

## Staff Report



**To** Council  
**Department** Community and Customer Services Department  
**Meeting Date** Regular Council - 12 Oct 2021  
**Subject** Improving Public Transportation - Progress Report # 2  
**Report Number** SR- 1856

### Recommendation

That the report from the Public Works Division, October 12, 2021 re: Improving Public Transportation - Progress Report # 2, be received; and that

1. Loyalist Township Council approves of a joint venture between Loyalist Township and the Town of Greater Napanee to provide a coordinated transportation service that will equally benefit both Municipalities.
2. Following receipt of a Council resolution from the Town of Greater Napanee approving a joint venture to provide a coordinated transportation service that will equally benefit both Municipalities, staff be authorized to submit a proposal to Lennox and Addington County that would commit Loyalist Township and the Town of Greater Napanee to providing a service generally described within the proposed transportation plan.

### Executive Summary:

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### Purpose of Report

This report has been written to provide Council with a update on the progress that has been made on reviewing and assessing enhancements that will improve public transportation for the benefit of Loyalist Township community.

### Report Highlights

- Update on communications with Kingston Transit, Lennox and Addington County and the Town of Greater Napanee.

- A proposed transit route that would connect the Town of Greater Napanee, Loyalist Township and the City of Kingston.

<b>Financial Implications</b>
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Grant funding to kick-start a public transportation system is available through Lennox and Addington County (L and A County). As described in a Transfer Payment Agreement with between L and A County and the Ministry of Transportation (MTO), the budget for contracted transportation services is as follows;

Funding Eligibility Date	Amount
April 21, 2021 – March 31, 2022	\$80,753.00
April 21, 2022 – March 31, 2023	\$82,008.00

An additional \$18,000 is available for “transportation services” that may also be used for contracted transportation services.

Assumptions

- The service will utilize one accessible van, minimum 10 passenger seating running 5 days per week.
- The costs to run the service will be \$70.00 per hour. The hourly rate was taken from the Michael Cooke report.
- Estimate 250 rides/week = 50 rides/day,
- Estimate Fare = \$5.00 one way, \$10.00 per ride

Option 1 – A service that runs 60 hours per week

5 days per week (Monday to Friday) from 5:30am until 5:30pm  
 12 hour service x 5 days per week x \$70.00 per hour

Cost Per Week = \$4200.00  
 Revenue = 250 rides x \$10.00 = \$2500.00  
*Net Cost per week = \$1700.00*

Option 2 – A service that runs 55 hours per week

3 days per week Monday, Wednesday, Friday, from 7:00am – 8:00pm  
 13 hours per day x 3 days x \$70.00 per hour  
 = \$2730.00

Saturday, from 10:00am – 7:00pm.  
 9 hours x \$70.00 per hour

= \$630.00

Sunday from 10:00am – 5:00pm  
7 hours x \$70.00 per hour  
= \$490.00

Gross Cost Per Week = \$3850.00  
Revenue = 250 rides x \$10.00 = \$2500.00  
*Net Cost per week = \$1350.00*

Service Duration Estimate

The service duration estimate provided below does not include the new funding that Lennox and Addington County has recently received.

Option 1

County TPA Funding 2021-2022, 2022-2023 = \$162,761.00  
Net Cost per week = \$1700.00  
Service Duration based on estimated net cost  
= \$162,761.00/\$1700.00  
= 95.74 weeks or 1.8 years

Option 2

County TPA Funding 2021-2022, 2022-2023 = \$162,761.00  
Net Cost per week = \$1350.00  
Service Duration based on estimated net cost  
= \$162,761.00/\$1350.00  
= 120.56 weeks or 2.31 years

The Province of Ontario has announced additional funding of \$170,000 for Lennox and Addington County's Community Transportation project for 2024 and 2025. The above calculations do not account for any of these funds as it is not known at this time what portion of the total has been allocated to contracted transportation services. If similar program budgeting is applicable, then it is reasonable to assume that an additional \$100,000 could be available.

The above proposal (Option 1 and 2) does not require the expenditure of any locally derived funds (i.e. taxes/levies) from the residents of either Loyalist Township or the Town of Greater Napanee.

