the provincial highways system
- Planning and program development and implementation
- Approves BC Transit Capital Plan
- Approves BC Transit commercial activities

BC Transit

- System Planning
- Route Planning and Scheduling
- Fleet management (purchase, planning, maintenance, inspections)
- Fuel purchasing, parts purchasing, inventory control
- Capital planning and acquisition(facilities, land lease and purchase)
- Marketing and Branding
- Strategic planning/Transit Future Plans
- Hiring Operating companies/ contract management
- Performance reporting and monitoring
- Safety, training, security programs and policy
- Operate the Victoria Regional Transit System and support the Victoria Regional Transit Commission
- Province wide advertising contracts for buses

Local Government

- Community planning
- Approves land use
- Manage local transportation networks
- Set service levels, approve routes, set fares and property taxes
- Provides local input regarding community needs
- Provide bus stops/shelters
- Provides local share of funding

Table 4 outlines the current roles and responsibilities of MOTI, BC Transit, local government and transit operators. During the consultation process, the Review Panel found that there was a lack of understanding and clarity about some of the elements of each of the party's roles and responsibilities in the partnership. In addition, lines of accountability between the partners are not well defined, or even agreed upon.

Decision Making

Decision making responsibilities between BC Transit and local governments are not aligned in a way that places the risks and rewards of a decision on the appropriate organization. As a result BC Transit and local governments may not have the incentive to make decisions that would maximize benefits to the transit system. While BC Transit has taken a number of initiatives to improve the decision making process, these activities should be formalized with local governments. Examples of the misalignment of responsibilities include:

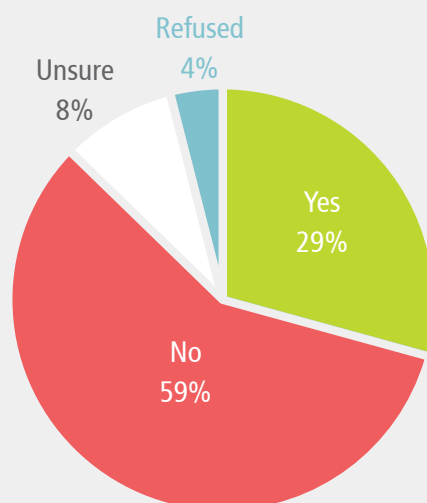
- Advertising revenues offset the local government contribution to local transit. This means that local governments have an incentive to increase advertising revenues in their communities. However, BC Transit manages the advertising for the entire fleet through the award of a province wide advertising contract. While a provincial contract may increase the advertising options for large advertisers, local governments with smaller systems did not feel that they have benefited from the contract as there is little incentive for the contract holder to sell advertising in smaller systems. This, in turn, reduces the opportunity to generate local advertising revenues for the system.
- Effective marketing and promotion helps to increase ridership, and offset local government costs to the transit system. There is a lack of a common understanding between BC Transit and local governments of their respective roles in marketing the transit system.

- Throughout the past two years, BC Transit has invested in branding and passenger information strategies to establish the BC Transit identity, including logo, livery and presentation format.²² A consistent brand helps BC Transit promote a provincial transit system, create economies of scale in marketing and promotions, creates efficiencies in producing communications materials for each of the many systems, ensures customers and stakeholders are treated consistently across the province and facilitates the management of the province-wide fleet. Local governments indicated that BC Transit's branding guidelines minimize the profile of local governments as a major funding partner and as a result make it more difficult to promote transit as a local service paid for by local citizens.
- The incentive for local governments to improve the efficiency of their local transit system is reduced because the financial risk of any decision is shared with BC Transit. BC Transit's contribution to local transit services is fixed in legislation. As a result, there is less local accountability for decisions that result in a poor use of provincial money.
- Replacement bus purchasing decisions made by BC Transit may not fully consider the fiscal status of local governments. This is in contrast to system expansion and other capital projects where local government signoff is required.
- The implementation of new fare boxes in the regions was done with limited consultation. Some local governments indicated that the fare boxes could not do the type of reporting that they expected, and would have preferred to have had the opportunity to discuss local government needs and technology options with BC Transit before the decision to purchase the fare boxes was made.

²²-BC Transit. Strategic Marketing Plan 2011/12 (July 2011).

As indicated in Figure 3²³, local governments do not believe they have an appropriate level of involvement in decisions made by BC Transit that impact local budgets.

Figure 3 - Do you have an appropriate level of involvement in decisions BC Transit makes that impact your budget?



The roles and responsibilities of the Ministry, BC Transit, local governments and operators should be clarified so that responsibility for a decision will rest with the organization most likely to benefit from, or suffer the consequences of, the decision. For example,

- The amount of funding that a local government must raise through property taxes to support public transit is offset by the amount of revenues generated by the local transit system. As a result, the local government receives the rewards of marketing and promotion activities that increase ridership and alternatively, bear the risks of ineffective local marketing. Local government should be responsible for local marketing and promotion designed to increase ridership. BC Transit's role should be to support local efforts by promoting brand awareness, providing templates for local marketing programs and conducting provincial marketing campaigns to increase the overall awareness of public transit.

- As advertising revenues also offset local government costs, BC Transit's advertising contracts should be structured to provide an incentive to advertising companies to sell in smaller markets or alternatively, allow smaller communities who are not benefiting from the provincial marketing contract to manage the selling of bus advertising for their system.

There are also decisions made by both local governments and BC Transit that have the potential to significantly impact the other party. For example:

- A local government decision on local service levels will guide BC Transit decisions on fleet management. The Panel heard an example of a local government committing to a service increase only to reverse that decision after BC Transit had incurred long-term debt to finance the purchase of new buses to support the service;
- BC Transit makes system wide decisions (such as bus replacements, new technology) that ultimately impact local government budgets across the system. BC Transit needs to ensure that it understands the impacts of these types of decisions on local governments and local governments need to understand the implications of system wide decisions on local transit budgets; and,
- BC Transit makes capital spending decisions (transit exchanges, bus depots) that support the operation of the transit system, but result in cost increases for local governments in that transit system.

Where a decision of a local government or BC Transit will result in an impact to the other partner, the party making the decision must ensure that an appropriate level of consultation has occurred and in some cases should seek the approval of the other party before making that decision.

In a number of cases, local governments indicated that BC Transit does not fully consider local knowledge and expertise in its service planning processes and decision making. Local governments indicated that in some cases, local input into routing decisions was ignored. This resulted in a decline in ridership that was predicted by the local government. In addition, many operating companies that deliver the service in

local communities have become larger and more sophisticated, and have professional operating and planning expertise that can assist BC Transit and local governments to deliver efficient transit services to their customers. Further, since these companies operate locally they can provide insight into local demands, needs, and operating conditions.

BC Transit should ensure that it engages with and considers the input of local governments and transit operating companies in route planning and scheduling activities. In this way, BC Transit, local governments and operating companies will build on each organization's strengths, knowledge and expertise with the ultimate goal of improving transit services to the local communities which they serve.

Finally, the provincial government, through provincial transportation policy, also makes decisions that impact the provision of public transit. For example, the Provincial Transit Plan has goals on public transit ridership and mode share that influence the design and operation of local transit systems. Many local government objectives also focus on ensuring transit services are available to all citizens regardless of where they live in the community. The Province should consult with local government when developing public transit policies that may have an impact on the partnership.

Recommendation 5

Local government and BC Transit decision making authority should rest with the partner that bears the consequences or benefits of any decision. Where a decision of one partner will have an impact on the other partner, consultation should occur:

- i) The BC Transit Board should ensure that BC Transit decision making explicitly considers the impact on local governments and should ideally include a mechanism for local government sign off. For example, the BC Transit Board told the Panel that all decisions of the BC Transit Board that have capital cost implications for an individual transit system must have local government approval. BC Transit should ensure that all local governments are aware of this policy.
- ii) The BC Transit Board should ensure that any system wide capital spending decisions made by the BC Transit Board has input from an advisory panel consisting of local government representatives.

- iii) Local governments should provide sufficient notice to BC Transit on service adjustments so that the financial consequences of that decision are appropriately shared between the partners.
- iv) The Province should consult with local governments on provincial public transit policy.
- v) BC Transit should ensure that it engages with and considers the input of local governments and transit operating companies in route planning and scheduling activities.

To be clear, no changes in decision making authority are proposed but improvements in process are required.

Recommendation 6

Local government should involve BC Transit in key planning issues and invite BC Transit to participate in official community planning processes. Local governments should provide BC Transit with information regarding decisions that may impact public transit including:

- Long term municipal transit budgets;
- Land use planning; and,
- Transportation planning and zoning decisions that will result in developments that will require transit services, or impact the ability to deliver public transit.

These requirements should be outlined in operating agreements between BC Transit and local governments.

Communications

Inconsistent communication between BC Transit and local government was one of the main themes heard by the Panel during the review process and was one of the more difficult topics for the Panel to assess.

In spite of BC Transit's efforts to improve its relationship with local government the Panel heard a variety of perspectives on the status of communications between BC Transit and local governments. As illustrated in Figure 4²⁴, only 42% of the local governments surveyed by the Review Panel felt that there is good communication between BC Transit and local governments. Likewise, local governments felt the quality and timeliness of information received from BC Transit needed improvement (Figure 5)²⁵.

Figure 4: Quality of Communications with BC Transit

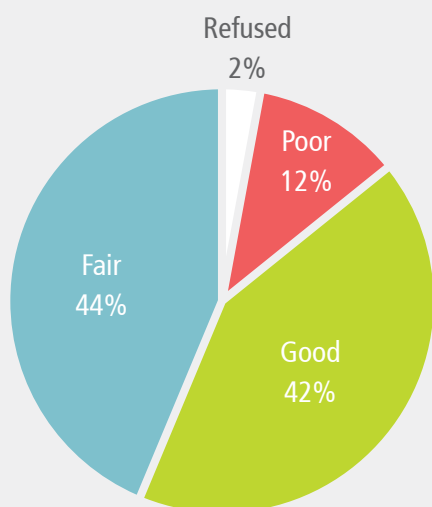
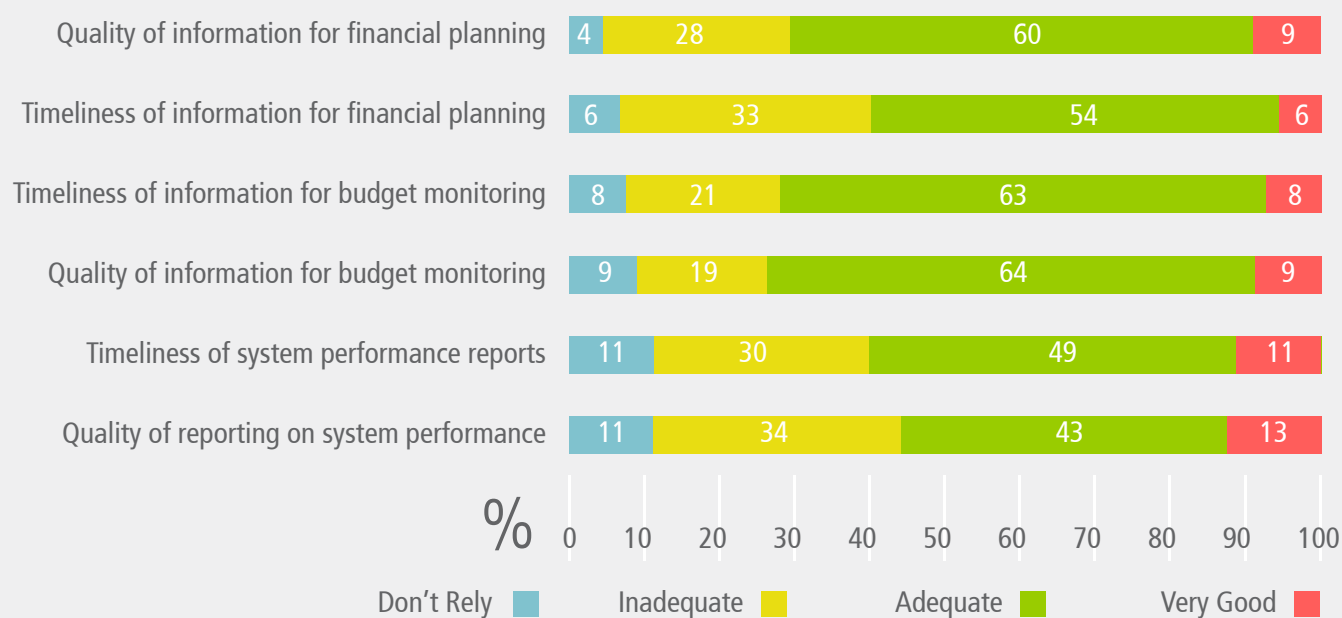


Figure 5: Quality and Timeliness of Information from BC Transit



The Panel found that:

- The capacity of local governments to understand and interpret the information provided to them varied widely;
- Different local governments had different information requirements and while they were receiving information from BC Transit it was perceived as either too much, or not enough;
- Information provided by BC Transit was not always making it past local government staff to local councils; and,
- Local governments had differing expectations on when and how often information should be received.

BC Transit also expressed challenges in communication. For example:

- The Province does not include BC Transit in the early planning stages for major provincial facilities (i.e. the establishment of UBC Okanagan, the University of Northern BC, Fort St. John Hospital or local developments).
- The transportation and transit implications of land use decisions are significant, and local governments do not always include BC Transit in community planning initiatives and, as a result, do not always consider transit when approving major developments.
- Although responsible for transit capital assets, BC Transit is not consulted when local government implement transit projects (such as bus purchase) using the federal gas tax, which results in funding and program confusion. Because they have not been in close communication with BC Transit about these buses, neither BC Transit or local governments are prepared for the cost of bus replacement once the asset's operational life is over.

The panel observed that communications between the Ministry and BC Transit regarding the implementation of the Provincial Transit Plan was ambiguous. The Panel received conflicting views from the Ministry and BC Transit on the role of BC Transit in supporting the Provincial Transit Plan. In addition as noted previously, there does not appear to be any direct communication by the Ministry of Transportation and Infrastructure to local governments on transit issues.

BC Transit should continue to make improvements to its communications processes with local governments. It should jointly work with local government to identify information requirements to help them manage their transit services and maintain accountability to local citizens.

Recommendation 7

BC Transit should develop a strategic communications plan that includes provincial government, BC Transit and local government strategic goals for transit and share the plan with local governments. The plan should outline key dates and timelines for provincial government, BC Transit and local government decision making processes.

Recommendation 8

The Ministry of Transportation and Infrastructure should provide BC Transit with clear direction on its role in implementing the Provincial Transit Plan.

Additional recommendations to strengthen communications are found in the following section.

Operating Agreements

The detailed roles, responsibilities and accountabilities of actually delivering public transit services are contained in a number of agreements between BC Transit, local governments and transit operating companies. While the operating agreements provide a foundation for the provision of the transit service they do not adequately reflect accountabilities between the partners and create an administrative burden that should be addressed including:

1. Accountability

The Panel has made a number of recommendations in this report designed to improve information sharing and communication between local governments and BC Transit that should be included in operating agreements. While operating agreements outline some accountability between the partners, operating agreements do not include agreed upon guidelines and timelines on:

- The involvement of BC Transit in local government planning processes that may impact public transit;
- Sufficient requirements for the provision of financial information including debt servicing costs; and,
- Accountability for the impact of financial decisions that may impact the other partner.

In addition, BC Transit and local governments do not operate on the same fiscal year. In order to ensure financial transparency, BC Transit should provide financial information to local governments based on the local government fiscal year.

2. Multi-Year Agreements

The BC Transit Act and Regulations specify a requirement for Annual Operating Agreements. Multi-year agreements, especially for smaller, stable transit services would reduce administrative effort and provide greater certainty to BC Transit and those communities.

3. Fewer Agreements

The number and structure of the various operating agreements required to provide transit services is overly complex and administratively inefficient. BC Transit must currently negotiate a number of separate agreements to provide public transit in a community:

- Transit Service Agreements between BC Transit and local government partners outline general roles and responsibilities and establish the Transit Service Area;
- Annual Operating Agreements set annual budgets and service levels, and must be negotiated annually between BC Transit, local governments and operators, including separate AOAs for conventional and custom transit services.
- Separate Master Operating Agreements are negotiated between BC Transit, local governments and operating companies for conventional and custom transit services, and contain the bulk of the requirements of the operating company in delivering transit services.

For example, the Kelowna Regional Transit system is funded by BC Transit, the City of Kelowna, the District of West Kelowna, the District of Lake Country, the Westbank First Nation and the Central Okanagan Regional District and is operated by FirstCanada ULC. In order to operate this system, BC Transit must have a Transit Service Agreement with each area government (five agreements), a three party AOA with each area government and the operating company, First Canada ULC (up to five agreements for conventional services and up to five agreements for custom services), and every year negotiate an AOA with each area government and First Canada ULC (up to five agreements for conventional services and up to five agreements for custom services) in order to operate one transit system.

The effectiveness of the program would be improved by reducing the number of agreements required by negotiating a single service agreement for all services between BC Transit and each local government. BC Transit would have a separate operating agreement with the transit operating company. Using the Central Okanagan as an example, this change could reduce the number of agreements between BC Transit, area governments and the operating company from twenty five to six.

Service agreements with local government would define routes, service levels, fares and budget expectations. BC Transit would then implement the service directly or through agreements with operating agencies. Benefits include:

- One transit budget for local government: In some locations, several approvals are required because different services are operated by different companies, requiring separate three party agreements. A single service agreement would allow local government to consider all transit services in a coordinated manner.
- Improved administration: The three party requirements (combined with the lack of centralized local government decision-making structures) results in a proliferation of agreements. Separating the service agreements from operating contracts would reduce the administrative burden on BC Transit, local government and transit management companies.
- Clarified roles and responsibilities: The existing three party agreements are confusing with regard to the roles and responsibilities of the respective parties.

Recommendation 9

BC Transit and local governments should enhance accountability in operating agreements. While some roles and responsibilities are contained in existing Master Operating Agreements and Annual Operating Agreements, accountabilities could be strengthened by:

- Establishing information sharing requirements appropriate for all partners in operating agreements, including timelines and dates, performance measures (see Recommendation 13) and local government planning (see Recommendation 6);
- Establishing local government financial accountability for service decisions that result in costs that must be covered by BC Transit (see Recommendation 5);
- Improving transparency by including the provincial share of debt servicing costs; and,
- Committing BC Transit to provide financial information to local governments based on the calendar year.

Recommendation 10

The provincial government should amend the BC Transit Act and Regulation to enable multi-year operating agreements.

Recommendation 11

The provincial government should amend the BC Transit Act and Regulation to require only one agreement between local governments and BC Transit and one operating agreement between BC Transit and a transit operating company for each transit service area.

System Performance

For a transit system to be successful it is important that transit service standards be established and that system performance is monitored. Transit service standards define the level of transit service which will be provided in the community and, as a result, help to define the role of public transit within a community. Typical transit service standards include:

- **Universality of access.** Identifies the maximum distance any person in a community will be from public transit services (i.e. public transit will be provided within 400 metres of all residences in the community). Regardless of where citizens live and regardless of how often they use the service, this level of access will be provided. In addition, this service standard is often used to address how soon service is provided into developing neighbourhoods.
- **Hours of service.** Identifies which days of the week, and between what hours of the day public transit is provided.
- **Frequency of service.** Identifies the minimum service interval (i.e. hourly, every 30 minutes, every 15 minutes, etc.).

These base service standards address the overarching social objective of a public transit system to provide access for all, throughout the community.

Over and above those basic standards, there are usually service standards which address other transit system objectives such as attracting new riders, offering an

alternative to the automobile or contributing to community sustainability and mobility objectives. These standards provide guidance on how and when to increase the amount of transit services by increasing frequency, decreasing walking distances, or decreasing the travel time by public transit, all of which make the service more attractive to new customers.

Service standards have been in place in Prince George for several years and BC Transit will be engaging the Victoria Regional Transit Commission to develop service standards in 2012. In our review, however, we found that few, if any other communities in BC have developed official service standards for their transit system.

The panel encourages BC Transit and its municipal partners to engage in developing service standards for local transit systems such that the service is designed to meet local objectives, and monitored to evaluate the results.

Service standards help a community balance two key objectives – accessibility for all, and increasing ridership. While setting service standards contributes to the design of a transit system that will meet a community's ridership and social objectives, monitoring and reporting out on system performance against the desired service standards helps to determine the success of their public transit system.

BC Transit is accountable to local councils for the efficient and effective operation of local transit systems. Local councils, in turn are accountable to local taxpayers and transit users for their role in the delivery of public transit. In order to demonstrate that accountability, local governments need clear, concise and understandable information on system performance.

Political representatives who need to demonstrate the value of public transit to their citizens have different information needs than local government staff that are responsible for planning and day to day operations of the transit system. The Panel identified seven key performance measures that measured over time will assist local councils to evaluate the effectiveness and efficiency of the local transit system, and recommends that BC Transit regularly provide local government comparisons based on these performance measures with transit systems in other communities:

1. Total annual system ridership, which is a measurement of the success of the service;
2. Cost per capita measures the level of financial commitment to public transit by BC Transit and local government;
3. Passengers per capita demonstrates the success of the transit system in attracting ridership;
4. Service hours per capita demonstrates the amount of service provided in the transit system;
5. Cost per hour demonstrates the efficiency of a transit system in providing services;
6. Cost per rider demonstrates the effectiveness of a transit system in providing services to its target population; and,
7. Revenue to cost ratio illustrates the self-sufficiency and financial performance of the transit system.

BC Transit should be providing this information on an individual community basis to each local council at least on a semi annual basis.

Local government staff who are dealing with the planning and operation of the transit system need more detailed information. For example, detailed route information is required to assess how parts of the public transit system are working, and to allow communities to reallocate service hours to efficiently operate the system. However, the size of the public transit system and capacity of the local government to interpret detailed system information varies widely, so there does not appear to be a single set of information that will work to meet the needs of all local governments.

BC Transit is already moving towards providing local governments with improved performance information. In 2011, BC Transit began providing local governments with Annual Performance Summaries of the local transit systems. While these performance summaries are an improvement, they should be expanded to include the performance measures identified by the Panel. BC Transit should continue this initiative and should continue to work with local governments to fine tune their information needs. Appendix D lists the suggested types and levels of information that local government staff may wish to request from BC Transit in order to monitor their local system's performance. BC Transit should not be expected to produce unique reports for each community but should develop several templates which communities could choose from.

Recommendation 12

BC Transit should work with local governments to set appropriate service standards for each transit system and provide annual data on system and route performance.

Recommendation 13

BC Transit should provide reports to Councils and Regional District Boards at least twice a year on: system ridership; cost per capita; passengers per capita; service hours per capita; cost per hour; cost per rider; and, revenue cost ratio. BC Transit should also provide each local Council and Board comparisons with peers and performance over time for each of these measures.

Recommendation 14

BC Transit should develop, in partnership with local government staff, performance reporting templates which meet local government staff needs. Sample templates are provided for discussion in Appendix D.

Demonstrate Value for Money

BC Transit provides a range of shared services that benefit all of the transit systems in the province. The shared services model:

- Pools expertise and capacity in areas such as planning and financial monitoring;
- Provides an opportunity to lower costs through bulk purchase of supplies and assets, such as fuel and vehicles;
- Provides a framework to oversee and invest in transit on a provincial scale;
- Provides efficiencies in contract management for public transit operators; and,
- Manages the distribution of provincial government funding.

BC Transit provides shared services in a number of functional areas: planning and

operations; scheduling; finance; human resources/safety/training/security; marketing and media relations; fleet and facility engineering and services; information technology; environment; procurement; management of the capital program; and, governance. BC Transit indicates that since it is responsible for public transit throughout the province, it achieves economies of scale in fuel and capital purchasing that results in an overall benefit to all of the transit systems. Examples cited by BC Transit include:

- BC Transit estimates that it saves in the neighborhood of 25-30% on fuel costs;
- BC Transit indicated that it achieved a savings of 8-9% on a recent bus purchase due to volume discounts it can achieve versus smaller purchasers.

