DATE: March 10, 2026

PREPARED BY: Levi Megenbir, Manager of Service Planning

SUBJECT: 2026/27 Annual Service Plan

RECOMMENDATION

It is recommended that the Victoria Regional Transit Commission (the "Commission") **APPROVE** the 2026/27 Annual Service Plan.

Attachment(s):

Appendix 1a: 2026/27 Holiday Service Levels

Appendix 1b: 2026/27 Special Fare Days

Appendix 2: Victoria Regional Transit System Routes

Appendix 3: 2026/27 Service Performance Report

EXECUTIVE SUMMARY

The 2026/27 Annual Service Plan outlines operational adjustments and strategic routing updates to maintain service reliability and improve passenger comfort in the absence of new provincial funding for service expansion. Key changes leverage increased double-decker capacity and seasonal scheduling refinements to manage ridership demand, construction impacts, and performance standards across the Victoria Regional Transit System.

PURPOSE

Each year, BC Transit develops an Annual Service Plan for the Victoria Regional Transit System (VRTS) to provide the Commission with a proposal for service changes and improvements over the subsequent fiscal year.

BACKGROUND

In September 2025, via the Three-Year Expansion report, the Commission endorsed 15,000 annual service hours and 3 buses for conventional transit service expansion for the 2026/27 fiscal year, with the following key strategic investment priorities identified:

- Addressing passenger comfort and service reliability challenges

- Supporting Frequent Transit Network improvements

British Columbia's *Budget 2026*, tabled on February 17, did not include provincial funding for the implementation of new service expansion for BC Transit. The 2025/26 conventional service expansion hours have been annualized into 2026/27 with minor adjustments to align with provincial budget targets.[1]

In the absence of service expansion, significant planned increases to the double decker fleet in 2026/27 will help BC Transit manage the most critical passenger comfort and reliability pressures associated with growing ridership, congestion, and reduced speed limits. Deploying more double-deckers on high-frequency routes will increase passenger capacity per trip, enabling the reallocation of up to 3,000 service hours and 2 peak buses for other operational improvements within the system without impacting minimum service standards.

DISCUSSION

The 2026/27 Annual Service Plan was developed using a robust assessment of current system performance (Appendix 3), which supported the development of the plan's priorities and will further inform implementation details.

Table 1 provides an overview of the seasonal service changes planned for the 2026/27 fiscal year along with service improvements already accounted for within the base budget for 2026/27. These proposed service changes are subject to change pending any unforeseen operational or resource challenges. Holiday service levels and special fare days are summarized in Appendix 1.

Service Period	Proposed Service Change	Operational or Strategic
Spring 2026 (April 13, 2026)	• Seasonal service reductions to post-secondary institutions to align with reduced demand, including Routes 4, 7, 12, 14, 15, 21, 26, 39, 51, and 76* • Seasonal service improvements to Routes 70, 72 and 75 to support returning tourism demand for the Swartz Bay ferry terminal and Butchart Gardens • Conduct cyclical on-time performance analysis on Routes 1, 2, 3, 5, 7, 10, 11, 21, 22, 32, 39, 52, 70, 71 and 72 and consider changes for service reliability • Adjustment to select peak-period Route 58 trips to improve access to PEXSISEN Elementary, Centre Mountain Lellum Middle School, and emerging development along Constellation Avenue in Westhills, Langford • Proactive scheduling to alleviate effects from roadway construction projects and/or speed limit reductions (E.g. Shelbourne Street) • Adjustments to the scheduled service levels on routes according to service standards and ridership performance	Operational

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[1] Any required adjustments will target lower ridership seasons and unscheduled operational 'extra hours' to minimize possible impacts.

	• Cost-neutral routing revision on Route 57 in the Thetis Heights neighborhood based on public feedback from the approved West Shore Local Area Transit Plan	Strategic
Summer 2026 (June 29, 2026)	• Seasonal removal of K-12 schools overload and special trips on Routes 4, 6, 7, 8, 12, 17, 21, 22, 26, 27, 35, 39, 52, 57, 58, 59, 60, 61, 72, 81, 82 and 83 • Seasonal summer service increases to Butchart Gardens and BC Ferries on Routes 70 and 75 • Proactive scheduling to alleviate effects from roadway construction projects and/or speed limit reduction • Adjustments to the scheduled service levels on routes according to service standards and ridership performance	Operational
Fall 2026 (September 8, 2026)	• Reinstate regular K-12 and post-secondary seasonal service on Routes 4, 6, 7, 8, 12, 14, 15, 17, 21, 22, 26, 27, 35, 39, 51, 52, 57, 58, 59, 60, 61, 72, 76, 81, 82, and 83 • Conduct cyclical on-time performance analysis on Routes 15, 26, 46, 47, 49, 53, 54, 55, 57, 58, 59, 60, 61, 65 and consider changes for service reliability • Double-decker rightsizing exercise for Routes 15 and 26 to improve passenger comfort and address significant service reliability challenges (up to 3,000 annual service hours and 2 peak buses of reallocation) • Proactive scheduling to alleviate effects from roadway construction projects and/or speed limit reduction • Adjustments to the scheduled service levels on routes according to service standards and ridership performance	Operational
	• Potential cost-neutral adjustments to Victoria International Airport (YYJ) service, pending further Commission direction at the May 12, 2026 meeting	Strategic
Holiday 2026 (December 14, 2026)	• Standard seasonal changes matching service with demand • Proactive scheduling to alleviate effects from roadway construction projects and/or speed limit reduction • Adjustments to the scheduled service levels on routes according to service standards and ridership performance	Operational
Winter 2027 (January 4, 2026)	• Reinstate regular K-12 and post-secondary seasonal service on Routes 4, 6, 7, 8, 12, 14, 15, 17, 21, 22, 26, 27, 35, 39, 51, 52, 57, 58, 59, 60, 61, 72, 81, 82, and 83 • Conduct cyclical on-time performance analysis as required and consider changes for service reliability	Operational

	• Proactive scheduling to alleviate effects from roadway construction projects and/or speed limit reduction • Adjustment to the scheduled service levels on routes according to service standards and ridership performance	

*Route numbers only are provided in the table above; full route names are provided in Appendix 2.

Route Class Changes

BC Transit staff make data-reliant changes to service levels on routes in alignment with the service standards and performance guidelines included within the 2013/14 Service Review. Changes to service levels within a route's service standards[2] (associated with its route class) can be made without direct VRTC approval. For this reason, changes to route class are approved by the Commission as part of the Annual Service Plan. The following routes are recommended for classification change as part of the 2025/26 Annual Service Plan:

- Route 38 to be established in Winter 2026 as a Local Transit Network Ridership (LTN-R) service.
- Route 40 to be established in Winter 2026 as a Local Transit Network Ridership (LTN-R) service.
- Route 51X is replacing Route 51 to be established in Winter 2026 as a Targeted transit service (name change to better match existing Express Stop Spacing).

Prepared by: Levi Megenbir

Title: Manager of Service Planning   Date: February 20, 2026

Reviewed by: Christy Harrold

Title: Vice-President, Strategy, Planning and Public Affairs   Date: February 25, 2026

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[2] The Rapid Transit Network (RTN) and Frequent Transit Network (FTN) are both targeted to operate with a minimum frequency of every 15 minutes between 7:00 a.m. and 10:00 p.m. The Local Transit Network Ridership (LTN-R) is targeted to operate with 30- minute minimum frequency on weekday and Saturday peak periods, and hourly for all other service periods. Local Transit Network Coverage (LTN-C) is targeted to operate at a 120-minute minimum frequency, although service levels can be significantly higher based on ridership performance.

Appendix 1a – 2026/27 Holiday Service Levels

Date	Holiday	Service Level
December 25, 2025 (Thursday)	Christmas Day	Sunday
December 26, 2025 (Friday)	Boxing Day	Saturday
December 31, 2025 (Wednesday)	New Year's Eve	Weekday (+ Late-night service)
January 1, 2026 (Thursday)	New Year's Day	Sunday
February 16, 2026 (Monday)	Family Day	Saturday (No late-night service + No Route 76)
April 3rd, 2026 (Friday)	Good Friday	Sunday (reversed Route 76)
April 6, 2026 (Monday)	Easter Monday	Saturday (No late-night service + Route 76)
May 18, 2026 (Monday)	Victoria Day	Sunday
July 1, 2026 (Wednesday)	Canada Day	Saturday (No late-night service w/ operational overloads)
August 3, 2026 (Monday)	BC Day	Sunday
September 7, 2026 (Monday)	Labour Day	Sunday (Summer) + Route 76
September 30, 2026 (Wednesday)	National Day for Truth & Reconciliation	Sunday + No Route 76
October 12, 2026 (Monday)	Thanksgiving	Sunday (Incl. Route 76)
November 11, 2026 (Wednesday)	Remembrance Day	Sunday + No Route 76
December 25, 2026 (Friday)	Christmas Day	Sunday
December 26, 2026 (Saturday)	Boxing Day	Saturday
December 31, 2026 (Thursday)	New Year's Eve	Weekday (+ Late-night service)
January 1, 2027 (Friday)	New Year's Day	Sunday

Appendix 1b: Special Fare Days[3]

Date	Special Fare Day(s)	Details
April 22, 2026 (Wednesday)	Earth Day	Complimentary transit for all riders
June 5, 2026 (Friday)	Clean Air Day	Complimentary transit for all riders
Early Sept.- Early Oct. 2026 (exact dates to be determined)	Fall Go By Bike Week	Complimentary transit for riders using the bike rack and/or carrying a bike helmet
September 30, 2026 (Wednesday)	National Day for Truth and Reconciliation	Complimentary transit for all Indigenous Peoples.
November 11, 2026 (Wednesday)	Remembrance Day	Complimentary transit for all current retired armed forces members and police officers in uniform
December 31, 2026 (Thursday)	New Year's Eve	Complimentary transit after 6pm
February 2027 (exact dates to be determined)	Winter Go By Bike Week	Complimentary transit for riders using the bike rack and/or carrying a bike helmet
October 17th, 2026 (Saturday)	Election Day (Municipal)	Complimentary transit for riders