**Report Details:**

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## Background and Analysis

This report has been written to provide Council with an update on the progress that has been made on reviewing and assessing enhancements that will improve public transportation for the benefit of Loyalist Township community.

On May 25, 2021, Council adopted staff recommendations that were presented in the report (SR-1741) from the Technical Supervisor titled "Improving Public Transportation - Progress Update. Resolution 2021.49.9 has been provided below.

### **Resolution 2021.48.9.**

Moved by Deputy Mayor Hegadorn and Seconded by Councillor Parks that the report from the Public Works Division, May 25, 2021 re: be received for information; and that

1. That staff be authorized to release the results of the public transportation survey by posting a copy of the results on the Township website.
2. That Council authorize staff to continue consultation with key stakeholders (Kingston Transit, The Town of Greater Napanee, Lennox and Addington County) on public transportation and engage residents to obtain their feedback on an expanded public transportation system that would service all residents of Loyalist Township.
3. That staff provide a progress report to Council by September 2021.

### **Motion carried.**

Following receipt of the above resolution, staff created a Public Transit webpage and included a link to the transportation survey results. The webpage was uploaded to the website on June 22, 2021.

As directed by Council staff continued consultation with key stakeholders, Kingston Transit, The Town of Greater Napanee, Lennox and Addington County, on public transportation.

### *Results of Consultation with Kingston Transit (KT)*

On July 27, 2021 a meeting was held between Loyalist Township staff and Kingston Transit's, Director - Transit Services and their Transit Service Project Manager. The meeting was held to discuss;

1. If Kingston Transit is currently considering/planning for on demand transit for any of your routes? If so, is Route 10 is being considered for on demand?
2. How Loyalist Township could achieve an express route along Bath Road to the downtown?
3. If there would be any benefits of eliminating bus stops in Amherstview that routinely have low rider numbers?
4. In 2014 a second bus was introduced to Route 10 during commuting hours. It was subsequently terminated due to low ridership numbers. In the intervening years has anything changed that would justify re-introducing the second bus?

5. Would KT consider an extension of Route 10 to include the Village of Bath and/or any other areas within Loyalist Township?

Answers to the questions have been provided below.

1. Not at the present time however, there is a commitment to City Council that Kingston Transit look into on demand transit for some areas of the City in 2022.
2. Route 10 terminates at the Cataraqui Town Centre Kingston Transit transfer point. If Route 10 were to be extended to a downtown transfer point the additional time required to travel there would need to be added to the existing route. Currently Route 10 is a one hour service. Results from the transportation survey indicate that residents would like to see the current one-hour service reduced to a half-hour service. Extending the service beyond one-hour would be counterintuitive. Route 10 connects with the Kingston Transit Cataraqui transfer point where residents can transfer to a 15 minute express bus that links to the downtown transfer point. There are no additional costs for passengers of Route 10 to transfer to the express bus. At this time extending Route 10 to the downtown transfer point is not recommended.
3. A marginal reduction in the overall route duration could be expected.
4. Due to the COVID-19 pandemic it is difficult to make an up-to-date assessment. This should be explored post-pandemic.
5. Kingston Transit does not currently offer on-demand transportation therefore only a fixed route, similar to Route 10, could be implemented. Kingston Transit does not have the operational or capital capacity to provide this service at this time. Loyalist Township would be required to enter into a contractual agreement with Kingston Transit where Loyalist Township would be expected to compensate KT for the increased operational and capital investments it would need to provide staff and vehicles required to offer a transit route to the Town of Bath. In addition to the conventional transit route, Loyalist Township would also be required to provide, at a minimum, an alternative method of transportation to those who due to their disability cannot use the bus. Based upon 2016 Census data there are 550 people commuting to work from Bath. In a report authored by Dillon Consulting titled "The Corporation of the County of Prince Edward County Public Transit Plan and Business Case" they assumed that the expected ridership would be between 0.5 - 2.0% of the commuters. This would equate to approximately 2 to 11 potential riders from Bath. A new route servicing the Town of Bath can be implemented however at this time extending a Kingston Transit route to Bath would be cost prohibitive. In the event that a route be extended to Bath, Kingston Transit would require at least 18 months notice prior to implementing the service.