Under the BC Transit Regulation, BC Transit may charge the local government an amount to cover BC Transit's operating costs not exceeding 8% of the direct operating costs payable under an annual operating agreement.²⁶

In 2011, BC Transit engaged KPMG to conduct an independent review of BC Transit's management services cost allocation process. The review found that since 2003/04, BC Transit's shared service costs have grown at 13.7% per annum, a faster rate than the increase in Direct Operating Expenses, which grew at 10.6% per annum. The increase in shared service costs reflects an internal trend towards increasing the range and extent of shared management services.²⁷

KPMG also noted that BC Transit's costs for the provision of services outside of the Victoria Regional Transit System were in fact being absorbed by the Victoria system. In an effort to address this inequity, BC Transit began to reallocate costs which have resulted in an increase in shared services charges for systems outside of Greater Victoria.

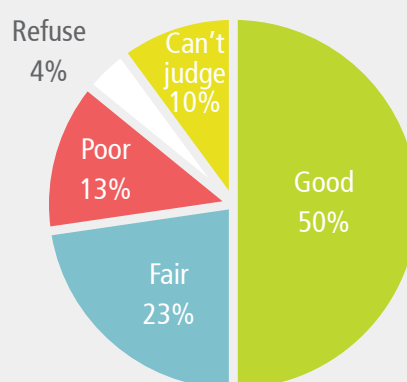
Local governments have expressed concern regarding the rapidly increasing costs of providing transit in their communities. There does not seem to be a common understanding among local governments as to the background on the increase in administrative charges, the reallocation of costs from the Victoria system or the functions covered by the fees.

²⁶-British Columbia Transit Regulation (B.C.Reg.30/91) S8 (1) (a) (iv).

²⁷-KPMG, BC Transit Management Services Cost Allocation Process, January 17, 2011, p.1.

Only 50% of local governments feel that they receive “value for money” for the services they receive from BC Transit (Figure 6)²⁸. Some local governments indicated that they do not receive enough information on shared service costs or capital purchases to demonstrate the “value for money.” This information gap, tied with increased costs, leads to a perception that local government is not receiving sufficient value from the shared services being provided by BC Transit and as a result, many local governments indicated that they have built capacity and/or want to take over some of the planning functions of BC Transit.

Figure 6: Value for Money



One of the issues frequently raised by local governments was BC Transit’s fleet management program. BC Transit has prepared a comprehensive asset management plan for all of its buses. This plan includes basic fleet maintenance programs (such as preventive maintenance, regular inspections, etc.), and identifies all major repairs (such as mid-life refurbishments) and component replacements (transmissions, engines and differentials, referred to as “TEDs”) which should be scheduled during the life of each vehicle. In addition, BC Transit has identified when each vehicle should be removed from service and replaced.

²⁸-Dialogue Research. BC Transit Independent Review Panel. Funding Partner Survey – Summary Report and Methods (June 29, 2012) p.15.

BC Transit's asset management plan is one of the foundations of the BC Transit budget.

In the past, BC Transit's asset management practices led to cost "spikes" that were passed on to local governments as a result of fleet maintenance and replacement activities. Under BC Transit's previous asset management strategy, when significant bus maintenance occurred, it was charged to the transit system where the bus was currently located, even if the bus had spent most of its service life in another community. As a result, fleet maintenance costs were not being correctly attributed to the transit system where the majority of the wear and tear on a vehicle had actually occurred.

BC Transit has recognized this problem and introduced the concept of "componentization." Major costs for each new vehicle, including mid-life refurbishments and TEDs are now factored into the capital costs of the vehicle and amortized over the life of the bus. In this way, municipalities should no longer experience significant spikes in their lease fees because of when the maintenance work is conducted.

A challenge with the implementation of the componentization program is that maintenance activities on vehicles purchased before componentization will still result in spikes in costs as the mid-life refurbishments and TEDs are conducted. However, once the TED is replaced, it becomes part of the componentization plan.

The Panel has concluded that the asset management plan of BC Transit follows generally accepted asset management principles. We have further concluded that, over time, the componentization plan will "smooth out" vehicle maintenance expenditures, with less spiking of costs from one year to another.

It is further recognized that BC Transit now includes its major repair and TED plans as part of the three year budget initiative.

However, there is a definite lack of understanding by local government of the BC Transit fleet management plan. Therefore, the Panel has concluded that BC Transit needs to more thoroughly explain their vehicle asset management plan to local government.

Recommendation 15

BC Transit should report in detail annually to local government on its administration costs, its fleet management activities and the benefits it provides from centralized purchasing in comparison to other transit systems across Canada.

Other Issues

During its review the Panel identified a number of issues either in legislation or practice which contributed to administrative inefficiencies in BC Transit operations. While not directly related to our conclusions above, these inefficiencies ultimately consume financial resources that would be better spent on providing public transit services. The Panel believes these issues should be addressed to support the efficient operation of the public transit system. These include:

1. Commercial Revenue

Currently, when BC Transit wishes to pursue a commercial opportunity such as leasing out a maintenance facility to a private bus company it must seek Ministerial approval. This leads to inefficiencies as each opportunity requires an individual assessment and BC Transit's experience is that there is a delayed approval process. As a Crown corporation BC Transit should not be entering into commercial ventures that would result in it directly competing with the private sector. However where there are opportunities to create operational efficiencies and maximize the use of BC Transit facilities commercial ventures may be warranted. In order to simplify the process, the Board of BC Transit should have the authority to authorize commercial revenue activities within a framework established by the Provincial government rather than having each commercial opportunity evaluated by the Minister individually.

2. Capital Project Approval

The Provincial government should provide BC Transit its capital funding through the established Service Plan process with output targets. Once established, the Board of BC Transit should have full authority to approve projects within that funding plan. The present process has confused responsibilities and accountability and duplicates effort. This leads to confused communication between BC Transit and local governments.

3. Intercity travel

Demand for intercity travel is increasing due to the centralization of health, education and social services while at the same time private service provision is decreasing.

Examples include:

- Cowichan Valley-Victoria;
- Vernon-UBC Okanagan;
- Squamish-Whistler;
- Abbotsford-Mission;
- Cowichan Valley (Ladysmith)-Nanaimo; and,
- Transportation to regional health services.

BC Transit needs a mechanism and the authority to reach multi party agreements for intercity routes.

Recommendation 16:

The provincial government should provide the Board of BC Transit with the authority to authorize commercial revenue activities within an established framework.

Recommendation 17:

The provincial government should provide BC Transit its capital funding through the established service plan process with output targets.

Recommendation 18:

The provincial government should develop a policy framework for intercity routes among multiple jurisdictions and if required amend the BC Transit Act and Regulation to provide for a stable mechanism to implement these routes.

Victoria Regional Transit Commission

The Victoria Regional Transit Commission is the only regional commission in operation in British Columbia. The Transit Commission was created in 1983 when local government responsibility for the public transit system was moved from the Capital Regional District (CRD) to the Transit Commission in order to improve efficiency of decision making, costs and effectiveness²⁹.

The seven member Commission is appointed by the Cabinet, which must select:

- 1) the Mayor of the City of Victoria;
- 2) a Councillor from the City of Victoria;
- 3) the Mayor of the District of Saanich;
- 4) a Councillor from the District of Saanich;
- 5) the Mayor of Esquimalt or Oak Bay;
- 6) one of the Mayor of Sidney; the Mayor of North Saanich; or, the Mayor of Central Saanich;
- 7) one of the Mayor of Colwood; the Mayor of Metchosin; the Mayor of View Royal; the Mayor of Langford; the Mayor of the Highlands; the Mayor of Sooke; or, the electoral area director of the Juan de Fuca electoral area³⁰.

Local government responsibilities for the Victoria Regional Transit System are held by the Victoria Regional Transit Commission including approving service plans, routes and local taxation and endorsing capital initiatives to improve transit service. The Commission does not have its own staff, and staff support is provided by BC Transit staff.

²⁹-McCarthy (1983, October 20). "Estimates: Ministry of Human Resources." British Columbia. Legislative Assembly. Official Report of the Debates of the Legislative Assembly (Hansard). 33rd Parliament, 1st Session. Retrieved from http://www.leg.bc.ca/hansard/33rd1st/33p_01s_831020p.htm#02914.
³⁰-British Columbia Transit Act, 1996 (BC) S25 (1).

As outlined in Table 1 on page 13, the sharing of costs for the funding of the Victoria Regional Transit System is different than for other transit systems. In addition, the Victoria Regional Transit System is the only transit system that is partially funded through a fuel tax, which contributes to the local government share of costs.

While the CRD population has changed significantly since the Commission was created in 1983, the makeup of the Commission as established in legislation has not. One of the concerns expressed by communities on the Westshore³¹ is that while population growth in the CRD is focussed in the Westshore, the makeup of the commission favours municipalities in the central core. As outlined in Table 5³² the population in the Westshore (including Sooke) has increased by almost 19,000 since 1996, while the rest of the region's population has only increased by 8,000. The high growth rate on the Westshore is anticipated to continue with the CRD estimating a doubling of the Westshore population by 2026.³³

Table 5: Population Increase in the CRD

Municipality	1996	2011	% change (1996-2011)
Central Saanich	15,125	15,936	5.36%
Colwood	14,384	16,093	11.88%
Esquimalt	16,820	16,209	-3.63%
Highlands	1,479	2,120	43.34%
Langford	18,206	29,228	60.54%
Metchosin	4,890	4,803	-1.78%
North Saanich	10,750	11,089	3.15%
Oak Bay	18,457	18,015	-2.39%
Saanich	105,253	109,752	4.27%
Sidney	11,062	11,178	1.05%
Sooke	8,783	11,435	30.19%
Victoria	76,678	80,017	4.35%
View Royal	6,690	9,381	40.22%

31-The Westshore is composed of the communities of Colwood, Langford, View Royal, Metchosin, and the Highlands.

32-BC Development Region, Regional District and Municipal Population Estimates 1996-2006. Demographic Analysis Section, BC Stats, Government of British Columbia. January 2009.

Census 2011 – Population and Housing – Municipalities By Regional District. BC Stats, Government of British Columbia.

33-Population Forecast, 2026, Capital Region. Capital Regional District, Regional Planning Services, March 2001.

Some municipalities in the Greater Victoria area told the Panel that the Victoria Regional Transit Commission does not adequately represent local governments in the CRD. The concerns of the municipal representatives include:

- The Commission has representation from five of the municipalities, yet makes decisions that impact taxation rates in all municipalities;
- Appointments to the Victoria Regional Transit Commission are made by Cabinet, and not the local governments within the CRD;
- Regional planning undertaken by the CRD is not sufficiently integrated with the transit planning undertaken by BC Transit and the Commission; and,
- The Commission has no independent staff or resources to assist members to make the decisions they are asked to make.

The CRD proposed that the responsibilities of the Commission be transferred to the CRD. During discussions with the CRD Board they indicated that they would likely establish a transit committee if responsibility for transit moved to the CRD. In our discussions with local government representatives in the CRD, it was clear that not all local governments fully support the transfer of transit responsibilities to the CRD. Under our terms of reference the Panel was tasked to identify the pros and cons of implementing this request.

The Review Panel has identified the pros and cons of transferring public transit responsibilities to the CRD and compared this option with the pros and cons of remaining with the current governance structure. In addition, the Panel has made recommendations in this report that would result in local governments being responsible for appointments to regional transit commissions. As a result, the Panel has also identified the pros and cons of responsibility remaining with the Victoria Regional Transit Commission, but with members appointed by local governments, and without the membership as prescribed in the current legislation. Under this option the size of the Victoria Regional Transit Commission could be expanded, although the Panel would not recommend a commission larger than 11 members. Both the CRD option and the Panel's revised appointment process would require changes to existing legislation.

The Panel focussed on three main areas in our assessment: governance; service planning; and, decision making. In assessing these areas the panel first identified governance principles and objectives and then compared these to each option. The following table outlines the Panel's conclusions.

Accountability

Local governments are accountable to the citizens of their communities for the services they provide and the costs of those services. Transit is funded through the imposition of property taxes and elected representatives have an obligation to make informed, transparent decisions when making spending decisions for their communities.

OPTION 1:

Status quo.
Governance by the Victoria Regional Transit Commission

PRO:

- Long track record of improving transit throughout the service area.
- The Victoria Regional Transit System service area is based on transit service needs.
- **CON:** The Victoria Regional Transit Commission only has representation from five communities, yet determines transit service levels and approves budgets that impact property taxes in all municipalities that receive transit services.
- The structure of the Victoria Regional Transit Commission as established in legislation does not reflect population growth patterns in the region.

OPTION 2:

Governance by the Victoria Regional Transit Commission with members appointed by local government

PRO:

- Appointments would be selected by local governments in the region to represent their interests.
- The Victoria Regional Transit System service area is based on transit service needs.
- A larger commission would allow better representation from CRD member municipalities.
- **CON:** An 11 member Commission made up of local government nominees would not have direct representation from all local governments.
- The appointment process by local governments for members would have to be determined.

OPTION 3:

Governance by the CRD

PRO:

- The CRD Board has representation from all local municipalities and the Juan de Fuca electoral area.
- The CRD governance structure provides a weighted representative decision making model that is more representative and equitable than the Commission.
- **CON:** CRD governance model is based on current population whereas transit investment is in part focussed on future population growth.
- CRD boundaries are not the same as the Victoria Regional Transit System.

In an election year, existing municipal directors may potentially lose their positions. A governance structure should provide the organization with the ability to make efficient and timely decisions even during a time of external or internal change. Continuity of experience and leadership and predictable and orderly transitions are very important attributes of any governing body.

OPTION 1:

Status quo.
Governance by the Victoria Regional Transit Commission

PRO:

- The Commission is provided with staff support by BC Transit, which means that knowledge on transit issues is maintained throughout the electoral process.

CON:

- The smaller number of members on the commission make it more susceptible to electoral losses than the larger CRD Board.
- Replacements are appointed by Cabinet which means the timing of replacements is at the discretion of the provincial government.
- The turnover of a large number of members may result in the new appointments not being fully versed in transit issues, which may result in a longer transition period.

OPTION 2:

Governance by the Victoria Regional Transit Commission with members appointed by local government

PRO:

- As Cabinet would no longer hold authority for appointments, local government would have the opportunity fill vacancies quickly.
- The Commission is provided with staff support by BC Transit, which means that knowledge on transit issues is maintained throughout the electoral process.

CON:

- The smaller number of members on the commission make it more susceptible to electoral losses than the larger CRD Board.

OPTION 3:

Governance by the CRD

PRO:

- The CRDs board structure results in a higher number of representatives which reduces the likelihood of an election resulting in wholesale change to its membership.
- The CRD's in house staff support also means that knowledge on transit issues is maintained during transition periods, which should limit the impact of a change in membership.

Governance

Strategic Vision

Transit planning is one part of regional transportation and land use planning. Regional transportation and land use decisions should be integrated with transit planning to allow local governments to implement their community vision.

OPTION 1:

Status quo.
Governance by the Victoria Regional Transit Commission

CON:

- The Victoria Regional Transit Commission is only responsible for transit planning and setting fares and service levels. There is inadequate communication between the Victoria Regional Transit Commission and CRD on transportation planning.

OPTION 2:

Governance by the Victoria Regional Transit Commission with members appointed by local government

PRO:

- Local government appointments to the Commission should reflect the strategic priorities of the region, and should help to provide a link between transit planning and regional planning.

CON:

- There would be no formal connection between transit planning and transportation (as is the case with the current Commission).

OPTION 3:

Governance by the CRD

PRO:

- Responsibility for transit planning and regional planning would be hosted within the same organization, which should result in a more integrated approach to regional planning.

Performance

Once the strategic vision for the region has been set, the governance structure should be able to implement the transit component of that vision. This involves:

- Identifying 5-10 year operating and capital requirements to implement the vision;
- Rolling three year plans to identify routes and rates;
- Approving annual budgets and services plan to implement the three year plan;
- Monitoring performance and outcomes against approved plans and budgets.

OPTION 1:

Status quo.
Governance by the Victoria Regional Transit Commission

PRO:

- Staff support provided by BC Transit has the capacity to undertake these functions.

OPTION 2:

Governance by the Victoria Regional Transit Commission with members appointed by local government

PRO:

- Staff support provided by BC Transit has the capacity to undertake these functions.

OPTION 3:

Governance by the CRD

CON:

- CRD would have to develop transit expertise.
- CRD has multiple priorities.

Service Planning

Participation

The governance structure considers the views of all local governments that will be impacted by a decision. This would include:

- Seeking input into a decision;
- Providing the necessary information to make an informed decision or recommendation;
- Providing the opportunity for feedback and fair consideration of that feedback before making a decision.

OPTION 1:

Status quo.
Governance by the Victoria Regional Transit Commission

CON:

- The Victoria Regional Transit Commission does not have representation from all local governments in the CRD.
- The current legislative appointment framework may not adequately represent areas that have experienced significant growth since 1983.

OPTION 2:

Governance by the Victoria Regional Transit Commission with members appointed by local government

PRO:

- Because local government selects the appointments to the commission, the Commission should better represent the broader community interests.
- Local governments can select members based on regional priorities (i.e. membership from fast growing communities).

CON:

- The Victoria Regional Transit Commission will not have representation from all local governments in the CRD.

OPTION 3:

Governance by the CRD

PRO:

- All local governments in the CRD are represented at CRD table.

Transparency

Decision making processes are transparent when roles and authorities are clearly defined. It is important that those impacted know the costs, options and implications of a decision. In order to be transparent enough information must be provided to make informed decisions.

OPTION 1:

Status quo.
Governance by the Victoria
Regional Transit Commission

No Difference.

OPTION 2:

Governance by the Victoria
Regional Transit Commission
with members appointed by
local government

No Difference

OPTION 3:

Governance by the CRD

No Difference

Knowledgeable

Informed decision making requires staff support that is knowledgeable and has the expertise required to provide appropriate advice to the transit governance structure.

OPTION 1:

Status quo.
Governance by the Victoria
Regional Transit Commission

- PRO:**
- BC Transit will continue to provide professional staff support to the Commission as required under legislation.

OPTION 2:

Governance by the Victoria
Regional Transit Commission
with members appointed by
local government

- PRO:**
- If the Panel's Recommendation 4 is adopted there is the option for the commission to appoint its own staff or continue using BC Transit.

OPTION 3:

Governance by the CRD

- PRO:**
- CRD has some transportation planning staff.
- CON:**
- The CRD would likely need to secure additional resources to provide adequate support.

Impartiality

Impartial advice is a key component of public sector decision making.

The governance structure must have staff to support Commission members to make decisions. Staff must perform, and be perceived to perform, their duties in an impartial manner.

OPTION 1:

Status quo.
Governance by the Victoria
Regional Transit Commission

CON:

- As the operator, BC Transit is providing advice to the commission on the efficiency, effectiveness and performance of its own activities. There is the potential that this advice may not be impartial.

OPTION 2:

Governance by the Victoria
Regional Transit Commission
with members appointed by
local government

PRO:

- If the Panel's Recommendation 4 is adopted there is the option for the commission to appoint its own staff or continue using BC Transit staff.

OPTION 3:

Governance by the CRD

PRO:

- The CRD has existing staff resources which can provide independent advice to the Board on transit issues.

Effective and Efficient

Effective decision making includes the ability to make decisions to the benefit of the broader region, and to make decisions in a timely way.

OPTION 1:

Status quo.
Governance by the Victoria
Regional Transit Commission

PRO:

- The Victoria Regional Transit Commission has a track record of serving the broader region and timely decision making.

OPTION 2:

Governance by the Victoria
Regional Transit Commission
with members appointed by
local government

PRO:

- This governance structure maintains a small effective and efficient decision making structure.

OPTION 3:

Governance by the CRD

PRO:

- The CRD has demonstrated that its members can reach consensus on key issues.

CON:

- There is the potential that reaching consensus on decisions may be more difficult and may not be as timely as with a smaller Commission.

Decision
Making

Delivering Performance

Public transit is a service that is subject to consumer choice and many consumers have other transportation options. Decision making needs to focus on increasing ridership, improving performance and running an efficient transit system.

OPTION 1:

Status quo.
Governance by the Victoria
Regional Transit Commission

PRO:

- With responsibility for only one business, the Commission can focus exclusively on transit issues and make timely decisions.

CON:

- Some decisions may not take the larger transportation picture into account.

OPTION 2:

Governance by the Victoria
Regional Transit Commission
with members appointed by
local government

PRO:

- With responsibility for only one business, the Commission can focus exclusively on transit issues and make timely decisions.

CON:

- Some decisions may not take the larger transportation picture into account.

OPTION 3:

Governance by the CRD

PRO:

- CRD has some experience in changing consumer behaviour (i.e. recycling, reducing water use).

CON:

- CRD is a monopoly service provider, and public transit operates in a competitive market.
- As transit is one of many issues for which the CRD has responsibility, the ability of the CRD to provide the necessary attention to transit may be impacted.

Appendix A: Terms of Reference: Independent Review of BC Transit

Background

BC Transit is a provincial Crown corporation providing public transit services directly and with partners in communities throughout British Columbia outside Metro Vancouver. The corporation's mandate, as set out in the British Columbia Transit Act, is to plan, acquire, construct or cause to be constructed public passenger transportation systems and rail systems that support regional growth strategies, official community plans and the economic development of transit service areas and to provide for the maintenance and operation of those systems. BC Transit is required under the Act to consult with local government within a transit service area about provision of transit services.

Local government partners have raised concerns about aspects of BC Transit operations that affect their communities. On November 2, 2011 the Minister of Transportation and Infrastructure announced an independent review of BC Transit to examine transit system operations and performance, governance, funding and local government consultation and communication processes.

The Minister of Transportation and Infrastructure is appointing a three person panel to undertake the review. The panel will provide its findings and recommendations to the Minister. The Minister will receive the panel recommendations for consideration of any Provincial actions.

Review Panel

Panel members have been selected for their expertise in transit service planning and operations, local government finance and operations, and senior government program governance, finance and management.

Timeframe

The panel will report back to the Minister by the end of August 2012.

Panel Terms Of Reference

The panel will review and evaluate matters through clear problem definitions with supporting evidence, and make recommendations on this basis. The panel will prepare and submit a report to the Minister of Transportation and Infrastructure on the following matters:

- **Operations and Performance** – Examination of the efficiency and effectiveness of transit services provided by BC Transit, including comparisons based on industry-recognized performance measures of operations in the various regions of BC and with transit operations in other reasonably comparable jurisdictions. "Efficiency" includes "value for money".

Specifically the review will:

- Identify performance measures to be reviewed – make use of measures already collected and reported for government and industry statistical purposes (e.g. Stats Canada, CUTA) and hence not anticipated to involve new data collection for the purposes of the Review – and then evaluate to identify trends or summary conclusions with respect to:
 - Differences and similarities between regional systems within BC
 - Differences and similarities between regional systems in BC and the rest of Canada
- Where differences are found, consider potential explanations for the differences, including the unique circumstances of particular communities, the scale of operations and other potential factors. The Review Panel may categorize their findings according to the existing BC Transit Tiers 1, 2 3 and Greater Victoria, or suggest some other categorization scheme with reasons for preferring it.
- Identify specific opportunities for improvements to those systems that are not performing as well as other comparable systems.
- **Governance** – Examination of the regulatory framework, structure, processes and policies in place for BC Transit. Governance comprises the steps in the process of planning and delivering services, which bodies participate and their role(s) in each step. This will include but not be limited to the role of regional and local government in the planning, expansion and operation of services.

Specifically the review will:

- Document the current governance framework as defined in legislation, regulation, annual operating agreements and other documents.

