

HALIFAX

P.O. Box 1749
Halifax, Nova Scotia
B3J 3A5 Canada

Item No. 11.2.1
Halifax Regional Council
December 15, 2020

TO: Mayor Savage and Members of Halifax Regional Council
Original Signed

SUBMITTED BY: _____
Councillor Mason, Chair of the Transportation Standing Committee

DATE: December 1, 2020

SUBJECT: **Child Transit Fares and Housekeeping Amendments – Fees By-law**

ORIGIN

November 26, 2020 meeting of the Transportation Standing Committee, Item 12.1.3.

LEGISLATIVE AUTHORITY

Administrative Order One, Schedule 7 – Transportation Standing Committee Terms of Reference
Section 6: Oversight and Input into Transit's Strategic Plan and Direction

6. The Transportation Standing Committee shall:

- (a) review and oversee policy direction and long-term funding approach to promote and encourage Transit alternatives as outlined in the Regional Plan;
- (b) review and oversee specific strategic planning directions related to Transit Services coming from the Regional Plan such as the five-year strategic plan, Accessibility Plan and the Ferry Plan; and
- (c) promote and enable positive communication between communities, ridership, and the Council and Transit services to enable and support the Regional Transit service to the communities of the municipality.

Halifax Regional Municipality Charter, subsection 34 (3):

The Council shall provide direction on the administration, plans, policies and programs of the Municipality to the Chief Administrative Officer.

RECOMMENDATION

The Transportation Standing Committee recommends that Halifax Regional Council:

1. Adopt By-law U-107, the purpose of which is to amend Schedule 1 of By-law U-100, the User Charges By-law, establishing a permanent fare change for children twelve years of age and under, and adopting several housekeeping changes, as set out in Attachment E of the staff report dated August 10, 2020.
2. Direct staff to prepare a staff report considering the potential for discounting bulk purchases of single transit fares (ie tickets) for both non-profit agencies, and promotional events.

BACKGROUND

At their November 26, 2020 meeting, the Transportation Standing Committee considered the staff report dated August 10, 2020 regarding flexible working hours and received a presentation from staff.

For further information, refer to the staff report dated August 10, 2020.

DISCUSSION

The Transportation Standing Committee considered the staff report dated August 10, 2020 and approved a recommendation to forward to Halifax Regional Council, as outlined in the 'Recommendation' section of this report.

For further discussion on this item, refer to the staff report dated August 10, 2020.

FINANCIAL IMPLICATIONS

As outlined in the staff report dated August 10, 2020.

RISK CONSIDERATION

As outlined in the staff report dated August 10, 2020.

COMMUNITY ENGAGEMENT

The agenda and reports of the Transportation Standing Committee are posted on Halifax.ca, and draft minutes of the meeting will be made available on Halifax.ca within three business days.

ENVIRONMENTAL IMPLICATIONS

As outlined in the supplementary staff report dated August 10, 2020.

ALTERNATIVES

The Transportation Standing Committee did not provide alternatives.

For further information on alternatives as it relates to this item, refer to the staff report dated August 10, 2020.

ATTACHMENTS

Attachment 1 - Staff report dated August 10, 2020

A copy of this report can be obtained online at halifax.ca or by contacting the Office of the Municipal Clerk at 902.490.4210.

Report Prepared by: Simon Ross-Siegel, Legislative Assistant, Municipal Clerk's Office 902.490.6519

HALIFAX

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Attachment 1

Transportation Standing Committee of Council
November 26, 2020

TO: Chair and Members of the Transportation Standing Committee

-Original Signed-

SUBMITTED BY:

Dave Reage, MCIP, LPP, Director, Halifax Transit

-Original Signed-

Denise Schofield, Acting Chief Administrative Officer

DATE: August 10, 2020

SUBJECT: Child Transit Fares and Housekeeping Amendments - Fees By-law

ORIGIN

On September 17, 2019, Halifax Regional Council adopted By-law U-105, establishing changes to the existing fare structure and fares for Halifax Transit, which enabled a Youth Free Transit Pilot Program, by approving the following motion:

"That Halifax Regional Council:

1. Adopt By-law U-105, the purpose of which is to amend Schedule 1 of the By-law U-100, the User Charges By-law, establishing changes to the fare structure and fares as set out in Attachment 2 of the Transportation Standing Committee report dated July 29, 2019, subject to retaining the senior fare category and increasing the senior's fare proportionate to the proposed increases to the general fare.
2. Request the Chief Administrative Officer to provide a supplemental report with respect to the fees on route 320 relating to residents of the Fall River community who commute to the metro area which will hold in abeyance the \$6 fare increase and represents an increase of 75 cents.

On February 25, 2020, the following motion was approved:

"That Halifax Regional Council not adopt any premium fare increase for the Route 320 and direct staff to amend By-law U-100, the User Charges By-law, as the current by-law reflects the \$6 fare."

RECOMMENDATIONS ON PAGE 2

LEGISLATIVE AUTHORITY

Halifax Regional Municipality Charter, R.S.N.S. 2008, section 102 allows Council, by by-law, to prescribe charges for the provision of services for persons who use or benefit from the service, on a basis to be set out in the by-law.

Halifax Regional Municipality Charter, R.S.N.S. 2008, subsection 69(1) enables the Municipality to provide a public transportation service, and clause 79A(1)(a) the Municipality may only spend money for municipal purposes if the expenditure is included in the Municipality's operating budget or capital budget or is otherwise authorized by the Municipality.

RECOMMENDATION

It is recommended that the Transportation Standing Committee recommend that Regional Council:

1. Adopt By-law U-107, the purpose of which is to amend Schedule 1 of By-law U-100, the User Charges By-law, establishing a permanent fare change for children twelve years of age and under, and adopting several housekeeping changes, as set out in Attachment E of this Report.
2. Direct staff to prepare a staff report considering the potential for discounting bulk purchases of single transit fares (ie tickets) for both non-profit agencies, and promotional events.

BACKGROUND

In a staff report dated June 11, 2019 (Attachment A), Halifax Transit recommended a number of fare structure changes. This included a recommendation for a six-month pilot program to allow children between the ages of 4 and 13 to travel on all Halifax Transit services free of charge. Previously, only children 4 and under were provided free travel. Following approval of the By-law U-105 on September 17, 2019, this pilot launched on September 30, 2019, and was intended to be concluded on March 30, 2020. Halifax Transit has continued to allow free travel for children, pending a final decision on the results of the pilot.

The proposed by-law also included an increase in cash fare for the Route 320 Airport/Fall River to six dollars. This increase was approved and included in the By-law, but not implemented, based on the second part of the motion, which requested a supplemental report specific to this fare increase. That supplemental report was presented to Regional Council on February 25, 2020, and a decision was made to maintain the fare for the Route 320 Airport/Fall River at the same rate as other Regional Express routes.

In addition, since the approval of the amendments to the User Fees By-law, several instances of errors or outdated information have been found that require updating.

DISCUSSION

Child Transit Fares

On September 30, 2019, the child transit fares pilot began, whereby the age limit for free travel on Halifax Transit was raised from 4 and under to 12 and under. The purpose of the pilot was to allow Halifax Transit to gauge the long-term impact to both ridership and to Halifax Transit's operating budget. A jurisdictional scan has indicated that many comparable transit agencies are increasing the age limit at which children ride free as allowing easy access to public transit for more children encourages the use of public transportation which will ideally lead to continued use into adulthood. It can also increase the use of public transit by families, whereby the increase in adult fares can partly offset the loss of revenue from children.