**Further review and assessment specific to Route 10 is warranted. A separate report will be submitted to Council that will provide recommendations on the suggested enhancements.**

## Results of meetings with The Town of Greater Napanee and Lennox and Addington County

On August 3, 2021 a meeting was held between Loyalist Township staff, the Town of Greater Napanee's, Deputy C.A.O., and Lennox and Addington County's, Director, Community and Development Services. Loyalist Township and the Town of Greater Napanee expressed their interest in working together to provide an inter-municipal transportation service that would benefit both communities. The parties discussed how Loyalist Township and the Town of Greater Napanee would proceed with accessing the funds that L and A County received through the Community Transportation Assistance Program Funding.

Lennox and Addington County has requested that a proposal be submitted on behalf of both Municipalities detailing how the funding will be best utilized to implement a sustainable transportation service within the timelines as detailed within their agreement with the Ministry of Transportation (MTO). The proposal will be subject to L and A County and MTO approval.

The Town of Greater Napanee informed all parties that they are planning to conduct a public consultation to identify the transportation needs within their community. Due to staff vacancies, they have not been able to work on their consultation plan. It is expected that results from their consultation will not be available until February of 2022 at the earliest.

## **Proposed Transportation Service**

Based on discussions with senior management from Loyalist Township and the Town of Greater Napanee there is a need and desire to provide public transportation services that will benefit all community members.

The objective of the proposed service is to provide residents with affordable and reliable transportation who need to commute to and from work, attend medical and specialist appointments, access essential and non-essential services, and to travel within the communities to visit family and friends.

Although an all-encompassing service, as described above, is an objective for both Municipalities it has been recognized that once implemented the service must be sustainable. Management staff have suggested that a route connecting Napanee, Odessa, and the City of Kingston be trialed to provide both Municipalities the ability to monitor and assess the impacts that the implementation of a new transit service will have on their communities.

This service would be a first step in a Rural Transit Initiative and the Napanee to Odessa to Kingston commuter route, along with Amherstview's Route 10, may serve as future fixed routes included in a more comprehensive, local, transportation system.

Funding for a public transportation system has been made available to Loyalist Township and the Greater Napanee by Lennox and Addington County. The funding must be utilized in accordance with the Transfer Payment Agreement that exists between Lennox and Addington County and the Ontario Government. The funding was allocated to the County based upon an approved budget and timeline. This proposal recognizes the budget and timelines stated within the agreement and recognizes the timelines defined within Loyalist Township's Strategic Plan.

Through the review of transportation services provided by other Municipalities and estimates provided to Michael Cooke, staff have prepared a draft service schedule and the associated costs for providing this service.

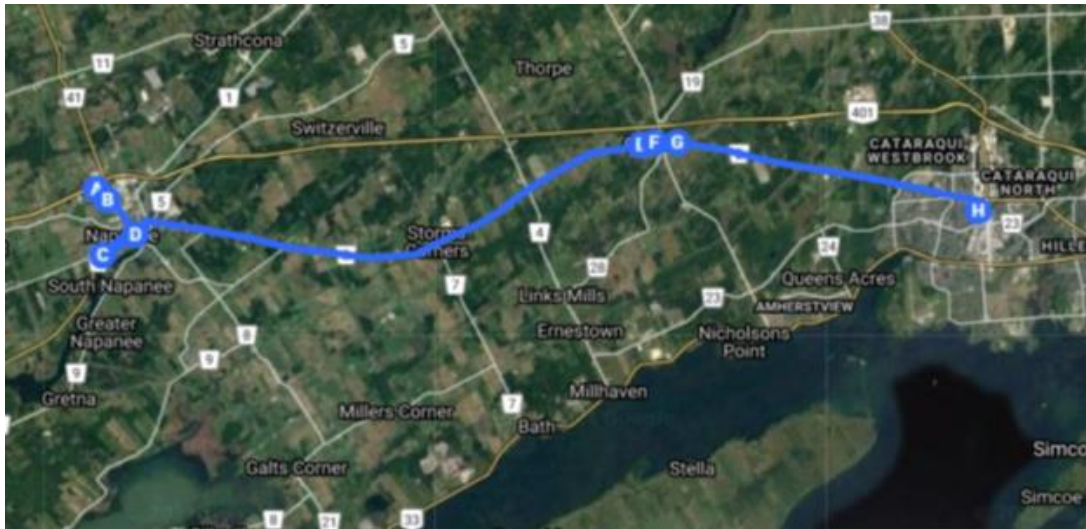
Additional routes or expansion to the proposed route would require a demand analysis that should be completed by a professional transportation consultant. Loyalist Township and the Town of Greater Napanee would benefit from hiring one consultant to provide services for both Municipalities. A scope of work and cost sharing agreement would need to be created prior to hiring of a consultant.

