

Business Case

County of Haliburton
Community
Transportation

Table of Contents

Table of Contents	ii
Introduction	1
Executive Summary	2
Phase 1: Business Needs and Desired Outcomes	4
1.1 Strategic Environment	4
1.1.1 Organizational Overview	4
1.1.2 Business Need	5
1.1.3 Drivers for Change	5
1.1.4 Business Outcomes	5
1.2 Strategic Fit	6
1.3 Detailed Description of the Business Need	7
1.3.1 Problem/Opportunity Statement	7
1.3.2 Constraints	7
1.4 Scope	8
1.4.1 Investment Benefits	8
1.4.2 Stakeholder Analysis	10
Phase 2: Analysis and Recommendation	11
2 Rationale for Investing in Community Transportation	11
2.1 Evaluation Criteria	12
2.2 Potential Options	13
2.2.1 The Status Quo	13
2.2.2 School Bussing Service (contract)	14
2.2.3 Booked Shared Ride Service (Contract)	15
2.2.4 Booked Shared Ride Service (No Contract)	16
2.2.5 Blended Model (Contract)	17
2.2.6 Uber/Lyft	18
2.3 Screening of Options	19
2.4 Rationale for Discounted and Viable Options	19
2.4.1 Rationale for Blended Shared Ride Services	20

2.4.2 Rationale for Blended Service Model	21
2.4.3 Rationale for Discounted Options	22
2.5 Recommendation	24
Phase 3: Management and Capacity	25
3 Managing the Investment	25
3.1 Governance and Oversight	25
3.1.1 Project Management Strategy	26
3.1.2 Contracting and Procurement	26
3.1.3 Implementation Plan	27
3.1.4 Project Review Strategy	27
3.2 Performance Measurement Strategy	28
3.2.1 Key Performance Indicators	28
Appendices	
Cost-Benefit Appendix	29
Sources of funding	29
Costs	30
Net Costs	31
Cost-Benefit Analysis	31

Introduction

The Transportation Taskforce provides two options to Haliburton County Council for the creation of a Community Transportation system within the county.

Transportation Taskforce

Sue Shikaze

Co-Chair

Transportation Taskforce

Michael Andrews

Co-Chair

County of Haliburton

Charlsey White, MCIP, RPP

Director of Planning

Community Transportation Project

Tina Jackson

Project Coordinator

Executive Summary

The County of Haliburton, in association with 'Rural Transportation Options' (RTO) (a member of the Haliburton County Community Co-operative), entered into the Community Transportation Pilot Grant Program initiated by the Transit Policy Branch of the Ministry of Transportation (MTO). This pilot program began in 2015 and expired on March 31, 2017. MTO provided funding to the Haliburton project for 2015-2017 in the amount of \$77,540. In March 2017, application was made to MTO for an extension to this program through to March 2018. On April 7, 2017, the MTO notified the County of Haliburton that the extension request was successful and an additional \$50,000 in funding was provided by the Province.

With this extension, the Haliburton Community Transportation Pilot Project is able to continue to offer the Project Coordinator position, an information, referral and navigation service (which includes both a toll-free and local phone number, supports of a system navigator as well as a website- Community Transportation Hub) in addition to support and improvements for the Haliburton Rideshare website service. The amending agreement also funds the creation and implementation of Phase 2 of the Social Marketing Campaign and support to the implementation and work of the local Transportation Taskforce that was formed following the November 2016 Community Transportation Summit.

The organizations that are actively participating in the project extension and Local Transportation Taskforce include the following:

- Rural Transportation Options – Haliburton County Community Co-operative
 - County of Haliburton
 - Haliburton Highlands Health Services
 - Municipality of Dysart et al
 - Township of Algonquin Highlands
 - Township of Minden Hills
 - Municipality of Highlands East
 - Haliburton Kawartha Pine Ridge District Health Unit
 - Haliburton County – City of Kawartha Lakes Social Services
 - Fleming College - Continuing Education and Employment Services
 - Point in Time
 - Poverty Reduction Roundtable
 - Literacy Ontario Central South
 - Local Residents
-

In addition, the following agencies are linked to the Taskforce through regular updates and/or as part of our communication distribution list:

- A Place Called Home
- Aging Well Committee
- Chamber of Commerce
- Communities in Action
- Community Living
- Haliburton BIA
- Human Services and Justice Coordinating Committee
- SIRCH
- Workforce Development Board
- YWCA Haliburton

The local Transportation Taskforce explored opportunities for coordinating existing, expanding current and/or developing new transportation options in order to address the identified needs of community members and service providers. This business case provides two options for consideration by the Council of the County of Haliburton to develop a local transportation service within the County.

Phase 1: The Strategic Context

1 Business Needs and Desired Outcomes

The County of Haliburton is not currently serviced by a comprehensive public transportation service. There are a number of transportation services through local agencies/municipalities available within specific locations and/or to a specific segment of the population. The existing transportation patchwork does not meet the current needs of all residents within the County. A municipal transportation service, provided for all residents and visitors, would have a positive impact on life, work and play within the County.

The Haliburton County Transportation Taskforce recommends two separate options for providing municipal transportation services, which will be available to all members of the public to help address these needs. It is the hope of the Transportation Taskforce that the County of Haliburton will initiate one of these options as a new transportation service in 2018.

1.1 Strategic Environment

1.1.1 Organizational Overview

An upper tier municipality, the County of Haliburton is comprised of four local municipalities. The County of Haliburton Council, staff and public representatives support and participate in various boards, agencies and committees that collaborate with the County. It is possible for the County of Haliburton to create a transportation system which is efficient, cost effective and will meet the needs of local citizens. The two proposed options would both qualify for the Provincial Dedicated Gas Tax Funds for Public Transportation (Gas Tax) Program. The Gas Tax Program does not support pilot systems, or provide start-up funding. The Gas Tax Program funding also cannot exceed 75% of the municipality's own investment. Municipalities must commit to ongoing funding, support and administration of their transit system once initiated. Municipalities are the only qualified recipients of this money and these funds must be held in a dedicated reserve account. The County and local municipalities are already recipients of the Federal Gas Tax program; this additional Provincial Gas Tax is specific to the provision of transit services. The Gas Tax Program derives its revenue through a portion of the tax paid on the sale of gasoline and diesel.