Prior to the impact of COVID-19 at the end of the 2019/20 fiscal year, Halifax Transit was experiencing significant ridership increases, and was on track for a 6.7% increase in annual ridership. For comparison purposes, ridership increased by 0.3% in the fiscal 2017/2018, and by 4.8% in fiscal 2018/19, which was the largest increase in more than a decade. This ridership increase is assumed to be the result of a number of factors, including the Moving Forward Together Plan (MFTP) network changes that have been implemented in recent years, population growth, land use patterns, employment patterns, and numerous other factors. As a result, there is no reliable way to determine the impact of the pilot on overall ridership. However, by analyzing the historic difference between fares purchased and boardings, and considering a number of factors that would potentially impact travel patterns, it is conservatively estimated that during the early pilot period, there were approximately 500 additional trips per day taken by youth as a result of the pilot project. This is consistent with observations from Halifax Transit Operators, who overall observed a significant increase in youth ridership during the period.

As part of the pilot project, Halifax Transit surveyed both residents and Operators for feedback and observations in January 2020. The following are highlights from the surveys:

- The majority of survey respondents were in agreement with making the pilot permanent, with 66% strongly agreeing, and an additional 16% agreeing (total 82%).
- Of those respondents with children, it was identified through both survey responses and written comments that the pilot resulted in changes to travel patterns, with almost 60% indicating their families took transit more often as a result.
- Many positive comments were received regarding the impact on the lives of respondents, in terms of financial benefit, increased mobility options, and freedom to take unplanned trips.
- Many positive comments were received about the potential for a cultural shift, and reducing negative stigmas around public transportation.
- Many comments were received that suggested the program should be further expanded, to include older youth, with the majority of comments suggesting 18 or 19 years of age as the upper limit. A further staff report will be brought forward in the coming months presenting options for junior high and high school aged youth.
- Some negative or concerned comments were received about the use of transit by large groups of children (ie, summer camps) impacting the experience of other passengers. A separate staff report will be brought forward to Regional Council regarding this topic.
- Some negative or concerned comments were received about youth who travel without adults, both in terms of older ineligible youth taking advantage of the program, and the safety of younger children travelling alone. Please note that youth ages 12 and under were able to pay fares and travel on transit unaccompanied prior to the introduction of the pilot, and the number of youth doing so seems to have increased during the pilot.

The estimated revenue decline experienced in child fares was in line with the expected program cost (estimated at \$600,000). Please note, child and senior fare products are identical, and it is not known what portion of tickets or passes are purchased for children or for seniors. There may also have been a greater than expected decline in senior purchases, associated with the fare increase. It is also unknown what portion of adult fare increases that occurred during this period could be associated with the pilot, and specifically, families choosing to take transit more often. Review of transit fare records, four months into the pilot program, indicated youth/senior fare revenues were trending approximately \$500,000 (on an annual basis) below what would have been expected, if the pilot were not in place.

Youth/Senior Fares October 2019 – January 2020			
Fare Type	Expected Fare Revenues (no pilot)	Actual Fare Revenues (with pilot)	Variance
Passes	\$401,300	\$319,600	
Tickets	\$451,000	\$381,300	
Cash	\$112,100	\$95,800	
Total	\$964,400	\$796,700	
Annualized	\$2,890,000	\$2,390,000	(\$500,000)

Although revenues in 2020/21 have been significantly impacted by the onset of the COVID-19 pandemic, it is anticipated that revenues will stabilize over time, and that in the medium and longer term this initiative can be accommodated within the transit revenue structure.

Department of Community Services (Employment Support & Income Assistance) Passes

Eliminating fares for children 12 and under also necessitates a change to the monthly fare per passenger for the Department of Community Services (DCS). Previously, the agreement with DCS included payment for all Employment Support and Income Assistance (ESIA) clients, their dependants, and children five and over. The fares have been recalculated based on the removal of children under 12 from the program, and resultant higher assumed usage per pass. In the proposed by-law amendments, this changes the monthly pass price for DCS from \$21 to \$25, but in effect will be a redistribution of the existing fares, with minimal funding/revenue impact to either organization, other than anticipated growth. This change in pass price has been discussed with DCS staff previously and DCS staff are in agreement with this change.

Route 320 Airport/Fall River Regional Express

Regional Council's decision on February 25, 2020, was to not adopt the premium (\$6.00) fare for this route, but to maintain consistent fares with other Regional Express routes. This can be achieved by amending one line from Schedule 1 of the User Fees By-law. This will not result in any change to practice or require any further implementation, as it reflects current practice.