#### Proposed Route 1 – Napanee, Loyalist, City of Kingston

County Road # 2 is a direct road that connects the communities of the Town of Greater Napanee and Loyalist Township to the City of Kingston. Utilizing a mapping tool through Google Maps a draft route was created and has been provided in Figure 1.

The starting location could depend on the greatest service demand. Start times should be early enough in the morning and late enough in the afternoon to ensure that commuters can board the bus and reach their employer by the beginning of their scheduled shift and be picked up at the end of their shift. Route 1 from start to finish takes approximately 40 minutes each way. This does not account for stop times or inclement weather. It is likely that the route would take approximately one hour, one way.

Figure 1 – Proposed Route – Napanee, Loyalist, Kingston



**Commuter Flow Review**

According to commuting flows obtained from Statistics Canada a majority of Napanee and Loyalist Township residents commute to Kingston for work. More people commute from Loyalist Township to Napanee versus Napanee to Loyalist Township. Respondents to the Loyalist Township public transportation provided their postal code and location of work. This data can be used to determine commuter patterns. Should Napanee use the same survey questions similar data would be captured.

Table 1: Commuting Flows

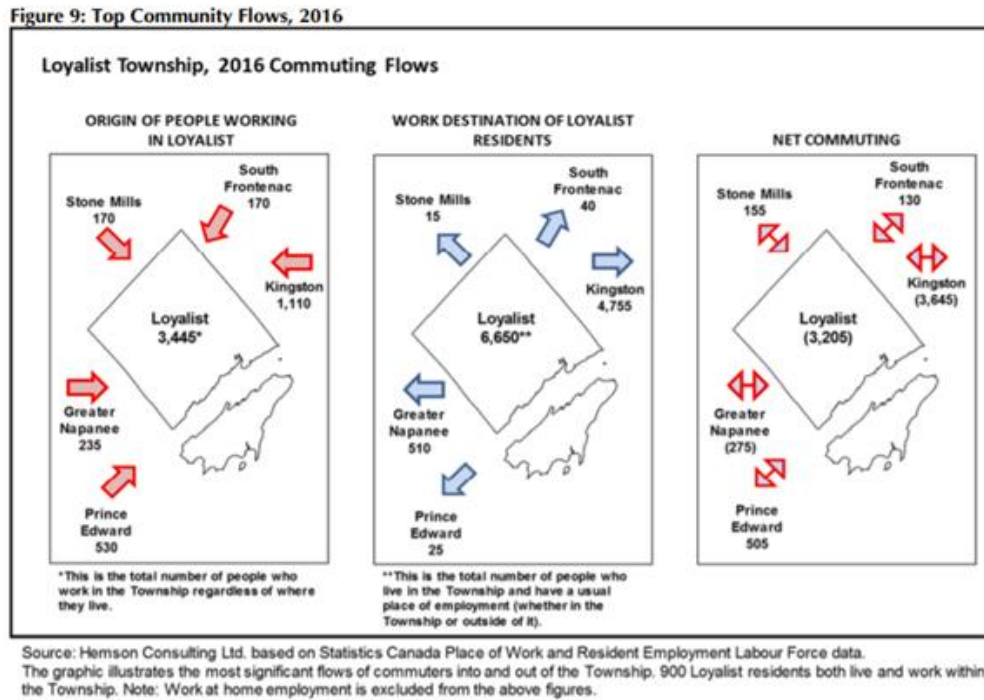
Place of Residence	Place Of Work	Total
Loyalist Township	Kingston, ON	4750
Napanee	Kingston, ON	1490
Kingston	Loyalist Township	1110
Loyalist Township	Napanee	510
Prince Edward County	Loyalist Township	530
Napanee	Loyalist Township	235

<https://www12.statcan.gc.ca/> Commuting Flow from Geography of Residence to Geography of Work: - Census Subdivisions: Sex (3) for the Employed Labour Force Aged 15 Years and Over Having a Usual Place of Work, in Private Households, 2016 Census - 25% Sample Data



Figure 2 has been provided as a second source of data and illustrates commuting flows specific to Loyalist Township.