Appendix 2 - Victoria Regional Transit System Routes

#	Route Name	Service Type	Area
1	South Oak Bay/Downtown	Local Transit - Coverage	Core
2	James Bay/South Oak Bay	Local Transit - Ridership	Core
3	James Bay/Royal Jubilee	Local Transit - Ridership	Core
4	UVic/Downtown	Frequent Transit (Planned)	Core
5	James Bay/Willows	Local Transit - Ridership	Core
6	Royal Oak Exchange/Downtown	Frequent Transit (Planned)	Core
7	UVic/Downtown	Local Transit - Ridership	Core
8	Interurban/Tillicum Centre/Oak Bay	Local Transit - Ridership	Core
9	Royal Oak/UVic	Local Transit - Ridership	Core
10	James Bay/Royal Jubilee	Local Transit - Coverage	Core
11	Tillicum Centre/UVic	Frequent Transit (Planned)	Core
12	University Heights/UVic	Local Transit - Ridership	Core
14	Vic General/UVic	Frequent Transit (Planned)	Core
15	Esquimalt/UVic	Frequent Transit (Planned)	Core
17	Cedar Hill	Targeted Routes	Core
21	Interurban/Downtown	Local Transit - Ridership	Core
22	Vic General/Hillside Centre	Local Transit - Ridership	Core
24	Cedar Hill/Tillicum Centre	Local Transit - Ridership	Core
25	Maplewood/Tillicum Centre	Local Transit - Ridership	Core
26	Dockyard/UVic	Frequent Transit (Planned)	Core
27	Gordon Head/Downtown	Frequent Transit (Planned)	Core
28	Majestic/Downtown	Frequent Transit (Planned)	Core
30	Royal Oak Exchange/Downtown	Local Transit - Ridership	Core
31	Royal Oak Exchange/Downtown	Frequent Transit (Planned)	Core
32	Cordova Bay/Royal Oak Exchange	Local Transit - Coverage	Core
35	Ridge	Local Transit - Ridership	Core
38	Westhills/Interurban/Royal Oak	Local Transit - Ridership	Westshore
39	UVic/Royal Oak/Interurban	Local Transit - Ridership	Core
40	Dockyard/UVic via Admirals/McKenzie	Local Transit - Ridership	Core
43	Royal Roads via Belmont Park	Local Transit - Coverage	Westshore
46	Dockyard/Westhills	Local Transit - Coverage	Westshore
47	Goldstream Meadows/Downtown	Targeted Routes	Westshore
48	Happy Valley/Downtown	Targeted Routes	Westshore
49	Skirt Mountain/Langford Exchange	Local Transit – Coverage	Westshore

51X	Westhills/UVic	Targeted Routes	Westshore
52	Colwood Exchange/Bear Mountain	Local Transit – Ridership	Westshore
53	Vic General/Langford Exchange	Local Transit - Coverage	Westshore
54	Metchosin/Langford Exchange	Local Transit - Coverage	Westshore
55	Happy Valley/Langford Exchange	Local Transit - Coverage	Westshore
57	Thetis Heights/Langford Exchange	Local Transit - Coverage	Westshore
58	Goldstream Meadows/Langford Exchange	Local Transit - Ridership	Westshore
59	Triangle Mountain/Langford Exchange	Local Transit - Coverage	Westshore
60	Wishart/Langford Exchange	Local Transit - Coverage	Westshore
61	Sooke/Langford/Downtown	Local Transit - Ridership	Westshore
63	Otter Point	Local Transit - Coverage	Westshore
64	Langford Exchange/Sooke via E Sooke and Beecher Bay	Local Transit - Coverage	Westshore
65	Sooke/Downtown via Westhills	Targeted Routes	Westshore
70	Swartz Bay/Downtown	Regional Route	Peninsula
71	Swartz Bay/Downtown	Targeted Routes	Peninsula
72	Swartz Bay/Downtown	Local Transit - Ridership	Peninsula
75	Saanichton/Royal Oak/Downtown	Local Transit - Ridership	Peninsula
76	UVic/Swartz Bay		Peninsula
81	Brentwood/Saanichton/Sidney/Swartz Bay	Local Transit - Coverage	Peninsula
82	Sidney/Saanichton via Stautw	Local Transit - Coverage	Peninsula
83	Sidney/Brentwood/Royal Oak	Local Transit - Coverage	Peninsula
85	North Saanich	Local Transit - Coverage	Peninsula
87	Saanichton/Sidney via Dean Park	Local Transit - Coverage	Peninsula
88	Airport/Sidney	Local Transit - Coverage	Peninsula
95	Langford/Downtown	Rapid Transit	Westshore

Appendix 3 – 2026/2027 Annual Service Performance Report

1. **Introduction**

The annual Transit Service Performance Report serves as an essential tool for monitoring ridership patterns, passenger crowding, service reliability, and highlighting emerging needs across the network. By examining 2024/2025 ridership and utilization in comparison with previous fiscal year and broader historical trends, the report offers the data and insights necessary to guide planning and operational service investment decisions that align with the objectives of the 2026/2027 Annual Service Plan.

1.1. **Data**

Ridership information is collected through Automated Passenger Counter (APC) units, which are in place on over 60 percent of the buses assigned to the Victoria Region's conventional fleet. This system counts the number of passengers boarding and disembarking from a vehicle. Passenger counts from the APC are matched to stop events based on Automated Vehicle Location (AVL) and door opening events, which allows the system to assign ridership accurately to each stop and trip. Ridership Maximum passenger load data, when compared against vehicle's capacity, can also indicate the level of *Passenger Comfort* on each trip.

Pass-up information is self-reported estimates by the Transit Operator when customers are not picked up due to the bus being full. It measures how often operated trips on a bus route exceed crush load capacity and acts as a secondary measure of passenger comfort levels.

Service level information is the average headway between scheduled trips; it indicates how well a route meets BC Transit's minimum service frequency guidelines.

On-time performance data is collected through the Automatic Vehicle Location (AVL) units (often integrated with APC units) available on the buses. It measures how effectively on-road performance is adhering to the schedule.

1.2. **External Factors**

In addition to service changes, there are a number of external factors that may affect transit ridership. Some of these include fare increases, changing fuel prices, changing community economics, land use changes and major interruptions, such as the COVID-19 pandemic.

2. **Performance Indicators Trend**

Drawing on the data sources outlined above, this report presents key performance indicators at both the system and route level. Together, these measures provide insight into how effectively transit resources are being used, how well service meets demand and standards, and where adjustments may be needed to improve overall system performance.

- **Ridership Performance** reflects the average number of boardings per service hour (measured as trip durations only, excluding layover and deadhead times), providing a measure of how efficiently transit resources are utilized across the network.
- **Passenger Comfort Performance** measures the percentage of trips operating within BC Transit's Capacity Guideline, helping to identify where overcrowding occurs and where additional resources may be required.
- **Service Level Performance** evaluates the average headway between scheduled trips during different periods of the day (e.g., morning peak, midday), indicating how well service frequency aligns with travel demand patterns and BC Transit's minimum service level guidelines.
- **Pass-Up Performance** tracks the proportion of passengers unable to board due to capacity constraints by number of trips operated, offering a direct measure of service reliability and passenger experience.
- **On-Time Performance** assesses the proportion of trips departing a timing point within one minute early to three minutes late of the scheduled time, providing a key indicator of service reliability and schedule adherence**.**

2.1. Ridership Performance

Ridership Performance Trend

Since the COVID-19 period in 2020, boardings per service hour (BPSH) have risen significantly, showing steady year-over-year growth. By end of 2024, this figure reached 58.53 BPSH – representing a 17.6 per cent increase from the previous year and 21.2 per cent from pre-covid. Notably, this improvement in ridership productivity has been achieved with relatively stable levels of annual service hours, demonstrating increased efficiency and stronger demand for transit service without major expansions in operating resources.

In Spring 2024, BC Transit transitioned its APC data provider, introducing real-time enabled ridership data with a higher sampling rate that reduces the need for estimation. However, this transition may have contributed to noticeable increases in reported ridership figures due to the inclusion of outlier data. We are currently developing a smoothing model to better account for these anomalies and ensure data consistency across reporting periods.

Overall, ridership growth in recent years has not only fully recovered from the COVID downturn but also has outpaced the level of investment made in areas such as fleet expansion and service increases, given the limits of available funding and resources. As demand continues to rise faster than our ability to respond, the gap between customer needs and the service we can provide continues to widen.

Figure 1. System-Wide Ridership performance trend

Previous year's Ridership Performance

The chart below presents an overview of system-wide ridership performance by service change periods, measured in boardings per service hour relative to annual service hours provided (weekdays and weekend combined). In Spring 2024, the system achieved a productivity level of 60.3 boardings per service hour with approximately 130,000 annual in-service hours (not including layover and deadhead time), reflecting strong utilization of service. During Summer 2024, ridership performance declined modestly to 57.71 boardings per service hour, coinciding with a seasonal reduction in service supply to just over 110,000 annual in-service hours. Productivity reached its highest level in Fall 2024, with 60.71 boardings per service hour supported by nearly 170,000 annual hours, demonstrating efficient use of the expanded service offering.

The Holiday 2024 period marked a notable decline as expected, with boardings per service hour falling to 50.06 despite a significant reduction in service hours, indicating weakened seasonal demand during this interval. In Winter 2025, service hours increased slightly more than Fall 2024; however, productivity decreased to 55.45 boardings per service hour. This suggests that while service levels were maintained, demand during the winter season did not sustain the same level of efficiency observed in the fall. To address this, we will explore potential service optimizations for the Winter 2027 period, considering slight seasonal reduction of service level on routes with relatively lower performance, while still ensuring adherence to their minimum service level guidelines.
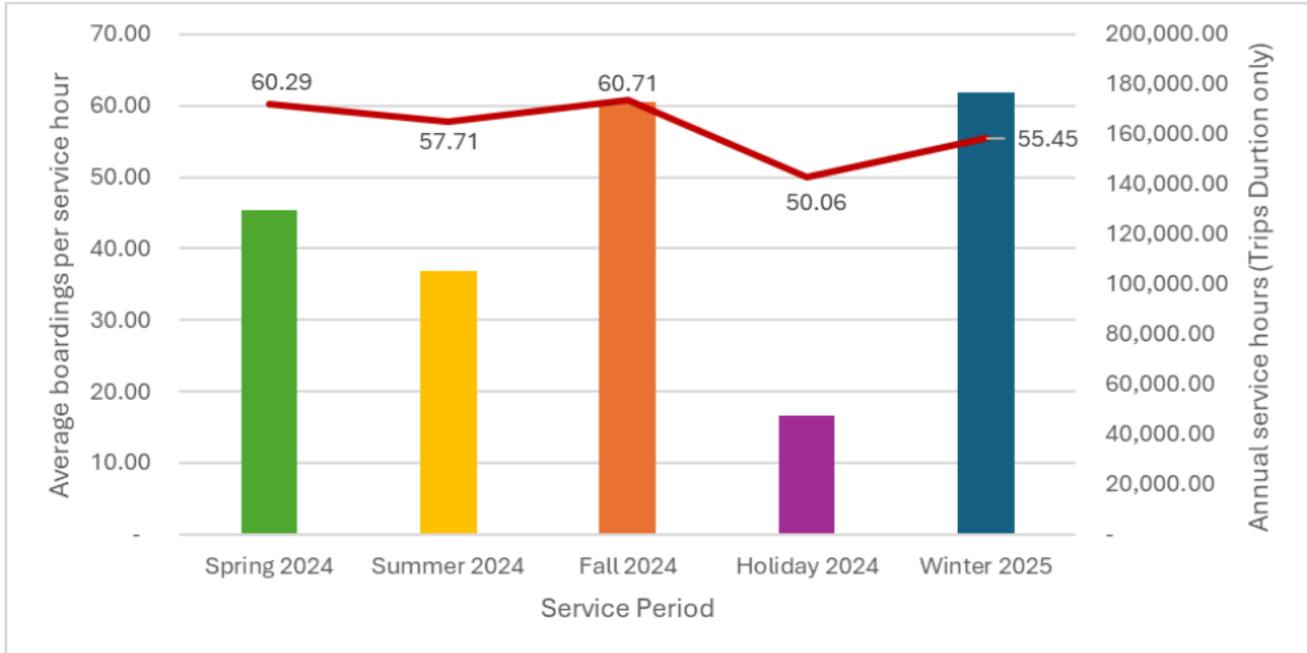
Figure 2. System-Wide Annual Ridership performance

Ridership performance by route class

Ridership performance over the past fiscal year, measured in boardings per service hour (BPSH), demonstrates clear differences across route classes. System-wide, the strongest growth continues to occur along corridors providing rapid and frequent service. Most route classes exceed their established performance guidelines (RTN and FTN: 55 BPSH, LTN-R: 40 BPSH, LTN-C: 20 BPSH), except for Targeted routes, which fall short of the 60 BPSH standard.