Waiving of Fares

Section 4 of the existing By-law allows for consideration for waiving transit fares. This allows Council, by resolution, the CAO, or by delegation, the Director of Halifax Transit, to waive fares in full in certain circumstances. However, there is no mechanism to reduce or discount fares, as written, the entire fare must be waived. Amending language is proposed that would allow either the entire fare, or a portion of the fare to be waived, to create additional flexibility. Although there are no specific immediate intended uses for this flexibility, this could potentially allow for instances in the future where a reduced fare could be charged for specific holidays or events, and provides an alternative to promote or encourage participation, rather than charging regular fare, or offering the service for free.

Housekeeping Amendments

The language in the By-law regarding free travel for veterans and current service members on Remembrance Day has led to some confusion and a housekeeping amendment is proposed to clarify that travel is free on Remembrance Day only, which reflects the longstanding practice.

Previous and current UPass agreements with institutions include small annual increases, originally calculated in line with CPI, which are not accounted for in the values established in the By-law. The wording will be updated to reflect that these fares increase annually by 1.5%, and a table is recommended to be added for additional clarity. The institutions participating in the UPass program are supportive of this fare table.

Other amendments include updating wording that refers to “Metropass” instead of monthly passes, including a line to clarify that youth and seniors pay a reduced cash fare when boarding Regional Express with a monthly pass or ticket, and clarifying that EPass rates are based off conventional monthly pass rates.

There are also instances of gender specific pronouns in the By-Law. The proposed amendments change these references to gender neutral pronouns.

Discounted Single Fare Purchases

Occasionally, Halifax Transit received requests from organizations/businesses for the bulk purchase of transit fares at a discounted rate. These requests generally fall into one of two categories:

1. Non-Profit organizations that distribute transit tickets to vulnerable residents, and wish to purchase small, medium, or large numbers of tickets at a discounted rate.
2. Organizations hosting events that are inquiring about partnerships to encourage transit use to/from the event by including a surcharge on event tickets and allowing the event tickets to be used for travel.

Neither of these instances are enabled by the User Fees By-law. Should Regional Council wish to pursue these fare options, further research and analysis would be required, which would necessitate a supplemental report.

FINANCIAL IMPLICATIONS

The continuation of allowing access to children 12 and under for free is accommodated in the 2020/21 Halifax Transit Budget and Business Plan, and is estimated at approximately \$500,000 per year on a go-forward basis. The impact in the current year, 2020/21 is less, and unknown, as all fares were waived for a period of time, however, there was also limited travel during that period.

Housekeeping amendments will not alter the way any fares are collected, and have no financial implications.

RISK CONSIDERATION

The risks associated with this report rate low.

COMMUNITY ENGAGEMENT

In January 2020, engagement regarding the pilot was undertaken via the Talk Transit online engagement platform. A total of 355 residents responded to the survey. In addition, a survey was undertaken with Halifax Transit Operators to gain their perspective. The highlights of both the surveys are found in Attachment C.

ENVIRONMENTAL IMPLICATIONS

There were no environmental implications identified associated with the content of this report.

ALTERNATIVES

1. Regional Council may choose not to amend the User Charges By-law. This is not recommended as the pilot for children 12 and under would end, and children between five and 12 years of age would begin paying the youth rate for transit access. Housekeeping amendments would not be implemented, and there would be inconsistency between some of the contractual rates and the rates approved in the By-law.
2. Regional Council could choose to amend the User Charges By-law to allow some but not all of the recommended changes.

ATTACHMENTS

Attachment A – Staff report dated June 11, 2019 – Amendments to By-law U-100- Halifax Transit Fare Strategy

Attachment B – Staff report dated January 10, 2020 – Route 320 Airport/Fall River Regional Express – Premium Fare – Supplementary Report

Attachment C – Talk Transit Results – Child Fares Pilot

Attachment D – Showing proposed changes to By-law U-100

Attachment E – By-law U-107

A copy of this report can be obtained online at or by contacting the Office of the Municipal Clerk at 902.490.4210.