1.1.2 Business Need

An estimated 20 – 30% of the population of Haliburton County does not drive because of age¹, disability, income or choice. To support our community as vibrant, healthy and prosperous, everyone needs to be able to get to where they need to go in a way that is safe, accessible and convenient. This means looking at new and innovative ways to meet the transportation needs of those who fall outside the dominant culture of owning and driving their own vehicle.

1.1.3 Drivers for Change

Existing research shows that there is a significant portion of the population of Haliburton County whose opportunities are limited by lack of access to regular, affordable transportation. This limits their ability to access services, employment and education; participate in activities; and contribute to the community.

1.1.4 Business Outcomes

A County-run and supported transportation system will support economic development (employment, attracting and retaining new residents and businesses), reduce poverty, meeting the needs of an increasing senior population, support multi-modal and active transportation options, while providing quality of life to all residents.

What would be the impact of an affordable transportation service on local community and government-funded agencies?

- Program goals would be accomplished faster;
- Increase in effectiveness of programming;
- Increase in enrollment in programs and services;
- Increase in participation in programs and services;
- Increased feelings of autonomy and independence;
- Decrease in illicit activities surrounding bartering for rides;
- Increased court and probation adherence; reduction in breaches for missed mandated appointments, etc.;
- Improve the social health and well-being of the community by reducing isolation;

¹ Based on 2016 Census Data for Haliburton County, ages 0 – 19 and 75+

- Increased potential to ask for transportation dollars from funders/include in grants because the fees are more tangible (eg. 15 bus tickets x \$10/ticket = \$150 VS unknown taxi costs); and
- Transportation budgets for local service providers would either decrease, allowing for more money for programming OR budgets would remain fixed but capacity would increase, either in numbers of clients or in numbers of rides provided or both.

1.2 Strategic Fit

The Transportation Taskforce surveyed Haliburton County service providers regarding transportation and its impact on their services, budgets and agencies. Thirteen agencies responded with ten reporting that they have a dedicated budget for transporting clients. The total dollars budgeted per year combined is **\$256,519**. This includes mental health, crisis and support service agencies, education and training agencies and Ontario Works. It does not include Ontario Disability Support Program as they were not able to provide numbers for this report. Other agencies who did not respond are expected to also be spending some money on transportation for their clients, while not a dedicated budget item.

Additional agencies and municipalities who operate transportation services (DYMO, HHHS Community Support Services, TROUT, Bancroft Community Transit, North Hastings Community Care) are spending in the hundreds of thousands of dollars to deliver those services. Local municipalities provide an estimated yearly investment in transportation of \$25,272 which is designated for DYMO and TROUT.

Staff from community agencies, that have limited budgets for transportation, have to choose which clients receive transportation supports and which do not. Students over the age of 21 are not allowed to ride on the school bus; therefore students trying to obtain their high school diplomas or complete academic upgrading are left without an affordable way to get to school. Existing transportation options are so expensive that agencies offering transportation to adult learners have to limit trips to school to once a week. People who successfully complete job readiness training and co-op placements are unable to continue working as transportation supports end at the conclusion of the program. Agencies are spending money on mileage and 'down time' for staff to travel to visit clients who are unable to attend their offices.

Addressing the need for affordable public transportation in the County enhances and aligns with other County interests, including the Poverty Reduction Strategy (2012), Age Friendly Community Planning and Tourism. The provision of transposition supports new Official Plan policies including Growth and Development (2.5.4, 2.5.5), Employment (2.6.1), Housing (4.2, 4.3), Environment (5.2, 5.3.13), Community Hubs, and Transportation (7.9.7 and 7.10.3(d)).

1.3 Detailed Description of the Business Need

1.3.1 Problem/Opportunity Statement

The goal of most transportation is to access desired services and activities (e.g. work, school, shopping, recreation, healthcare)². In a rural community, it is easy to equate transportation to driving a car. Distances between destinations are great, and for most people, getting into a personal vehicle is the way they get around. However, in a community of any size, a multi-modal transportation system ensures that everyone, including non-drivers, have viable transportation options. A well planned transportation system can also help to reduce congestion and wear on roads and also reduces air pollution from passenger vehicles. An affordable transportation service can also help to reduce transportation budgets for government-funded agencies.

1.3.2 Constraints

Community members who identify transportation as a barrier include:

Access to employment, education or employment services

- From June 2015 to June 2017, 43% of people in Haliburton referred to employment or training services from the Community Employment Research Partnership referral database indicated that transportation was a barrier. Most of these clients also indicated that they were on Ontario Works.
- Our local transportation information/referral service reports that in 2016-17, 45% of calls for transportation came from people ages 45-64. 35% of the County's population is in this age range, a demographic that often 'falls through the cracks' when it comes to affordable transportation options, which typically service seniors or people with disabilities/illness. While we have some transportation needs being met by community organizations, there is usually a defined mandate limiting who can be served.

² Litman, T. "Evaluating Transportation Diversity – Multimodal Planning for Efficient and Equitable Communities", Victoria Transportation Policy Institute, July 2017.