RTN routes display a distinct seasonal pattern, reaching their highest productivity in the summer before declining in the fall, largely due to seasonal reduction of tourism demand on Route 70. By contrast, all other route classes peak during the fall, with spring generally representing the second-strongest performance period.

LTN-C routes remain the lowest-performing category overall but show minimal seasonal variation, with only marginal improvement during the fall peak. Targeted routes perform at a moderate level but mirror the broader system trend of peaking in the fall and declining through the winter, reinforcing the role of seasonal demand patterns in shaping ridership outcomes across the network.
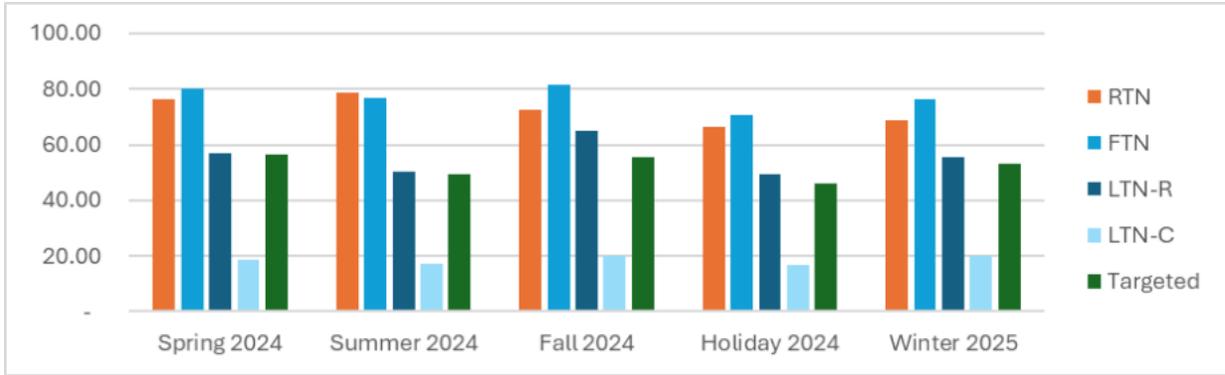
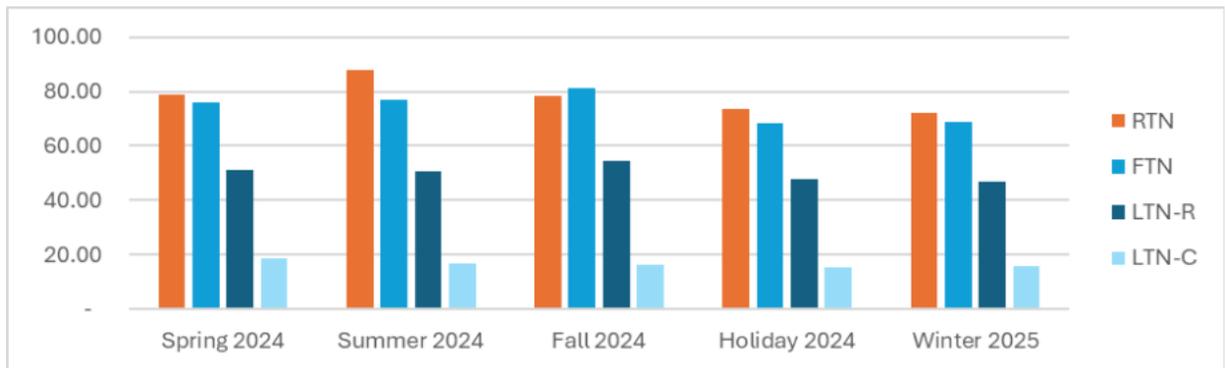*Figure 3. Weekday Average Ridership Performance by Route Classes*

Figure 4. Weekend Average Ridership Performance by Route Classes

2.2. Passenger Comfort and Pass Ups Performance

Previous year's passenger comfort performance

Across the past fiscal year, system-wide passenger comfort performance remained consistently high, with 94–95 per cent of trips meeting BC Transit's Capacity Guideline. This indicates that the vast majority of trips operated within acceptable comfort thresholds; however, it also highlights a persistent gap relative to the current 99 per cent target. This shortfall can be partly attributed to significant ridership growth that has outpaced recent service investments, as well as to instances where trips were operated using smaller vehicle types than originally scheduled (for example, a heavy-duty bus being assigned in place of a double-decker). These substitutions, often due to fleet availability or maintenance constraints, have limited improvements in passenger comfort over time.
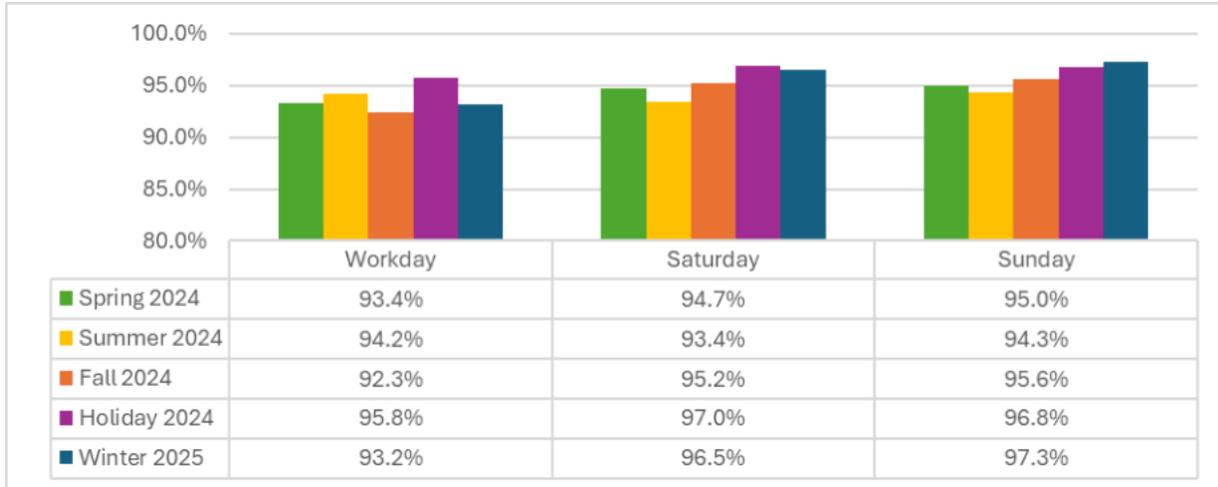
	Workday	Saturday	Sunday
■ Spring 2024	93.4%	94.7%	95.0%
■ Summer 2024	94.2%	93.4%	94.3%
■ Fall 2024	92.3%	95.2%	95.6%
■ Holiday 2024	95.8%	97.0%	96.8%
■ Winter 2025	93.2%	96.5%	97.3%

Figure 5. System-Wide Passenger Comfort Performance by Service Day

Passenger comfort performance by route class

Across the 2024/2025 fiscal year, system-wide passenger comfort performance remained high but continued to fall short of BC Transit's 99 per cent Capacity Guideline, indicating growing pressure on key corridors as ridership increases.

The LTN-C routes consistently demonstrated good performance across all service periods, averaging between 98.6 per cent and 99.1 per cent, thereby exceeding or meeting the guideline. This suggests that services within local neighborhoods are well-matched to local demand and vehicle capacity, with minimal crowding.

Conversely, the RTN and FTN routes exhibited the lowest comfort levels, falling well below target during peak periods. RTN comfort levels dropped from 90.2 per cent in Spring 2024 to 84.2 per cent in Winter 2025, while FTN performance ranged between 89 per cent and 91 per cent throughout the year. These figures highlight persistent passenger crowding, especially during the Fall and Winter periods, when ridership demand is high and service hours are largely stable.

LTN-R routes also showed moderate declines in comfort (falling to 89.2 per cent in Fall 2024), indicating that local transit routes are also witnessing increased demand.

Overall, these patterns demonstrate that capacity pressures are concentrated on high-frequency, high-demand corridors within the RTN, FTN and LTN-R networks. While system-wide comfort performance remains above 90 per cent, the inability to reach the 99 per cent target suggests that recent ridership growth has begun to outpace service investment, resulting in recurring overcrowding on high-demand routes.
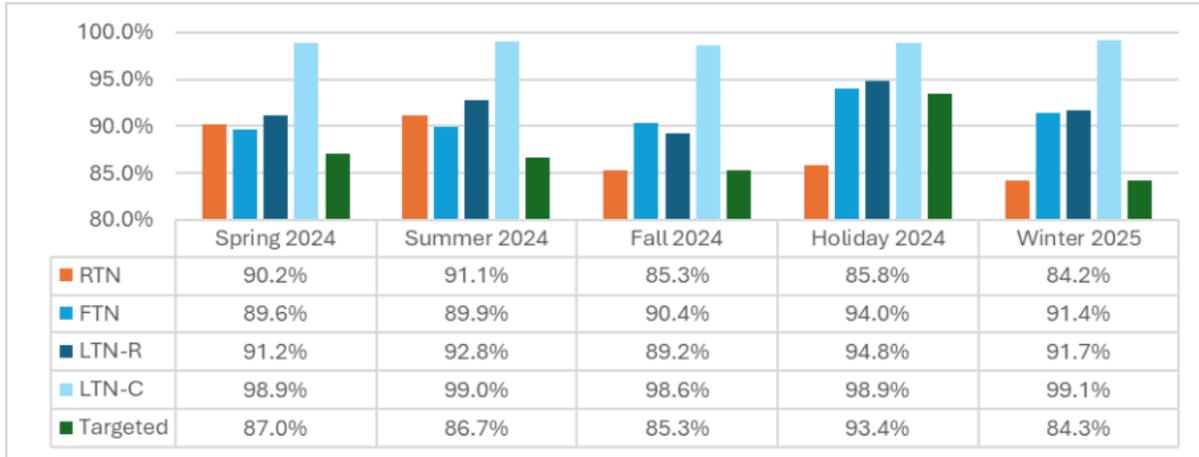
	Spring 2024	Summer 2024	Fall 2024	Holiday 2024	Winter 2025
RTN	90.2%	91.1%	85.3%	85.8%	84.2%
FTN	89.6%	89.9%	90.4%	94.0%	91.4%
LTN-R	91.2%	92.8%	89.2%	94.8%	91.7%
LTN-C	98.9%	99.0%	98.6%	98.9%	99.1%
Targeted	87.0%	86.7%	85.3%	93.4%	84.3%

Figure 6. Passenger Comfort Performance by Route Classes (Weekday)