- Define the specific roles and responsibilities of BC Transit, local government and the Province within the current governance framework.
- Identify the strengths and weaknesses of the framework and opportunities for improvement.
- Describe the different local governance structures that partner with BC Transit to administer a transit system.
- Identify the strengths and weaknesses of the different structures.
- Examine the role of all parties in ensuring affordability of decisions, that is, that responsibility and accountability for decisions are matched to fiscal capability and accountability of the bodies that must pay the costs that result.
- The Capital Regional District has requested that they perform the functions of the Victoria Regional Transit Commission. Identify the pros and cons of implementing this request.
- **Funding Relationship** – Examination of the processes for capital planning, budgeting and operating expenditures within BC Transit and local governments by which funding available for transit services is allocated, priorities set, charges imposed and expenditures monitored. This will include a review of the timing for information gathering and exchange within the annual and multi-year planning and budgeting processes, development and communication of financial estimates and the confirmation of commitments and tracking of expenditures. For clarity, the focus of this section is on the funding relationship. The Province and local government agree that the Independent Review will not consider issues and provide recommendations that have the potential to lead to increases in funding to, or change the funding formula for, BC Transit.

Specifically the review will:

- Identify how transit is funded in BC (outside of Metro Vancouver), and compare to other jurisdictions across Canada.
- Document how operating and capital grants from the Province to BC Transit

are allocated by BC Transit and what changes could be made to the process to improve transit performance.

- Identify what factors drive the cost of transit.
- Examine how expenditure and funding decisions are made by BC Transit. (For example, management fees, debt service and maintenance costs, allocation of service hours and vehicles, etc.)
- Within the existing framework, identify where improvements can be made to the expenditure and funding decision process.
- **Consultation and Communication processes** – Examination of the communications and consultation processes in place between BC Transit and local governments in the context of the relative roles and responsibilities of each in regard to providing safe, effective and affordable solutions to meet identified transit needs in communities of all sizes and in all regions of BC.

Specifically the review will:

- Document the consultation and communication processes used by BC Transit to engage local government.
- Document local government information requirements to support decision making on transit matters.
- Given the specific roles and responsibilities of BC Transit (including the requirement to consult with local government under the Act), local governments and the Province, advise on whether the timeliness, level and quality of the consultation and communication is appropriate.
- Within the existing framework, identify specific opportunities where improvements can be made.

The following is out of scope for the review:

- Increases of provincial or local government funding to the BC Transit system, changes to the funding formulae found in the BC Transit Act and/or consideration of new or extended sources of funding for transit.
- The status of BC Transit as a provincial Crown corporation.
- The creation of regional transportation authorities.
- Issues related to transportation aside from public transit.
- Any transit issue within the TransLink service area.

The Panel will:

- Meet with and seek input from local government representatives within the BC Transit service area from all 3 Tiers and Greater Victoria for the purposes of arriving at their recommendations.
- Consult with staff from local government, BC Transit or Ministry of Transportation and Infrastructure to validate factual findings and/or seek comments on proposed recommendations, but the findings and recommendations will be those of the reviewer(s) alone and not subject to change or veto by any other party prior to being submitted to the Minister.
- Make use of a common information base including but not limited to previous reviews of governance and performance, industry comparative studies (e.g. CUTA), and local government and BC Transit financial and operating information.
- Operate in a manner that encourages open and frank discussion, and ensures that materials, comments, perspectives and opinions provided to the Panel are treated confidentially and used only for the purposes of the Review.

- Focus primarily on recommendations that can be actioned within existing legislation. Categorize recommendations that can be accomplished within existing legislation and those that require legislative change.
- Make recommendations based on consensus of the reviewers. The internal discussions of the reviewers on how consensus was achieved will not be published in the Review report or released at a later date.
- Be accountable to and report to the Minister. The panel's recommendations should focus on defining the outcomes to be achieved. The Minister will determine the appropriate Provincial actions to be taken and the method of implementation.

The panel will submit a final report to the Minister of Transportation and Infrastructure by August 31, 2012.

The Ministry of Transportation and Infrastructure will:

- Provide the panel with financial and organizational support, including project management and technical expertise and/or contract management for external resources with specific expertise; and
- Provide the panel with relevant background material.

APPENDIX B: 2010 OPERATIONS AND PERFORMANCE REVIEW³⁴

The following tables compare the performance of transit systems in British Columbia to their peers across Canada. Their peers are transit systems serving municipal areas of approximately the same population, and of similar system design.

Following are the key performance indicators on the tables (some of which are only recorded for Victoria):

Total Operating Revenues/Total Direct Operating Expenses (R/C Ratio) – measures the amount of the direct operating costs (defined as operating costs less any debt servicing) covered by revenues. Typically, the larger the system, the higher the R/C. For systems in BC, an R/C ratio in the range of 30-35% would be considered average.

Municipal Operating Contribution/Capita – measures the amount of funding (typically property taxes) provided by the municipality for transit.

Municipal Operating Contribution/Total Operating Expenses - measures the percentage of total operating expenses (including debt servicing) covered by the municipality for transit.

Provincial Operating Contribution/Total Operating Expenses - measures the percentage of total operating expenses (including debt servicing) covered by the provincial government for transit.

Regular Service Passenger Revenue/Regular Service Passenger – measures the fare that the average passenger pays to ride the system. Typically, the lower the average fare, the lower the basic adult fare and/or the level of concession fares to specific groups such as seniors, students and children.

Total Direct Operating Expenses/Regular Service Passengers – measures the cost per passenger. The lower the cost per passenger, the more effective the transit system.

Total Direct Operating Expenses/Revenue Vehicle Hour – measures the hourly cost to provide transit service. The lower the cost per hour, the more efficient the service.

Regular Service Passengers/capita – measures total ridership divided by population. Typically, the larger the system, the larger the riders per capita. Transit systems in the 60,000 to 150,000 population range typically experience 30 to 35 rides per capita.

Regular Service Passengers/Revenue Vehicle Hour – measures the number of rides per hour of service. The higher the rides/hour, the more effective the transit system.

Regular Vehicle Hours/capita – measures the amount of transit service provided in the community. The higher the hours/capita, the more the amount of service provided.

Regular and Auxiliary Revenue Hours/Operator Paid Hour – measures the percentage of total hours per operator paid hour. The higher the hours of service per operator paid hour, the more efficient the operation of the transit system.

³⁴-Based on data from the Canadian Transit Fact Book, 2010 Operating Data, published by the Canadian Urban Transit Association.

Victoria

	Victoria	Average Peers	Halifax (Bus Only)	London	Saskatoon	Windsor	Grand River (Kitchener)
Population	356,200	308,443	312,400	362,200	224,300	219,345	423,971
Ridership	24,848,830	15,224,436	19,055,407	21,204,220	11,708,270	6,099,345	18,054,938
Revenue Vehicle Hours	801,971	481,497	692,979	537,436	372,751	254,391	549,928
Revenue Vehicle Kms	16,843,011	9,495,119	13,753,377	10,724,389	6,679,705	4,986,102	11,332,020
Number of Buses	285	195	308	191	152	104	218
Average Age of Buses	7.2	9.0	6.6	6.6	12.2	11.4	8.2
Peak Buses Required	197	146	221	152	105	85	165
Number of Operators (FTE's)	537.5	322.8	481.0	344.5	226.0	165.0	397.5
Number of Mechanics (FTE's)	38	38	64	49	13	17	48
Operators Paid Hours	1,071,498	703,584	1,000,480	702,058	590,000	341,716	883,665
Vehicle Mechanics Paid Hours	89,104	85,160	133,120	117,810	34,808	34,029	106,031
Other Employee Hours	511,017	219,434	324,480	208,244	180,595	126,717	257,135
Total Employee Paid Hours	1,671,619	1,008,178	1,458,080	1,028,112	805,403	502,462	1,246,831
Other/Total Employee Hours	30.6%	21.8%	22.3%	20.3%	22.4%	25.2%	20.6%
Other/Total Revenue Vehicle Hours	0.64	0.46	0.47	0.39	0.48	0.50	0.47

OPERATIONS EXPENDITURES/REVENUES

Transportation Operations Expenses	\$43,213,983	\$26,092,373	\$36,987,031	\$27,233,486	16,766,800	\$14,821,613	\$34,652,935
Fuel/Energy Exp. for Vehicles	\$8,814,469	\$5,326,664	\$7,983,100	\$5,670,482	\$3,777,897	\$2,585,919	\$6,615,920
Vehicle Maintenance Expenses	\$13,204,679	\$9,358,000	\$16,129,709	\$10,279,397	\$4,367,100	\$4,295,073	\$11,718,721
Plant Maintenance Expenses	\$1,923,843	\$1,841,513	\$1,043,100	\$2,320,096	\$1,269,375	\$1,069,671	\$3,505,323
General/Administration Expenses	\$7,366,945	\$3,250,019	\$3,282,660	\$3,812,761	\$2,515,187	\$2,120,426	\$4,519,063
Total Direct Operations Expenses	\$74,523,919	\$45,868,569	\$65,425,600	\$49,316,222	\$28,696,359	\$24,892,702	\$61,011,962
Debt Service Payment	\$15,551,507	\$1,238,727	\$1,206,900	\$0	\$154,558	\$701,797	\$4,130,379
Total Operating Expenses	\$90,701,086	\$47,919,350	\$66,632,500	\$51,289,315	\$30,600,917	\$25,908,206	\$65,165,814
Passenger Revenues	\$34,443,182	\$20,374,623	\$30,857,544	\$27,960,278	\$10,253,806	\$10,726,248	\$22,075,241
Total Operating Revenues	\$34,983,182	\$21,304,806	\$31,526,844	\$28,693,249	\$11,588,080	\$11,802,409	\$22,913,446
Total Revenues	\$34,983,182	\$21,508,178	\$31,637,244	\$29,352,807	\$11,588,080	\$11,802,409	\$23,160,348

CONTRIBUTING TO REVENUES

Federal Operating Contribution							
Provincial Operating Contribution	\$23,822,416	\$3,526,988	\$0	\$2,472,984	\$656,860	\$2,712,000	\$8,266,108
Municipal Operating Contribution	\$20,676,202	\$22,399,942	\$34,995,256	\$18,327,700	\$17,754,000	\$11,393,777	\$29,528,979
Other Operating Contributions		\$607,912		\$1,135,824	\$601,976		\$80,000
Provincial Debt Service Contribution	\$4,929,828	\$0		\$0		\$0	
Municipal Debt Service Contribution	\$6,289,458	Not meaningful	\$5,121,800	\$0		\$0	\$4,130,379

Victoria, Cont.

	Victoria	Average Peers	Halifax (Bus Only)	London	Saskatoon	Windsor	Grand River (Kitchener)
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PERFORMANCE INDICATORS 2010

Tot. Oper. Rev. / Tot. Dir. Oper. Exp. (R/C Ratio)	46.9%	46.3%	48.2%	58.2%	40.4%	47.4%	37.6%
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FINANCIAL

Municipal Operating Contribution / Capita	\$58.05	\$72.67	\$112.02	\$50.60	\$79.15	\$51.94	\$69.65
Municipal Operating Contribution / Tot. Op. Exp.	22.8%	47.1%	52.5%	35.7%	58.0%	44.0%	45.3%
Provincial Operating Contribution/ Tot. Op. Exp.	31.7%	6.0%	0.0%	4.8%	2.1%	10.5%	12.7%
Passenger Contribution/Tot. Op. Exp.	38.0%	41.9%	46.3%	54.5%	33.5%	41.4%	33.9%

AVERAGE FARE

Reg. Serv. Pass. Rev. / Reg. Serv. Pass.	\$1.39	\$1.36	\$1.62	\$1.32	\$0.88	\$1.76	\$1.22
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COST EFFECTIVENESS

Tot. Dir. Oper. Exp. / Reg. Serv. Pass.	\$3.00	\$3.13	\$3.43	\$2.33	\$2.45	\$4.08	\$3.38
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COST EFFICIENCY

Tot. Dir. Oper. Exp. / Rev. Veh. Hr.	\$92.93	\$94.39	\$94.41	\$91.76	\$76.99	\$97.85	\$110.95
Fuel/Energy Exp. for Vehicles/Rev. Veh. Km	\$0.52	\$0.56	\$0.58	\$0.53	\$0.57	\$0.52	\$0.58

SERVICE UTILIZATION

Reg. Serv. Pass. / Capita	69.8	48.4	61.0	58.5	52.2	27.8	42.6
Reg. Serv. Pass. / Rev. Veh. Hr.	31.0	31.0	27.5	39.5	31.4	24.0	32.8
Reg. Serv. Pass/Rev. Veh. Km.	1.48	1.59	1.39	1.98	1.75	1.22	1.59

AMOUNT OF SERVICE

Rev. Veh. Hrs. / Capita	2.25	1.56	2.22	1.48	1.66	1.16	1.30
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LABOUR PRODUCTIVITY

Rev. & Aux. Rev. Veh. Hrs. / Oper. Paid Hr.	0.75	0.69	0.69	0.77	0.63	0.74	0.62
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TOP WAGE RATES

Operators	\$26.14	\$24.47	\$24.00	\$24.25	\$22.26	\$25.62	\$26.24
Mechanics	\$31.42	\$29.42	\$27.99	\$28.17	\$31.20	\$29.42	\$30.31

Systems Serving Populations Exceeding 60,000 | BC

	Nanaimo	Prince George	Central Fraser	Kamloops	Kelowna	Average BC Systems	Average All Peers
Population	98,500	60,100	124,700	76,000	125,300	96,920	110,008
Ridership	2,615,387	1,943,921	2,341,596	3,469,666	4,763,139	3,026,742	3,204,411
Revenue Vehicle Hours	101,733	63,547	95,848	99,913	177,358	107,680	132,164
Number of Buses	42	27	39	46	73	45	48
Average Age of Buses	11.2	4.7	9.1	10.6	7.9	8.7	8.3
Total Direct Operations Expenses	\$8,870,352	\$5,622,880	\$7,835,691	\$8,927,464	\$15,643,504	\$9,379,978	\$11,733,462
Debt Service Payment	\$1,790,717	\$1,025,216	\$1,853,866	\$1,806,465	\$3,620,083	\$2,019,269	\$718,399
Total Operating Expenses	\$10,661,069	\$6,648,096	\$9,689,557	\$10,733,929	\$19,263,587	\$11,399,248	\$12,612,552
Passenger Revenues	\$3,617,797	\$1,840,283	\$2,547,432	\$3,410,275	\$4,973,501	\$3,277,858	\$4,550,549
Total Operating Revenues	\$3,666,848	\$1,851,287	\$2,584,261	\$3,441,133	\$5,075,501	\$3,323,806	\$4,824,853
Total Revenues	\$3,666,848	\$1,851,287	\$2,584,261	\$3,441,133	\$5,075,501	\$3,323,806	\$4,985,336

CONTRIBUTING TO REVENUES

Provincial Operating Contribution	\$3,731,632	\$2,625,333	\$3,632,360	\$4,168,244	\$7,303,952	\$4,292,304	\$1,453,318
Municipal Operating Contribution	\$1,471,871	\$1,146,260	\$1,619,070	\$1,318,087	\$3,264,052	\$1,763,868	\$6,659,852
Provincial Debt Service Contribution	\$836,086	\$478,673	\$865,570	\$843,438	\$1,690,217	\$942,797	
Municipal Debt Service Contribution	\$954,631	\$546,542	\$988,296	\$963,026	\$1,929,866	\$1,076,472	

PERFORMANCE INDICATORS 2010

Tot. Oper. Rev. / Tot. Dir. Oper. Exp. (R/C Ratio)	0.41	0.33	0.33	0.38	0.32	35.2%	40.4%
FINANCIAL							
Municipal Operating Contribution / Capita	\$14.94	\$19.07	\$12.98	\$17.34	\$26.05	\$18.08	\$61.93
AVERAGE FARE							
Reg. Serv. Pass. Rev. / Reg. Serv. Pass.	\$1.38	\$0.95	\$1.09	\$0.98	\$1.04	\$1.09	\$1.44
COST EFFECTIVENESS							
Tot. Dir. Oper. Exp. / Reg. Serv. Pass.	\$3.39	\$2.89	\$3.35	\$2.57	\$3.28	\$3.10	\$3.92
COST EFFICIENCY							
Tot. Dir. Oper. Exp. / Rev. Veh. Hr.	\$87.19	\$88.48	\$81.75	\$89.35	\$88.20	\$87.00	\$90.58
SERVICE UTILIZATION							
Reg. Serv. Pass. / Capita	26.6	32.3	18.8	45.7	38.0	32.3	29.2
Reg. Serv. Pass. / Rev. Veh. Hr.	25.7	30.6	24.4	34.7	26.9	28.5	23.9
AMOUNT OF SERVICE							
Rev. Veh. Hrs. / Capita	1.03	1.06	0.77	1.31	1.42	1.12	1.21

Systems Serving Populations Exceeding 60,000 | AB, NB, NF, ON

	Lethbridge AB	Red Deer AB	Codiac Moncton NB	Saint John NB	St. John's NF	Barrie ON	Brantford ON
Population	87,882	90,084	120,525	122,389	127,250	126,900	94,493
Ridership	2,252,616	3,626,937	2,400,418	2,683,305	2,250,569	2,531,337	1,417,977
Revenue Vehicle Hours	115,414	143,978	106,888	119,457	105,833	143,115	73,156
Number of Buses	43	50	35	60	52	40	30
Average Age of Buses	8.2	7.8	11.3	11.9	13.8	6.5	3.7
Total Direct Operations Expenses	\$9,540,922	\$12,536,082	\$7,580,765	\$9,741,170	\$12,594,269	\$11,375,429	\$9,200,118
Debt Service Payment			\$705,094	\$1,305,172	\$81,887		
Total Operating Expenses	\$9,540,922	\$14,919,978	\$8,285,859	\$11,315,354	\$13,827,427	\$11,375,429	\$9,200,118
Passenger Revenues	\$2,519,178	\$4,039,106	\$2,341,686	\$4,590,749	\$4,428,107	\$4,936,516	\$2,379,335
Total Operating Revenues	\$3,078,587	\$4,196,869	\$2,475,831	\$5,018,974	\$4,719,346	\$5,183,966	\$3,118,941
Total Revenues	\$3,078,587	\$4,196,869	\$2,475,831	\$5,099,518	\$5,658,681	\$5,183,966	\$3,213,744

CONTRIBUTING TO REVENUES

Provincial Operating Contribution						\$939,682	\$787,333
Municipal Operating Contribution	\$6,462,335	\$10,723,109	\$5,810,028	\$4,910,664	\$6,854,246	\$5,251,781	\$5,199,041
Provincial Debt Service Contribution							
Municipal Debt Service Contribution				\$1,305,172	\$1,314,500		

PERFORMANCE INDICATORS 2010

Tot. Oper. Rev. / Tot. Dir. Oper. Exp. (R/C Ratio)	32.3%	33.5%	32.7%	51.5%	37.5%	45.6%	33.9%
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FINANCIAL

Municipal Operating Contribution / Capita	\$73.53	\$119.03	\$48.21	\$40.12	\$53.86	\$41.39	\$55.02
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AVERAGE FARE

Reg. Serv. Pass. Rev. / Reg. Serv. Pass.	\$1.12	\$1.11	\$0.98	\$1.71	\$1.97	\$1.95	\$1.68
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COST EFFECTIVENESS

Tot. Dir. Oper. Exp. / Reg. Serv. Pass.	\$4.24	\$3.46	\$3.16	\$3.63	\$5.60	\$4.49	\$6.49
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COST EFFICIENCY

Tot. Dir. Oper. Exp. / Rev. Veh. Hr.	\$82.67	\$87.07	\$70.92	\$81.55	\$119.00	\$79.48	\$125.76
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SERVICE UTILIZATION

Reg. Serv. Pass. / Capita	25.6	40.3	19.9	21.9	17.7	19.9	15.0
Reg. Serv. Pass. / Rev. Veh. Hr.	19.5	25.2	22.5	22.5	21.3	17.7	19.4

AMOUNT OF SERVICE

Rev. Veh. Hrs. / Capita	1.31	1.60	0.89	0.98	0.83	1.13	0.77
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Systems Serving Populations Exceeding 60,000 | Ontario

	Guelph ON	Kingston ON	Peterborough ON	Sault St. Marie ON	St. Catharines ON	Sudbury ON	Thunder Bay ON
Population	120,000	112,088	80,000	69,900	150,000	129,600	109,000
Ridership	6,158,245	3,478,610	3,033,700	1,962,881	5,334,220	4,265,928	3,465,012
Revenue Vehicle Hours	241,964	150,622	103,800	83,063	150,687	161,292	151,025
Number of Buses	65	51	49	30	63	60	49
Average Age of Buses	4.4	5.3	9.7	14.4	5.5	6.2	7.7
Total Direct Operations Expenses	\$18,844,669	\$12,067,813	\$8,304,611	\$7,933,546	\$13,661,336	\$16,527,330	\$14,360,408
Debt Service Payment		\$144,931					
Total Operating Expenses	\$23,664,089	\$13,633,884	\$8,330,052	\$7,933,546	\$13,661,336	\$16,527,330	\$14,360,408
Passenger Revenues	\$8,377,880	\$5,152,002	\$4,040,792	\$2,151,356	\$7,426,786	\$6,448,910	\$4,875,279
Total Operating Revenues	\$8,994,837	\$5,193,667	\$4,096,837	\$2,222,812	\$7,667,474	\$6,614,659	\$4,965,137
Total Revenues	\$8,994,837	\$5,651,930	\$4,096,837	\$2,222,812	\$8,245,517	\$6,709,562	\$4,966,017

CONTRIBUTING TO REVENUES

Provincial Operating Contribution	\$2,314,538	\$1,690,250	\$1,421,330	\$1,207,099		\$1,812,992	\$750,200
Municipal Operating Contribution	\$12,354,714	\$6,291,704	\$2,811,885	\$4,503,635	\$5,415,818	\$8,004,776	\$8,644,191
Provincial Debt Service Contribution							
Municipal Debt Service Contribution							

PERFORMANCE INDICATORS 2010

Tot. Oper. Rev. / Tot. Dir. Oper. Exp. (R/C Ratio)	47.7%	43.0%	49.3%	28.0%	56.1%	40.0%	34.6%
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FINANCIAL

Municipal Operating Contribution / Capita	\$102.96	\$56.13	\$35.15	\$64.43	\$36.11	\$61.77	\$79.30
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AVERAGE FARE

Reg. Serv. Pass. Rev. / Reg. Serv. Pass.	\$1.36	\$1.48	\$1.33	\$1.10	\$1.39	\$1.51	\$1.41
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COST EFFECTIVENESS

Tot. Dir. Oper. Exp. / Reg. Serv. Pass.	\$3.06	\$3.47	\$2.74	\$4.04	\$2.56	\$3.87	\$4.14
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COST EFFICIENCY

Tot. Dir. Oper. Exp. / Rev. Veh. Hr.	\$77.88	\$80.12	\$80.01	\$95.51	\$90.66	\$102.47	\$95.09
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SERVICE UTILIZATION

Reg. Serv. Pass. / Capita	51.3	31.0	37.9	28.1	35.6	32.9	31.8
Reg. Serv. Pass. / Rev. Veh. Hr.	25.5	23.1	29.2	23.6	35.4	26.4	22.9

AMOUNT OF SERVICE

Rev. Veh. Hrs. / Capita	2.02	1.34	1.30	1.19	1.00	1.24	1.39
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Systems Serving Populations 25,000 to 60,000

	Campbell River	Chilliwack	Comox Valley	Vernon	Penticton	Average BC	Average Peers
Population	30,900	53,100	45,700	37,600	29,200	39,300	48,244
Ridership	558,885	491,358	600,128	405,271	413,257	493,780	742,811
Revenue Vehicle Hours	21,378	21,414	25,599	23,110	22,842	22,869	39,526
Number of Buses	9	9	12	10	8	10	20
Average Age of Buses	12.8	4.0	7.1	11.0	1.0	7.2	8.6
Total Direct Operations Expenses	\$1,800,167	\$1,697,197	\$2,202,327	\$2,045,554	\$1,944,158	\$1,937,881	\$3,180,098
Debt Service Payment	\$324,343	\$366,226	\$456,102	\$419,162	\$427,689	\$398,704	\$1,467
Total Operating Expenses	\$2,124,510	\$2,063,423	\$2,658,429	\$2,464,716	\$2,371,847	\$2,336,585	\$3,184,898
Passenger Revenues	\$592,777	\$492,013	\$575,735	\$604,730	\$510,422	\$555,135	\$981,859
Total Operating Revenues	\$602,059	\$500,865	\$585,728	\$613,564	\$521,152	\$564,674	\$1,063,984