Independence for seniors

- High cost of and limited transportation services available present challenges to people as they age. Many seniors drive less or stop driving altogether, and without other transportation options often become isolated and unable to access services or social opportunities.³

Youth

- Children and youth up to age 19 represent about 13% of the county's population. Many do not drive or have access to a vehicle, which limits their access to employment, training and recreation. As long ago as 2004, transportation was identified as a barrier for youth to participating in recreational opportunities.⁴

People with disabilities

- A study conducted by the Communities in Action Committee included consultation with residents of Whispering Pines Housing, some of whom use electric scooters due to disabilities. They stated strongly the need for reliable and accessible transportation service in order to maintain their independence.⁵

1.4 Scope

1.4.1 Investment Benefits

Investing in transportation in Haliburton County helps achieve many local objectives and links to other existing initiatives, including:

Economic development: employment, attracting and retaining residents and businesses

- Transportation has been identified as an issue and barrier by local businesses, particularly regarding the lack of public transportation between communities and/or tourist destinations.⁶
- Public transportation supports local businesses by helping commuters get to work, bringing shoppers to stores and helping meet needs of local events⁷

³ Age Friendly Master Plan for Haliburton County, 2017

⁴ "Findings and Recommendations from Community Consultations on Recreation", HKPR District Health Unit, 2004

⁵ "County Road 21/Highland St., Haliburton Portrait and Active Neighbourhood Plan", Toronto Centre for Active Transportation & Communities in Action Committee, 2017

⁶ "Haliburton County Business Retention and Expansion Report", Shelley Hirstwood Consulting, for the Haliburton Highlands Chamber of Commerce, 2011

⁷ "Public Transit and Small Communities", Canadian Urban Transit Association, Issue Paper 11.

- Supports tourism, recreation and retail which are stimulated by walkable, bikeable and attractive communities⁸
- Rural areas that make it easier for youth to travel within and between communities can increase number who choose to live and work there⁹

Addressing poverty

- Addressing transportation needs is key to achieving objectives in the Poverty Reduction Strategy (PRS) for City of Kawartha Lakes (CKL) and Haliburton County, where the link between poverty and access to transportation is clearly articulated. The PRS states, “Transportation alone will not eliminate poverty, but poverty cannot be reduced without transportation”¹⁰
- The PRS identifies transportation as “a standalone issue that touches all other themes in this report.”¹¹ Residents, including those living in poverty, and service providers in Haliburton County identified transportation as a significant barrier to accessing employment, education and employment services. Local transportation tied as the number one answer for what would help people most in looking for a job. Transportation was identified consistently as a barrier to accessing health/medical services, attending training and post-secondary education, looking for employment, accessing the internet for jobs, getting to work, accessing everything from childcare to recreation.¹²
- The County of Haliburton has the lowest median total income of households in southern Ontario.

Active transportation

- A complete transportation system includes options for active transportation. The county and municipalities have invested in active transportation infrastructure such as paved shoulders, streetscape improvements and trails. The Communities in Action Committee is a key partner in this work.

Meeting needs of seniors

- In Haliburton County, residents aged 65+ comprised 27.9% of the population in 2011, and 32.9% in 2016.¹³ Transportation is a key factor for enabling active aging, maintaining independence and aging in place. An Age-Friendly Master Plan for Haliburton County was just completed, with transportation featuring prominently as a need to be addressed for the

⁸ Litman, T. Ibid

⁹ Improving Travel Options in Small and Rural Communities. Noxon Associates Ltd, for Transport Canada.

¹⁰ Poverty Reduction Strategy Transportation Action Plan, March 2014

¹¹ Poverty Reduction Strategy for City of Kawartha Lakes and Haliburton County, 2012

¹² Poverty Reduction Strategy Transportation Backgrounder, March 2014

¹³ Statistics Canada, Census Data 2016

county's growing senior population. The Aging Well Committee and CARP are two groups that contribute to the development of this work.

Providing quality of life for all

- A multi-modal transportation system is efficient and equitable, and takes into consideration affordability, safety, mobility for non-drivers, and public health.

1.4.2 Stakeholder Analysis

Quotes from Community Service Providers:-

“Our yearly transportation budget currently can be spent on one client in one month.”

“We could get more clients jobs if they had better access to affordable transportation.”

“[An affordable transportation service] would increase the number of students. There are lots [of adults] over the age of 21 that don't have high school diplomas that can't get in [to school] currently.”

“The impact would be massive. People don't access services at all or attendance is spotty [due to lack of affordable transportation].”

“Attendance and missed appointments would improve dramatically because many cancellations are transportation related, which would improve service delivery statistics.”

“It would certainly increase the time staff would have to deliver service versus traveling to and from clients. We also might be able to offer more group opportunities for clients.”

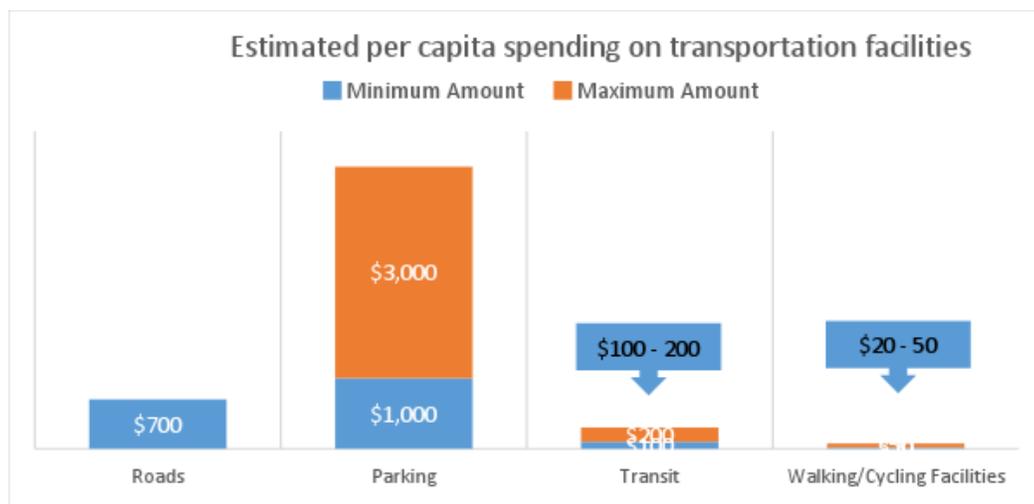
Phase 2: Analysis and Recommendation

2 Rationale for Investing in Community Transportation

The decisions and actions of municipalities affect the quality of life of residents.

