

# Kootenay Lake West, Castlegar and Area, and City of Nelson Transit Service Review (Transit Future Service Plan)

## Regional District of Central Kootenay, City of Nelson Terms of Reference

This *Terms of Reference* outlines the objectives, scope, deliverables and approach for the completion of a Service Review for Kootenay Lake West, Castlegar and Area and City of Nelson. It has been developed to meet the objectives outlined in the Memorandum of Understanding (MOU) between the Regional District of Central Kootenay (RDCK), City of Nelson and BC Transit, signed for the completion of a Service Review “Transit Future Service Plan”. This *Terms of Reference* should be read in conjunction with the MOU.

### 1.0 INTRODUCTION

On July 2, 2013, the West Kootenay transit systems were integrated into one overall system, bringing three (3) local governments and nine (9) transit systems together into one integrated schedule and one rider’s guide. The intention of the integration and its alignment of routes and service options were coordinate transit services into a more user-friendly structure that better leverages the combined resources by reducing duplicate service and increasing service levels.

The West Kootenay Transit System includes:

- The Kootenay Lake West Transit System which encompasses all Transit systems in the Regional District (not including Creston and Area)
- The Castlegar and Area and Trail (Kootenay Boundary) area systems
- The City of Nelson Transit System

This Review is intended to be the counterpart document for the review conducted in 2016 of Greater Trail Area. The goal of this Service Review is to inform future service-making decisions for Kootenay Lake West, Castlegar and Area, and City of Nelson by updating applicable transit priorities identified in the *Central Kootenay Service Review (2011)*, *West Kootenay Master Plan (2012)*, and the *Nelson and Area Transit Recommendations (2012)*.

Since 2011 and 2012 progress has been made towards accomplishing many priorities identified in these three plans, and ridership in the systems has grown as a result. The City of Nelson has risen from about 22.5 rides per hour to 29.2 rides per hour while Kootenay Lake West has grown from 6.1 to 6.5 rides per hour.



Metric	City of Nelson 2017/18	Kootenay Lake West 2017/18
Hours	11,634	14,008
Ridership	340,211	91,601
Rides per Hour	29.2	6.5

Many of the key goals identified in 2011 and 2012 have had significant progress made towards them, with some either completed, or nearly completed.

Status of Kootenay Lake West, Castlegar and Area and City of Nelson Priorities*		
Previous Plans	Long-term Vision	Current Status
2011 Central Kootenay Service Review	City of Nelson: 20-minute service on routes 1, 2, 3 City of Nelson Reinstate Sunday service Introduce Regional Sunday Service to Balfour and Slovan	City of Nelson: limited 20-minute service on Routes 1 & 2 City of Nelson - No Sunday Service Regional Sunday Service to Balfour and Slovan - No Sunday service is offered
2012 West Kootenay Master Transportation Plan	Nelson ↔ Castlegar– 12 trips/ weekday Nelson ↔ Balfour - 8 trips/weekday Nelson ↔ Salmo - 7 trips/weekday Slocan City ↔ Slocan Jxn – 10 trips/weekday	Nelson ↔ Castlegar– 8 trips/ weekday Nelson ↔ Balfour - 8 trips/weekday + 1 trip on Tues <sup>1</sup> Nelson ↔ Salmo - 3 trips/weekday (Tues, Thurs, Fri) Slocan City ↔ Slocan Jxn – 5 trips/weekday + 1 Tues/Thu <sup>2</sup>
Nelson and Area Transit Recommendations	Nakusp ↔ Slocan City – 3 trips/weekday Kaslo ↔ Argenta – 5 round trips/week	Nakusp ↔ Slocan City – 4 trips per week <sup>3</sup> Kaslo ↔ Argenta – 2 round trips/week (Thurs only)

\*This list is meant to illustrate a selection of some of the key service options and priorities. Not all priorities contained in the plans are shown here.

<sup>1</sup> One additional trip is offered on Health Connections Route 76 on Tuesdays only

<sup>2</sup> One additional round is on offered by Heath Connections Route 74 on Tuesday and Thursday only

<sup>3</sup> Two of the trips included here are provided by Health Connections Route 74 on Tuesday and Thursday only

Therefore, it is important that transit priorities be reviewed and updated to guide transit service decision-making over the next 1 - 5 years and beyond. BC Transit refers to the next phase of required work as development of the **Transit Future Service Plan**, and this *Terms of Reference* outlines the objectives, scope, deliverables, approach and timeline for completion. The updated plan will be developed in collaboration with the local partners and stakeholders (i.e. Regional District of Central Kootenay, the City of Nelson, and Arrow & Slovan Lakes Community Services, and in consideration of the goals and directives of local / regional plans.