Passenger comfort performance on weekends, although relatively higher than weekdays, also shows some year-round crowding issues, particularly on RTN and FTN routes
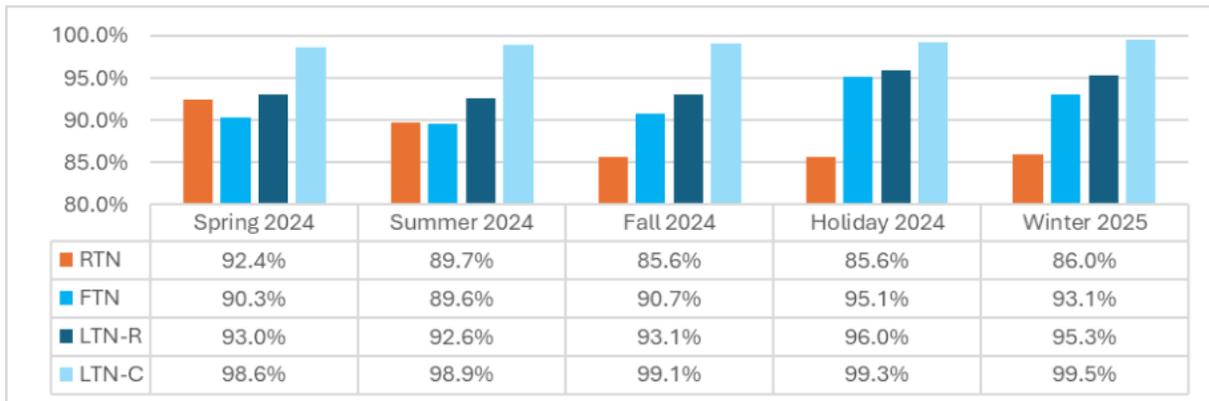

	Spring 2024	Summer 2024	Fall 2024	Holiday 2024	Winter 2025
RTN	92.4%	89.7%	85.6%	85.6%	86.0%
FTN	90.3%	89.6%	90.7%	95.1%	93.1%
LTN-R	93.0%	92.6%	93.1%	96.0%	95.3%
LTN-C	98.6%	98.9%	99.1%	99.3%	99.5%

Figure 7. Passenger Comfort Performance by Route Classes (Weekend)

Pass Ups Performance (% of Pass Ups per trips operated)

Pass-up performance, based on self-reported estimates from Transit Operators, identifies periods and route classes where additional service investment or vehicle rightsizing may be required. The pass-up percentage represents the total number of passengers not picked up divided by the total number of trips operated. Pass-up data can serve as a secondary indicator of passenger comfort, supporting the findings presented in the previous section of this report. In addition, pass-up data can be used as a tiebreaker when determining investment priorities between two routes that exhibit similarly low passenger comfort performance.
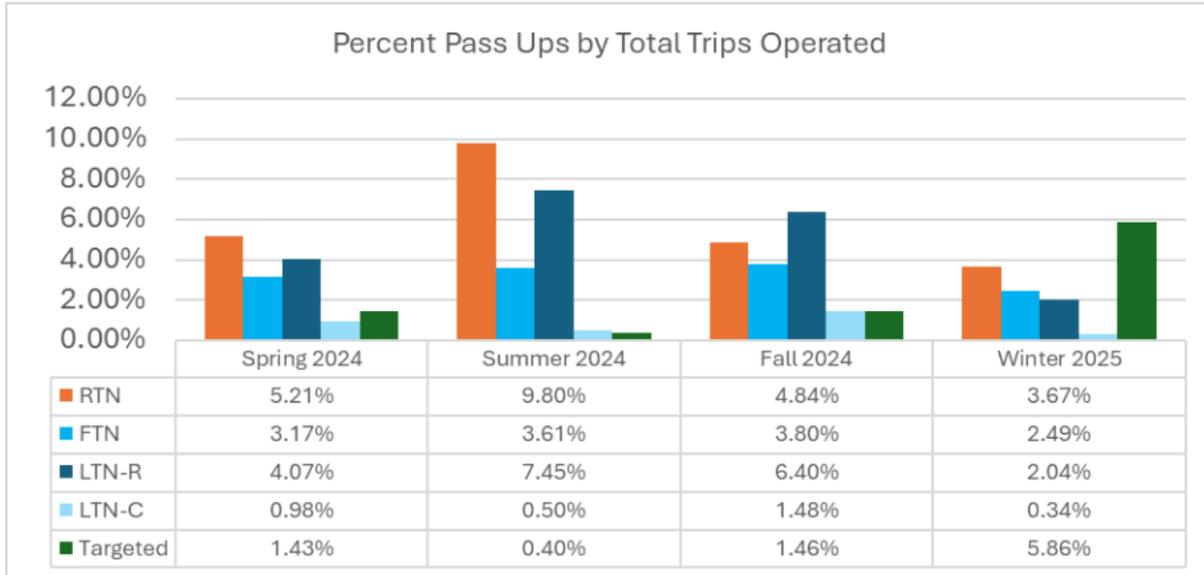
Percent Pass Ups by Total Trips Operated

	Spring 2024	Summer 2024	Fall 2024	Winter 2025
RTN	5.21%	9.80%	4.84%	3.67%
FTN	3.17%	3.61%	3.80%	2.49%
LTN-R	4.07%	7.45%	6.40%	2.04%
LTN-C	0.98%	0.50%	1.48%	0.34%
Targeted	1.43%	0.40%	1.46%	5.86%

Figure 8. Pass Ups Performance by Route Class

RTN routes experienced the highest levels of pass-ups, particularly during Summer 2024, peaking at 9.8 per cent. (largely contributed by Routes 70). Even in lower-demand seasons, such as Winter 2025, pass-ups remained elevated at 3.67 per cent. FTN routes also reported notable pressure, with pass-ups by total trips ranging between 2.5 per cent and 3.8 per cent across the year, and peaking at 3.8 per cent in Fall 2024, reinforcing year-round investment needs on both route classes.

Similarly, LTN-R routes also showed notable pass-ups, reaching 7.45 per cent in Summer 2024 and 6.40 per cent in Fall 2024. These figures are relatively high for local transit routes and suggest that some LTN-R services are absorbing overflow demand from FTN or RTN corridors.

LTN-C routes consistently recorded the lowest pass-ups levels, remaining below 1.5 per cent in all service periods, indicating minimal passenger comfort and crowding issues.

Targeted routes generally experienced limited pass-ups, except for a sharp increase to 5.9 per cent in Winter 2025. This spike is largely attributable to the reintroduction of Route 76 UVic/Swartz Bay, indicating high student demands for this Route.

Overall, these results indicate that RTN, FTN and LTN-R routes should be prioritized for investment and vehicle-right sizing, especially during Summer and Fall, when comfort and pass-up performance indicate capacity strain. Some level of service optimizations during the Winter can be explored by reallocating underused capacity to high-demand routes.

2.3. Service Level Performance

Service level performance, measured as variance from the minimum service level guideline, shows that most routes operate either slightly below or above the required headway during weekday peak periods. A small number of routes, however, fall significantly below guideline standards, including Routes 31, 43, 70 and 82.

The lower performance on Route 31 reflects the recent reclassification of Route 30 from an FTN to an LTN-R route. Previously, Routes 30 and 31 were assessed together since they operate along a shared corridor, and their combined headways met the minimum service requirement (similar to Routes 24/25 and 27/28). Under the new approach, they are evaluated separately, so Route 31 alone falls behind FTN standards. To address this, we have a long-term plan to enhance service level on Route 31 to better meet FTN standards.

Route 43's service level has consistently remained below LTN-C standards due to the route's limited off-peak trips, which primarily provide student connectivity between the Royal Roads University campus and Colwood Exchange. There are long-term plans to either phase out or redesign the routing of this service.

Route 70, while currently classified as an RTN with a 15-minute minimum frequency threshold due to its designation as the future Peninsula Rapid Bus, continues to operate on an hourly schedule, with additional 70X trips to Downtown, to align with ferry arrival and departure times. If the new Express Route Classification is endorsed by the public through the Victoria Regional Transit Plan 2026, the long-term plan is to reclassify this route as an Express route, to better reflect its actual service level and route design.

Finally, Route 82, which currently operates with very limited frequency, is scheduled for discontinuation and will be replaced by a revised Route 87 in Winter 2026. Overall, the analysis demonstrates that while most routes operate within an acceptable range of service level guidelines, targeted adjustments are required to address these specific exceptions.
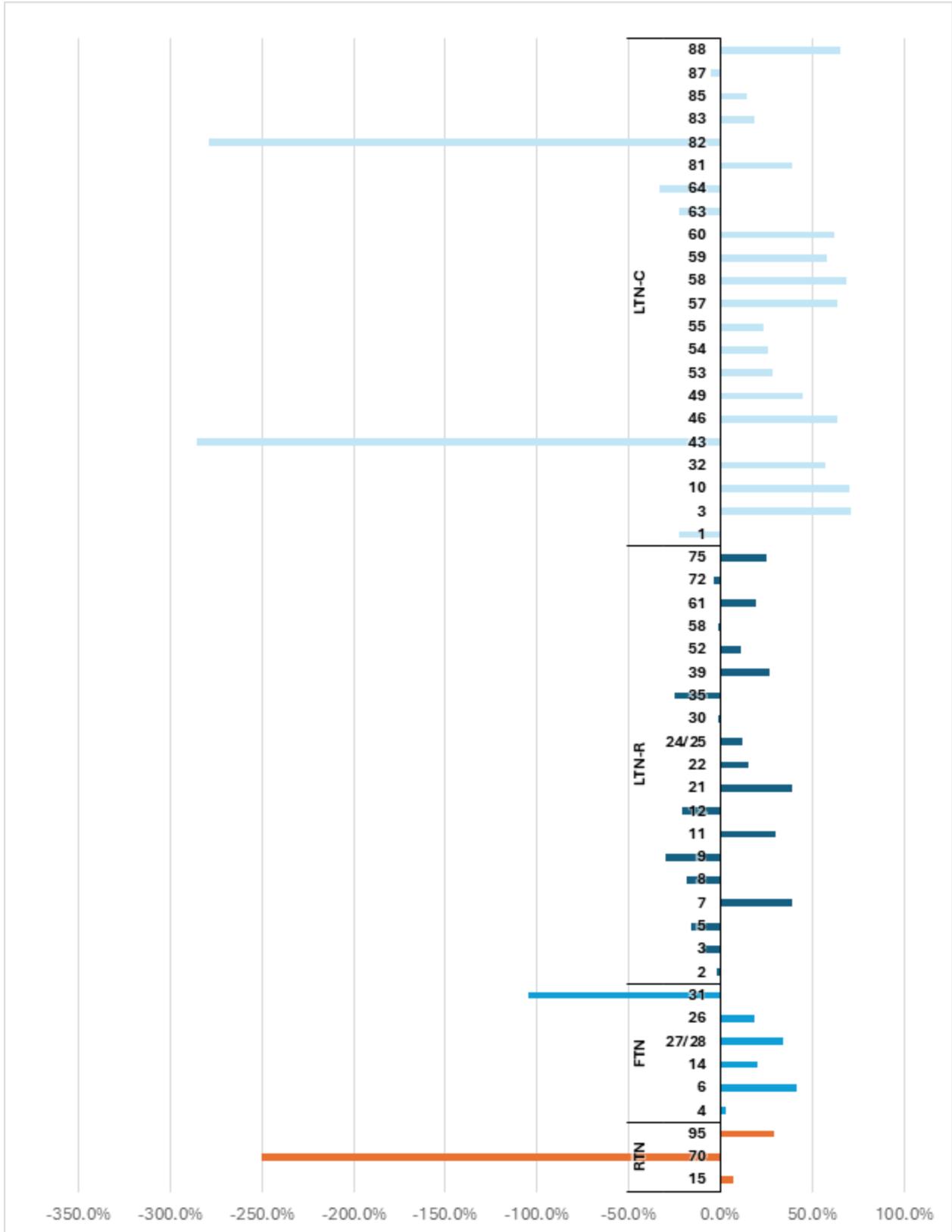
Figure 9. Weekday Peak Service Level Performance (Route-level)

Analysis of weekend service levels in figure 10 below indicates that a significant number of LTN-R and FTN routes are currently operating below their minimum service standards during peak periods. This shortfall largely reflects service reductions and optimization measures introduced during the COVID-19 pandemic (2020/2021) and the vehicle shortage in Fall 2024, which have not yet been fully reinvested or restored due to ongoing resource constraints and other competing priorities.