Report Prepared by: Patricia Hughes, MCIP, LPP, Manager, Planning & Customer Engagement, Halifax Transit, 902.490.6287

HALIFAX

P.O. Box 1749
Halifax, Nova Scotia
B3J 3A5 Canada

Item No.
Transportation Standing Committee
July 25, 2019

TO: Chair and Members of Transportation Standing Committee

SUBMITTED BY: Original Signed

Dave Reage, MCIP, LPP, Director Halifax Transit

Original Signed

Chief Stuebing, Acting Chief Administrative Officer

DATE: June 11, 2019

SUBJECT: Amendments to By-law U-100 - Halifax Transit Fare Strategy 2019

ORIGIN

This report originates from:

1. Halifax Transit Draft Multi-Year Budget & Business Plan 2019/2020 and 2020/2021, presented to the Budget Committee on January 30, 2019 which recommended a fare increase to cover the increase to Halifax Transit's operating budget for 2019/2020 and 2020/2021.
2. At the October 25, 2018 meeting of the Transportation Standing Committee, the following motion was passed:

The Transportation Standing Committee request a staff report on the feasibility of:

- i. Implementing a Transit Pass Program similar to Kingston, Ontario's that would provide a bus pass to all high school students along with orientation sessions at schools;
- ii. Increasing the age that children ride free until from 5 to 16 as part of the fare strategy.

LEGISLATIVE AUTHORITY

Halifax Regional Municipality Charter, R.S.N.S. 2008, section 102 allows Council, by by-law, to prescribe charges for the provision of services for persons who use or benefit from the service, on a basis to be set out in the by-law.

Halifax Regional Municipality Charter, R.S.N.S. 2008, subsection 69(1) enables the Municipality to provide a public transportation service, and clause 79(1)(o) provides authority for Council to expend money to provide public transportation.

RECOMMENDATION

It is recommended that the Transportation Standing Committee recommend that Regional Council:

1. Adopt By-law U-105, the purpose of which is to amend Schedule 1 of By-law U-100, the User Charges By-law, establishing changes to the existing fare structure and fares as set out in Attachment C to this report.
2. Direct the CAO to begin planning a Student Transit Pass pilot program by meeting with HRCE and CSAP officials to discuss potential partnership opportunities, program details, timelines, logistics, marketing and costs.
3. Direct the CAO to prepare a report investigating the feasibility of implementing a fee for access to Halifax Transit Park & Rides.

BACKGROUND

Halifax Transit fares

Halifax Transit's standard adult fare was last increased (from \$2.25 to \$2.50) on September 30, 2013. Before the increase in 2013, the standard adult fare was increased (from \$2.00 to \$2.25) on July 1, 2009. Before the increase in 2009, the standard adult fare was increased (from \$1.75 to \$2.00) in January 2005.

Halifax Transit's approved Multi-Year Budget & Business Plan 2019/2020 and 2020/2021, includes a 25-cent fare increase to assist in funding Halifax Transit operating costs in 2019/2020 and 2020/2021. The increase in Halifax Transit's operating budget for 2019/2020 and 2020/2021 is due to several factors including, but not limited to, increased wages, increased cost of fuel, service increases associated with the *Moving Forward Together Plan*, etc.

The proposed 25-cent fare increase has been approved by Regional Council as part of the 2019/2020 budget; however, specifics of the rollout of the fare increase were not in place at that time.

Student Transit Pass Program

At present, the Halifax Regional Centre for Education (HRCE) offers passes to qualified students who are outside of the established walking distance, but for whom school busing is not an option. Each month, they provide 750 – 900 passes to students at six schools. These are provided by Halifax Transit at the rate of \$50 per pass per month.