CONTRIBUTING TO REVENUES

Provincial Operating Contribution	\$840,507	\$792,424	\$1,028,274	\$955,069	\$907,734	\$904,802	\$163,058
Municipal Operating Contribution	\$357,601	\$403,908	\$588,326	\$476,921	\$515,272	\$468,406	\$1,874,845
Provincial Debt Service Contribution	\$151,436	\$170,991	\$212,954	\$195,707	\$199,688	\$186,155	\$0
Municipal Debt Service Contribution	\$172,907	\$195,235	\$243,148	\$223,455	\$228,001	\$212,549	\$0

PERFORMANCE INDICATORS 2010

Tot. Oper. Rev. / Tot. Dir. Oper. Exp. (R/C Ratio)	33.4%	29.5%	26.6%	30.0%	26.8%	29.3%	33.5%
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FINANCIAL

Municipal Operating Contribution / Capita	\$11.57	\$7.61	\$12.87	\$12.68	\$17.65	\$12.48	\$40.24
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AVERAGE FARE

Reg. Serv. Pass. Rev. / Reg. Serv. Pass.	\$1.06	\$1.00	\$0.96	\$1.49	\$1.24	\$1.15	\$1.43
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COST EFFECTIVENESS

Tot. Dir. Oper. Exp. / Reg. Serv. Pass.	\$3.22	\$3.45	\$3.67	\$5.05	\$4.70	\$4.02	\$4.76
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COST EFFICIENCY

Tot. Dir. Oper. Exp. / Rev. Veh. Hr.	\$84.21	\$79.26	\$86.03	\$88.51	\$85.11	\$84.62	\$81.23
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SERVICE UTILIZATION

Reg. Serv. Pass. / Capita	18.1	9.3	13.1	10.8	14.2	13.1	16.2
Reg. Serv. Pass. / Rev. Veh. Hr.	26.1	22.9	23.4	17.5	18.1	21.6	18.2

AMOUNT OF SERVICE

Rev. Veh. Hrs. / Capita	0.69	0.40	0.56	0.61	0.78	0.61	0.85
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Systems Serving Populations 25,000 to 60,000

	GrandePrairie AL 09	Brandon MAN 09	Fredericton NB	Cape Breton NS	Belleville ON	Cornwall ON	Timmins ON
Population	50,227	52,000	50,000	68,000	37,000	45,965	38,000
Ridership	572,860	1,120,699	1,239,104	305,670	863,922	702,212	974,201
Revenue Vehicle Hours	42,000	60,495	43,537	27,040	38,052	37,138	46,536
Number of Buses	20	23	28	16	14	16	21
Average Age of Buses	8.5	4.6	9.4	13.3	4.0	10.6	7.3
Total Direct Operations Expenses	\$2,907,837	\$3,858,610	\$3,958,241	\$2,490,879	\$3,101,175	\$3,288,897	\$4,477,976
Debt Service Payment	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Total Operating Expenses	\$2,907,837	\$3,858,610	\$3,958,241	\$2,490,879	\$3,101,175	\$3,288,897	\$4,477,976
Passenger Revenues	\$648,521	\$1,050,248	\$1,122,645	\$573,969	\$1,581,849	\$983,675	\$1,387,529
Total Operating Revenues	\$709,768	\$1,050,248	\$1,508,422	\$620,867	\$1,646,682	\$1,051,592	\$1,417,359

CONTRIBUTING TO REVENUES

Provincial Operating Contribution	\$0	\$1,279,900	\$0	\$0	\$0	\$187,619	\$0
Municipal Operating Contribution	\$2,147,845	\$1,528,462	\$2,443,349	\$1,870,012	\$1,442,328	\$1,788,218	\$3,029,036
Provincial Debt Service Contribution	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Municipal Debt Service Contribution	\$0	\$0	\$0	\$0	\$0	\$0	\$0

PERFORMANCE INDICATORS 2010

Tot. Oper. Rev. / Tot. Dir. Oper. Exp. (R/C Ratio)	24.4%	27.2%	38.1%	24.9%	53.1%	32.0%	31.7%
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FINANCIAL

Municipal Operating Contribution / Capita	\$42.76	\$29.39	\$48.87	\$27.50	\$38.98	\$38.90	\$79.71
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AVERAGE FARE

Reg. Serv. Pass. Rev. / Reg. Serv. Pass.	\$1.13	\$0.94	\$0.91	\$1.88	\$1.83	\$1.40	\$1.42
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COST EFFECTIVENESS

Tot. Dir. Oper. Exp. / Reg. Serv. Pass.	\$5.08	\$3.44	\$3.19	\$8.15	\$3.59	\$4.68	\$4.60
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COST EFFICIENCY

Tot. Dir. Oper. Exp. / Rev. Veh. Hr.	\$69.23	\$63.78	\$90.92	\$92.12	\$81.50	\$88.56	\$96.23
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SERVICE UTILIZATION

Reg. Serv. Pass. / Capita	11.4	21.6	24.8	4.5	23.3	15.3	25.6
Reg. Serv. Pass. / Rev. Veh. Hr.	13.6	18.5	28.5	11.3	22.7	18.9	20.9

AMOUNT OF SERVICE

Rev. Veh. Hrs. / Capita	0.84	1.16	0.87	0.40	1.03	0.81	1.22
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Systems Serving Populations 25,000 - 60,000

	Welland ON	Charlottetown PEI
Population	48,000	45,000
Ridership	576,634	330,000
Revenue Vehicle Hours	35,438	25,500
Number of Buses	26	20
Average Age of Buses	7.2	12.7
Total Direct Operations Expenses	\$2,811,165	\$1,726,100
Debt Service Payment	\$0	\$13,200
Total Operating Expenses	\$2,811,165	\$1,769,300
Passenger Revenues	\$885,017	\$603,280
Total Operating Revenues	\$939,235	\$631,680

CONTRIBUTING TO REVENUES

Provincial Operating Contribution	\$0	\$0
Municipal Operating Contribution	\$1,637,357	\$987,000
Provincial Debt Service Contribution	\$0	\$0
Municipal Debt Service Contribution	\$0	\$0

PERFORMANCE INDICATORS 2010

Tot. Oper. Rev. / Tot. Dir. Oper. Exp. (R/C Ratio)	33.4%	36.6%
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FINANCIAL

Municipal Operating Contribution / Capita	\$34.11	\$21.93
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AVERAGE FARE

Reg. Serv. Pass. Rev. / Reg. Serv. Pass.	\$1.53	\$1.83
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COST EFFECTIVENESS

Tot. Dir. Oper. Exp. / Reg. Serv. Pass.	\$4.88	\$5.23
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COST EFFICIENCY

Tot. Dir. Oper. Exp. / Rev. Veh. Hr.	\$79.33	\$69.38
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SERVICE UTILIZATION

Reg. Serv. Pass. / Capita	12.0	7.3
Reg. Serv. Pass. / Rev. Veh. Hr.	16.3	12.9

AMOUNT OF SERVICE

Rev. Veh. Hrs. / Capita	0.74	0.57
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Systems Serving Populations 10,000 to 25,000

	Cranbrook	Dawson Creek	Ft. St. John	Kitimat	Kootenay	Nelson	Port Alberni
Population	19,500	10,800	17,700	9,600	13,000	14,000	18,500
Ridership	235,357	137,068	129,201	143,616	300,551	273,117	311,546
Revenue Vehicle Hours	12,299	9,071	11,086	10,343	13,052	12,013	12,289
Number of Buses	5	4	5	6	11	6	5
Average Age of Buses	8.0	11.0	9.4	9.4	9.4	1.0	11.0
Total Direct Operations Expenses	\$1,023,865	\$1,172,395	\$1,519,533	\$961,334	\$1,459,372	\$1,018,070	\$1,500,733
Debt Service Payment	\$260,885	\$187,206	\$199,004	\$299,874	\$593,203	\$339,061	\$216,432
Total Operating Expenses	\$1,284,750	\$1,359,601	\$1,718,537	\$1,261,208	\$2,052,575	\$1,357,131	\$1,717,165
Passenger Revenues	\$236,211	\$141,354	\$119,336	\$155,069	\$299,553	\$315,760	\$302,609
Total Operating Revenues	\$238,318	\$146,228	\$126,180	\$156,234	\$301,018	\$321,354	\$311,035

CONTRIBUTING TO REVENUES

Provincial Operating Contribution	\$478,052	\$547,397	\$709,475	\$448,853	\$633,939	\$475,337	\$700,697
Municipal Operating Contribution	\$307,495	\$478,769	\$683,878	\$356,247	\$524,414	\$221,379	\$489,000
Provincial Debt Service Contribution	\$121,807	\$87,407	\$92,915	\$140,011	\$276,966	\$158,308	\$101,052
Municipal Debt Service Contribution	\$139,078	\$99,800	\$106,089	\$159,863	\$316,236	\$180,753	\$115,380

PERFORMANCE INDICATORS 2010

Tot. Oper. Rev. / Tot. Dir. Oper. Exp. (R/C Ratio)	23.3%	12.5%	8.3%	16.3%	20.6%	31.6%	20.7%
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FINANCIAL

Municipal Operating Contribution / Capita	\$15.77	\$44.33	\$38.64	\$37.11	\$40.34	\$15.81	\$26.43
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AVERAGE FARE

Reg. Serv. Pass. Rev. / Reg. Serv. Pass.	\$1.00	\$1.03	\$0.92	\$1.08	\$1.00	\$1.16	\$0.97
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COST EFFECTIVENESS

Tot. Dir. Oper. Exp. / Reg. Serv. Pass.	\$4.35	\$8.55	\$11.76	\$6.69	\$4.86	\$3.73	\$4.82
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COST EFFICIENCY

Tot. Dir. Oper. Exp. / Rev. Veh. Hr.	\$83.25	\$129.25	\$137.07	\$92.95	\$111.81	\$84.75	\$122.12
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SERVICE UTILIZATION

Reg. Serv. Pass. / Capita	12.1	12.7	7.3	15.0	23.1	19.5	16.8
Reg. Serv. Pass. / Rev. Veh. Hr.	19.1	15.1	11.7	13.9	23.0	22.7	25.4

AMOUNT OF SERVICE

Rev. Veh. Hrs. / Capita	0.63	0.84	0.63	1.08	1.00	0.86	0.66
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Systems Serving Populations 10,000 to 25,000

	Powell River	Prince Rupert	Squamish	Sunshine Coast	Terrace	Average
Population	13,900	13,600	16,200	20,600	14,300	15,142
Ridership	200,590	366,823	202,558	484,076	199,267	248,648
Revenue Vehicle Hours	10,813	9,956	10,586	16,740	8,374	11,385
Number of Buses	5	5	5	6	3	6
Average Age of Buses	4.0	10.6	11.0	15.0	13.7	9.5
Total Direct Operations Expenses	\$977,600	\$907,983	\$673,065	\$1,427,799	\$633,356	\$1,106,259
Debt Service Payment	\$206,134	\$235,909	\$366,261	\$259,641	\$111,747	\$272,946
Total Operating Expenses	\$1,183,734	\$1,143,892	\$1,039,326	\$1,687,440	\$745,103	\$1,379,205
Passenger Revenues	\$207,242	\$358,439	\$208,507	\$724,136	\$182,654	\$270,906
Total Operating Revenues	\$210,597	\$363,540	\$208,507	\$726,774	\$185,576	\$274,613

CONTRIBUTING TO REVENUES

Provincial Operating Contribution	\$456,446	\$423,946	\$314,260	\$666,649	\$295,718	\$512,564
Municipal Operating Contribution	\$310,558	\$120,497	\$150,298	\$34,376	\$152,062	\$319,081
Provincial Debt Service Contribution	\$96,244	\$110,146	\$171,007	\$121,226	\$52,175	\$127,439
Municipal Debt Service Contribution	\$109,890	\$125,763	\$195,254	\$138,415	\$59,572	\$145,508

PERFORMANCE INDICATORS 2010

Tot. Oper. Rev. / Tot. Dir. Oper. Exp. (R/C Ratio)	21.5%	40.0%	31.0%	50.9%	29.3%	24.8%
FINANCIAL						
Municipal Operating Contribution / Capita	\$22.34	\$8.86	\$9.28	\$1.67	\$10.63	\$21.07
AVERAGE FARE						
Reg. Serv. Pass. Rev. / Reg. Serv. Pass.	\$1.03	\$0.98	\$1.03	\$1.50	\$0.92	\$1.09
COST EFFECTIVENESS						
Tot. Dir. Oper. Exp. / Reg. Serv. Pass.	\$4.87	\$2.48	\$3.32	\$2.95	\$3.18	\$4.45
COST EFFICIENCY						
Tot. Dir. Oper. Exp. / Rev. Veh. Hr.	\$90.41	\$91.20	\$63.58	\$85.29	\$75.63	\$97.17
SERVICE UTILIZATION						
Reg. Serv. Pass. / Capita	14.4	27.0	12.5	23.5	13.9	16.4
Reg. Serv. Pass. / Rev. Veh. Hr.	18.6	36.8	19.1	28.9	23.8	21.8
AMOUNT OF SERVICE						
Rev. Veh. Hrs. / Capita	0.78	0.73	0.65	0.81	0.59	0.75

Appendix C: List of Meetings and Submissions

List of Meetings

BC Transit	City of Kelowna	Mount Waddington Regional District
Canadian Auto Workers Union	City of Nelson	PWTransit
Canadian Office and Professional Employees Union	City of Penticton	Regional District of Central Kootenay
Canadian Union of Public Employees	City of Prince George	Regional District of Central Okanagan
Canadian Urban Transit Association	City of Vernon	Regional District of Kootenay Boundary
Capital Regional District	Comox Valley Regional District	Regional District of Nanaimo
City of Abbotsford	District of Lake Country	Resort Municipality of Whistler
City of Chilliwack	District of Peachland	Sunshine Coast Regional District
City of Dawson Creek	District of Saanich	Squamish Lillooet Regional District
City of Fort St. John	District of West Kelowna	Town of Ladysmith
City of Kamloops	First Transit Canada	Victoria Regional Transit Commission
	Ministry of Transportation and Infrastructure	Westshore Chamber of Commerce

List of Written Submissions and Written Presentations

BC Transit	City of Quesnel	Regional District of Central Kootenay
Canadian Auto Workers Union	City of Terrace	Regional District of Central Okanagan
Capital Regional District	Comox Valley Regional District	Regional District of Kitimat Stikine
City of Abbotsford	City of Vernon	Regional District of Kootenay Boundary
City of Chilliwack	CRD Business and Residential Taxpayer's Association	Regional District of Nanaimo
City of Dawson Creek	District of Mission	Resort Municipality of Whistler
City of Kamloops	District of Kitimat	Sunshine Coast Regional District
City of Kelowna	District of Lake Country	Squamish Lillooet Regional District
City of Powell River	District of Peachland	Westbank First Nation
City of Penticton	District of Port Edward	Westshore Chamber of Commerce
City of Prince George	District of West Kelowna	
City of Prince Rupert	Mount Waddington Regional District	

APPENDIX D: PERFORMANCE REPORTING TEMPLATES

BC Transit is accountable to local councils for the efficient and effective operation of local transit systems. Local councils, in turn, are accountable to local taxpayers and transit users for their role in the delivery of public transit. In order to demonstrate that accountability, local governments need clear, concise and understandable information on system performance. In addition, local government staff may require more detailed information about their local transit system than Councils and Regional District Boards.

Rather than staff at each local government requesting individual system-specific information from BC Transit, the Panel suggests that reporting templates be developed through consultation between BC Transit and local government. The Panel has provided a sample of the template to be provided to Councils and Regional District Boards below. In addition, the Panel has provided samples of three templates for the provision of information to staff, each representing increasing levels of detail.

The first template provides basic system information in slightly more detail than that provided to local governing bodies. The second template builds on the first, providing further detail in specific categories. The third template provides a comprehensive level of detail, which would likely be preferred by local government staff who are assigned the transit portfolio as a significant part of their duties. These staff would likely be engaged in detailed performance monitoring, fully analyzing trends and using the results to recommend system improvements.

The Panel recommends that these three templates form the basis for discussions between BC Transit and local government. Once the templates are finalized, the Panel further recommends that the partners agree on the frequency of reporting of the various performance measures.

Sample Reporting Template for Councils and Regional District Boards

Measure	Comment
Ridership	Measures the success of the service
Cost/capita	Measures the level of financial commitment to public transit by BC Transit and local government (for comparison to other communities)
Passengers/capita	Demonstrates the success of the transit system in attracting ridership (for comparison with other communities)
Hours/capita	Demonstrates the amount of service provided in the transit system
Operating Cost/hour	Demonstrates the efficiency of a transit system in providing services
Cost/rider	Demonstrates the effectiveness of a transit system in providing services to its target population
Revenue/cost	Illustrates the self-sufficiency and financial performance of the transit system

Sample Reporting Template for Staff: Level 1

Category	Measure
Ridership	Total system ridership Ridership by route Passengers/capita Passengers/hour
Revenues	Revenues/Cost Revenues/passenger
Costs	Direct operating costs Direct Operating Cost/hour Direct Operating Cost/passenger
Service Reliability	% scheduled service provided
Safety	Number of accidents Accidents/km
Supply	Hours of service Hours of service/capita

Sample Reporting Template for Staff: Level 2

Category	Measure
Ridership	Total system ridership Passengers/capita Passengers/hour Ridership by route Quarterly report - ridership on new routes
Revenues	Revenues/Cost Revenues/passenger Revenues by fare category
Costs	Direct operating costs Direct Operating Cost/hour Direct Operating Cost/passenger Debt servicing (lease fees) costs Total operating costs
Service Reliability	% scheduled service provided % service hours lost
On time performance	% service on-time (Never early, up to 3 min late)
Safety	Number of accidents Accidents/km
Supply	Hours of service Hours of service/capita
Fleet size	Number of buses
Age	Average age

Sample Reporting Template for Staff: Level 3

Measure	Comment
Ridership	Total system ridership Passengers/capita Passengers/hour Ridership by route Ridership by route by time of day Ridership by route segment % transfers, system-wide Transfer tracking - route to route Quarterly report - ridership on new routes, by time of day
Revenues	Revenues/Cost Revenues/passenger Revenues by fare category Advertising revenues Revenues by month Revenues by fare category by month
Costs	Direct operating costs Direct Operating Cost/hour Direct Operating Cost/passenger Debt servicing (lease fees) costs Total operating costs Operations costs Maintenance costs Fuel costs Other operating costs
Service Reliability	% scheduled service provided % service hours lost % service hours lost by reason (accidents, road calls, etc)
On time performance	% service on-time (Never early, up to 3 min late)
Safety	Number of accidents Accidents/km
Supply	Hours of service Hours of service/capita Hours of service by month
Fleet size	Number of buses
Age	Average age
Spare ratio	% spares
Fuel consumption	Litres/100 km Litres/100 km by type of vehicle

Appendix E: Legislative Changes

Recommendation	Legislative Change Required	Implementation in Advance of Legislative Change
1) The Ministry of Transportation and Infrastructure should work with local governments with public transit services to develop the Government Letter of Expectations to BC Transit. The Letter of Expectations should clearly establish the roles, responsibilities and accountabilities of the provincial government, local governments and BC Transit.	NO	Can be implemented immediately.
2) The provincial government should increase the membership of the Board of Directors from seven to nine. While this recommendation requires legislative change, the following recommendation (Recommendation 3) can be implemented with either a seven or nine person Board.	YES	No interim solution
3) Recognize the partnership for the delivery of public transit at the BC Transit Board. Specifically:		
i) The Board of BC Transit should provide local governments with a Board skills matrix to guide the selection of nominees to the Board.	NO	Can be implemented immediately.
ii) The provincial government should revise the appointment process for the Board of Directors to allow local government to directly appoint representatives to the Board. Prior to legislative change Cabinet should accept nominations from local governments for appointment to the Board. A revised appointment process that would be consistent with existing legislation (current Board size) and an expanded Board under Recommendation 2 is outlined in the following table:	YES	Cabinet makes appointments but will appoint two local government nominations from the Victoria Regional Transit Commission and two local government nominations from the rest of the province.

	Under existing legislation	With recommended legislative changes
Provincial government	Appoints three members including Chair.	Appoints four members including Chair.
Local government	Nominates two members from the Victoria Regional Transit Commission and two other elected local government representatives.	Appoints two members from the Victoria Regional Transit Commission and three other local government appointees.

Recommendation	Legislative Change Required	Implementation in Advance of Legislative Change						
<p>iii) It is common practice that elected officials do not sit on the boards of Crown agencies since their responsibilities as a Director may conflict with their accountabilities as an elected official. The Panel considered two options for the appointment of the local government representatives and did not reach a conclusion on a preferred approach. The pros and cons of each approach are identified in the following table.</p> <table><tr><th>Pros</th><th>Cons</th></tr><tr><td><p>Option 1: Local government appointments may include</p><ul style="list-style-type: none">• Consistent with current practice.• Knowledge of current needs/interests of</td><td><ul style="list-style-type: none">• Potential for high turnover due to local government election cycles.• Risk of conflict in balancing local interests with BC Transit interests.</td></tr><tr><td><p>Option 2: Local government appointments would exclude sitting elected officials.</p><ul style="list-style-type: none">• Provides continuity as appointments would not be tied to election cycle• Director would not be tied to single community• Easier to make appointments based on the skills matrix</td><td><ul style="list-style-type: none">• May not adequately represent local government interests.</td></tr></table>	Pros	Cons	<p>Option 1: Local government appointments may include</p> <ul style="list-style-type: none">• Consistent with current practice.• Knowledge of current needs/interests of	<ul style="list-style-type: none">• Potential for high turnover due to local government election cycles.• Risk of conflict in balancing local interests with BC Transit interests.	<p>Option 2: Local government appointments would exclude sitting elected officials.</p> <ul style="list-style-type: none">• Provides continuity as appointments would not be tied to election cycle• Director would not be tied to single community• Easier to make appointments based on the skills matrix	<ul style="list-style-type: none">• May not adequately represent local government interests.	YES for option 2	No interim solution
Pros	Cons							
<p>Option 1: Local government appointments may include</p> <ul style="list-style-type: none">• Consistent with current practice.• Knowledge of current needs/interests of	<ul style="list-style-type: none">• Potential for high turnover due to local government election cycles.• Risk of conflict in balancing local interests with BC Transit interests.							
<p>Option 2: Local government appointments would exclude sitting elected officials.</p> <ul style="list-style-type: none">• Provides continuity as appointments would not be tied to election cycle• Director would not be tied to single community• Easier to make appointments based on the skills matrix	<ul style="list-style-type: none">• May not adequately represent local government interests.							
<p>iv) Provincial government and local government Board appointments should be made on the basis of staggered terms to allow for Board continuity.</p>	YES	As appointments are made “at pleasure,” staggered terms can be implemented through policy.						
<p>v) The provincial government and local government should negotiate appointment guidelines to be consistent with standard board practices regarding appointments and terms. In order to implement these recommendations local governments would need to determine the appropriate body to coordinate the appointment process.</p>	NO	Can be implemented immediately.						

Recommendation	Legislative Change Required	Implementation in Advance of Legislative Change
4) The provincial government should amend the BC Transit Act to allow local government to appoint all members of a transit commission and allow the transit commission to hire its own clerical and technical staff. In the interim, Cabinet should accept nominations from local governments for appointment to transit commissions and BC Transit will continue to provide clerical and technical staff to transit commissions.	YES	Cabinet makes appointments but will accept nominations from local government for appointment to regional transit commissions.
5) Local government and BC Transit decision making authority should rest with the partner that bears the consequences or benefits of any decision. Where a decision of one partner will have an impact on the other partner, consultation should occur:		
i) The BC Transit Board should ensure that BC Transit decision making explicitly considers the impact on local governments and should ideally include a mechanism for local government sign off. For example, the BC Transit Board told the Panel that all decisions of the BC Transit Board that have capital cost implications for an individual transit system must have local government approval. BC Transit should ensure that all local governments are aware of this policy.	NO	Can be implemented through policy and recognized in operating agreements.
ii) The BC Transit Board should ensure that any system wide capital spending decisions made by the BC Transit Board has input from an advisory panel consisting of local government representatives.	NO	Can be implemented through policy.
iii) Local governments should provide sufficient notice to BC Transit on service adjustments so that the financial consequences of that decision are appropriately shared between the partners.	NO	Can be implemented through policy and recognized in operating agreements.