Public transportation services are typically not self-sustaining and require financial inputs from all levels of government. Conventional planning allocates most transportation funding to roads and parking facilities, and under this scenario, non-drivers receive less than their fair share of transportation investments. A large portion of roads funding comes from property taxes, which everyone pays either directly as home or business owners or indirectly as renters. Car ownership and driving increase with income, so a lower income resident who doesn't drive is paying for transportation infrastructure used by higher income residents. If there is no public transportation service, however, the opposite is not true: the higher income residents are not supporting the travel needs of the lower income resident.¹⁴

Other studies have quantified the cost-benefit ratio of investing in public transportation in rural communities. A study done in the U.S. looked at the benefits to cost of investing in rural and small urban transit systems. Unit costs were identified to monetize benefits. For example, the cost of vehicle ownership and operation was valued at \$0.65/mile. Benefits that were identified included:



¹⁴ Beck, W. and Mis, M. "Right-Sizing Transit: What is a Reasonable level of Transit investment?". Transportation Association of Canada. 2010

- Transportation cost savings: costs that would have been incurred if transit rider had used different mode in the absence of transit, e.g. vehicle ownership and operation expenses, taxi trip cost savings, chauffeuring cost savings
- Low cost mobility benefits: benefits of trips made that would otherwise be foregone in the absence of transit
- Economic impacts: economic activity resulting from existence of transit operations, e.g. jobs created directly by transit and that supply inputs to transit

Table 1: Summary of Benefit/Cost Ratio Findings, Rural and Small Urban Transit System¹⁵

Previous Research	Description	Findings
Godavarthy (2017)	Small urban & rural transit agencies across US	Rural Transit benefit/cost ratio of 1:1.20
Skolnik & Schreiner (1998)	Small urban area of Connecticut	Benefit/cost ratio of 9.7:1
Burkhardt (1999)	National & local analyses of rural systems	Returns on investment of 3:1
Southwoth et al. (2002, 2005)	Rural & small urban systems in Tennessee	Benefit/cost ratios greater than 1.0
HLB Decision Economics (2003, 2006)	Studied Wisconsin	Return on investment of 6:1
HDR Decision Economics (2011)	Conducted in South Dakota	Every dollar spent generated \$1.90 in economic activity

¹⁵ Godavarthy, R. "Cost Benefit Analysis of Rural and Small Urban Transit in United States". Upper Great Plains Transportation Institute, North Dakota State University. Presentation at Community Transportation Forum, 2017.

2.1 Evaluation Criteria

Each of the options presented by the Transportation Taskforce were evaluated using the following criteria:

- Frequency (how many trips are made each day, weekday vs. weekend, hours available);
- Travel speed (absolute and relative to automobile travel);
- Reliability (published schedules, weather alternatives, municipal vs. private);
- Integration (transferring within the transit system and with other travel modes);
- Price (fare structure, cost to municipality);
- User comfort and security (including riding on, walking to, and waiting for transit);
- Accessibility (both reaching transit stations and stops, ability to use);
- Universal design (ability to accommodate disabilities, age, baggage, etc.);
- Affordability (user costs relative to their income and other travel options);
- Information (obtaining information about services, contact with staff);
- Aesthetics (appearance of transit vehicles, stations, waiting areas, perception)
- Amenity (extra features and services that enhance user comfort and enjoyment);
- Responsiveness (ability to meet travel time needs of user vs waiting or a spectrum of on demand to fixed schedule); and
- Scheduling Restrictions (ability to run throughout day/evening).

The two selected options successfully meet or exceed these criteria.

2.2 Potential Options

The Transportation Summit held in Haliburton, fall 2016, brought forth many ideas and options for rural transportation services which may provide a long term solution within the County of Haliburton. In addition, members of the Taskforce attended a Transportation Summit in spring 2017 which presented some additional options to meet rural transportation needs.

The Transportation Taskforce further researched a number of these options and presents a summary of each below. They included a school bussing service during off hours and over the summer months; a shared booked ride service; an additional service vehicle managed by HHHS; lift stops; and Uber.

2.2.1 The Status Quo

Currently, the Community Transportation Pilot Project offers a rideshare service and an information, referral and navigation service which includes both a toll-free and local phone number, supports of a system navigator as well as a website (Community Transportation Hub). It should be noted that this project is funded by the Ontario Ministry of Transportation and the funding ends March 2018. After this date, only the rideshare website will be maintained, as coordinated by RTO.

2.2.2 School Bussing Service

Utilizing school buses during off hours and off seasons to provide transit services. The buses would run on fixed routes at fixed times for a set fare. School buses are used before and after school runs, to offer midday public transit. Five (5) fixed routes around the County would operate between 9am and 3pm. Four (4) of the routes would make one trip out/in before reversing. One route would make 3 repeat trips between Minden and Haliburton. (See Map – Attachment A)

- **Route A:** Minden – Kinmount – Irondale – Gooderham – Irondale – Kinmount – Gelert – Minden
- **Route B:** Cardiff – Highland Grove – Harcourt – Wilberforce – Haliburton (and reverse)
- **Route C:** Haliburton – West Guilford – Eagle Lake – Haliburton
- **Route D:** Minden – Carnarvon – Halls Lake (once a week to Dorset) (and reverse)
- **Route E:** Minden to Haliburton (three loops with in town service)

Advantages:

- Fixed, predictable cost
- Schedules can be published/relied upon
- Reduced coordination efforts by County
- Custom Scale (e.g. reduce number of runs or operating days)
- Does not require user to pre-plan or book
- Qualifies for Provincial Gas Tax

Disadvantages:

- Level of comfort
- Service times restricted by school route times
- Reduced responsiveness to riders (fixed route)
- Service operated regardless of ridership
- Service hours limit use for commuters/shift workers