DISCUSSION

Halifax Transit fares

Change in approach

Historically, Halifax Transit has considered fare increases as required and applied fare increases uniformly (e.g. a 10% increase of all passenger classifications, for all products/media, across all services). With technology changes coming (electronic fares), Halifax Transit is changing the approach to fare increases to focus more on industry best-practices, strategic goals and planning for the future in an effort to increase ridership, reduce cash handling, and provide more options and convenience to passengers.

Jurisdictional scan

Jurisdictions in the first table were selected based on fleet size and/or population data in range with Halifax Transit's fleet size and/or population. The second table includes Atlantic Canadian jurisdictions with greater than twenty buses. Data source is the *CUTA DATA Canadian Transit Fact Book, 2016 Operating Data*, published November 2017 (except where indicated ↑ for increases and ↓ for decreases

from CUTA data, based on current fares published on jurisdictions' websites). Sorted by Adult Cash Fare, lowest to highest.

The cells highlighted in red indicate the jurisdictions lowest in their category and cells highlighted in yellow indicate where Halifax Transit is second-lowest in the category.

Jurisdictions Based on Fleet Size / Population	R/C Ratio	Adult Cash Fare	Adult Monthly Pass	Child Cash Fare	Child Monthly Pass	Senior Cash Fare	Senior Monthly Pass	Buses	Municipal Population	Service Area Population
Canada	54%	\$3.02	\$81.67	\$2.48	\$54.67	\$2.66	\$51.51	16,450	23,990,515	22,973,041
Pop. 400,001 - 2,000,000	44%	\$3.38	\$101.34	\$3.13	\$68.50	\$2.78	\$51.50	7,047	9,613,239	9,132,022
Pop. 150,001 - 400,000	41%	\$3.37	\$97.17	\$2.21	\$52.67	\$3.06	\$54.02	1,693	2,538,206	2,371,963
Halifax, NS	35%	\$2.50	\$78.00	\$1.75	\$58.00	\$1.75	\$58.00	323	425,871	316,780
Victoria, BC	46%	\$2.50	\$85.00	\$2.50	\$45.00	\$2.50	\$45.00	282	367,770	314,696
London, Ont	52%	\$2.75	\$81.00	\$0.00↓		\$2.75	\$57.50	206	385,100	385,100
Hamilton, Ont	50%	\$3.00	\$105.60↑	\$3.00	\$88.00↑	\$3.00	\$29.50↑	251	536,917	490,673
Waterloo Region, Ont	39%	\$3.25	\$86.00↑	\$3.25	\$73.00↑	\$3.25	\$73.00↑	249	541,395	452,684
Laval, Que	33%	\$3.25	\$95.00↑	\$3.25	\$57.00↑	\$3.25	\$57.00↑	306	430,077	430,077
Longueuil, Que	42%	\$3.25	\$98.50↑	\$3.25	\$58.50↑	\$3.25	\$58.50↑	444	419,677	419,677
Mississauga, Ont	48%	\$3.75↑				\$1.00		467	764,300	764,300
Durham Region, Ont	39%	\$3.75	\$117.00↑	\$2.50	\$65.00	\$2.50	\$46.00	186	673,075	567,421
Brampton, Ont	46%	\$4.00↑	\$124.00↑	\$4.00↑	\$105.00	\$1.00	\$52.00	407	593,638	588,200
Gatineau, Que	43%	\$4.00↑	\$97.00↑			\$2.60	\$41.00↑	364	278,589	278,589
York Region, Ont	40%	\$4.00	\$150.00↑	\$4.00	\$63.00↑	\$4.00	\$63.00↑	539	1,186,907	1,083,442
Averages for Jurisdictions	43%	\$3.41	\$103.91	\$2.86	\$69.31	\$2.65	\$52.25	336	561,586	524,987