Recommendation	Legislative Change Required	Implementation in Advance of Legislative Change
iv) The Province should consult with local governments on provincial public transit policy.	NO	Can be implemented through policy.
v) BC Transit should ensure that it engages with and considers the input of local governments and transit operating companies in route planning and scheduling activities.	NO	Can be implemented through policy.
To be clear, no changes in decision making authority are proposed but improvements in process are required.		
6) Local government should involve BC Transit in key planning issues and invite BC Transit to participate in official community planning processes. Local governments should provide BC Transit with information regarding decisions that may impact public transit including: <ul style="list-style-type: none"> • Long term municipal transit budgets; • Land use planning; and, • Transportation planning and zoning decisions that will result in developments that will require transit services, or impact the ability to deliver public transit. 	NO	Can be implemented through adjustments to operating agreements.
These requirements should be outlined in operating agreements between BC Transit and local governments.		
7) BC Transit should develop a strategic communications plan that includes provincial government, BC Transit and local government strategic goals for transit and share the plan with local governments. The plan should outline key dates and timelines for provincial government, BC Transit and local government decision making processes.	NO	Can be implemented immediately.
8) The Ministry of Transportation and Infrastructure should provide BC Transit with clear direction on its role in implementing the Provincial Transit Plan.	NO	Can be implemented immediately.

Recommendation	Legislative Change Required	Implementation in Advance of Legislative Change
<p>9) BC Transit and local governments should enhance accountability in operating agreements. While some roles and responsibilities are contained in existing Master Operating Agreements and Annual Operating Agreements, accountabilities could be strengthened by:</p> <ul style="list-style-type: none"> • Establishing information sharing requirements appropriate for all partners in operating agreements, including timelines and dates, performance measures (see recommendation 13) and local government planning (see recommendation 6); • Establishing local government financial accountability for service decisions that result in costs that must be covered by BC Transit (see recommendation 5); • Improving transparency by including the provincial share of debt servicing costs; and, • Committing BC Transit to provide financial information to local governments based on the calendar year. 	NO	Can be implemented immediately.
<p>10) The provincial government should amend the BC Transit Act and Regulation to enable multi-year operating agreements.</p>	YES	No interim solution.
<p>11) The provincial government should amend the BC Transit Act and Regulation to require only one agreement between local governments and BC Transit and one operating agreement between BC Transit and a transit operating company for each transit service area.</p>	YES	No interim solution.
<p>12) BC Transit should work with local governments to set appropriate service standards for each transit system and provide annual data on system and route performance.</p>	NO	Can be implemented immediately.

Recommendation	Legislative Change Required	Implementation in Advance of Legislative Change
13) BC Transit should provide reports to Councils and Regional District Boards at least twice a year on: system ridership; cost per capita; passengers per capita; service hours per capita; cost per hour; cost per rider; and, revenue cost ratio. BC Transit should also provide each local Council and Board comparisons with peers and performance over time for each of these measures.	NO	Can be implemented immediately.
14) BC Transit should develop, in partnership with local government staff, performance reporting templates which meet local government staff needs. Sample templates are provided for discussion in Appendix D.	NO	Can be implemented immediately.
15) BC Transit should report in detail annually to local government on its administration costs, its fleet management activities and the benefits it provides from centralized purchasing in comparison to other transit systems across Canada.	NO	Can be implemented immediately.
16) The provincial government should provide the Board of BC Transit with the authority to authorize commercial revenue activities within an established framework.	NO	Can be implemented through policy.
17) The provincial government should provide BC Transit its capital funding through the established service plan process with output targets.	NO	Can be implanted through policy.
18) The provincial government should develop a policy framework for intercity routes among multiple jurisdictions and if required amend the BC Transit Act and Regulation to provide for a stable mechanism to implement these routes.	YES	The Ministry of Transportation and Infrastructure needs to develop provincial policy around inter-city public transit.

Appendix F: Survey



Dialogue Research

1457 Clifford Street, Victoria, British Columbia, V8S 1M1

BC Transit Independent Review Panel

Funding Partner Survey - Summary Report and Methods

Prepared for: Tom Lee Management Consultants (TLMC)
July 2012

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Background

The BC Independent Review Panel's terms-of-reference include a mandate to provide a profile of government-funding partner attitudes towards BC Transit in relation to four (4) main areas of concern:

- Operations & Performance
- Governance
- Funding relationships
- Consultation and communication processes

Survey Target Population – BC Transit local government-funding partners.

The BC Transit Independent Review Panel provided Dialogue Research with a list of 57 BC Transit local area government partner organizations for the purposes of this survey. The individuals targeted for this survey are the Chief Administrative Officer or equivalent for each partner organization.

Contact Information and Survey Invitations

This is a census survey as all organizations of interest were invited to provide feedback through the survey. CivicInfo BC was provided with the BC Independent Review Panel list of partner organizations in order to obtain required contact information for each organization. CivicInfo BC maintains their contact list in support of work it does for BC's UBCM. Respondents were invited by email to provide feedback using a web hosted survey. Email and telephone reminders were used to encourage participation.

Survey Content (Questions)

Dialogue Research prepared and pre-tested the survey questions. Survey validity was established by working with content experts (feedback from project manager and panel). The survey questions were developed with two primary objectives in mind: 1) to obtain quantitative measures (i.e. percent agreement) on feedback the Panel had received during meetings or through written submissions; and, 2) provide opportunity for partner organizations to provide additional qualitative feedback should their attitudes and opinions vary from what the Panel had been hearing through written submissions and meetings. The quantitative measures enables the Panel to discern the degree to which views they were hearing expressed are shared by all partner organizations; while the qualitative feedback ensures organizations had opportunity to express views not already conveyed through written submissions or meetings. Cognitive interviews with two CAO's from the target survey population were used to test understanding of question wording, appropriateness of response scales and adequacy of survey content.

Data Collection, Processing and Response Rate

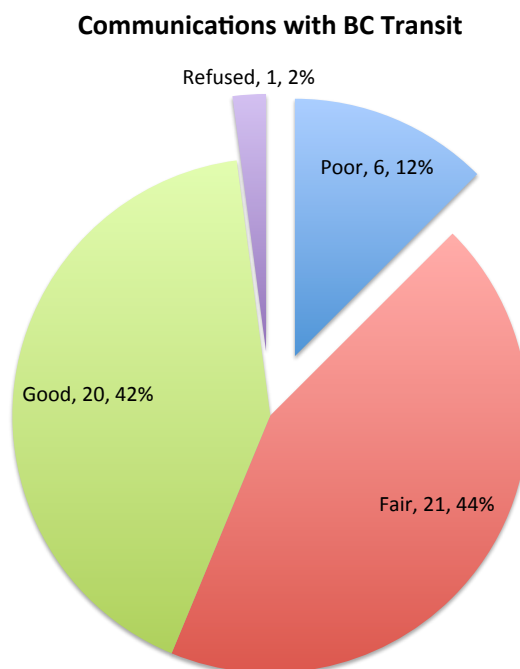
Data collection of the survey took place over a 14-day period between June 6th and June 19, 2012. The survey was left open until June 27th to accommodate two later submissions. One organization indicated they would not provide feedback as their community would not be providing public transportation due to costs of operation. A total of 47 of 57 organizations invited to complete the survey, provided feedback (an 82% response rate). A list of participating organizations is provided in the Appendix B. Dialogue Research provided all data processing services for this survey.

Analysis & Reporting

Dialogue Research provided this report of charts summarizing frequency responses to questions and verbatim responses to all open-ended comments/questions. Additionally, a Chi Square test of association was done comparing type transit system to key overall rating of BC Transit (Overall Communications, Overall Value for Money, Overall Relationship) as well as a question asking funding partners if they had an appropriate level of involvement in decisions being made by BC Transit that impacted their organization (see appendix C). Interpretation of results, conclusions and recommendations based on these results are the sole responsibility of the client.

Note - Sampling methodology was determined inappropriate for the target population given its size of n=56 and the Panel's goal to provide each local government funding partner an opportunity to provide feedback. Consequently, it is inappropriate to use statistical margin of error and confidence level measures in association with these survey results. Factors such as response rate and homogeneity of responses to questions will ultimately determine how representative the results are for this study population. For example as response rates reach 100% then the results can be said to be representative of the population. This survey's 85% response rate suggests that these results will provide a very good representation for the total study population's attitudes and opinions. Moreover, where there is a high level of agreement on questions the reader can have additional confidence that the results are highly representative. For example, if 99% of respondents said, "Yes" and 1% said "No," to a question the chances of error are remote, irrespective of the number of people providing feedback. However, if the percentages are 51% and 49% the chances of error are much greater. It is easier to be sure of extreme answers than of middle-of-the-road ones.

Chart 1: How would you characterize the overall communications between BC Transit and your organization, would you say it is poor, fair, or good?



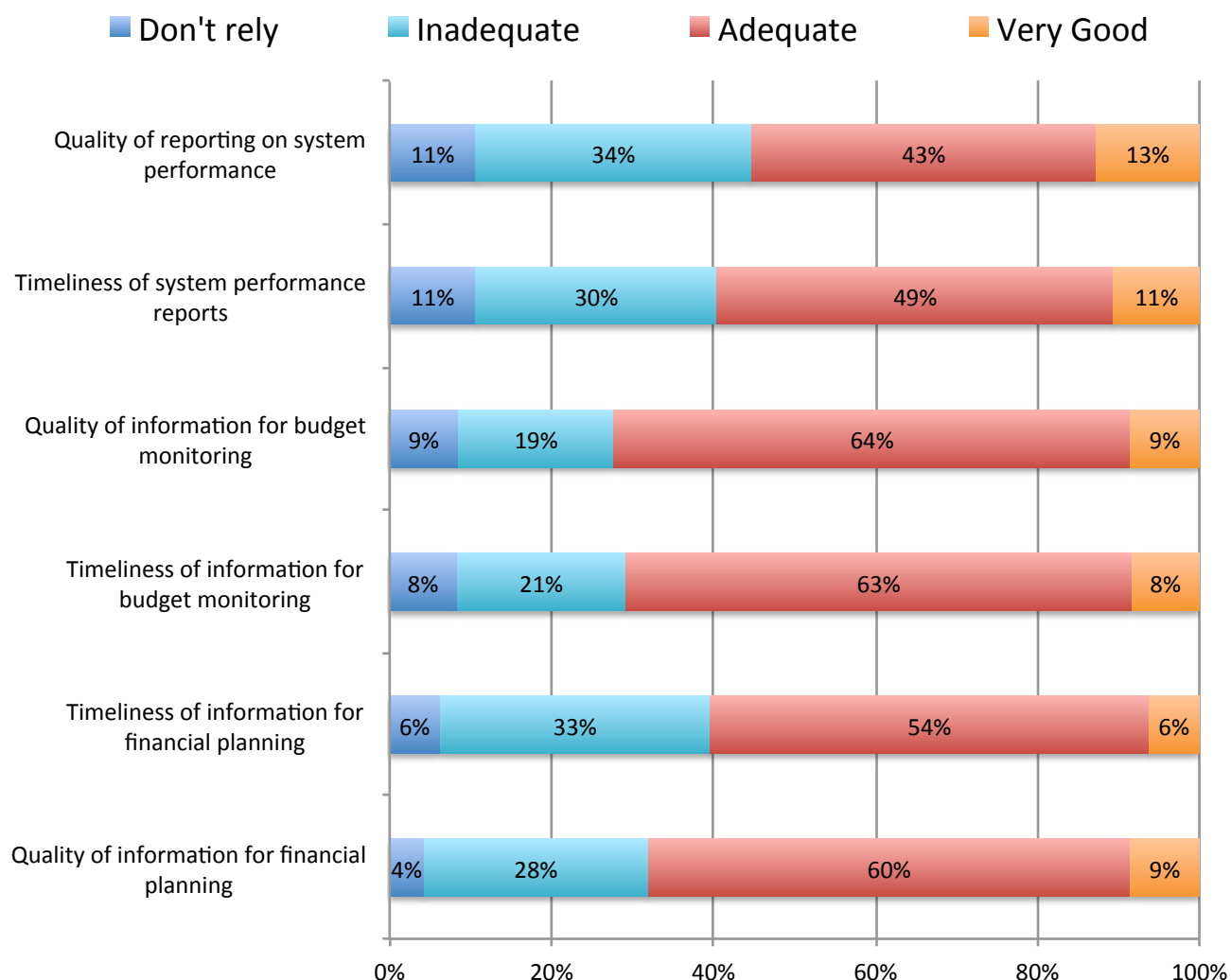
Comments on communications

- This has improved substantially over the past 2 years due to having a dedicated RTM. The 3 year forecasts were also a good step forward.
- The multi-year budget projections are helpful but BC Transit's fiscal budget cycle vs. our municipal annual budget cycle is a challenge.
- It has improved significantly over the past few years. We still don't believe that our concerns about cost increases are properly appreciated and addressed.
- BC Transit will on occasion appear [SUPPRESSED¹] to update Directors on the status of BC Transit's strategic projects such as the [SUPPRESSED]. Furthermore [WE HAVE] participated in these initiatives in a supporting role by providing background information and analyses. However [WE HAVE] no authority over, and very little input into, public transit planning and investment decisions which have the potential to significantly impact regional transportation and development patterns. While the BC Transit Act indicates that one of the purposes of the authority is to support Regional Growth Strategies, consultation on transit service plans, long range strategies and capital projects is not adequate.
- BC Transit has made improvements over the years and their level of communication is much better than in the past. Further improvements are required for timely communication of budget information including forecasting and vehicle replacement. More speedy and reliable answers to questions during local government budget processes are also required.
- Information related to some capital projects is insufficient for our organization to accurately budget. For example, the fare box program had inadequate information to allow us to properly budget for its implementation.
- Several years ago we would have responded differently. From the mid-2000's to about 2008, communication was moving towards poor. From 2009 on with the new CAO, we have noticed significant and continuous improvement at BC Transit. The [SUPPRESSED] Transit Service review in 2011 was a milestone for improving communication and understanding. BC Transit staff – especially senior staff – better understand the needs of and process for making decisions within Local Government. [SUPPRESSED] was able to have many questions about the system service and finances answered. [SUPPRESSED] staff have dealing with the transit file has been working with BC Transit since late 2000. [SUPPRESSED] has been fortunate to have worked with many great, committed BC Transit staff over the years. [SUPPRESSED] believes that more recently the timeliness of certain communication is related to workload. It is also important to note that the Enterprise Investment Initiative (EII) program is going a long way to improve communication and understanding of the needs and gaps in providing information to all parts of the transit enterprise. The key point to emphasize is that overall communications are improving!
- The real data we need has to be dragged out of our one contact point.
- We would request earlier, cooperative, lateral communication as opposed to top-down communication from BC Transit. Often BC Transit requests decisions to be made without adequate prior explanation or notice to staff.
- We have a three way communications protocol due to Society Involvement
- Communication can take up to 1 week - 24 to 48 hours would be preferred.
- Things have been proceeding quite well here, so there has been little need for greater communication.

¹ Square brackets are used to show where text has been replaced or removed to protect the identity of a respondent.

- Usually we initiate any conversation other than mass information
- As a smaller system, it's sometimes difficult to get consistent levels of attention, but BC Transit has been working hard at trying to address these issues.
- My concerns regarding BC Transit communications are: There is not a clear understanding of roles, i.e. what should the municipalities and BC Transit each be responsible for. A detailed list of typical day-to-day running of a transit system should be listed. BCT has created 'lead' people for each transit system in BC. In principal this should work but from my perspective that person needs to be more knowledgeable of the local transit system, needs, budget concerns, etc. In essence they should be like a quasi employee of the local transit area and have our interests as priority number one. As it is now I believe the contact has a desire to do this but does not seem to have the resources available to him to allocate the time it requires. - Need more cost/benefit analysis of bus routes and efficiency reviews, i.e. what routes have good/poor ridership and what should be changed to make it better. - Need more timely response to transit related requests. Currently we have a request in to BCT which is about 6 months old and could likely be answered within a few days. - It appears that BCT is a large bureaucracy where a small business model is needed since most of the systems are relatively small.
- The overall communications are improving; there has been a noticeable improvement over the last two years. There is still room for improvement.
- Communication has improved with Region Manager contact person we have been assigned. Prior to that, communications were poor.
- [REMOVED] is doing a great job working with us on a transit review.
- Good on the financial side - more on the fair on the planning side although that trend is now changing.
- Issue covered in detail in briefing note presented to BC Transit Independent Review Panel
- The communications between staff and the RTM for BCT has been good. Staff have commented that they do not feel that the RTM receives enough or timely support on their end. Most dealing are either directly thru or include the RTM. Recently staff have worked closely with BCT on a Transit Futures Plan. This process was very good and interest and support of BCT long range planner and RTM was great in this project
- It has improved. Good communication with the Regional Transit Manager but still feel left out of decisions on fleet and new initiative that have budget implications.
- Had a very good relationship with [REMOVED] and felt well informed/consulted on key issues. Relationship remains strong with new leadership at BC Transit.
- In general the communications are good, but the specific info we require needs improving (ie budget details and cost estimates that are more up to date and in line with Municipal budget time lines and explanatory notes with monthly invoices that have large deviations). Communication with BCT's RTN and other management is good.
- We have established a very good line of communications
- It used to be good, then it was poor but now it is better...still not good.
- Better in the past year.
- We have no contact with BC Transit unless it is initiated by us. When we do call, a response is not timely and often it's just a negative response.

Chart 2: For each of the following, would you say that the information received from BC Transit is inadequate, adequate or very good? Answer based on what you believe your organization's desired quality and timeliness of information from BC Transit to be.



Comments on BC Transit Information

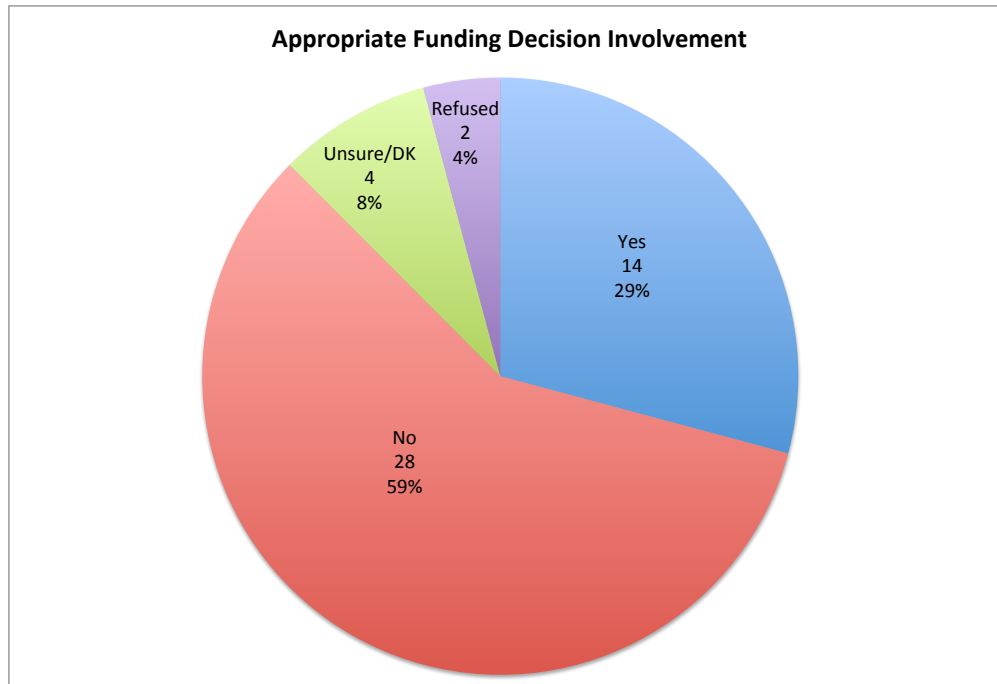
- The multi-year budget projections are helpful but BC Transit's fiscal budget cycle vs. our municipal annual budget cycle is a challenge.
- Basically, we get their proposed budget for the year and factor in the cost they say they will bill us. it is pretty straightforward. Again, we think that their cost increases are excessive, particularly for administration.
- BC Transit financial and performance reports are not presented to [SUPPRESSED] for review and comment by representatives from all local governments. The [SUPPRESSED] consists of representatives from only [SOME] local governments in the service area. Decisions on service, fares

and taxes are being made for communities without direct representation on the body making these decisions. Further, [SUPPRESSED] approval or disapproval of BC Transit budgets, service plans and capital expenditures is not final. Final decisions rest with the BC Transit Board acting on [OUR] recommendations meaning [WE] act in more of an advisory role instead of having any real authority over public transit service in the region. BC Transit has not prepared a multi-year financial plan that coincides with [OUR] 5 year financial planning requirements.

- BC Transit has made changes over the years that has greatly improved the quality and timeliness of information for financial planning; however, there is definite room for improvement. Local government budget deadlines differ significantly from BC Transit's budget timeline which makes it difficult to get the information we need from them at the time we need it.
- Generally, the quality of system performance is adequate, however, BC Transit sometimes has difficulty in being objective in its reporting with an inadequate understanding of local government budgeting and geographic constraints.
- Because BC Transit operates on the Provincial fiscal year, the default period for BC Transit's standard reporting, financial planning, budgeting is April 1 to March 31. Municipalities are legislated to operate on a calendar year. This is inadequate from a Local Partner point of view. BC Transit has historically been focused on financial reporting of financial key performance indicators. Due to the influx of complaints received locally, [WE] were pressing for system performance information from a passenger's point of view. BC Transit was slow to respond to this request. [SUPPRESSED] Service Standard Measures [SUPPRESSED] is evolving and is now being reported on annually at best using the BC Transit fiscal year. BC Transit is looking at ways to standardize and automate data collection and reporting. BC Transit has recently produced three year draft budgets (One-year budget with 2 year forecasts). This is good first step. BC Transit's goal was to get the information to the communities in the fall. In 2011, we received the information at the end of October. Now that the first three year budget has been done, we hope to receive this information in September or early October to better fit our budget cycles and move from Adequate to Very Good. Because of financial system and accrual accounting, BC Transit tends to be three months off with budget to actuals monitoring. It becomes more accurate towards November, December but by that time we have already reached the Local Government year end. It would be ideal to have quarterly invoicing that reflects actual costs instead of just budgeted costs. This would also help with year the different year ends.
- No options for 'not applicable' so have used 'inadequate' because we do rely on BCT to provide the information
- Items in the Master Operating Agreement establishing BC Transit's responsibility to conduct service audits are not being honoured. Revenue and Ridership reports identify general trends but more specific information would be helpful (for example, route-specific information to identify high and low demand areas and revenue generation information to establish a more realistic allocation of revenue between local funding partners) Need better and earlier consultation with budgets (current & forecasted), especially regarding increases BC Transit needs to provide historic information on cost increases to evaluate system performance, past trends and set future targets
- We appreciate reports provided but sometimes need more detail relevant to our ability to analyze local needs
- Local government budgets are prepared in summer of the year preceding. BCT budget information must be sent out in July to be of most use.
- Schedule C of the AOA - very difficult to interpret Different fiscal year ends confuse issues

- For budgeting purposes, we require some greater detail on how the costs are arrived at for extra services. That was not clear and when I requested a budget without the extra services for comparison purposes, it was not provided.
- Good ridership data is delivered in a timely way by the Operating Company and its subcontractor. The farebox ridership/financial data that comes from BC Transit has not been timely or accurate in the past - the jury is still out on changes to improve that process. In the past, the timing of budget information for AOAs has been an issue. The introduction of 3 year budgets for planning purposes represents a quantum leap forward, although having to make adjustments for Provincial vs. Local Gov't fiscal years is still an issue.
- We see general ridership statistic reports but I would not categorize these as performance reports. Performance reports should include items such as ridership per hour by route. This would help us decide where transit is most used and where service should be reduced/increased. It would be helpful if financial plans were in the form of annual budgets rather than fiscal since all municipalities have annual budgets.
- We are pleased with the information rec'd and in particular the 3 year budgets.
- The information is much better than two years ago, but it is still not quite good enough yet.
- System has improved with info now being made available in the Fall when budget planning begins - however, changes sometimes occur and we have a different year end than does BCTransit making it more difficult to budget.
- Issue covered in detail in briefing note presented to BC Transit Independent Review Panel We tend to not rely on the information from BC Transit as it is often equivalencies as opposed to actual data on system performance and there are often errors in the performance data.
- the quality of the reports/info requested is generally "usable" to good. The timeliness varies. It goes back to the support of the RTM as her request for support from BCT are timely...
- I believe that BC Transit is improving in their provision of financial information and budgets however there are still some delays in the delivery timelines.
- Normal situation with our fiscal year legislated to be calendar year, while Bc Govt, BC Transit, etc operate off the April-March fiscal
- Some problems are the result of the calendar year vs the BC Transit April-March year. There is also a lag resulting from processing delays.
- Three year budget planning is an improvement
- Year ends are not synced so therefore getting timely budget information for our budget (calendar year) has been a challenge in the past.