RTN and LTN-C routes generally remain closer to or above their minimum thresholds, while LTN-R and FTN routes display the greatest gaps, highlighting areas where weekend service is less frequent than required. To begin addressing these deficiencies, targeted weekend service improvements for Routes 15 and 26 have already been identified in the 2025/2026 work plan. However, more substantial reinvestment will be required to close the remaining gaps and ensure that weekend service levels across the network align more closely with established guidelines and ridership demand, particularly on FTN routes.
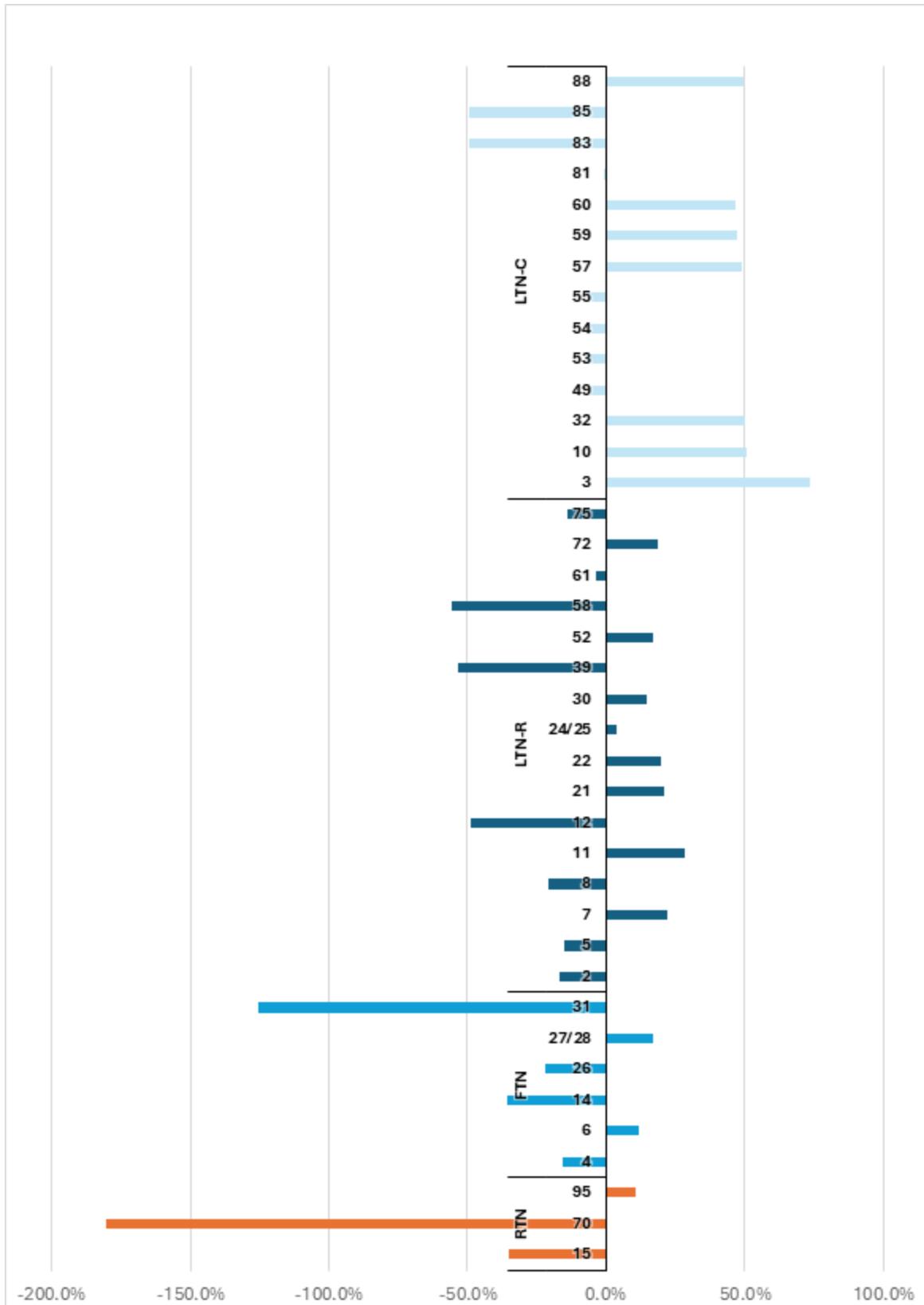
Figure 10. Weekend Peak Service Level Performance (Route level)

2.4. On-time performance

Previous year's On-time performance

On-time performance (OTP) measures the proportion of trips departing a timing point within one minute early to three minutes late of the scheduled time, serving as a key indicator of service reliability and schedule adherence. As illustrated in Figure 11, system-wide OTP remained below the 70 per cent target throughout the previous fiscal year but demonstrated gradual improvement across service periods. Weekday OTP increased from around 61 per cent in Spring and Fall 2024 to 65.6 per cent in Winter 2025, while weekend performance showed a similar upward trend, rising from 63–65 per cent in earlier periods to 68.4 per cent in Winter 2025. Although still slightly below the target, this consistent improvement reflects the impact of recent scheduling adjustments and operational initiatives aimed at significantly reducing the number of trips departing earlier than scheduled, thereby enhancing overall service reliability.

	Workday	Weekend
■ Spring 2024	61.8%	65.4%
■ Summer 2024	62.0%	63.6%
■ Fall 2024	61.3%	65.3%
■ Holiday 2024	61.6%	67.3%
■ Winter 2025	65.6%	68.4%

Figure 11. System On-Time Performance by Service Period

On-time performance by route class

Figure 12 presents weekday on-time performance (OTP) by route class, illustrating how reliability varied across the network throughout 2024 and into Winter 2025.

RTN routes consistently recorded the lowest OTP among all classes, ranging from 49.3 per cent in Summer 2024 to 53.7 per cent in both Holiday and Winter 2025 periods. These figures remained well below the 70 per cent system target, largely reflecting the operational challenges of high-frequency, high-demand corridors where congestion, passenger volumes, and limited recovery time can significantly affect schedule adherence.

FTN routes performed moderately better, maintaining OTP levels between 60 per cent and 63 per cent during most of 2024 and improving to 65.6 per cent in Winter 2025. Despite falling slightly short of the 70 per cent target, this improvement suggests the effectiveness of schedule adjustments and increased focus on managing early departures, which helped stabilize service reliability on these busy, high-frequency corridors.

LTN-R routes showed relatively consistent yet sub-target performance, fluctuating between 61 per cent and 63 per cent across the reporting periods. These routes typically serve dense urban areas with variable traffic conditions and high passenger turnover, both of which contribute to schedule variability. Incremental improvements observed in Winter 2025 indicate progress, though further adjustments to running times and recovery periods may be needed to reach the 70 per cent target.

LTN-C routes achieved the highest and most stable OTP performance of all classes, improving from 63.5 per cent in Spring 2024 to 72.8 per cent in Winter 2025—exceeding the system target for the first time during the period. This strong performance reflects the benefits of refined scheduling practices, lower passenger volumes, and less exposure to congestion compared to other classes.

Overall, while OTP improved across all route classes in Winter 2025, most continued to perform below the 70 per cent target. Traffic congestion, roadway construction and road diet implementations, speed limit reductions, and the persistent challenge of accurately scheduling routes amid weekday runtime variability remain key barriers to achieving higher reliability. Continued focus on proactive scheduling strategies, enhanced data monitoring, and targeted on-time performance initiatives will be essential to sustaining and building upon recent improvements in future service periods.
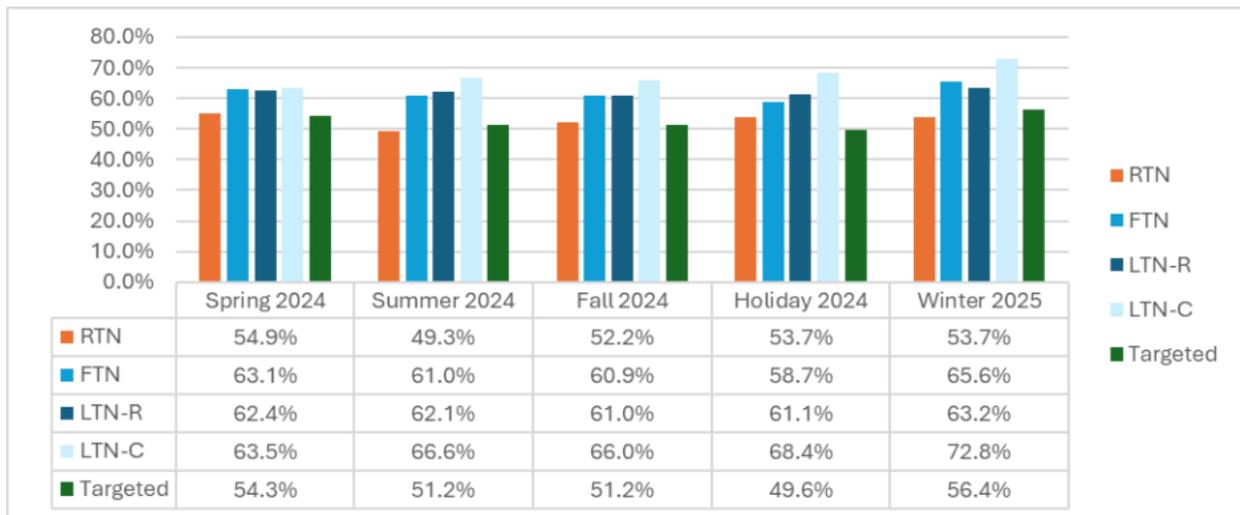
	Spring 2024	Summer 2024	Fall 2024	Holiday 2024	Winter 2025
RTN	54.9%	49.3%	52.2%	53.7%	53.7%
FTN	63.1%	61.0%	60.9%	58.7%	65.6%
LTN-R	62.4%	62.1%	61.0%	61.1%	63.2%
LTN-C	63.5%	66.6%	66.0%	68.4%	72.8%
Targeted	54.3%	51.2%	51.2%	49.6%	56.4%

Figure 12. Weekday On-Time Performance by Route Class

As shown in Figure 13, weekend on-time performance (OTP) was generally higher than weekday performance across all route classes, reflecting reduced traffic congestion and more predictable travel conditions. LTN-C routes achieved the highest OTP, improving steadily from 66.7 per cent in Spring 2024 to 74.2 per cent in Winter 2025, consistently exceeding the system target of 70 per cent. FTN and LTN-R routes also performed well, reaching 69.3 per cent and 67.0 per cent, respectively, by Winter 2025.