Atlantic Canadian Jurisdictions > 20 Buses	R/C Ratio	Adult Cash Fare	Adult Monthly Pass	Child Cash Fare	Child Monthly Pass	Senior Cash Fare	Senior Monthly Pass	Buses	Municipal Population	Service Area Population
Halifax, NS	35%	\$2.50	\$78.00	\$1.75	\$58.00	\$1.75	\$58.00	323	425,871	316,780
Moncton, NB	38%	\$2.50↑	\$64.00↑	\$2.50↑	\$49.00↑	\$2.50↑	\$49.00↑	31	116,940	116,940
St. John's, NL	29%	\$2.50↑	\$78.00↑	\$2.00↑	\$53.00↑	\$2.50↑	\$53.00↑	42	153,400	137,590
Saint John, NB	47%	\$2.75	\$77.00	\$2.50	\$66.00	\$2.50	\$55.00	42	120,000	100,420
Fredericton, NB	39%	\$2.75	\$80.00	\$2.75		\$2.75	\$50.00	25	58,220	58,220
Averages for Jurisdictions	38%	\$2.63	\$74.75	\$2.44	\$56.00	\$2.56	\$52.33	35	112,140	103,293

Some key observations and implications from the jurisdictional scan:

Key Observation	Implication
Jurisdictions Based on Fleet Size / Population	
1. Halifax Transit is tied for lowest Adult Cash Fare, \$0.85 lower than average for evaluated jurisdictions.	Fares should be increased to be more in-line with similar jurisdictions and a plan should be put in place for periodic increases in the future.
2. Halifax Transit has second lowest Child Cash Fare, \$1.23 lower than average for evaluated jurisdictions.	

Key Observation	Implication
3. Halifax Transit has lowest cost Adult Monthly Pass, \$22.47 lower than average for evaluated jurisdictions.	Monthly passes need to be more competitive relative to tickets. Current pricing requires too many trips for the monthly pass to be a better value than tickets.
4. Halifax Transit's Child Monthly Pass is \$9.45 lower than average for evaluated jurisdictions.	
5. All 11 evaluated jurisdictions offer at least one electronic fare media payment option.	Halifax Transit should implement an electronic fare media payment option.
Atlantic Canadian Jurisdictions with > 20 Buses	
6. Halifax Transit is in a similar position relative to Canadian jurisdictions when compared to other Atlantic Canadian jurisdictions.	Even in similar economic conditions, Halifax Transit has relatively low fares. Fares should be increased to be more in-line with similar jurisdictions.

Halifax Transit passenger classifications (fare categories):

	Current Passenger Classifications	Recommended Passenger Classifications
Halifax Transit currently classifies passengers based on age or school criteria.		Halifax Transit recommends that passenger classifications be changed in the following ways.
Adult	non-students aged 16 - 64	Adult
Senior	aged 65+	Eliminate the senior fare; to be included under Adult fare
Child	aged 5 - 15	Youth
Student	full-time student with valid student ID	Change the age range to 5 - 17 (13 - 17 for the duration of the pilot to offer free travel to children 12 and under) and combine with the Student fare classification. Eliminate the Student fare classification

Significant changes are recommended to the passenger classifications.