## 2.0 PLAN PURPOSE

The *Transit Future Service Plan* (TFSP) is the next phase of the 2011 and 2012 Transit Service Planning efforts, of which many goals are nearly met. The TFSP will build on the vision, goals and targets of these previous plans, and will present updated transit service and infrastructure priorities for the City of Nelson and Central Kootenay Regional District. A key purpose of the Plan will be to remove outdated information while adding new information suited to the current conditions in the community. Additionally, there will be attention give to any opportunities to optimize the transit service - the process of assessing existing service and reallocating resources where demand is higher. This will ensure that the existing resources are being used as efficiently as possible.

As with the first plans, the *Transit Future Service Plan* will uphold community goals and objectives to strengthen the link between transportation and land-use in support of sustainable growth. The Plan will also serve to inform any future local or regional transportation plans which may be undertaken at the regional level or municipal level.

## 3.0 PLAN OBJECTIVES

The objectives of the *Kootenay Lake West, Castlegar and Area, and City of Nelson TFSP* are as follows:

- **Itemize Plan progress to date:**
  - Identify items completed, underway, and items outstanding from the *Central Kootenay Service Review (2011)*, *West Kootenay Master Plan (2012)*, and the *Nelson and Area Transit Recommendations (2012)*.
  - Review and identify relevant priorities to carry forward into the plan update
  
- **Identify transit service and infrastructure priorities:**
  - Short-term service and infrastructure priorities (1-5 years) to assist in the development of local capital and operating budgets
  - Transit service expansion, optimization and infrastructure (i.e. fleet and facility) changes required to support the priorities
  - Identify medium-long term service and infrastructure priorities, including recommendations for phasing
  
- **Build on relevant transportation plans and policies:**
  - Ensure transit priorities align with any updates to the Regional District Community Plans, City of Nelson Official Community Plan, City of Castlegar Community Plan, Active Transportation Plan and Low Carbon Path to 2040 Plan, neighbourhood plans and other local planning initiatives
  - Align with the *BC Transit Strategic Plan (2030)* including initiatives to increase integration with sustainable travel modes, influence land-use and development patterns and enhance partnerships
  
- **Prepare guidelines & monitoring tools:**
  - Undertake scenario planning of aspects that may impact Kootenay Lake West, Castlegar and Area, and City of Nelson transit services in the future.
  - Provide information on the potential integration of public transit with new transit technologies and alternatives.
  - Identify whether development of Service Standards and Performance Guidelines is of interest to local partners, to assist decision-making and system monitoring. The Transit Future Action Plan can inform the Service Standards and Performance Guidelines, as part of a separate process

#### 4.0 PLAN ENGAGEMENT

The 2011 and 2012 *Central Kootenay Service Review (2011)*, *West Kootenay Master Plan (2012)*, and the *Nelson and Area Transit Recommendations (2012)* included extensive public engagement, incorporating partner, stakeholder, and public feedback and ideas directly into the plan. As such, the materials from these previous processes will be built upon to develop the *Transit Future Service Plan*. This includes the vision, goals, transit future network and mode share targets.

- **Partner & stakeholder consultation:** The development of the plan will be collaborative, with extensive partner and stakeholder input. The core project team for ongoing consultation will be BC Transit, Regional District of Central Kootenay, City of Nelson, City of Castlegar and the Slocan Lakes Community Services. Ongoing communication will occur with this core team at key junctures in order to receive input on

concepts. Other key stakeholders (to be identified by local partners) may also include participants such as First Nation communities, university, business or health representatives etc. As needed, working groups and/or advisory teams will be created to support the process. Information vetted through the core team will be presented to the West Kootenay Transit Committee [WKTC] and other decision-makers (such as the Regional District of Central Kootenay, City of Castlegar and City of Nelson) as required throughout.

- **Public engagement:** The process seeks to be reflective of community desires, and public engagement will be critical to ensure service and infrastructure priorities drafted align with public interest. Public engagement will be inclusive, reaching transit riders and non-riders alike, through surveys, public open houses and meetings. Public engagement will also provide an opportunity to celebrate transit system achievements to date, and further market and promote the local system.