In contrast, the Rapid Transit Network (RTN) continued to perform below target, although it improved from 45.2 per cent in Summer 2024 to 55.9 per cent in Winter 2025. The lower

weekend performance on RTN routes was largely driven by ferry delays affecting Route 70, which directly impacts schedule adherence between Swartz Bay and Downtown Victoria.

Overall, weekend OTP showed a positive upward trend across all route classes, supported by smoother operating conditions and continued schedule refinements.
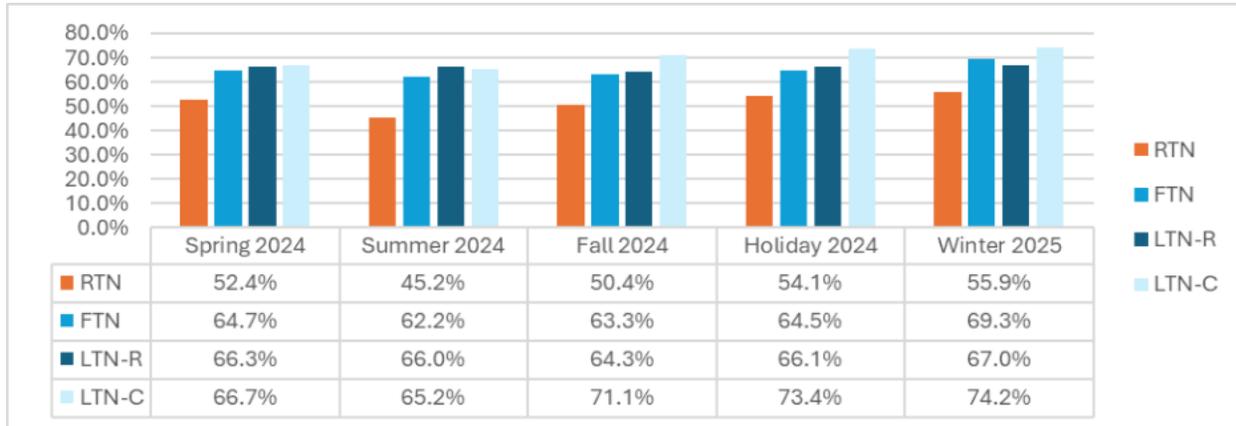

	Spring 2024	Summer 2024	Fall 2024	Holiday 2024	Winter 2025
RTN	52.4%	45.2%	50.4%	54.1%	55.9%
FTN	64.7%	62.2%	63.3%	64.5%	69.3%
LTN-R	66.3%	66.0%	64.3%	66.1%	67.0%
LTN-C	66.7%	65.2%	71.1%	73.4%	74.2%

Figure 13. Weekend On-Time Performance by Route Class

3. Recommended Service Improvements and Optimizations

In September 2025, the Commission approved 15,000 service hours and 3 additional buses for 2026/2027 service expansion. Although the Province did not approve their share of this expansion, staff had previously identified the majority of these service hours for operational improvements, focusing on service reliability, passenger comfort and mitigating passenger pass ups. According to the key performance indicators above, the top operational service recommendations would have included the following:

- Service Level Optimization on Routes 14 in Winter 2027 to better match reduced seasonal ridership performance in relation to other service periods.
- Service Level Improvements on Routes 6, 8, 27, 28, 72 and 95 to better match increasing seasonal ridership performance.
- Weekend Service Level Improvement on Route 15 and 26 to better meet FTN service level guidelines
- The High-Capacity fleet is anticipated to return to its full peak book-out of 60 to 65 vehicles by Fall 2026. Routes 4, 15 and 26 will be rescheduled to fully accommodate this vehicle type. Minor service level adjustments will be made to match increased vehicle capacity. As a result, vehicle and resource savings from these adjustments will be reallocated to high performance routes that do not meet their minimum service levels or passenger comfort targets.
- Secondary candidates for High-Capacity vehicle upsizing in Fall 2026 include targeted trips with significant demand (e.g. Routes 51 and 61).
- Proactive run-time adjustments to ensure On-time performance on routes that are anticipated to be affected major roadway constructions projects.

Although the expansion-oriented priorities are not feasible for 2026/27, the high-capacity fleet adjustments and associated reallocations are still possible.

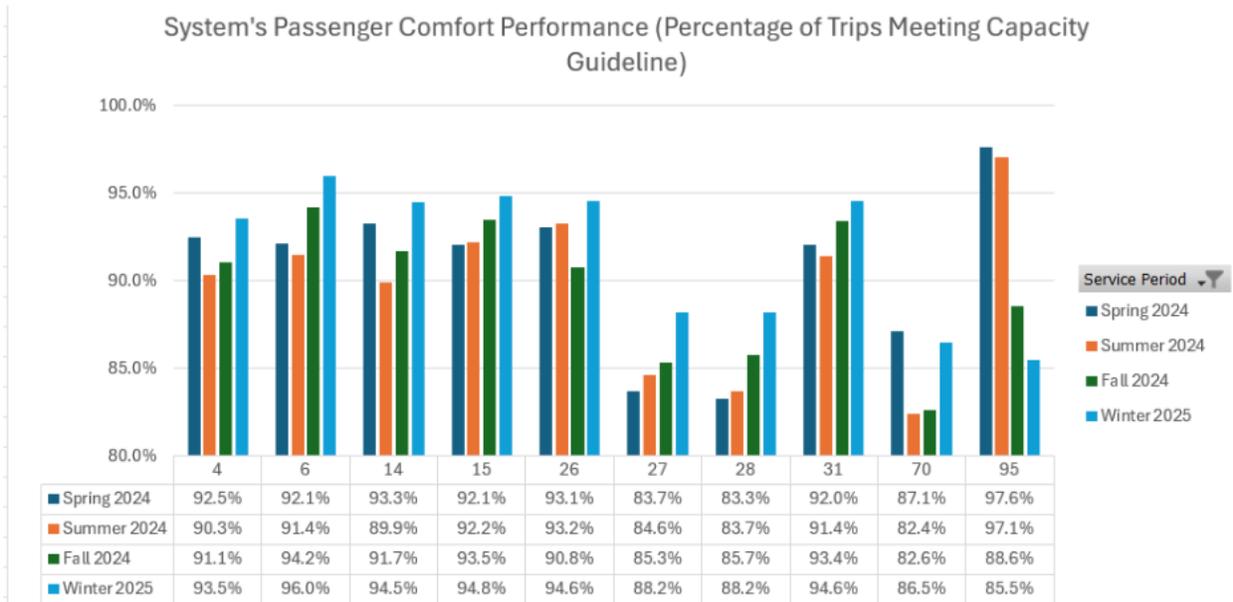## 2026/2027 Route-Level Service Performance indicators

Figure 14. Passenger Comfort Performance on FTN and RTN Routes (% of trips meeting Capacity Guidelines)
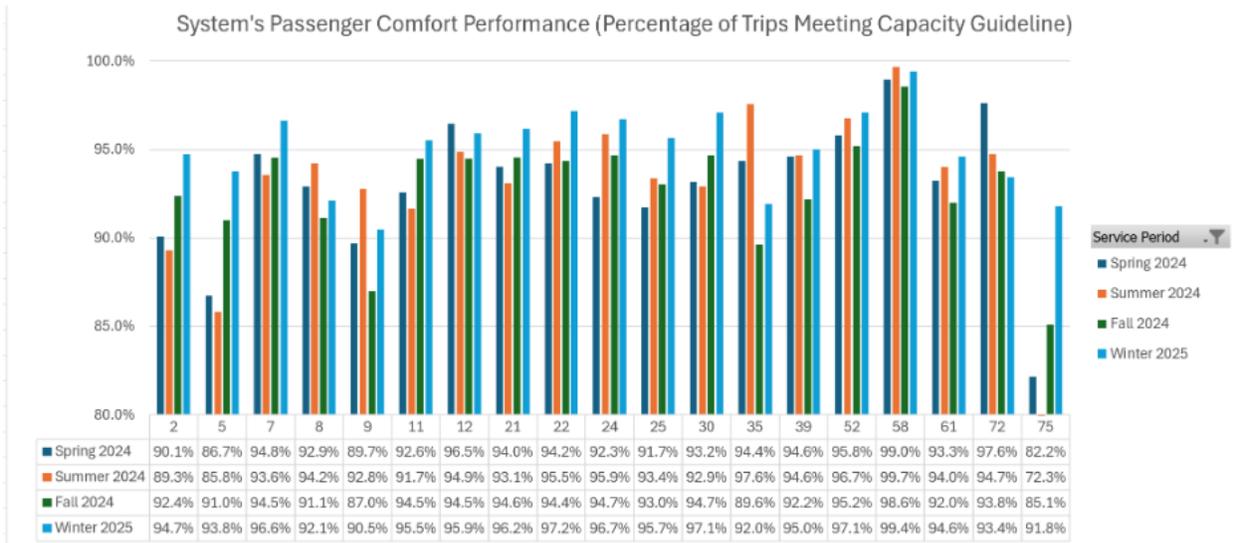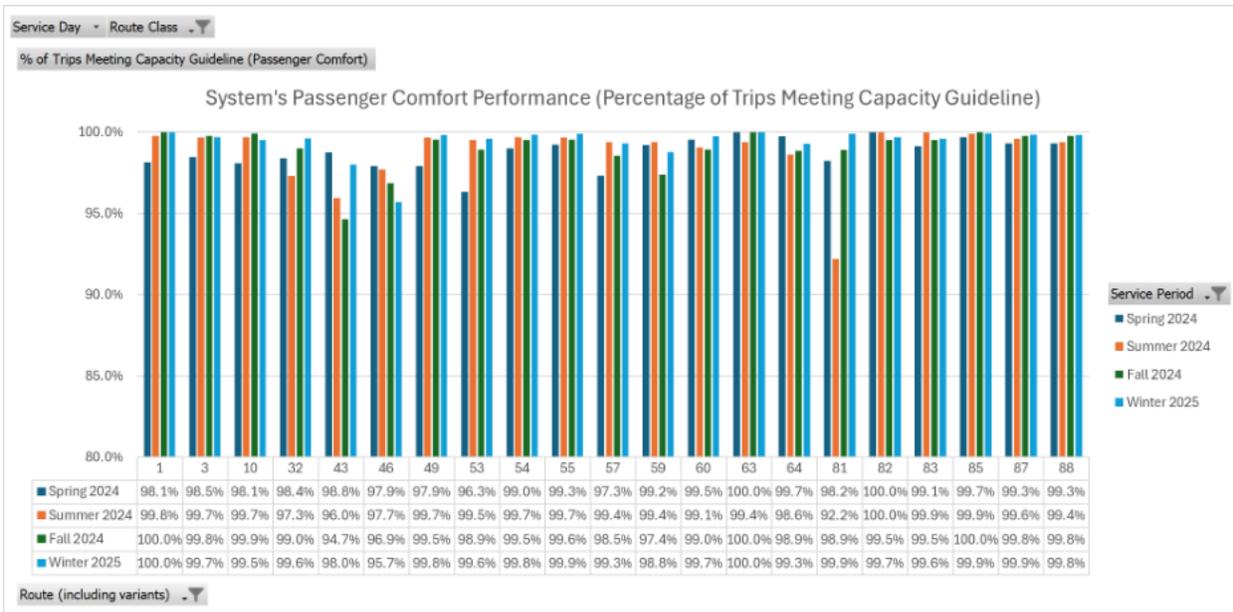