Figure 2 - Loyalist Township, 2016 Commuting Flows



The Town of Greater Napanee has an excellent statistics page on their website.

According to their Transportation Statistics most commuters leave their homes between 7:00am to 7:59am. The second most popular time is from 6:00am until 6:59am. The typical commuting duration varies from 15 minute to 1 hour.

A new commuter route that runs from Brockville to Cardinal was implemented through the EOLC Pilot Commuter Strategy. Their service runs on a two-hour loop, 6 times, per day from 5:30am until 5:30pm, Monday to Friday.

Hours of service similar to the Brockville-Cardinal Pilot may work well for Loyalist Township and the Town of Greater Napanee.

**Operational Considerations**

As an alternative, Loyalist Township Council could elect to opt out of a coordinated transportation service with the Town of Greater Napanee and pursue a Loyalist Township only solution to Public Transportation.

This option is not recommended.

According to Dillon Consulting "Towards Coordinated Rural Transportation: A Resource Document, page 3", "In many rural communities, the process of establishing a coordinated transportation framework has resulted in a significant improvement in the cost effectiveness of services, which has often translated to an improvement in service quality and availability for residents."

## Risk/Implications

### Risks

- If a proposal is not submitted to the County and subsequently approved by the Province (MTO), and eligible expenditures incurred by March 31, 2023 there is a risk that the approx. \$220,000 available equally to Greater Napanee and Loyalist will be revert to the Province. This would jeopardize the additional \$170,000 earmarked for this project that has been announced by the government.
- Initiation of the project will require a commitment to sustainability of the service which would be the expectation of residents and the intention of the Community Transportation Grant program.

### Positive Implications

- The project will create an inter-municipal partnership which may be seen as positive by both Councils and residents.
- The project will help to fulfill some of the recommendations of the Cooke report and thereby enhance socio-economic benefits for the southern parts of the County providing greater mobility for youth, seniors, low-income and disabled members of the community

## Communication Plan

No communication plan is required at this time.

## Cost Benefit Analysis

Costs estimates have been provided in the financial implications section of this report. There are several socio-economic benefits to providing public transportation. The benefits include but are not limited to;

- access to essential services, employment, education, skills training, and social networking for non-drivers

- supporting economic investment in a community by letting future employers know that there is access a desirable workforce that is connected and mobile.
- a higher quality of life, including improved health and community participation rates. People that use public transit walk more, which reduces the risks of being overweight and having hypertension, disabilities and heart disease.
- reduced road way congestion
- reduced vehicle emissions and their associated environmental and health impacts

## Relevant Policy/Legislation

Accessibility for Ontarians with Disabilities Act

## Accessibility

Any transit service offered to the residents of Loyalist Township or the Town of Greater Napanee will conform with the requirements of the Accessibility for Ontarians with Disabilities Act.

## Asset Management Plan Reference

Levels of service will be affected once a transit service is expanded beyond Route 10.

- Levels of Service

## Links to Strategic Plan

Council adopted the Loyalist Township Strategic Plan (2019-2023) at its regular meeting held November 25, 2019. The initiative contained within this report supports the Strategic Priorities as set out in the Strategic Plan as it pertains to the following Strategic Objectives:

- Improve public transportation system

## Consultation

Director of Community and Customer Services, Public Works Manager, Senior Technical Advisor, Deputy C.A.O, The Town of Greater Napanee.

### Prepared by:

Jesse Gawley, Technical Supervisor

### Approved by

Alex Scott, Manager of Public Works  
Lorie McFarland, Director of Community and Customer Services

### Status:

Approved - 30 Sep 2021  
Approved - 01 Oct 2021