The approach to engagement will incorporate several key principles, including:

- **Inform** - Continually provide information to local partners, stakeholders, the operating company and the public to assist in understanding transit issues and opportunities
- **Listen and learn** - Project leaders, partners and stakeholders will listen to and learn from each other's views, plans, concerns and expectations;
- **Consult** - Public feedback will be obtained through a range of consultation efforts to assess issues and develop options to contribute to the decision making process; and
- **Collaborate** - Working in close collaboration will occur at all stages to assess issues, prepare options, and make recommendations.

See **Appendix A** for a more detailed *Engagement Plan*, which identifies proposed components of stakeholder consultation and public engagement events and activities.

## 5.0 SCOPE OF WORK

The *Transit Future Service Plan* will include the following components:

**A. Project Launch:** Set the stage to identify priorities for the transit system. This includes,

- Review the *Central Kootenay Service Review (2011)*, *West Kootenay Master Plan (2012)*, and the *Nelson and Area Transit Recommendations (2012)* priorities, and which are to be carried forward;
- Gather input and feedback from partners and key stakeholders on current transit planning issues and opportunities, and collect early input on priorities for the transit system

**B. Existing Conditions:** Review key aspects of the Kootenay Lake West, Castlegar and Area and City of Nelson transit systems today:

- Analyze service and ridership trends since 2012, review customer surveys, front-line staff feedback
- Conduct ride analysis (bus stop, trip and route level), schedule adherence and service reliability data (as available)
- Review issues and opportunities for transit operations, facilities (i.e. transit garage), passenger amenities, and accessibility

- Review local plans to identify trends in land use, road network, population and employment etc. With information available, identify implications for local area service infrastructure and fleet

**Deliverable:** Existing conditions will be documented and provided within a succinct report for review and comment by the WKTC. This information will ultimately be inserted into the final Plan.

**C. Draft Options:** BC Transit will prepare draft options including:

- Draft transit service priorities and infrastructure improvement options for the short term (1-5 years)
- Prepare draft concepts for route, service level and infrastructure changes in the medium/long- term (5 years +)
- If applicable, options developed can inform the future development of Service Standards and Design Guidelines

**Deliverable:** All transit service priorities and infrastructure options will be circulated to the core project team for review and comment. This could include a presentation to elected officials, an internal staff open house and/or stakeholder workshop. Feedback received from Councils, Regional District and City staff, operating company staff, and other community stakeholders will be considered in the refinement of options.

**D. Public Engagement:** A public engagement process will be initiated to present draft transit priorities for input, feedback and prioritization. This process may include: hosting open house(s), surveys, meeting/workshops, and so on. Marking and promotion for these events will take place in various formats, including online (project website), social media, local media, and on transit vehicles. All input received will be summarized to inform the final development of the draft priorities.

**Deliverable:** Verbal and online feedback received will be compiled and documented within a detailed engagement summary report. This information will be summarized and inserted into the final Plan.

**E. Final Report:** A final *Kootenay Lake West, Castlegar and Area, and City of Nelson Transit Future Service Plan* document with recommendations will be produced and presented to the Transit Committee and Local Government Partners. The final report will describe the planning process, and service and infrastructure priorities. In addition, an executive summary tailored to a non-technical audience along with feedback from consultation.

**Deliverable:** A final report (hardcopy and file) will be presented to the core project group for review and approval. Local Government approval and/or endorsement will be sought, after which a final version will be distributed to all partners, including the creation of a web-friendly format to facilitate easy distribution and promotion.

**F. Implementation:** Once the Transit Future Service Plan is approved, service change priorities will inform the development of future three-year Service and Financial Strategies and Annual Service Plans for the local governments' approval. This will be manifested in the annual TIPS (Transit Implementation Process) memorandums distributed from BC Transit to the local partners.