Cost:

Operating 2 days a week (once to Dorset)	\$4,021.40/wk	\$209,113/year
Operating 3 days a week (once to Dorset)	\$5,684.79/wk	\$295,609/year

Operating **5** days a week (once to Dorset) \$9,638/wk **\$501,186/year**

2.2.3 Booked Shared Ride Service (contract)

This model would utilize one or two accessible smaller passenger vehicles to operate on a flex route. Rides would be pre-booked with a scheduler who would design each day's exact routes and establish pick up & drop off times in order to concentrate ridership. This could be with the fee for services to a company with a vehicle for hire as required. The exact route and time of pick-ups and drop offs would be determined day-to-day based on all ride requests received. This is similar to "Dial-A-Ride", however, the driver would pick up other riders as arranged, making it a shared ride. Option of 8 - 15 passenger vehicle. Ride priorities can be established to ensure that the needs of those travelling for employment reasons could be ranked above non-employment trips, for example.

Costing is based on two vehicles being available for 4.5 hours a day each, one for the west side and one for the east side of the County. As the exact route is not fixed, the mileage is based on an estimate of routes for an average of 650km/day total. Costing can be scaled back by placing a limit on the mileage, which would restrict the service range or by reducing the number of operating days.

Advantages:

- Can be responsive to riders with flexible routes and timing
- Could be used to define future fixed routes based on usage
- Service would only run when booked (cost/appearances)
- Increased comfort over a full sized school bus
- Qualifies for Provincial Gas Tax

Disadvantages:

- Some compromise would be needed by riders (times/locations)
- Increased coordination required by the County or service provider
- Increased communication required
- Requires riders to plan ahead and coordinate with work or agency
- May not provide a ride home

Cost:

Operating 2 days a week	\$2,068/wk	\$107,567.2/year
Operating 3 days a week	\$2,789/wk	\$145,059/year
Operating 5 days a week	\$4,858/wk	\$252,626/year

2.2.4 Booked Shared Ride (No Contract)

A Passenger vehicle (van) would be available along flex routes during specific times of the day. Riders would call in advance to request a ride and would be provided with the time of pick up. The exact route and time of pick-ups and drop offs would be determined day-to-day based on all ride requests received. This is similar to "Dial-A-Ride", however, the driver would pick up other riders as arranged, making it a shared ride. Ride priorities can be established to ensure that the needs of riders travelling for employment reasons could be ranked above non-employment trips, for example.

Costing is based on one vehicle being available for 8 hours a day. As the exact route is not fixed, the fuel cost is based on an estimate of routes for an average of 650km/day total. Costing can be scaled back by placing a limit on the mileage, which would restrict the service range or by reducing the number of operating days.

Advantages:

- Is responsive to riders needs
- Service could be broken into early morning and later afternoon
- Could be used to define fixed routes in future based on use
- Service would only run when rides were booked (cost/appearances)
- Increased aesthetics and comfort for riders
- Advertising potential to reduce costs
- Overall cost
- Qualifies for Provincial Gas Tax

Disadvantages:

- Some compromise needed by riders (times/locations)
- Increased coordination needed (scheduling)
- Increased communication required
- Requires riders to plan ahead

Cost:

Operating 2 days a week	\$1,830/wk	\$95, 189/year
Operating 3 days a week	\$2,030/wk	\$105,595/year
Operating 5 days a week	\$3,700/wk	\$192,426.45/year

2.2.5 Blended Model (Contract)

School bus is used for public transit route between Minden and Haliburton during the hours of 9am to 3pm. In addition, a booked shared ride service is provided in a smaller passenger vehicle (small bus or van) for rides within the County along a flex route. Service would be integrated, allowing riders to get a ride on the booked shared ride service and then transfer to the bus route (and vice versa).

Costing includes fixed route between Minden and Haliburton making 3 loops a day and one small vehicle being available for 8 hours a day. As the exact route is not fixed, the mileage is based on an estimate of routes for an average of 500km/day.

Advantages:

- Provides a fixed service for concentrated ridership
- Booked shared ride services to feed the fixed route
- Somewhat responsive to riders needs
- Qualifies for Provincial Gas Tax

Disadvantages:

- Some compromise needed by riders (times/locations)
- Increased coordination required (scheduling)
- Increased communication needed
- Requires riders to plan ahead
- Fixed route would run regardless of ridership

Cost:

Operating 2 days a week	\$2,548/wk	\$132,527/year
Operating 3 days a week	\$3,509/wk	\$182,499/year
Operating 5 days a week	\$6,058/wk	\$315,026/year

2.2.6 Uber/Lyft

Municipality enters into an agreement with Uber or Lyft to provide a fixed fare service within the municipality. Pick up and drop off service, no time restriction, similar to cab service, however in personal motor vehicles. Drivers are screened and licensed by Uber/Lyft and the municipality. The County's budget for the project would be meant to subsidize the cost for riders by topping up the remaining fare. Rides to specific locations include a fixed price based on fare type: economy, premium, accessible and carpool.

Advantages:

- Cost effective to start up
- Comfortable rides in personal vehicles
- Security through registration and licensing
- Municipality only pays for the fares used
- Local job creation
- Available to those without internet or data platforms
- Qualifies for Provincial Gas Tax

Disadvantages:

- Uber/Lyft is not currently established in County
- Location of rider vs location of Uber driver
- Timing may be difficult
- Competition issues with local taxi services
- May have more drivers in spring/summer than fall/winter
- Requires separate contract with provider of accessible travel option
- Requires municipal coordination for staff to assist those without internet or phone data

Cost:

One Ontario Municipality has set aside \$100,000 for 2017 pilot project with Uber, with a commitment to contribute \$125,000 in 2018. Other details will only be known at the time of the pilot completion. To date, it is estimated that over 5000 rides have been provided to a community of 36,566 people. It is noted that the community testing this method of transit service is not as geographically spread out as the County of Haliburton.