Figure 15. Passenger Comfort Performance on LTN-R Routes (% of trips meeting Capacity Guidelines)

Service Day · Route Class · ▼

% of Trips Meeting Capacity Guideline (Passenger Comfort)

System's Passenger Comfort Performance (Percentage of Trips Meeting Capacity Guideline)

	1	3	10	32	43	46	49	53	54	55	57	59	60	63	64	81	82	83	85	87	88
Spring 2024	98.1%	98.5%	98.1%	98.4%	98.8%	97.9%	97.9%	96.3%	99.0%	99.3%	97.3%	99.2%	99.5%	100.0%	99.7%	98.2%	100.0%	99.1%	99.7%	99.3%	99.3%
Summer 2024	99.8%	99.7%	99.7%	97.3%	96.0%	97.7%	99.7%	99.5%	99.7%	99.7%	99.4%	99.4%	99.1%	99.4%	98.6%	92.2%	100.0%	99.9%	99.9%	99.6%	99.4%
Fall 2024	100.0%	99.8%	99.9%	99.0%	94.7%	96.9%	99.5%	98.9%	99.5%	99.6%	98.5%	97.4%	99.0%	100.0%	98.9%	98.9%	99.5%	99.5%	100.0%	99.8%	99.8%
Winter 2025	100.0%	99.7%	99.5%	98.0%	95.7%	99.8%	99.6%	99.8%	99.9%	99.3%	98.8%	99.7%	100.0%	99.3%	99.9%	99.7%	99.6%	99.9%	99.9%	99.8%

Service Period ▼
■ Spring 2024
■ Summer 2024
■ Fall 2024
■ Winter 2025

Route (including variants) · ▼

Figure 16. Passenger Comfort Performance on LTN-C Routes (% of trips meeting Capacity Guidelines)

Service Day · Route Class · ▼

% of Trips Meeting Capacity Guideline (Passenger Comfort)

System's Passenger Comfort Performance (Percentage of Trips Meeting Capacity Guideline)

	17	47	48	51	65	71	76
Spring 2024	92.6%	80.1%	92.8%	80.5%	81.2%	94.7%	
Summer 2024		82.1%	90.4%	94.6%	80.8%	85.3%	
Fall 2024	93.1%	78.5%	85.4%	79.6%	84.4%	90.7%	
Winter 2025	88.9%	74.6%	86.0%	86.5%	87.2%	92.4%	81.0%

Service Period ▼
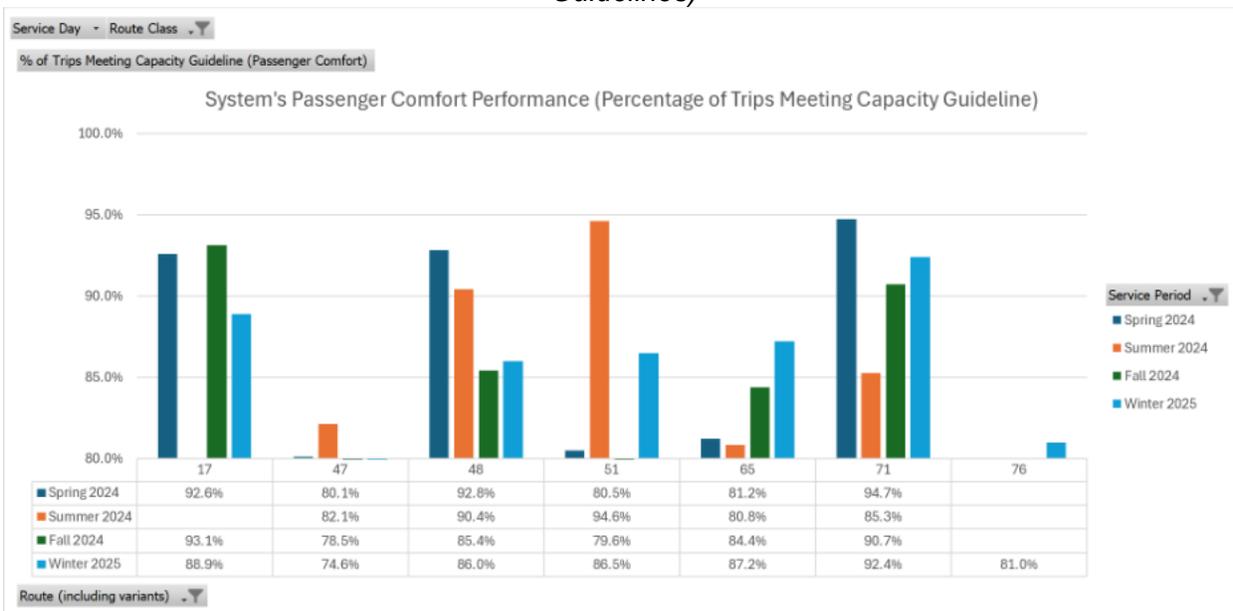■ Spring 2024
■ Summer 2024
■ Fall 2024
■ Winter 2025

Route (including variants) · ▼

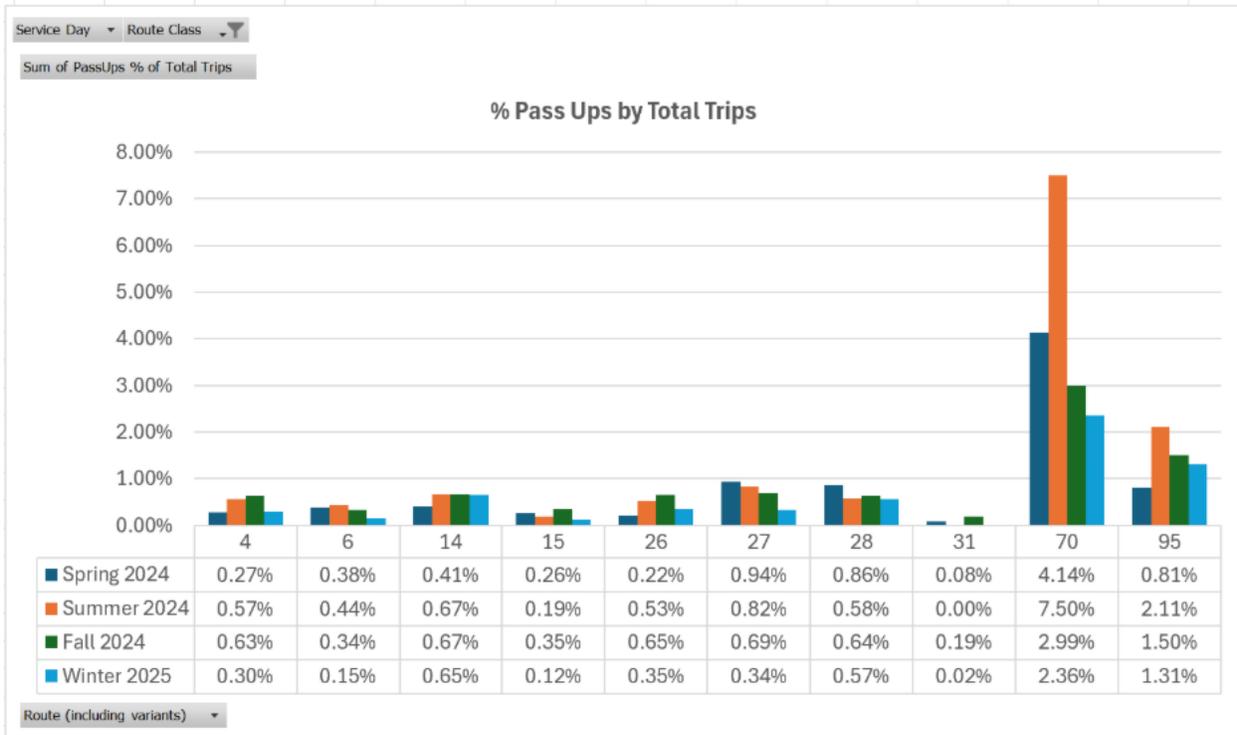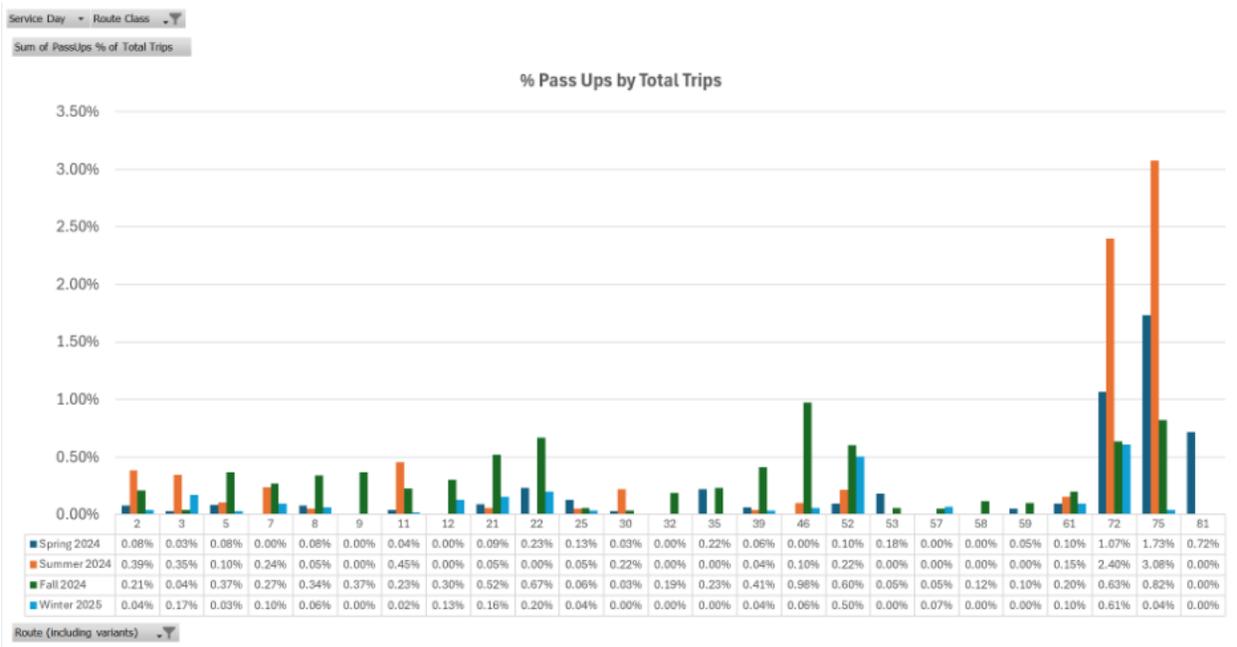*Figure 17. Passenger Comfort Performance on Targeted Routes (% of trips meeting Capacity Guidelines)*