## 6.0 Timeline

Date*	Deliverable
Summer 2018	Seek endorsement of the Kootenay Lake West, Castlegar and Area and City of Nelson Transit Service Review ( <i>Transit Future Service Plan</i> ) Terms of Reference
Fall 2018	Review and Analysis of the existing system, incl.: <ul style="list-style-type: none"> <li>• Discussions with key stakeholders</li> <li>• Develop project website</li> <li>• Analysis of existing transit system</li> <li>• Review of data/public input to date</li> <li>• Review of local plans</li> </ul>
Fall/Winter 2018	Service Options Development <ul style="list-style-type: none"> <li>• Continue to collect and assess available data</li> <li>• Compile draft service and infrastructure priorities and review</li> <li>• Prepare existing conditions report for review</li> <li>• Deliver service change proposals to key stakeholders, internal staff and local government officials for comment and feedback</li> </ul>
Winter 2018	Present Public Engagement Service Options to the Transit Committee and Local Government Officials
Winter/Spring 2018	Public engagement – <ul style="list-style-type: none"> <li>• present draft service and infrastructure priorities to the public for comment and feedback</li> <li>• Prepare public engagement summary report for the project core team</li> </ul>
Spring/Summer 2019	<ul style="list-style-type: none"> <li>• Present public engagement summary and final TFSP options to WKTC and Local Government Officials for endorsement and inclusion within TFSP.</li> <li>• Complete Kootenay Lake West, Castlegar and Area and City of Nelson Service Review (<i>Transit Future Service Plan</i>)</li> </ul>
Fall 2019	<ul style="list-style-type: none"> <li>• Integration into Service Planning</li> </ul>

\* Dates subject to change

## 7.0 APPROACH

BC Transit’s service review of the Kootenay Lake West, Castlegar and Area and City of Nelson Transit will be conducted via a collaborative approach between the RDCK, City of Nelson, City of Castlegar, BC Transit, the operating companies, and other key community stakeholders.

The key contacts are as follows:

### Service Review Partners:

<b>BC Transit:</b>	Lisa Trotter – Senior Manager, Government Relations Alison McDonald – Transit Planner Adriana McMullen – Transit Planner Graham Keehn – Transit Planner
<b>Regional District of Central Kootenay:</b>	Randy Matheson – Research Analyst Tom Dool – Research Analyst (New)
<b>City of Nelson:</b>	Colin McClure – Chief Financial Officer

Ongoing communication with the RDCK Board, City of Nelson, and the WKTC will be valuable at key junctures of the process in order to receive their input and endorsement on the approach, proposed service options and the final service review, prior to implementing approved recommendations.

**Approvals:**

The undersigned agree to the Terms of Reference as outlined above:

On Behalf of the Regional District of Central Kootenay

Name \_\_\_\_\_ Position \_\_\_\_\_

Signature \_\_\_\_\_ Date \_\_\_\_\_

On Behalf of the City of Nelson

Name \_\_\_\_\_ Position \_\_\_\_\_

Signature \_\_\_\_\_ Date \_\_\_\_\_

On Behalf of BC Transit

Name \_\_\_\_\_ Position \_\_\_\_\_

Signature \_\_\_\_\_ Date \_\_\_\_\_

## Appendix A: PUBLIC ENGAGEMENT PLAN

Event	Topic	Est. Timeframe *
Seek Endorsement of the Terms of Reference for the <b>Kootenay Lake West, Castlegar and Area and City of Nelson Service Review</b>	<i>Terms of Reference</i> outlines the objectives, scope, deliverables, approach and timeline for completion	Summer 2018
*Municipal elections* October 20, 2018		
Review and Analysis of the existing system	<ul style="list-style-type: none"> <li>Discussions with key stakeholders</li> <li>Develop project website</li> <li>Analysis of existing transit system</li> <li>Review of data/public input to date</li> <li>Review of local plans</li> </ul>	Fall 2018
Service Options Development	<ul style="list-style-type: none"> <li>Compile draft service and infrastructure priorities and review</li> <li>Prepare existing conditions report for review</li> <li>Review service change proposals with key stakeholders, internal staff and local government officials for comment and feedback</li> </ul>	Fall 2018/Winter 2019
Present Service Options to WKTC, Regional District of Central Kootenay, and City of Nelson as required throughout.	Present draft priorities for information	Winter 2019
Public Engagement	Public open houses and online survey: Present draft priorities and get transit user and resident feedback	Winter/Spring 2018
Presentation to WKTC, Local Government Councils	Update on plan directions, including public engagement summary “what we heard”, and seek endorsement on finalized service options to go into Service Review	Spring/Summer 2019
Completion of the <b>Kootenay Lake West, Castlegar and Area and City of Nelson and City of Nelson Transit Service Review (Transit Future Service Plan)</b>		Summer 2019