2.3 Screening of Options

All options were weighted using the same criteria. The criteria are used as a standard in transportation studies when looking at various options in a community, both rural and urban. The

criteria are listed in section 2.1 above and the Screening Summary Table is provided as Attachment B. Proposed Fares and Rates are provided as Attachment C.

2.4 Rationale for Viable and Discounted Options

The Transportation Taskforce has thoroughly reviewed six options for potential transportation systems to meet the needs of the residents and visitors to the County of Haliburton. ***Based on the criteria above and on the goal of providing a comprehensive service to meet multiple needs of residents and visitors the Transportation Taskforce recommends County Council consider either the 'Booked Shared Ride (no contract)' or the 'Blended Model'.***

2.4.1 Rationale for Booked Shared Ride Service (no contract)

The Booked Shared Ride, with a vehicle owned by the County, can provide the greatest frequency of rides and routes based on pre-booking of service and flexibility in operation times. As the service would be provided by a smaller passenger van service speed would be similar to a personal motor vehicle.

This method would also provide the greatest reliability, including the potential for a reminder service to ensure ridership, as well as the highest level of comfort and safety (passenger seats and seat belts). This option also is estimated to be the lowest cost option, where the combined cost of municipal staff and vehicle purchase are equal to or less than all other proposed options that meet the same ridership need. In addition, vehicle ownership by the County could allow for the potential to access grants for enhancements, vehicle upgrades & replacements, etc.

The lower cost for this model would also increase the affordability for each ride or round trip; in addition the vehicle could be used for private advertising as a revenue source for the system. Information related to the service would be easily available online, in office and through direct contact with municipal staff. The transit service would be easy to use, include simple instructions and has the potential to include a reminder service for booked riders. The Booked Shared Ride offers an advantage to other services in that the vehicle would only run on days where rides have been booked and this schedule would be known in advance. The service would have a pre-booking/cancellation requirement of a minimum 48 hours.

The nature of the service would also allow for customization of pick up locations. The general route would be identified, however, if a rider required door to door service, if requested, this could be accommodated more readily. A booked shared ride service would be able to be co-ordinated as well where drop off and pick up could be combined to maximize users. When required, an accessible vehicle could be arranged. Transportation Taskforce members identified this service as a means to best meet the needs of their clients. Agencies would be willing to work with their clients to use the service, book appointments around the service and help to build confidence in the system. Additionally, Transportation Taskforce members identify that the reliability and cost saving of this option would provide the greatest benefit to their programs and would meet the highest number of client needs out of all options.

This options meets the Provincial Gas Tax funding requirements. It is noted that in the first year all costs would be required to be covered by the County of Haliburton (minus fares) and in the second year the services costs would include the eligible portion of the gas tax towards the capital and operating costs of the Transit system. It is recommended that County Council consider provision of this service five days a week, all year (with special holiday services considered).

2.4.2 Rationale for Blended Service Model

The Blended Model, including a fixed route between Minden and Haliburton plus a booked shared ride to locations outside the two villages, is the second recommended option for Transit services in the County of Haliburton. The frequency of the routes would be consistent and reliable between the two villages, and more fluid for all outlying areas. The booked shared ride service would work to bring riders into one of the villages and not necessarily provide a door to door service.

Riders may also need to combine the services to get to their destination, booking a ride into the closest village (either Minden or Haliburton) and then using the fixed route service to get around or to travel to the other village. The speed of travel into a village would be on par with a personal motor vehicle. The speed within the village and between villages along the fixed route would be dependent on timing of the fixed route and there may be some waiting required for connections. This combination of services does increase options for all residents to travel through the County, even if it is at a more scheduled rate of speed.

This option is one of the more cost effective options and the service can be scaled to either reduce costs on days ridership is low or increase service on days ridership is higher. As this transportation system includes different vehicle types (bus/mini bus/van) it may provide accessible services when required as the contracted provider does have accessible vehicles. Comfort of rides would be somewhat decreased from other options as it may at times include riding on a school bus, which is a functional and safe mode of transportation. The service capacity of this option is mid-range compared to all the options, however the Transportation Taskforce believes it would provide 'the best of both worlds', in a booked shared ride and fixed route. A responsive feature of this proposed system is that if ridership is found to be increased on certain days or in certain areas, the provider can easily increase the size and capacity of the vehicle running a specific route. Therefore this option has no delay in meeting increased, or decreased, capacity.

Blended Model services would meet the Provincial Gas Tax requirements. In the first year of service, all costs would be required to be covered by the County of Haliburton (minus fares) and in the second year, the service costs would include the eligible portion of the gas tax towards the capital and operating costs of the Transit system. It is recommended that County Council consider provision of this service five days a week, all year (with special holiday services considered).

The Transportation Taskforce considers the provision of any transportation service that meets the needs of residents, and visitors, a necessary public service which our County critically needs. It is noted that while no option is going to meet all needs all the time, the above two options were selected for their ability to meet the most needs and criteria most of the time.

2.4.3 Rationale for Discounted Options

Other options considered and not recommended include remaining with the status quo, a multi-fixed route school bus service, a booked shared ride from a service provider and a subsidization of privately run services (i.e. Uber/Lyft). The Transportation Taskforce had various and diverse reasons for not recommending these to County Council; it is not to be interpreted that these other options are not at all viable. These alternative options may require time to be explored further, may be best delivered by other groups or may not be practical in the County with a large rural

population. A significant focus of the Transportation Taskforce was to find a service option that would meet client needs and be functional for employment users.

Maintaining the status quo is a do nothing scenario where existing service agencies are redirecting programming monies to fund transportation for their clients, where some residents are house bound and where employment opportunities do not exist for those without a personal motor vehicle. It is also a reality that transportation using existing services are unaffordable. Examples include a taxi ride from West Guilford to Pinestone for work costs \$50 one way; a cab ride from Cardiff to Haliburton costs \$90 (each way) for employment services and a roundtrip cab ride from Dorset to Minden costs \$300 for social services. Existing municipal options are limited and also costly, including a Dymo ride (available only to residents requiring accessible transit) from Ingoldsby to Haliburton is \$35 or TROUT service from Cardiff to Bancroft is \$16, return ride.