Chart 3: Thinking about your organization's funding contribution do you have an appropriate level of involvement in decisions BC Transit makes that impact your budget?



Comments on funding decision involvement

- We had to replace all of our buses a couple years back which had a large financial impact on our budgets. These were not properly anticipated, which was a combined responsibility of city staff and BCT staff. We ended up having to make after the fact transit changes that should have been considered as part of the decision to go to the new busses. Since this time there has been very good support from BCT to help [US] adjust their system to meet transit goals as well as keeping it financially viable.
- Our level of involvement seems to be improving especially since we are currently participating in a service review of our transit system.
- I think that they should be re-engineering their organization and cutting their costs. Municipalities have consistently been reducing their costs over the past few years. This year, even the RCMP got the message and has been reducing their operational costs.
- Two thirds of the funding for the Victoria Regional Transit System comes from local sources such as fares, and property and fuel taxes. Not all local governments in the [AREA] can review and comment on how this revenue will be allocated. Transit service planning and operational decisions which affect regional and local transportation systems and budgets are made outside the authority of the Board and municipal councils.
- Historically, the negotiations of AOA agreement are one-way negotiations with little opportunity for local government to have meaningful input into the cost sharing relationship.
- We suggest that a Provincial Local Partner Management Advisory Group be formed that reports to the Board so that the BC Transit Board has direct access to the Local Partner practitioners when making

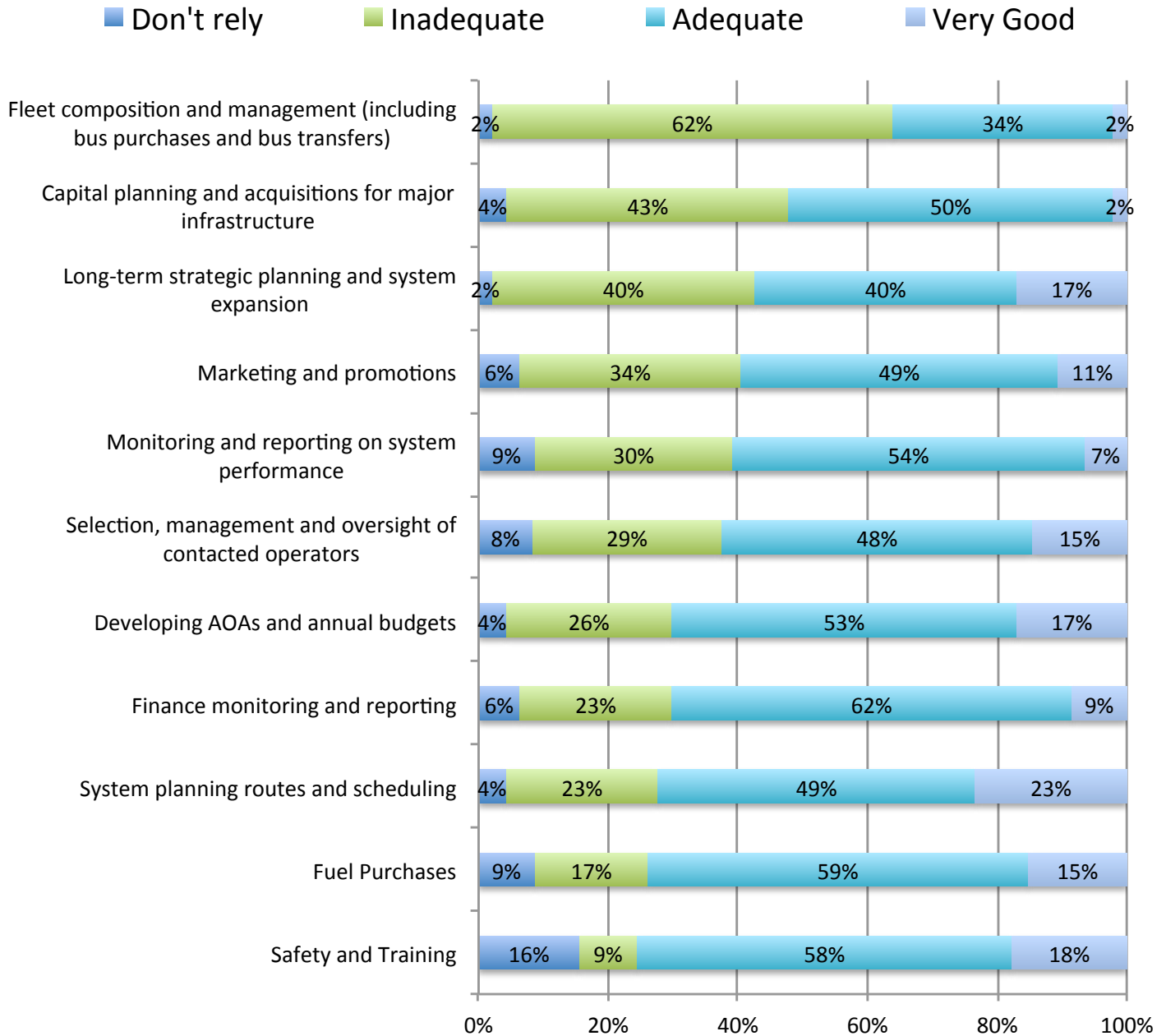
decisions. Feel free to contact us if you would like more details on the concept. We see three categories of decisions: capital, operating and selection of the operating committee. With Capital - BC Transit makes the final decisions on Capital projects and Selection of the operating company with input from the local partner even though the local partner is responsible for 53% of the cost. We feel we should be more directly involved in the capital decisions as well as the selection and cost negotiations with the operating company. Operating related to service levels and fares the local government is empowered but still must rely on good advice from the BC Transit experts.

- No involvement in decision making for a new [SUPPRESSED]
- Decisions regarding transit which have financial implications to the City are often made by BC Transit and offered to local partners as information without expectations of feedback.
- Provincial Standards are sometimes difficult to impose locally
- I believe that we do. However, we do not have control over is the infrastructure itself... Replacement buses, # of buses need, back up buses, etc. Each year there are budget surprises that we were either not aware of or do not have a say in.
- I suggest BCT visit and present to each local partner Council or Board each year to improve relationship and lay ground work for future changes.
- We have a unique funding arrangement through our local [SUPPRESSED] so most of the budgeting issues are not as relevant to our organization as they may be to other local governments.
- This is a qualified "yes". As a smaller Tier 3 system, the [SUPPRESSED] is understandably tied in to the Tier 1 system in [SUPPRESSED]. In the past, little attention was paid to the separate requirements of the [SUPPRESSED]. While it has not always been an easy process, BC Transit has been listening and assisting us over the past few years in implementing changes to the means by which the service was delivered, resulting in maximizing our efficiencies to the extent possible. However, consideration of alternate vehicles for delivery of regional intercity service remains a stumbling block.
- The simple answer is that we do not have any involvement in budget decisions of BC Transit. An example was when the farebox system was implemented we were not consulted prior to implementation. The issue of farebox may have been raised but we were not told what the impact on the budget would be and therefore we did not have meaningful consultation. Another example was when it was decided that major bus repairs would be incorporated into the capital plan; there was no meaningful consultation on budget impacts. It was actually noted that it would save us money but in actual fact the budget increased after that was done. I suggest a memorandum of understanding be created listing how we will interact with each other on various decision points.
- We have involvement in service reviews periodically, we have involvement in issues such as route /schedule changes, and if we are willing to accept available service hours.
- Things have improved steadily
- The annual commitment of funds is substantial for our municipality - it is difficult to set an amount we can afford and have BC Transit deliver within that amount. It may be that what we are willing to pay/afford and what can be realistically delivered cannot coincide in a workable transit system.
- Have been good about changes to the system without impacting expense.
- Issue covered in detail in briefing note presented to BC Transit Independent Review Panel. We have a concern that BC transit doesn't respect the level of funding we provide and it is not reflected in the

branding of the service. Very little mention of the partners in communications, focus on BCT. No involvement by [SUPPRESSED] in decisions by BCT that impact [SUPPRESSED] directly.

- We rely on BCT heavily in this process (because this is the way it has always been). The Master Operating Agreement comes thru BCT and we "live with that" for the term. The fluctuations in fuel prices and debt servicing yearly create challenges during our budget period, and usually need to be defended, even though transit services are important in the community
- The majority of the funding comes from the local community (fares and Local Government share) but we are treated as the junior partner. Beyond communication we want a full say in what happen in our system.
- We have identified our interest, and the RTM meets regularly with Council to discuss what is being looked at and how it might impact service delivery or costing
- No input into capital planning.
- Would prefer to have more knowledge of when major vehicle repairs or renos are being planned and recommended, especially since BCT's budget year is not the same as local government. i.e. with a major repair suggested for BCT 12/13, local government may wish to have it done either in Dec 2012 or delayed until early 2013. Local government makes many decisions based on remaining budget funding and to have input into the flexibility of when the expense occurs is important.
- Transit is now consulting with local government, however, this consultation is more selling a decision which has already been made
- Where we want more service, and are willing to pay our share for more service, we aren't able to get BC Transit participation.
- Major discrepancy in terms of what is funded versus what we pay, choice of vehicles and being forced to accept sub par replacements, lack of consistent funding.
- We have asked for expansion of the services for our community and have not progressed over the last 10 years. We are prepared to commit additional resources but receive only lip service from BC Transit.

Chart 4: Would you describe your organization's involvement in the following decisions as being at a level that is inadequate, adequate or very good? Please answer based on what you believe your organization's desired level of involvement to be.

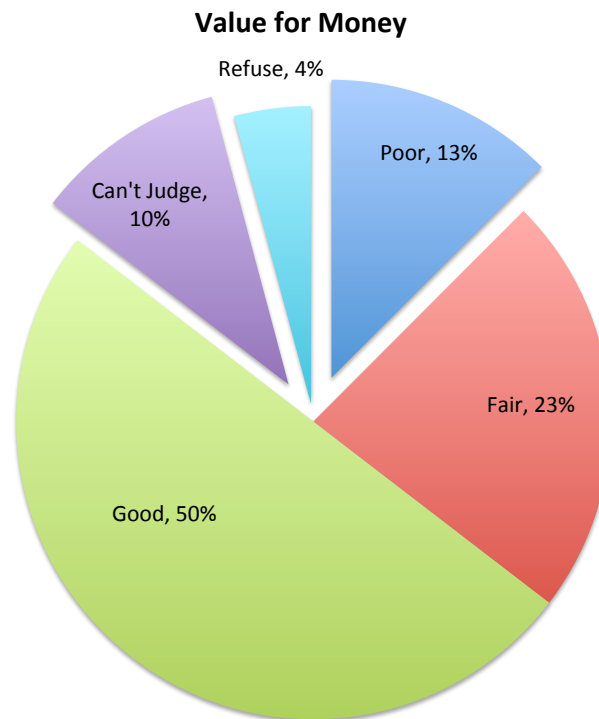


Comments on involvement in BC Transit decision's that impact our organization

- Our level of involvement seems to be improving especially since we are currently participating in a service review of our transit system.
- We have had excellent service over the past 2 years in reviewing the City [SUPPRESSED] routes, fleet and developing a regional model.
- [SUPPRESSED]. I think that we are not getting good value for the money from BC Transit. We should have the ability to opt out of BC Transit but still get the government contribution towards our local transit system.
- The monitoring of system performance and service planning relate directly to the region's financial and strategic priorities. As such they require Board oversight so they conform to and align with the [SUPPRESSED] budget processes, and most importantly the sustainable vision and goals of the Regional Growth Strategy.
- With capital planning and acquisitions of infrastructure and fleet; selection, management and oversight of the contracted operator, we feel our involvement is inadequate. With Fuel purchase, finance monitoring, safety and training and monitoring and reporting on system performance, we do not wish to be involved at this time but we also don't have the option to be involved. In the other categories, our level of involvement is improving.
- Timeliness and lack of background information and reasoning are the primary problems
- The two areas that were given inadequate are areas that we (as municipalities) have no control over. Most times, we are told that an item is coming, or a replacement is needed. It is not planned.
- Marketing and safety are areas where our local government has little ability, as a result we rely heavily on BCT.
- [SUPPRESSED] needs low floor buses - still waiting
- I have been responsible for transit for the past year for the [SUPPRESSED] and haven't seen any reports on System Performance. Marketing and Promotions, when we have been working on receiving signs etc, it takes a long time to get any information or responses For Finance Monitoring I have only received the budget to actual information with the monthly invoice. We have had issues receiving Bus Pass Revenues. The difference between our year end and transit's year end causes some issues, as we could use more reporting at December 31 for our year end process.
- The responses above under "Adequate" are based on perceived improvements as a result of recent changes at BC Transit over the past year. As previously noted, the jury is still out on some of these changes and whether BC Transit will have the human and financial resources necessary to effect positive change in all these areas for all the transit systems they manage. Re. marketing and promotions, this area needs a substantially higher spend and some sharing with Local Government of the authority to spend.
- BCT has a system of transferring buses between systems but it's unclear how they decide which buses to transfer and how it benefits the local system. I have a hunch we are subsidizing systems such as Kelowna or northern communities where salt causes quicker rusting of buses but who's buses are transferred to our system after a 3 or 4 years without any financial benefit to us.
- Annual budgets and AOA's would not be an issue if we were one system operating as a standalone operation. We routinely need to have our rtm amend the aoa to reflect our local structure.
- Monitoring of system performance needs enhancement
- Involvement in planning and scheduling is a recent improvement.

- Issues covered in detail in briefing note presented to BC Transit Independent Review Panel Involvement in strategic planning is inadequate in that [WE ARE] involved but it is felt that how we are involved is not appropriate in that [WE TAKE THE] lead because BCT's lack of skill, creativity and knowledge of community. With respect to oversight of contract, [WE ARE] playing larger role because don't feel that BCT is fulfilling role, have direct contact with operator and taxi provider to get issues addressed in a timely manner.
- In every case where there is an alleged safety violation (either reported to us or directly to BC Transit), the operators' safety officers meet with City staff to review the complaint and later to advise as to the resolution. We had conversations at a Council to TRM level and at a staff to TRM level regarding proposed new bus purchases, and identified our willingness to accept one or more of the new models.
- For the 2nd point above - we have only had very limited discussion on an operational facility a while ago but the latest direction due to the huge cost is apparently to not look at a BCT owned facility. We are unaware of other capital infrastructure aspects. With respect to selection of operating company - we will apparently be involved with an upcoming RFP, and I am not aware if we are asked for our comments or are surveyed about our current operators performance. Regarding fleet composition and bus transfer - I do not recall being asked about how we feel about the make up or performance of our fleet (mostly Dennis Darts). Regarding fuel purchases, we have not been consulted on what options are preferred.
- Service review was promised, and then delayed for many years. We had to push hard, and now a review is in progress. Long-term management of the fleet has been very poor as decisions are not practicable and mandatory. The Dennis Dart maintenance problems have been ignored.

Chart 5: Overall, do you receive poor, fair, or good value for money regarding the services you receive from BC Transit?

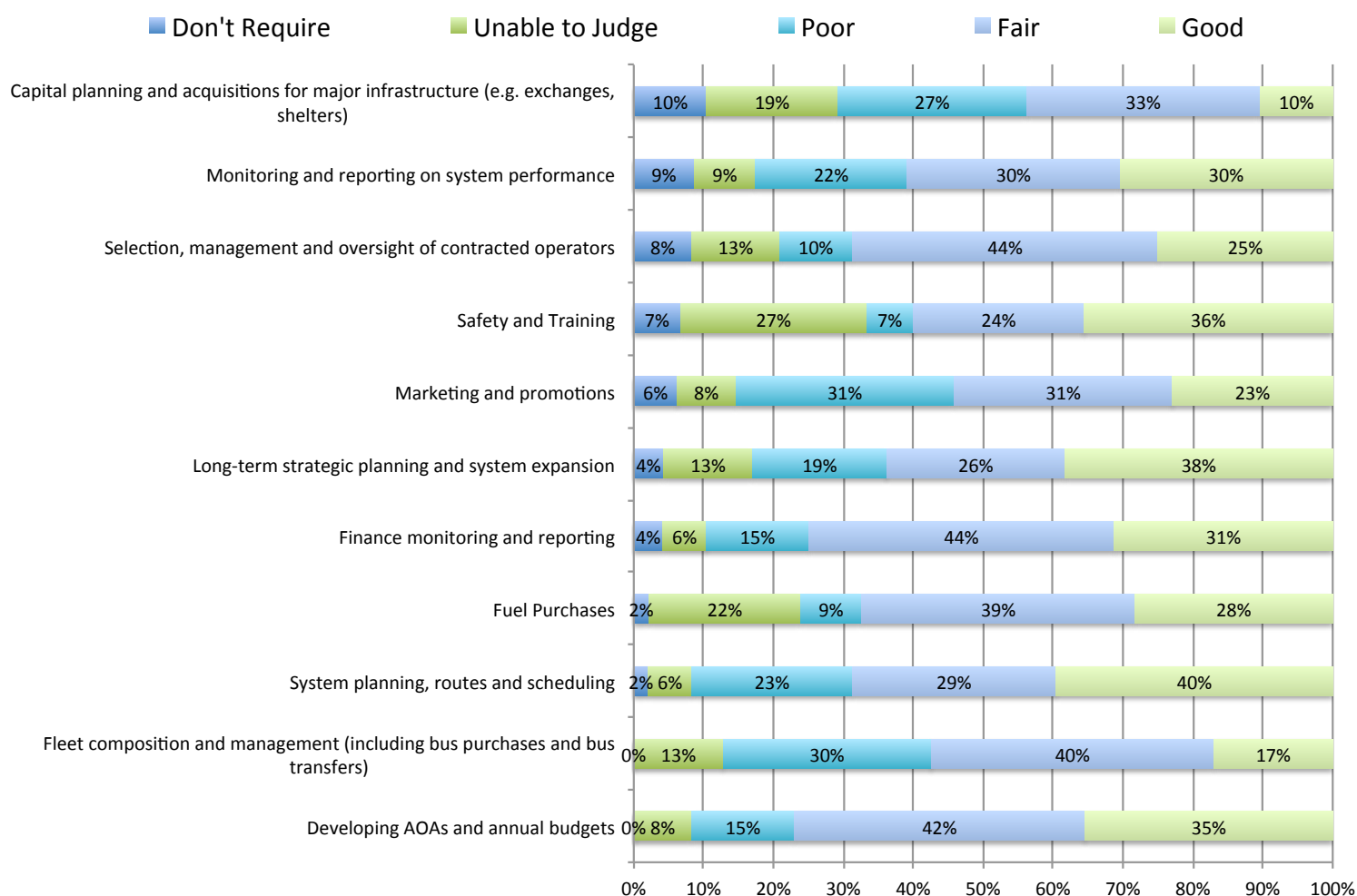


Comments on overall value for money

- Local governments have no authority to effect compliance of BC Transit service and long range plans with Regional and Municipal goals and priorities and may not receive good value for their money under the current governance model. A contractual relationship between the CRD as the public transit authority and BC Transit as the service operator and provider would be a more appropriate model for monitoring, measuring and determining value for money.
- For the services actually received from BC Transit, there is fair value. However, for those local governments that provides services directly without BC Transit assistance there is no corresponding reduction in costs to reflect this relationship.
- We have had excellent service over the past 2 years in reviewing [OUR] routes, fleet and developing a regional model.
- We believe BC Transit is an organization that offers valuable professional planning and oversight of our transit system. Post [SUPPRESSED], the [SUPPRESSED] Transit System has received good value for money. Pre [SUPPRESSED] the local [SUPPRESSED] Transit System felt neglected like many other systems across the province. We believe that part of this was due to the fact that BC Transit was putting a large portion of its limited resources into the Olympic games effort and thus the local system services suffered. All that being said, BC Transit put a huge effort into planning and delivering an excellent transit system for games time [SUPPRESSED] at no extra cost to the local communities.
- It is difficult to know the value of what BCT provides given we don't have anything to compare it to (e.g. other transit companies). For example, having the manager of this region flying to the area every week from Victoria is likely not the most efficient.
- We feel that we subsidize regions too much
- Again, we have a somewhat unique arrangement with our [SUPPRESSED]. In our experience, we consider that we receive very good value for money. Our partner - [SUPPRESSED], has much more direct input into planning.
- Compared to other jurisdictions in Canada, we appear to be getting good value from BC Transit.
- Right now we get great value for money because of the contribution by [SUPPRESSED]. This question may be better answered when the system is expanded and there is less of a [SUPPRESSED] contribution.
- Issue covered in detail in briefing note presented to BC Transit Independent Review Panel. We are told by BCT that we are getting a great deal and excellent service in this model but don't know. We have nothing to compare values in service delivery to, difficult to answer without more analysis but our overall feeling is that it is not good value for money due to issues related to BCT overall performance.
- For years the BC Transit charge for their services was 3% of budget. It is now much higher and can go to 8%. The Municipal Admin. charge has remained at 2%. For a small system that is not changing we pay a lot of money for the services we receive.
- We view our relationship with BC Transit as a partnership (a three way partnership, actually, between BC Transit, the operating company, and ourselves), so we see services from BC Transit as partnership contributions, and judge value on whether the partnership is successfully delivering the service our citizens desire.

- We appreciate the provincial funding but not the lack of control or influence over our system. We also feel the Provincial "one size fits all" mandate does not fit our local system. For example, transit users in small, rural systems take the bus because they have to (a social service) while many in the lower mainland take transit because it is the right thing to do (green service).
- We have no control over the level of service to be offered within our jurisdiction.
- They are not addressing the community's need for additional transit. There should be greater integration of transit services in the Okanagan Valley. Perhaps BC Transit is not capable of achieving this and we need to look at a new organization such as an Okanagan Valley Transit Authority.

Chart 6: Please indicate the value for money you feel is received for each of the following services BC Transit provides to your organization.