Figure 18. Pass Up Performance on RTN and FTN Routes

*Figure 19. Pass Up Performance on LTN Routes (*Routes not listed have no pass ups)*
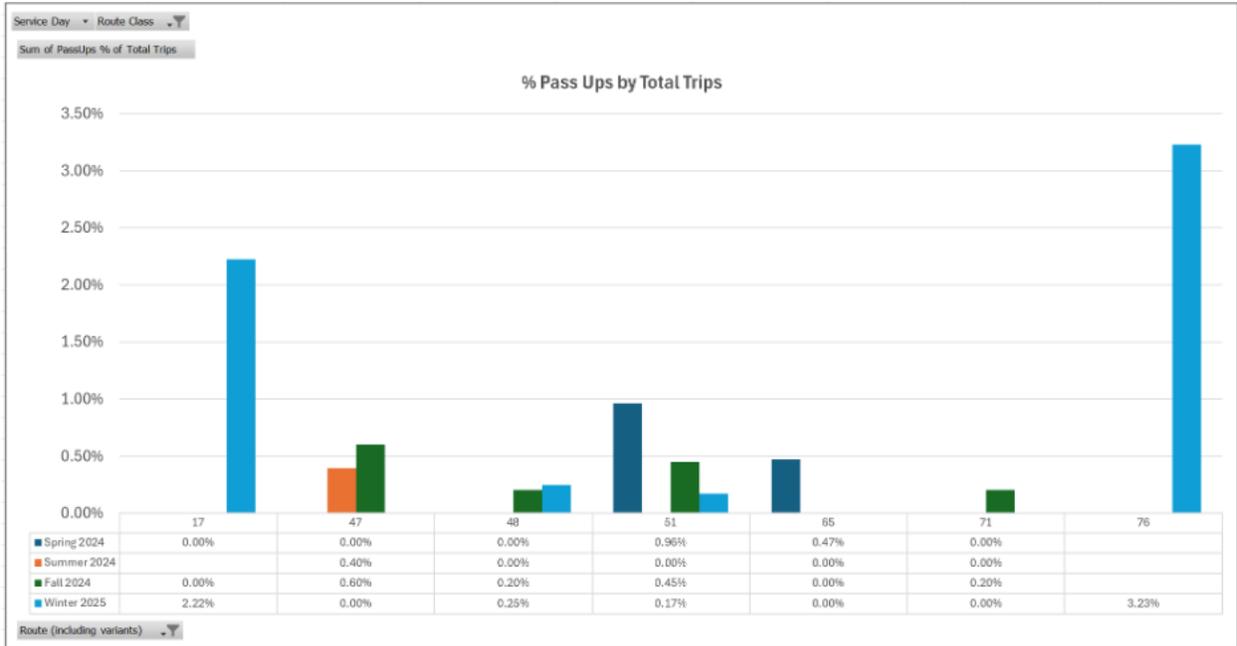
Figure 20. Pass Up Performance on Targeted routes
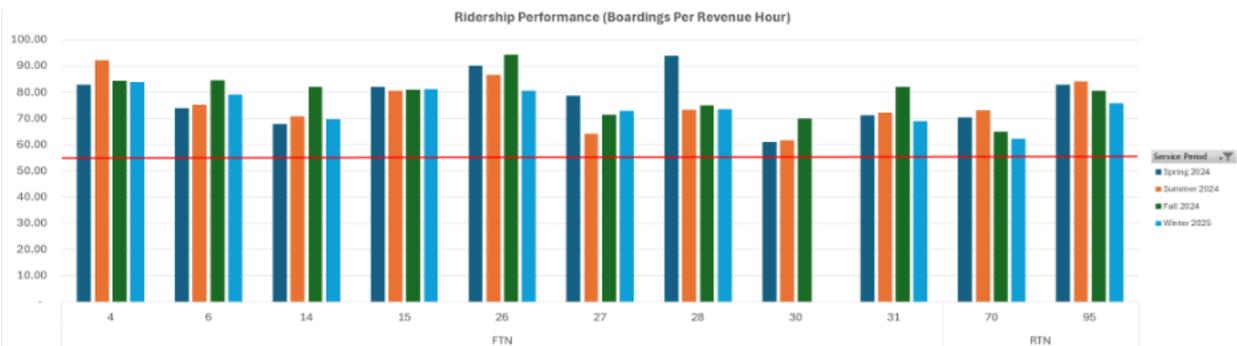

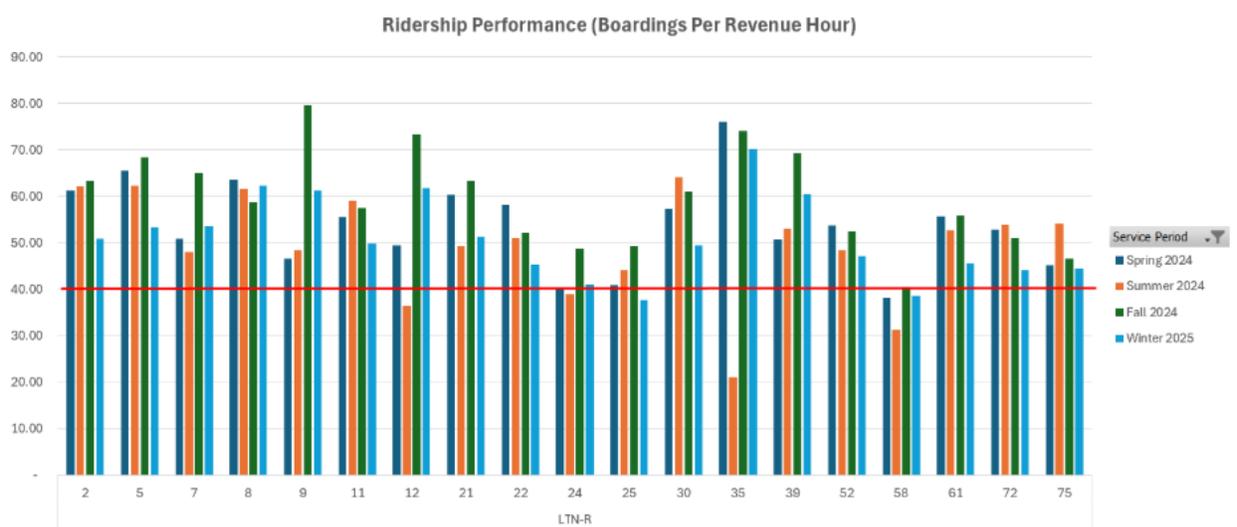*Figure 21. RTN & FTN Route Average Boardings Per Service Hour*

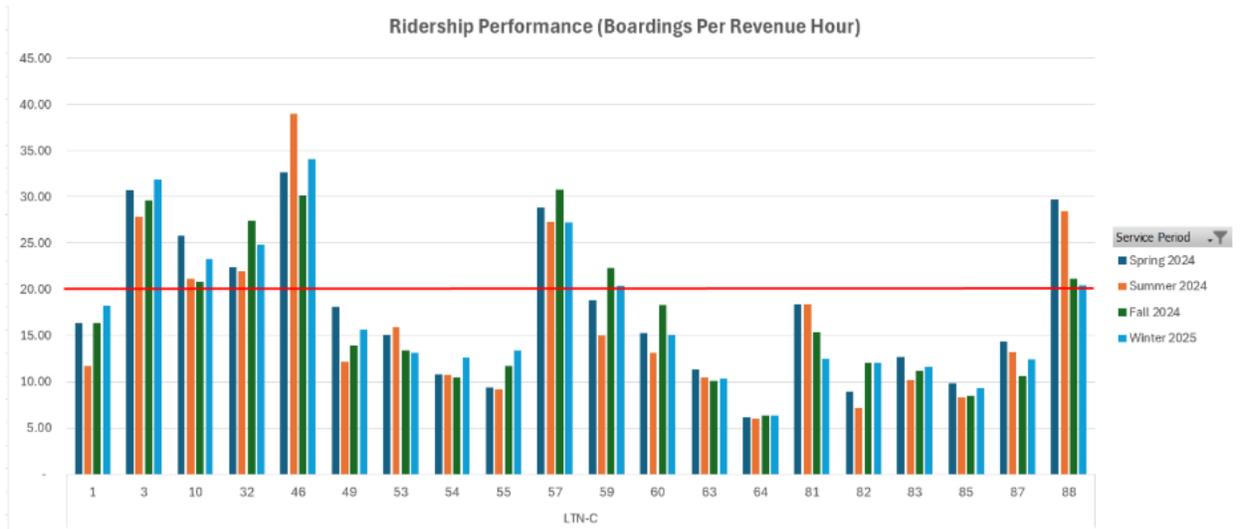*Figure 22. LTN-R Route Average Boardings Per Service Hour*

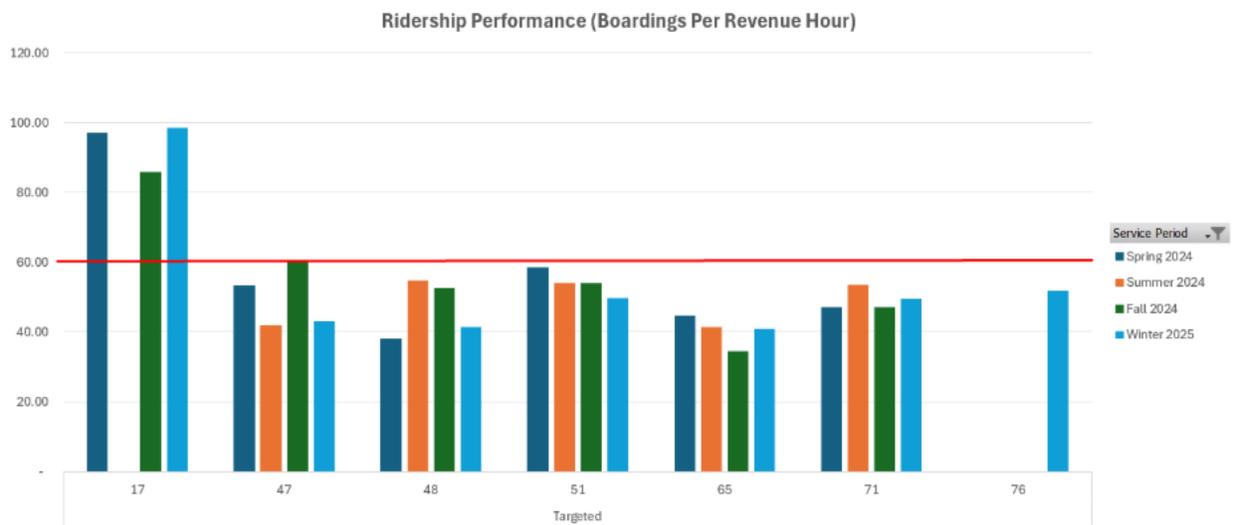*Figure 23. LTN-C Routes' Average Boardings Per Service Hour*

Figure 24. Targeted Routes' Average Boardings Per Service Hour