The School Bus service is a service that could provide a consistent fixed route option which would service each municipality. The routes would be fixed which would not allow deviation onto other roads to pick up riders, only designated stops would be used and timing would be critical to ensure the school buses were able to meet the school board transportation requirements. Also bus service would not be available on dates services were cancelled due to weather. At present the cost, timing of routes and accessibility are seen as limiting factors.

A Booked Shared Ride service would be similar to the service recommended above, however timing of rides, coordination and cost were identified as reasons that a no contract option was selected. Using an outside service provider is an option, however the coordination of routes and timing would be during their off hours if using school bus drivers. It was felt having this service as County-run could be better coordinated, operate more effective hours and was shown to actually cost less.

2017 is the first year Uber has partnered with a municipality to provide a transit service. In 2018, there will be more data on the impact this partnership has had on residents, both from a transportation service and employment standpoint. At this time, the Transportation Taskforce is hesitant to recommend a service partnership that is untested, particularly with a company that is not currently operating in our community. This Uber partnership will continue to be monitored as the cost to users is low, service could be available 24/7 if desired, it is demand-responsive, there is no overhead or contracted costs to the municipality and it generates new employment.

2.5 Recommendation

The Transportation Taskforce recommends either:

1. The Booked Shared Ride Model (no contract)

- Purchase of 11 seat passenger van financed over 6
- Gasoline costs based on 650km/day
- One FTE County staff positions for driver (could be 2 part-time)
- One FTE County staff position for service coordination & scheduling



years

Operating 5 days a week: \$3,700/wk **\$192,426/year**

2. The Blended Service Model (contract)

- Contracted service of fixed school bus route
- Contracted service of booked shared ride (500km/day, 8 hours)
- One FTE County staff position for service coordination & scheduling



Operating 5 days a week: \$6,058/wk **\$315,026/year**

Phase 3: Management and Capacity

3 Managing the Investment

3.1 Governance and Oversight

It is proposed that the County of Haliburton will manage the transportation service. In order for the service to qualify for Provincial Gas Tax Funding, the County will be responsible to manage staffing, fares, insurance, ridership, advertising and marketing, publishing and, if required, either vehicle maintenance or contract management.

The County of Haliburton would need to create policies and procedures related to the provision of transit services as well as contingency services. County by-law would need to be put in place directing the fare structure and route services or contract. If the option selected requires the County to hire drivers, work with the labour union will be required to organize the staffing, wages and hours of service. Regardless of the option selected, County Transit services will need to be placed within the County of Haliburton organizational structure, either as its own department or within an existing department.

3.1.1 Project Management Strategy

It is proposed that a project plan, including start up, policy and procedures, procurement or contract negotiation (as required) will require a minimum of 6 months. If required hiring of new staff would require an additional month.

If a new County Transit System were to be initiated in March 2018, it is estimated that service could begin between November 2018 and January 2019. A start date near the beginning of a provincial fiscal year would be optimal as Provincial Gas Tax funding (available in Year Two) would be based on the previous year's actual ridership stats and municipal investments as opposed to estimates.

3.1.2 Contracting and Procurement

The County of Haliburton Procurement Policy will be utilized for the purchase of services and goods required as part of this project. The policy may be obtained through the Finance

Department. All Purchases and contracts for service will be compliant with the Ontario Municipal Act 2001, S.O. 2001, Chapter 25, Subsection 270(1) and 270(2). Any Transit program will be further compliant with the Canada Transportation Act, Canadian Content Policy, Municipal Freedom of Information and Privacy Act, the Municipal Act, the MTO Transit Supportive Guidelines, Accessibility for Ontarians with Disabilities Act, the Discriminatory Business Practices Act, the Environmental Protection Act, the County Code of Conduct, and other relevant legislation.

In addition to the requirements of the County Procurement Policy, it would be recommended that for all start up contracts or purchases, County Council be consulted on the awarding of contracts or purchase orders, regardless of monetary amount. The Department Head responsible for Transit will include reporting as part of the start-up project and implementation.

3.1.3 Implementation Plan

Implementation will be based on the Transit program endorsed by County Council, timelines provided, budget amounts and contract requirements. It is anticipated that an implementation plan would be created for Council approval within six months of transit service selection.

It is advisable that as part of implementation, a Transit Strategic Plan be developed. The Strategic Plan should review Transit system routes, marketing and future changes likely to take place. Transit will be required to continue to provide service but also innovate to continue to meet the needs of the County of Haliburton through time. Strategic directions will be needed to direct the County on ways to maximize transit's contribution to our quality of life. This will include continued population and development reviews to coordinate service with the way in which our communities are growing. The Strategic Plan will need to review the financial viability of the service into the future, including fares, advertising revenue as well as Provincial and other sources of funding. A final focus should include customer service, ensuring that the needs of the riders, businesses, service agencies and staff are being met and continual staff training is included to provide enhanced services.

3.1.4 Project Review Strategy

Project review will include all reporting requirements of the Province of Ontario and Canadian Urban Transit Association. In addition, the implementation plan will include internal review and

reporting strategies to ensure that the selected system is meeting municipal objectives related to transit service provisions.

Cyclical (quarterly) reporting will be required, related to service, maintenance, costs, staffing, wages, ridership and other deliverables. Performance indicators will be tracked and these will be determined through communication with CUTA, the Province and as outlined in the Transit Strategic Plan.

As with all municipal services, alternative funding programs and sources should remain at the forefront. This may include funding applications, grant resources, private revenue streams, social equity, and continued implementation. User-based charges and provincial Gas Tax provide reliable funds through time, however municipal transit is never fully paid for by these sources, which requires innovation to maintain these services with low cost to property taxpayers while providing best services. This should form part of the project review strategy.