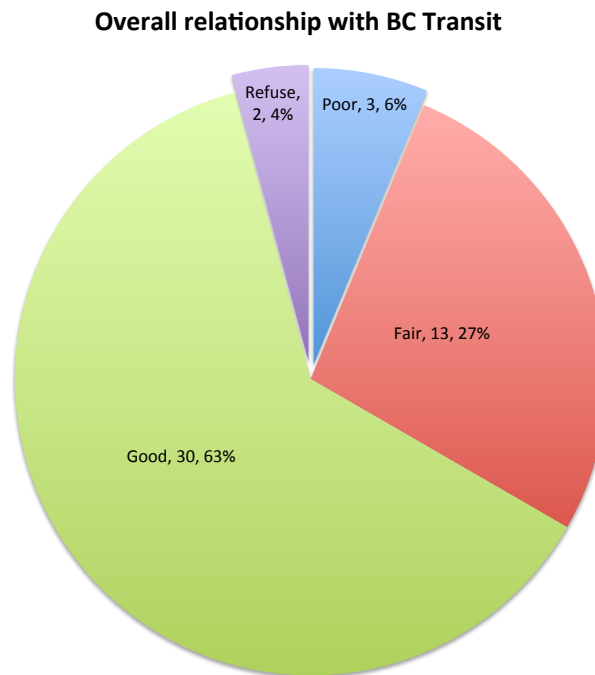


Comments on value for money

- Our ability to judge value for money will improve after completion and implementation of the service review of our transit system.
- We need BCT to bring some marketing expertise to the smaller rural systems, we have a local transit group that has come up with a number of good ideas on how to increase ridership, we need expertise at the BCT level. We feel that BCT can do better on fuel purchasing if they were given additional tools to work with eg BC Ferries to hedge fuel process.
- We do not receive valuable information from BC Transit on system performance. [OUR] statistics are combined with public transit statistics resulting in unusable information.
- Long-term strategic planning –[SUPPRESSED] had to hire a consultant to produce a long-term strategic plan for transit as BC Transit didn't have the resources to meet our needs. The 2011 [SUPPRESSED] Transit Service review is a good start to setting the base for long-term planning and expansions in the future. Poor capital planning for [SUPPRESSED] has been one of the major issues that has put us into the difficult situation we're in today with increased costs and the [SUPPRESSED]% service cut. The planning leading up to the [SUPPRESSED] decisions was an exercise in misinformation. We feel that BC Transit has learned from our unfortunate situation and is improving their planning and acquisition processes across the province. See comment above regarding Selection, management and oversight of contracted operators. We feel we should have more say. Oversight of the contracted operator has been improving over the past few years. With respect to Fleet composition and management, we disagree with some of BC Transit's decisions. With monitoring and reporting, we would like to see this done on the calendar year and we would like to see it more than once per year in August.
- Management from Victoria does not lend to knowing and understanding the issues in the more rural areas.
- There needs to be more safety and customer service training for drivers; currently drivers have indicated that there is little safety training and no customer service training.
- System performance reporting is currently at a low point. We are hopeful that the new GFI fare boxes will result in significantly improved system performance reporting.
- Again, the "Good Value" responses are based on perceived changes. On Fleet composition, 1 size does not fit all, and Local Governments need more options for dealing with off-peak service demands. The alternative to smaller buses for off-peak service is to spend substantially more to get riders to fill up the excess capacity on full size buses. The poor value on Marketing and Promotions is not intended to be a reflection on the BC Transit staff in that department, but rather the lack of budget associated with the issue.
- As contact person with many other responsibilities, I am dealing with Transit off the corner of my desk.
- Issue covered in detail in briefing note presented to BC Transit Independent Review Panel
- Our system is static therefore no long term planning or capital planning needed. Excluding the fleet side we get good services but the cost escalations for BC Transit services have increased dramatically since the time it was set at 3%.
- We have not fully explored the opportunities in marketing and promotions, and will make this a focus in subsequent years
- We are accountable to taxpayers and do not appreciate capital costs being forced on us when they appear to be far higher than market and that the rationale used is not applied on a case by case basis. We are not getting the BCT fleet discount for fuel.

- [WE HAVE] been requesting an upgrade in service between [SUPPRESSED] and [SUPPRESSED] for several years. We weren't able to get BC Transit's attention. When they did do a transit study on their hubs, [WE] had to pay separately for the [SUPPRESSED] perimeter study. It has taken at least 5 years to get on the list for a regional master plan.

Chart 7: Overall, would you say your relationship with BC Transit is poor, fair or good?

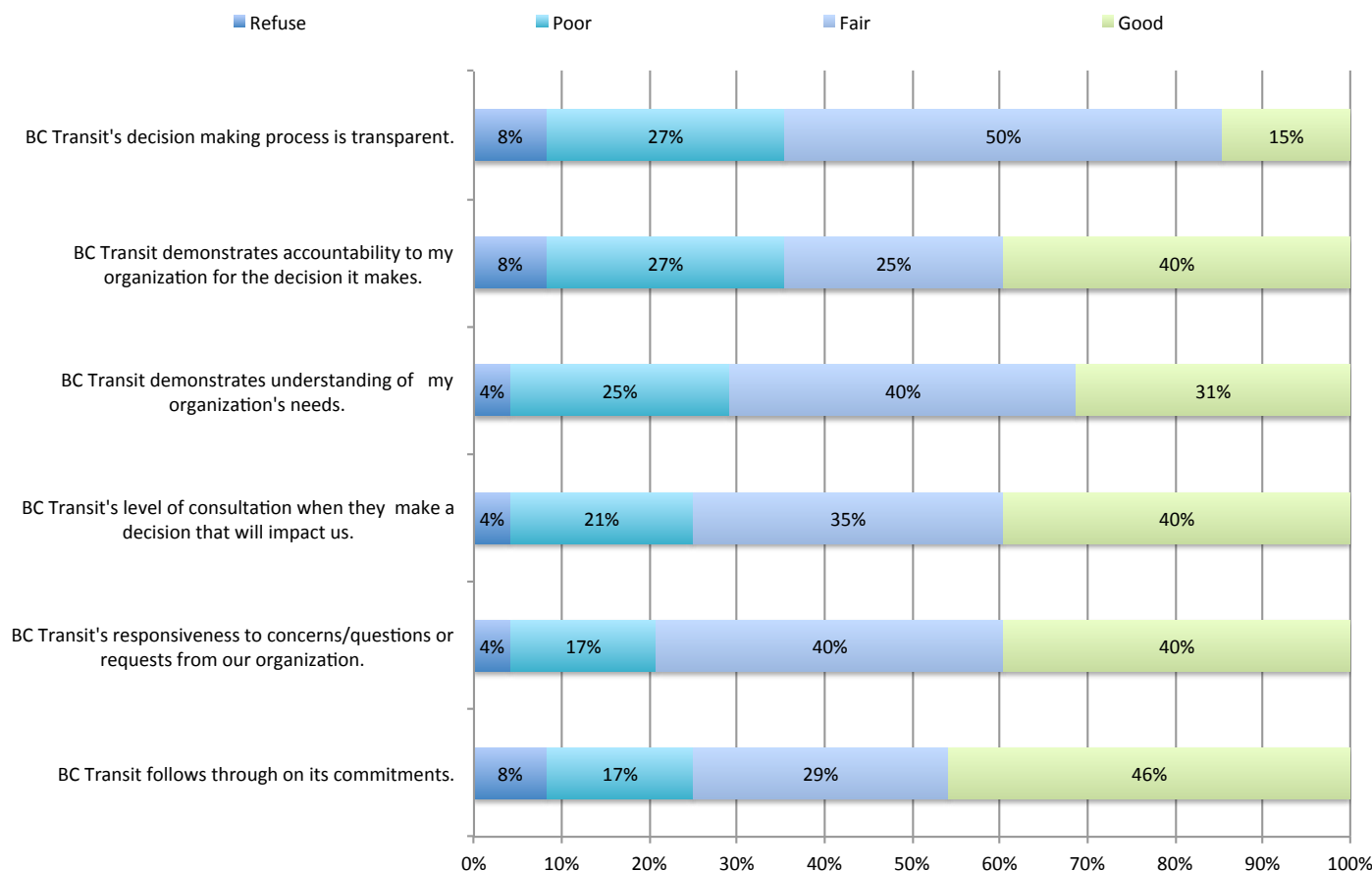


Comments on overall relationship with BC Transit

- Our city is currently undergoing a Transit Review. We have waited about 1 1/2 years for it to begin. Finally Transit says lets start it late this spring. We met with them and asked that they wait to the fall as we are very busy at this point in time. After all, we have waited a long time and a few more months would not make much of difference to us. However, the Transit Manager refused and scheduled the first public meetings this spring. This would have been fine, except that we are now having to have had to help them out in organizing the meetings. (i.e. finding locations, sourcing equipment, identifying who they should contact).
- The [SUPPRESSED] Transit System Service, Financial and Facility Reviews have gone a long way to repair the relationship and have both BC Transit and the [SUPPRESSED] understand each other. BC Transit has always been able to attract good people that understand the importance of a functioning relationship with the partners.
- Transit projects and work seems to suffer because of how busy BC Transit employees are; they can be late responding to inquiries or not respond at all, and slow to complete work. However, once BC Transit Staff are focused on an issue, the working relationship with them is cooperative, productive and pleasant.
- The relationship with BC Transit staff is good; however, the resources at their disposal to keep up with our needs has been lacking - they appear to be stretched too thin.

- We feel we have open lines of communication for our issues.
- Varies between departments within BC Transit.
- Current BC Transit Regional Manager is responsive and good to work with.
- Good relationship with Regional Transit Manager but disconnect between needs of our small static system and the provincially driven direction of BC Transit.
- But I wish to add that our relationship is improving.
- We have [NAME] and [NAME] on speed as well as the local manager of the operating company. We talk frequently and share the same goals around service delivery. I've got internal departments where I don't have as good a relationship as I do with BC Transit
- Staff has a good working relationship with BCT. This may not be the case with some elected officials.
- To local governments, the face of BC Transit is the RTM's and although overtaxed, they are doing a reasonable job. They have no authority over the decisions though, and this is frustrating for us.
- We just have very little contact.
- We have received excellent service from our RTM over the past 2 years, continuity is very important here and RTM should not be moved around. Also BCT Senior Mgmt have taken the time to come to [US] to understand our situation and have been willing to work with us.

Chart 8: In each of the following areas is your relationship with BC Transit best described as poor, fair, or good?



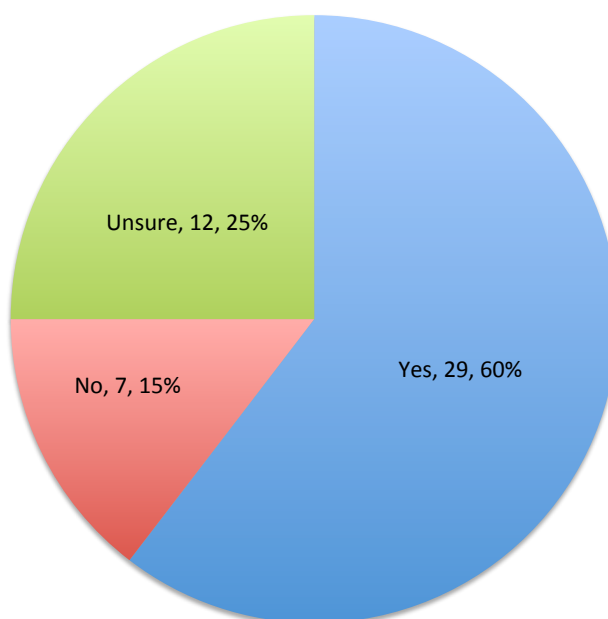
Comments on relationship with BC Transit

- The level of responsiveness from BC Transit is dependent upon which department we are working with. Our relationship with regional managers has always been good.
- See comments above. There are still improvements that could be made on level of consultation and usefulness of consultation when making decisions that currently fall fully within BC Transit's realm – such as capital acquisition, selection of contracted operator. The EII process is a step in the right direction – however, due to the backlog of items on the BC Transit to-do list, there is almost too much consultation now because there are important projects moving forward concurrently.
- There has been a major lack of communication and comprehension of the issues in our area.
- As above we have had excellent service in the past 2 years, prior to this it was poor. There is still some challenges as an operator understanding on the fleet side. As mentioned earlier, the operating side is strong, it is the marketing side that is inadequate.

- The current structure of planning and decision making with BC Transit is flawed. Transit Planning and decision making need to happen in the local community and can't happen in Victoria.
- Local government suffers from inadequate knowledge of how BCT functions, this could also be true in the reverse. Improved formal and informal communications will help overcome difficulties that result.
- Our relationship is fair, and it is up to the District to make contact with BC Transit. Otherwise, we don't hear from them other than required reporting.
- Answers reflect current state of affairs, as opposed to historical state of affairs. Answers would be different if responding 2-3 years ago.
- Responsiveness to concerns/requests from our organization are not always followed in regards to local structure and cost allocations. This comment is specific in terms of moving issues forward for aoa's and cost/revenue allocations.
- Varies between departments and individuals.
- Issue covered in detail in briefing note presented to Panel. Of note, since our presentation to the Review Panel we have had several more examples of lack of responsiveness, poor communication and poor quality of marketing materials produced by BCT using their own data and it was filled with errors and inaccuracies. Further, the response by BCT staff to our concerns related to these errors in marketing materials and press release was less than professional.
- Again, the RTM does [THEIR] best to address the City's needs but does not appear to always receive support for this. Some areas are improving as is getting support from [THEIR] manager to make things happen
- Again there is a disconnect between needs of our small static system and the provincially driven direction of BC Transit.
- BC Transit, City of Dawson Creek and the operating company have all made a commitment to follow through on anything we agree to do, and it has worked very well
- With regards to the first point above, sometimes BCT makes decisions that do affect us and that end up being changed due to either additional info learned after they made their decision or BCT had insufficient info and rushed a decision. (ie latest handyDART no show and cancellation policy and letter, received local government approval (as requested) and then BCT wanted to revise many aspects of the policy) which indicates to us that the original policy (and request for our approval) needing more review.
- BC Transit decisions are very inwardly focused and we find out after the fact.
- There is a difference between contact and listening AND actually acting on our stated preferences.

Chart 9 : In the last two years BC Transit has undertaken its Enterprise Investment Initiative and introduced three-year budgets. Have these efforts resulted in improvement in BC Transit's working relationship with your organization?

BC Transit efforts resulted in improved working relationship



Comments

- Yes the 3 year budgeting is much better. They still have to develop a strategy around vehicle replacement so that we don't have these large spikes when the replacements happen.
- A lot of effort is being made by Transit staff but the timing of the release of budget information still falls behind Regional District budget cycles and does not appear sufficient to inform the financial planning requirements of Local Government.
- The 2011 [REMOVED] Transit System Service, Financial and Facility Review is the key factor in improved our working relationship with BC Transit. If we didn't have this recent positive experience with BC Transit, the EII and the introduction of the three-year budgets would be seen as the turning point in the relationship. We absolutely appreciate these efforts and see them as a way to keep the communication open and contributing to maintaining the positive relationship.
- There was no discussion regarding the contents and background related to the budget numbers and categories.
- Important omissions of our three-year budget from BC Transit included, projected increases in revenue, ridership and service hours. These would be useful in helping establish financial goals for providing financially sustainable transit.

- This is the best change in practice I've witnessed in 5 years!
- Our understanding is that this work on EII is not yet complete so can't comment. With respect to the three-year budget, this has been better for financial planning.
- It is great that they are now providing this to staff, and it does help... the challenge that staff still have is the periods as the City runs Jan-Dec vs BCT April-Mar. Staff need to still convert all the budget info into the City's budget cycle
- 3-year budgets are much appreciated. Our number 1 priority is cost containment not necessarily the things in the EIP.
- The receipt of the 3 year budgets is helpful, but does not really suggest we have an improved relationship, as that item is only one aspect of building a strong working relationship and we have many other items that we would like to see BCT assist us with. And the 3 year budget does not coincide with our calendar year budgets.
- Understand the changes but haven't seen better results.
- We view this initiative as a sales pitch for increased investment in administration.

Verbatim: If BC Transit improved one thing what would your organization like that to be?

- Planning, prior to the last 2 years we were told we would be in line after larger systems were done. We have had an RTM that has worked closely with us and got the planning support to complete 2 reviews of our system as well as develop a regional structure - huge strides forward.
- BC Transit's responsiveness to questions.
- Provide three-year budgets based on annual budget cycle of municipalities instead or at least in addition to the fiscal budget cycle.
- How about three things? a) Split it in two. A rural section and urban section. Our local needs different from the needs of Kamloops or Vernon. We should not have to pay for services we don't use. b) Become a contract management company and get out of being a quasi-operating company. Letting the Transit Operators decide which equipment to purchase would result in be more accountability over operating and equipment purchase decisions. c) Allow local municipalities run their own bus systems, and provide to them the portion of grant money that the Province provided to BC Transit to fund the municipality's bus system.
- Change the governance model such that Capital Regional District Board is able to assume the authority of the Victoria Regional Transit Commission together with the necessary supporting regulatory powers to enable more accountable planning and funding of Public Transportation within the CRD.
- Communication during an RFP on budget implications. During an RFP, more detailed information needs to be provided to the local government on the forecasted budget for the 7 year term of the contract. This will allow the local government to see the budget implications of entering into such a long term contract for service and alleviate the surprise and concern currently experienced when the annual draft budgets are released.
- More flexibility in budgeting and decisions regarding capital and maintenance.
- Need to learn more about the system.....

- The one thing that we would like to see is BC Transit reporting and budgeting on a calendar year instead of the April – March provincial year so that we wouldn't have to translate and reproduce all the information received to fit the municipally legislated calendar year. (If changing years is not realistic, then quarterly reporting so that it would be easier for the partners to monitor and track the transit budgets locally as well as easily translate KPIs from the provincial year to the calendar year.) We appreciate the Minister's and the Panels attention to this project and local partner feedback. If you have any further questions related to this survey or our presentation, please do not hesitate to contact us. Regards.
- Better communication with the area manager and with other BCT staff that work directly on our issues.
- More efforts to improve cost effective transit; for example, identify who is riding transit where and when and how we can use that information to better match service to demand. Local decision-making and planning are essential and currently do not occur.
- Cost Control for small operations
- A clearer understanding of the process.
- BCT must secure long term funding/support from MOTI, ideally this would result in the ability to make long term financial and performance commitments to local governments.
- A greater appreciation for the difference in budget and year end cycles. Municipal Government is Jan to Dec Fiscal year end vs the April to March year end of Transit.
- Develop a Regional Intercity Transit Model that addresses the qualitative differences between regional, intercity transit systems and municipal systems with respect to: lower rides per hour, much greater travel distances, significantly higher operating expenses, lower operating cost recoveries, and substantially more complicated and challenging cost sharing considerations. This requires a different governance and funding model than the one that was built for municipal systems. BC Transit would need the Provincial Government's assistance in tackling this substantive issue.
- Find additional funding source (maybe a local fuel tax) to help pay for transit & draft a memorandum of understanding outlining BCT and local transit responsibilities, how budgeting will be done, processes for budget changes, etc.
- A system or governance structure to allow it to make strategic planning decisions and having those decisions being linked to service allocation plans, to support local government planning of transit.
- Maintaining contact with our organization and the 3-year budgets
- Rider information/marketing
- More research on *[innovative]* transit models for small urban communities. Currently, the "bus" system seems to be the only model used. Perhaps there is an opportunity to invest in a "taxi like" model for small communities that do not have the population to support a bus system. The model could include providing a subsidy to a taxi company that then could provide a service to the community outside of the hours operate by BC Transit. There must be other models that could be explored.
- Assisting us in reducing costs for provision of transit in the community within a viable system.
- More public transit to our community. Being rural we only have one small transit bus that can provide limited service. We are looking to improve the system but funding will be an issue. We are currently working with BC Transit Planning Staff to look at improvements but rural communities should be included in more of the overall area planning.

- Customer service, transparency and communication to local government as a partner that is respectful and effective to ensure that our contribution to the delivery of the service makes best use of scarce tax dollars. All other improvements in BCT performance and partnership with us flows from that.. Issue covered in detail in briefing note presented to BC Transit Independent Review Panel Consultation prior to decisions being made.
- Continue to improve the ability for the RTM to source recourses with BCT in a timely fashion
- I'll give you 2: Get rid of the Dennis Dart buses asap with funding provided by the Province. Make Local Government an equal partner in the governance and oversight of BC Transit.
- This is a period of transition. My own Council has only recently started a formalized and consistent strategic planning process with an extended time window. In some ways, BC Transit was ahead of us in looking at a longer term picture. Over time, I expect our strategic planning efforts to compliment each other to a greater extent than is now happening, but those growing pains are a joint issue, not isolated to only one of the partners
- Capital Planning Process
- Vehicle reliability, costs and suitability to meet specific community needs (one shoe does not fit all) 3 tiers inadequate for entire province and smaller rural widely spread out service areas
- More details provided with financial budgets and timelines (and figures) that coincide with our budgets, also more accurate reporting of draft budgets in Sept/Oct as they seem to change a fair amount when revised in spring of the following year. The second major item is better marketing/communications of local transit interests and less province wide, as local government has no input to province wide marketing campaigns. Maybe send a survey to seek feedback from local government on the last 2 years of general marketing initiatives.
- Too much centralized control and too little ability to respond to local needs.
- Develop goals in partnership with our government, as well as the Province.
- Be more responsive to local needs.
- Two things....funding model to recognize actual costs of operation or allow us greater say in bus replacement.
- Coordination of the individual transit systems and bringing them into one organization that would serve the entire valley. This would allow for better scheduling and utilization of resources and ultimately better service for our citizens.

Chart 10: For the purposes of this question assume that the current provincial funding commitment to local transit will remain intact. Select the following statements that comes closest to representing your organizations views toward BC Transit's role in supporting local government's delivery of public transportation?

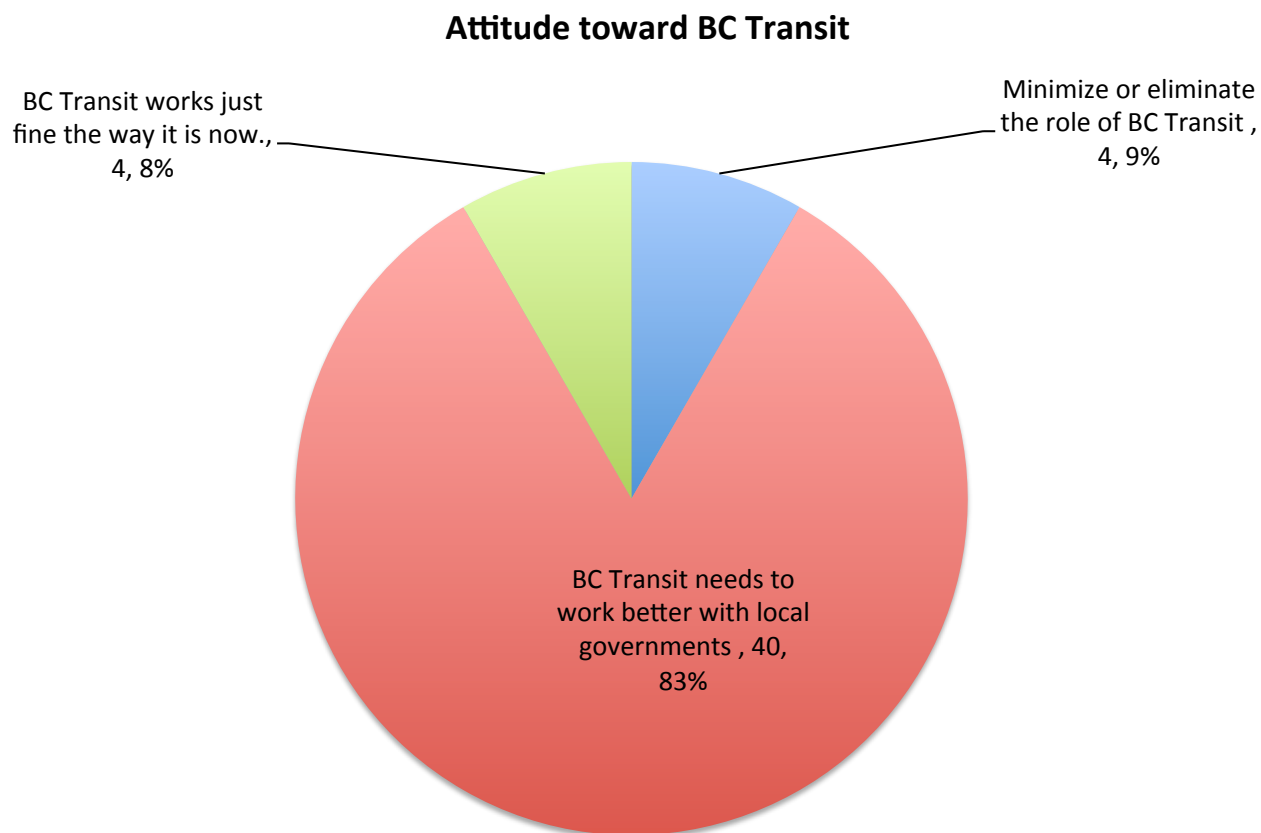


Chart 11: What Transit System does your organization fit into?