3.2 Performance Measurement Strategy

The objective of the performance measurement strategy will be to support the County transit implementation plan and strategic plan. The strategy shall outline the key activities, service criteria, individual performance measures and identify the results achieved.

Performance will be communicated within the department responsible and reported to County Council, prior to reporting required to the Province and CUTA.

3.2.1 Key Performance Indicators

Key activities will include specific tasks, activities, functions and projects directly related to transit service provision which are measurable and can be tracked. These may include municipal education on transit services, communication and coordination with local municipalities, continued consultation with local agencies and businesses, capacity building, poverty reduction and affordability.

Appendices

Cost-Benefit Appendix

Sources of funding

Contract Transit Service vs. County Transit Service

-Ontario Trillium Foundation (www.otf.ca). Municipalities are eligible to submit grant applications for operational and capital costs for projects under various granting streams; For profit businesses are not eligible to apply.

-Public Transit Infrastructure Fund

(<http://www.grants.gov.on.ca/GrantsPortal/en/OntarioGrants/GrantOpportunities/PRDR016013>).

Municipalities were eligible to apply through the Ontario Ministry of Transportation for this federal money for rehabilitation and future planning of public transit. Phase One is currently closed with no further information available on possible Phase Two.

-Community Transportation Pilot Grant Program. This is the provincial granting stream from the Ministry of Transportation which supported the Community Transportation Project in Haliburton County. There is no information available at this time about any possible extension or new grant opportunities.

- Provincial Gas Tax Fund

- Federal Gas Tax Fund

Costs

Blended Model:

Driver Costs

14 hrs/day (6 hrs for fixed route, 8 hrs for booked shared ride) x \$31/hr x 5 days/wk x 52wks =
\$112,840/yr

Mileage Costs

775km/day (275 for fixed route + 500 for booked shared ride) x \$0.68/km x 5 days/wk x 52 wks =
\$137,020

Administration / Marketing / Scheduler

Estimated \$23.38/hr x 34% = \$31.33 (34% is approx. benefits)

Full Time = \$65,166.40

Booked Shared Ride (no contract)

Driver

Est \$23.99/hr x 34% = \$32.15 (34% is approx. benefits)

Part time = \$33 436

Full time= \$66 872

Administration / Marketing / Scheduler

Estimated \$23.38/hr x 34% = \$31.33 (34% is approx. benefits)

Part time = \$32,583.20

Full Time = \$65,166.40

Fuel cost was based on price per litre no on a mileage. Vehicle options are either gas or diesel, option is priced using gas as it is a lower purchase price vehicle and lower maintenance costs. For a gas vehicle – at \$1.10/L (rack rate may change but more stable than market) = \$1040 per week at 94.6L a fill.

Insurance is estimated to be included in the existing County plan and to be negligible.

Full time wages total: \$132,038.40

Vehicle cost \$50,148.27 = \$696.50/mth = \$8 358.05/year

Fuel = \$52,029

Total cost is **\$192,426** for the Booked Shared Ride county-owned vehicle or \$3700.50 per week (2 days a week = **\$95,189**, 3 days a week = **\$105,595**)

Net Costs

The net costs for the Blended Model in year one are 100%.

The net costs for the Blended Model in year two would be estimated at 50% of the total cost, where 15% of the cost is covered by fares and 35% is covered by Provincial Gas Tax. Through year 3, the percent of Provincial Gas Tax is guaranteed to increase, all statistics being equal (ridership and population) and where ridership and population increase. Therefore, in year two the estimated net cost would be **\$157,513** for five days a week service, \$91,249 for three days a week and \$66,263 for two days a week service.

The net costs for the Booked Shared Ride Model in year one are 100%.

The net costs for the Booked Shared Ride Model in year two would also be estimated at 50% of the total cost, where 15% of the cost is covered by fares and 35% is covered by Provincial Gas Tax. Through year 3, the percent of Provincial Gas Tax is guaranteed to increase, all statistics being equal (ridership and population) and where ridership and population increase. Therefore, in year two the estimated net cost would be **\$96,213** for five days a week service, \$52,797 for three days a week and \$47,594 for two days a week service.

Cost-Benefit Analysis

The two options presented to County Council as recommended transit services were selected because they both offer the greatest satisfaction of resident need, overall service coverage and economical cost. A five day a week service would provide stable transportation for residents to secure employment throughout the year. It would provide improved access to social service agencies and health services. A service offered consistently is what is needed and has been identified by residents and agencies within the County. Consistent could be two or three days a

week, however five days a week was selected to specifically address poverty reduction and increase opportunities for employment.

CAA identifies that the annual cost of having a compact car in Ontario in 2016 was \$9,149 if a person drove 20,000 km in a year. The breakdown of that cost is fuel \$1,848, insurance \$1,933, licence and registration \$89 and maintenance and depreciation \$5,368. For households within the County of Haliburton who are currently in a low income or lower middle income, this cost is not affordable. It should also be noted that due to geography, travel in the County would likely be greater than 20,000 km per year.

The proposed fares for a public transit service, for a person who used it every day, would have a total cost of \$1,200 per year. That is without discount or family rate. The discounted fare would be \$960 per year.

Fare and sponsorship revenues will never fully cover the cost of operating a public transit service. Furthermore, without municipal investment in public transit, Provincial Gas Tax remains inaccessible. However, investments in public transportation will yield indirect financial benefits, such as increases in economic activity¹⁶, increases in the workforce through improved access to education & training and employment opportunities¹⁷.

¹⁶ Godavarthy, R. "Cost Benefit Analysis of Rural and Small Urban Transit in United States". Upper Great Plains Transportation Institute, North Dakota State University. Presentation at Community Transportation Forum, 2017.

¹⁷ Poverty Reduction Strategy Transportation Backgrounder, March 2014