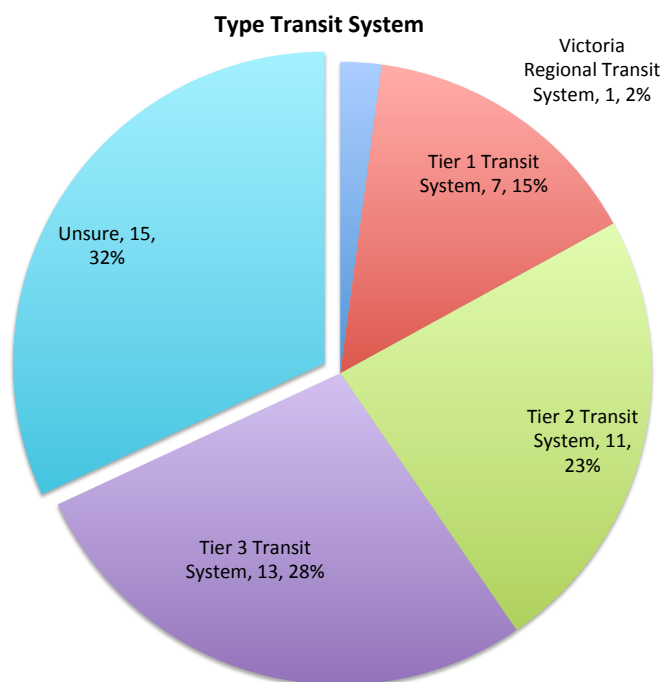
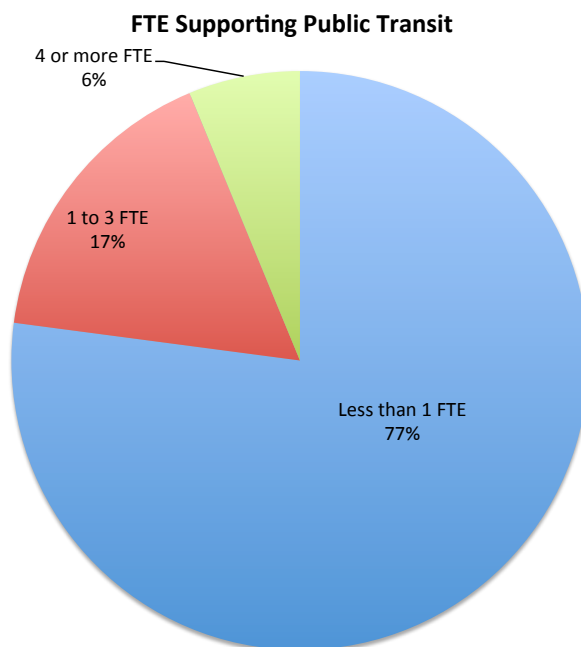


Chart 12: How many full time equivalent positions (FTE's) does your organization budget to support management of public transit?



Appendix A – Survey Questions

Screen 1

BC Transit Independent Review Panel

Survey of local government funding partners

BC Transit Independent Review Panel Survey

The Panel has heard that funding partners need access to timely, accurate information to be able to make informed transit planning and budget decisions.

How would you characterize the overall communications between BC Transit and your organization, would you say it is poor, fair, or good?

- ☐ Poor
- ☐ Fair
- ☐ Good
- ☐ Skip/Don't wish to answer

Comment?

For each of the following, would you say that the **information received from BC Transit is** inadequate, adequate or very good?

Answer based on what you believe your organization's desired quality and timeliness of information from BC Transit to be.

	Do not rely on information from BC Transit	Inadequate	Adequate	Very Good
Quality of reporting on system performance	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Timeliness of system performance reports	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Quality of information for financial planning	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Timeliness of information for financial planning	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Quality of information for budget monitoring	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Timeliness of information for budget monitoring	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Comments?

Funding Partner Survey - Summary Report and Methods

Prepared for: Tom Lee Management Consultants (TLMC)

Screen 3

31



Local and provincial levels of government make decisions to fund and support local transit. BC Transit is the provincial government's agent to deliver transit services. Decisions made by each of the parties (e.g. provincial transportation plans, purchase of new fare-boxes, decisions to change services levels) affect the other parties.

Answers to the next set of questions will help the Panel to understand how accountability for decision-making is reflected in the relationship between BC Transit and your organization

Thinking about your organization's funding contribution do you have an appropriate level of involvement in decisions BC Transit makes that impact your budget?

- ☐ Yes
- ☐ No
- ☐ Unsure
- ☐ Skip/Don't wish to answer

Comment?

Would you describe your organization's involvement in the following decisions as being at a level that is inadequate, adequate or very good?

Please answer based on what you believe your organization's desired level of involvement to be.

	Do not require BC Transit involvement	Inadequate	Adequate	Very Good
Long-term strategic planning and system expansion	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Capital planning and acquisitions for major infrastructure	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Selection, management and oversight of contacted operators	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Fleet composition and management (including bus purchases and bus transfers)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Fuel Purchases	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
System planning routes and scheduling	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Developing AOAs and annual budgets	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Finance monitoring and reporting	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Marketing and promotions	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Safety and Training	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Monitoring and reporting on system performance	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Comments?

Screen 5

BC Transit represents a unique approach to delivery of public transportation in Canada by providing centralized transit planning and operations services to local governments.

Overall, do you receive poor, fair, or good value for money regarding the services you receive from BC Transit?

- ☐ Poor
- ☐ Fair
- ☐ Good
- ☐ Unable to judge
- ☐ Skip/Don't want to respond

Comment?

Funding Partner Survey - Summary Report and Methods

Prepared for: Tom Lee Management Consultants (TLMC)

34



Screen 6

Please indicate the value for money you feel is received for each of the following services BC Transit provides to your organization.

	Do not require BC Transit Service	Poor Value	Fair Value	Good Value	Unable to Judge
Long-term strategic planning and system expansion	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Capital planning and acquisitions for major infrastructure (e.g. exchanges, shelters)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Selection, management and oversight of contracted operators	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Fleet composition and management (including bus purchases and bus transfers)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Fuel Purchases	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
System planning, routes and scheduling	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Developing AOAs and annual budgets	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Finance monitoring and reporting	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Marketing and promotions	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Safety and Training	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Monitoring and reporting on system performance	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Comments?

British Columbia's public transit governance and service delivery model requires a good relationship among BC Transit, local governments and operators.

Overall, would you say your relationship with BC Transit is poor, fair or good?

- ☐ Poor
☐ Fair
☐ Good
☐ Skip/No Comment

Comment?

In each of the following areas is your relationship with BC Transit best described as poor, fair, or good?

	Poor	Fair	Good	Skip/ Refuse
BC Transit's level of consultation when they make a decision that will impact us.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
BC Transit's responsiveness to concerns/questions or requests from our organization.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
BC Transit's decision making process is transparent.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
BC Transit demonstrates accountability to my organization for the decision it makes.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
BC Transit demonstrates understanding of my organization's needs.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
BC Transit follows through on its commitments.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Comments?

Screen 8

In the last two years BC Transit has undertaken its Enterprise Investment Initiative and introduced three-year budgets.

Have these efforts resulted in improvement in BC Transit's working relationship with your organization?

- ☐ Yes
- ☐ No
- ☐ Unsure or Can't Say

If no, why not?

If BC Transit improved one thing what would your organization like that to be?

For the purposes of this question assume that the current provincial funding commitment to local transit will remain intact.

Select the following statements that comes closest to representing your organizations views toward BC Transit's role in supporting local government's delivery of public transportation?

- ☐ Statement A - Some people say that BC Transit is broken and gets in the way of how a community can effectively manage and run their public transportation system. These people say the government should minimize or eliminate the role of BC Transit has in running their community's public transportation system
- ☐ Statement B - Some people say that BC Transit is a valuable partner that allows communities to provide a standard of public transportation services that might not otherwise exist. These people say that BC Transit just needs to work better with local governments and funding partners.
- ☐ Statement C - Others say that BC Transit is not broken and works just fine the way it is now.

Screen 9

Would you like your feedback kept as anonymous?

- ☐ Yes (responses will not be attributed to your organization)
☐ No

The following questions are used to help us report results in summary format.

What Transit System does your organization fit into?

- ☐ Victoria Regional Transit System
☐ Tier 1 Transit System
☐ Tier 2 Transit System
☐ Tier 3 Transit System
☐ Unsure

Approximately how many full time equivalent positions (FTE's) does your organization budget to support management of public transit in your community? Do not include drivers and maintenance workers.

- ☐ Less than 1 FTE
☐ 1 to 3 FTE
☐ 4 or more FTE
☐ Unsure/Don't Know

For validation and confirmation purposes, please enter the Email address we sent your survey invitation to:

Would you like to receive an Email with link to the Panel's report when it is posted to the Independent Review Panel's website?

- ☐ Yes
☐ No

Submit

Appendix B – Survey Respondents (47²)

Local Government	Responded	Local Government	Responded
1. District of 100 Mile House	YES	40. District of Summerland	YES
2. City of Abbotsford	YES	41. Sunshine Coast Regional District	YES
3. Village of Alert Bay	YES	42. District of Squamish	YES
4. Village of Ashcroft	YES	43. Squamish-Lillooet Regional District	YES
5. City of Campbell River	YES	44. City of Terrace	YES
6. Capital Regional District	YES	45. City of Vernon	YES
7. Central Coast Regional District	YES	46. Victoria Regional Transit Commission	YES
8. Regional District of Central Kootenay	YES	47. Resort Municipality of Whistler	YES
9. City of Chilliwack	YES		
10. District of Clearwater	YES		
11. City of Cranbrook	YES		
12. Comox Valley Regional District	YES		
13. Cowichan Valley Regional District	YES		
14. City of Dawson Creek	YES		
15. Regional District of East Kootenay	YES		
16. City of Fort St. John	YES		
17. City of Kamloops	YES		
18. City of Kelowna	YES		
19. District of Kent	YES		
20. City of Kimberly	YES		
21. District of Kitimat	YES		
22. Regional District of Kitimat-Stikine	YES		
23. City of Merritt	YES		
24. District of Mission	YES		
25. Regional District of Mount Waddington	YES		
26. Regional District of Nanaimo	YES		
27. City of Nelson	YES		
28. Regional District of North Okanagan	YES		
29. Regional District of Okanagan-Similkameen	YES		
30. Town of Osoyoos	YES		
31. City of Penticton	YES		
32. City of Port Alberni	YES		
33. City of Powell River	YES		
34. Town of Princeton	YES		
35. City of Prince George	YES		
36. City of Prince Rupert	YES		
37. City of Quesnel	YES		
38. City of Salmon Arm	YES		
39. Town of Smithers	YES		

² Two responses received from one Transit Partner are combined as one (1) response for purposes of calculating overall response rate.

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Appendix C – Selected Results by Tier

Chi Square is one of the most widely used tests in social science. It is good for seeing if the results for two variables are independent or related. The association between type of transit system (Tier) and each of the questions asking funding partners to rate BC Transit overall service quality (Communications, Value for Money and Relationship) as well as Level of Involvement in Decisions was tested using Chi Square. No statistically significant differences were observed between the type of transit system and ratings for BC Transit for each question tested. Victoria Regional Transit Commission is not classified as a Tier 1, 2 or 3 system and was not included in this Chi Square analysis.

		What Transit System Does Your Organization Fit Into?												TOTAL	
		Tier 1			Tier 2			Tier 3			TOTAL				
		Freq	Col %	Row %	Freq	Col %	Row %	Freq	Col %	Row %	Freq	Col %	Row %		
Appropriate Level Of Involvement In Decisions	Yes	4	22.2%	28.6%	4	28.6%	28.6%	6	37.5%	42.9%	14	29.2%	100.0%		
	No	13	72.2%	46.4%	9	64.3%	32.1%	6	37.5%	21.4%	28	58.3%	100.0%		
	Unsure	1	5.6%	25.0%	1	7.1%	25.0%	2	12.5%	50.0%	4	8.3%	100.0%		
	Refused	0	0.0%	0.0%	0	0.0%	0.0%	2	12.5%	100.0%	2	4.2%	100.0%		
Characterize The Overall Communications	Poor	4	22.2%	66.7%	1	7.1%	16.7%	1	6.3%	16.7%	6	12.5%	100.0%		
	Fair	7	38.9%	33.3%	6	42.9%	28.6%	8	50.0%	38.1%	21	43.8%	100.0%		
	Good	7	38.9%	35.0%	7	50.0%	35.0%	6	37.5%	30.0%	20	41.7%	100.0%		
	Refused	0	0.0%	0.0%	0	0.0%	0.0%	1	6.3%	100.0%	1	2.1%	100.0%		
Overall, Value For Money	Poor	3	16.7%	50.0%	2	14.3%	33.3%	1	6.3%	16.7%	6	12.5%	100.0%		
	Fair	5	27.8%	45.5%	5	35.7%	45.5%	1	6.3%	9.1%	11	22.9%	100.0%		
	Good	8	44.4%	33.3%	5	35.7%	20.8%	11	68.8%	45.8%	24	50.0%	100.0%		
	Can't Judge	1	5.6%	20.0%	1	7.1%	20.8%	3	18.8%	60.0%	5	10.4%	100.0%		
Overall, Relationship	Refuse	1	5.6%	50.0%	1	7.1%	50.0%	0	0.0%	0.0%	2	4.2%	100.0%		
	Poor	3	16.7%	100.0%	0	0.0%	0.0%	0	0.0%	0.0%	3	6.3%	100.0%		
	Fair	4	22.2%	30.8%	4	28.6%	30.8%	5	31.3%	38.5%	13	27.1%	100.0%		
	Good	11	61.1%	36.7%	10	71.4%	33.3%	9	56.3%	30.0%	30	62.5%	100.0%		
Have Efforts Resulted In Improvement In Relationship	Refuse	0	0.0%	0.0%	0	0.0%	0.0%	2	12.5%	100.0%	2	4.2%	100.0%		
	Yes	12	66.7%	41.4%	10	71.4%	34.5%	7	43.8%	24.1%	29	60.4%	100.0%		
	No	4	22.2%	57.1%	2	14.3%	28.6%	1	6.3%	14.3%	7	14.6%	100.0%		
	Unsure	2	11.1%	16.7%	2	14.3%	16.7%	8	50.0%	66.7%	12	25.0%	100.0%		
Select The Statement That Comes Closest To Representing Your Views	Get rid of BC Transit	2	11.1%	50.0%	1	7.1%	25.0%	1	6.3%	25.0%	4	8.3%	100.0%		
	Fix BC Transit	14	77.8%	35.0%	13	92.9%	32.5%	13	81.3%	32.5%	40	83.3%	100.0%		
	BC Transit is Fine	2	11.1%	50.0%	0	0.0%	0.0%	2	12.5%	50.0%	4	8.3%	100.0%		
	< 1 FTE	10	55.6%	27.0%	11	78.6%	29.7%	16	100.0%	43.2%	37	77.1%	100.0%		
Approximately Fte's	1 to 3 FTE	6	33.3%	75.0%	2	14.3%	25.0%	0	0.0%	0.0%	8	16.7%	100.0%		
	4+ FTE	2	11.1%	66.7%	1	7.1%	33.3%	0	0.0%	0.0%	3	6.3%	100.0%		

Appendix D - Top-Line-Results

Question: How would you characterize the overall communications between BC Transit and your organization, would you say it is poor, fair, or good?

		Freq	Col %
Characterize The Overall Communications	Poor	6	12.5%
	Fair	21	43.8%
	Good	20	41.7%
	Refused	1	2.1%

Question: For each of the following, would you say that the information received from BC Transit is inadequate, adequate or very good? Answer based on what you believe your organization's desired quality and timeliness of information from BC Transit to be.

Quality Of Information For Financial Planning	Inadequate	13	27.7%
	Adequate	28	59.6%
	Very Good	4	8.5%
	Don't Rely	2	4.3%
Timeliness Of Information For Financial Planning	Inadequate	16	33.3%
	Adequate	26	54.2%
	Very Good	3	6.3%
	Don't Rely	3	6.3%
Quality Of Information For Budget Monitoring	Inadequate	9	19.1%
	Adequate	30	63.8%
	Very Good	4	8.5%
	Don't Rely	4	8.5%
Timeliness Of Information For Budget Monitoring	Inadequate	10	20.8%
	Adequate	30	62.5%
	Very Good	4	8.3%
	Don't Rely	4	8.3%

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Quality Of Reporting On System Performance	Inadequate	16	34.0%
	Adequate	20	42.6%
	Very Good	6	12.8%
	Don't Rely	5	10.6%
Timeliness Of System Performance Reports	Inadequate	14	29.8%
	Adequate	23	48.9%
	Very Good	5	10.6%
	Don't Rely	5	10.6%

Question: Thinking about your organization's funding contribution do you have an appropriate level of involvement in decisions BC Transit makes that impact your budget?

Appropriate Level Of Involvement In Decisions	Yes	14	29.2%
	No	28	58.3%
	Unsure	4	8.3%
	Refused	2	4.2%

Question: Would you describe your organization's involvement in the following decisions as being at a level that is inadequate, adequate or very good? Please answer based on what you believe your organization's desired level of involvement to be.

Long-Term Strategic Planning And System Expansion	Inadequate	19	40.4%
	Adequate	19	40.4%
	Very Good	8	17.0%
	Don't Rely	1	2.1%
Fleet Composition And Management (Including Bus Purchases And Bus Transfers)	Inadequate	29	61.7%
	Adequate	16	34.0%
	Very Good	1	2.1%
	Don't Rely	1	2.1%
Developing AOA's And Annual Budgets	Inadequate	12	25.5%
	Adequate	25	53.2%
	Very Good	8	17.0%
	Don't Rely	2	4.3%
Capital Planning And Acquisitions For Major Infrastructure	Inadequate	20	43.5%
	Adequate	23	50.0%

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	Very Good	1	2.2%
	Don't Rely	2	4.3%
System Planning Routes And Scheduling	Inadequate	11	23.4%
	Adequate	23	48.9%
	Very Good	11	23.4%
	Don't Rely	2	4.3%
Marketing And Promotions	Inadequate	16	34.0%
	Adequate	23	48.9%
	Very Good	5	10.6%
	Don't Rely	3	6.4%
Selection, Management And Oversight Of Contacted Operators	Inadequate	14	29.2%
	Adequate	23	47.9%
	Very Good	7	14.6%
	Don't Rely	4	8.3%
Fuel Purchases	Inadequate	8	17.4%
	Adequate	27	58.7%
	Very Good	7	15.2%
	Don't Rely	4	8.7%
Monitoring And Reporting On System Performance	Inadequate	14	30.4%
	Adequate	25	54.3%
	Very Good	3	6.5%
	Don't Rely	4	8.7%
Finance Monitoring And Reporting	Inadequate	11	23.4%
	Adequate	29	61.7%
	Very Good	4	8.5%
	Don't Rely	3	6.4%
Safety And Training	Inadequate	4	8.9%
	Adequate	26	57.8%
	Very Good	8	17.8%
	Don't Rely	7	15.6%

Question: Overall, do you receive poor, fair, or good value for money regarding the services you receive from BC Transit?

Overall, Value For Money	Poor	6	12.5%
	Fair	11	22.9%
	Good	24	50.0%
	Can't Judge	5	10.4%
	Refuse	2	4.2%

Question: Please indicate the value for money you feel is received for each of the following services BC Transit provides to your organization.

Long-Term Strategic Planning And System Expansion	Poor	9	19.1%
	Fair	12	25.5%
	Good	18	38.3%
	Unable to Judge	6	12.8%
	5.0	2	4.3%
Fleet Composition And Management (Including Bus Purchases And Bus Transfers)	Poor	14	29.8%
	Fair	19	40.4%
	Good	8	17.0%
	Unable to Judge	6	12.8%
	Poor	7	14.6%
Developing AOA's And Annual Budgets	Fair	20	41.7%
	Good	17	35.4%
	Unable to Judge	4	8.3%
	Poor	13	27.1%
	Fair	16	33.3%
Capital Planning And Acquisitions For Major Infrastructure (E.G. Exchanges, Shelters)	Good	5	10.4%
	Unable to Judge	9	18.8%
	5.0	5	10.4%
	Poor	11	22.9%
	Fair	14	29.2%
System Planning, Routes And Scheduling	Good	19	39.6%
	Unable to Judge	3	6.3%
	5.0	1	2.1%

Marketing And Promotions	Poor	15	31.3%
	Fair	15	31.3%
	Good	11	22.9%
	Unable to Judge	4	8.3%
	5.0	3	6.3%
Selection, Management And Oversight Of Contracted Operators	Poor	5	10.4%
	Fair	21	43.8%
	Good	12	25.0%
	Unable to Judge	6	12.5%
	5.0	4	8.3%
Fuel Purchases	Poor	4	8.7%
	Fair	18	39.1%
	Good	13	28.3%
	Unable to Judge	10	21.7%
	5.0	1	2.2%
Monitoring And Reporting On System Performance	Poor	10	21.7%
	Fair	14	30.4%
	Good	14	30.4%
	Unable to Judge	4	8.7%
	5.0	4	8.7%
Finance Monitoring And Reporting	Poor	7	14.6%
	Fair	21	43.8%
	Good	15	31.3%
	Unable to Judge	3	6.3%
	5.0	2	4.2%
Safety And Training	Poor	3	6.7%
	Fair	11	24.4%
	Good	16	35.6%
	Unable to Judge	12	26.7%
	5.0	3	6.7%

Question: Overall, would you say your relationship with BC Transit is poor, fair or good?

Overall, Relationship	Poor	3	6.3%
	Fair	13	27.1%
	Good	30	62.5%
	Refuse	2	4.2%

Question: In each of the following areas is your relationship with BC Transit best described as poor, fair, or good?

BC Transit Follows Through On Its Commitments.	Poor	8	16.7%
	Fair	14	29.2%
	Good	22	45.8%
	Refuse	4	8.3%
BC Transit's Responsiveness To Concerns/Questions Or Requests From Our Organization.	Poor	8	16.7%
	Fair	19	39.6%
	Good	19	39.6%
	Refuse	2	4.2%
BC Transit's Level Of Consultation When They Make A Decision That Will Impact Us.	Poor	10	20.8%
	Fair	17	35.4%
	Good	19	39.6%
	Refuse	2	4.2%
BC Transit Demonstrates Understanding Of My Organization's Needs.	Poor	12	25.0%
	Fair	19	39.6%
	Good	15	31.3%
	Refuse	2	4.2%
BC Transit Demonstrates Accountability To My Organization For The Decision It Makes.	Poor	13	27.1%
	Fair	12	25.0%
	Good	19	39.6%
	Refuse	4	8.3%
BC Transit's Decision Making Process Is Transparent.	Poor	13	27.1%
	Fair	24	50.0%
	Good	7	14.6%
	Refuse	4	8.3%

Question: In the last two years BC Transit has undertaken its Enterprise Investment Initiative and introduced three-year budgets. Have these efforts resulted in improvement in BC Transit's working relationship with your organization?

Have Efforts Resulted In Improvement In Relationship	Yes	29	60.4%
	No	7	14.6%
	Unsure	12	25.0%

Select The Statement That Comes Closest To Representing Your Views	Get rid of BC Transit	4	8.3%
	Fix BC Transit	40	83.3%
	BC Transit is Fine	4	8.3%

What Transit System Does Your Organization Fit Into?	Victoria	8	15.2%
	Tier 1	10	21.7%
	Tier 2	13	28.3%
	Tier 3	1	2.2%
	Unsure	15	32.6%

REVISED TIER ASSIGNMENTS		Freq	Col %
What Transit System Does Your Organization Fit Into?	Tier 1 ³	18	37.0%
	Tier 2	13	28.3%
	Tier 3	17	34.8%

Approximately FTE's	< 1 FTE	37	77.1%
	1 to 3 FTE	8	16.7%
	4+ FTE	3	6.3%

³ Includes Victoria Transit Commission