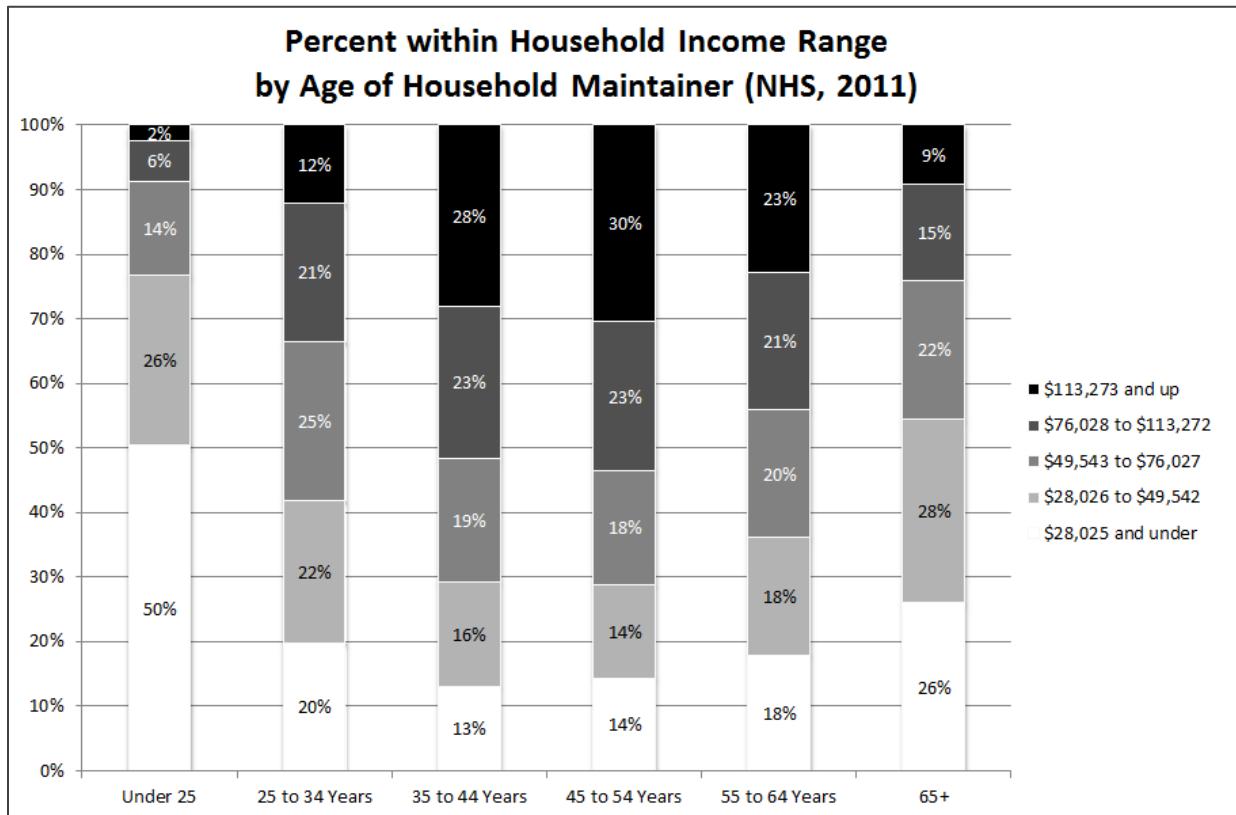
The first major change is to implement a pilot program whereby the age limit for free travel on Halifax Transit is raised from 4 and under to 12 and under. The pilot would begin on September 30, 2019 along with the new fares. The pilot would last 6 months, allowing Halifax Transit staff to gauge the long-term impact to both ridership and to Halifax Transit's operating budget. The jurisdictional scan has indicated that many agencies are increasing the age limit at which children ride free as allowing easy access to public transit for more children encourages the use of public transportation which will ideally lead to continued use into adulthood. At the conclusion of the pilot, Halifax Transit will analyze the impact of the pilot to revenue. If the pilot demonstrates a loss of revenue that is acceptable to Regional Council, the change could be made permanent in the future.

Because of the changes recommended to the former Child classification, a new Youth classification should be created to replace the 13-15 range of the former Child classification and be expanded to 17, also eliminating the need for a separate Student classification as it would be redundant.

The Senior classification should be eliminated and included in the Adult classification. As found in the jurisdictional scan, many other jurisdictions do not have a separate fare for seniors. If the implied intent of the Senior classification was to protect seniors with less available funds to use for travel, Halifax Transit now has other programs in place to protect vulnerable seniors (such as free travel for seniors on Tuesdays, the low-income transit pass program, and the ESIA pass program).

The 2011 National Household Survey compiled the average household income of Halifax residents grouped by the age of the primary household maintainer. The data is broken into income deciles, grouped below in Figure 1. Figure 1 details the breakdown of average household income by primary household maintainer's age as of 2011. Figure 2 illustrates the same data as of 2001. The household income breakdown in 2011 indicates that of households in Halifax where the primary household maintainer is 65 years old or older, approximately 26% have an average household income of \$28,025 or less, below the Halifax Low Income Index which in 2011 was \$30,000 per household.

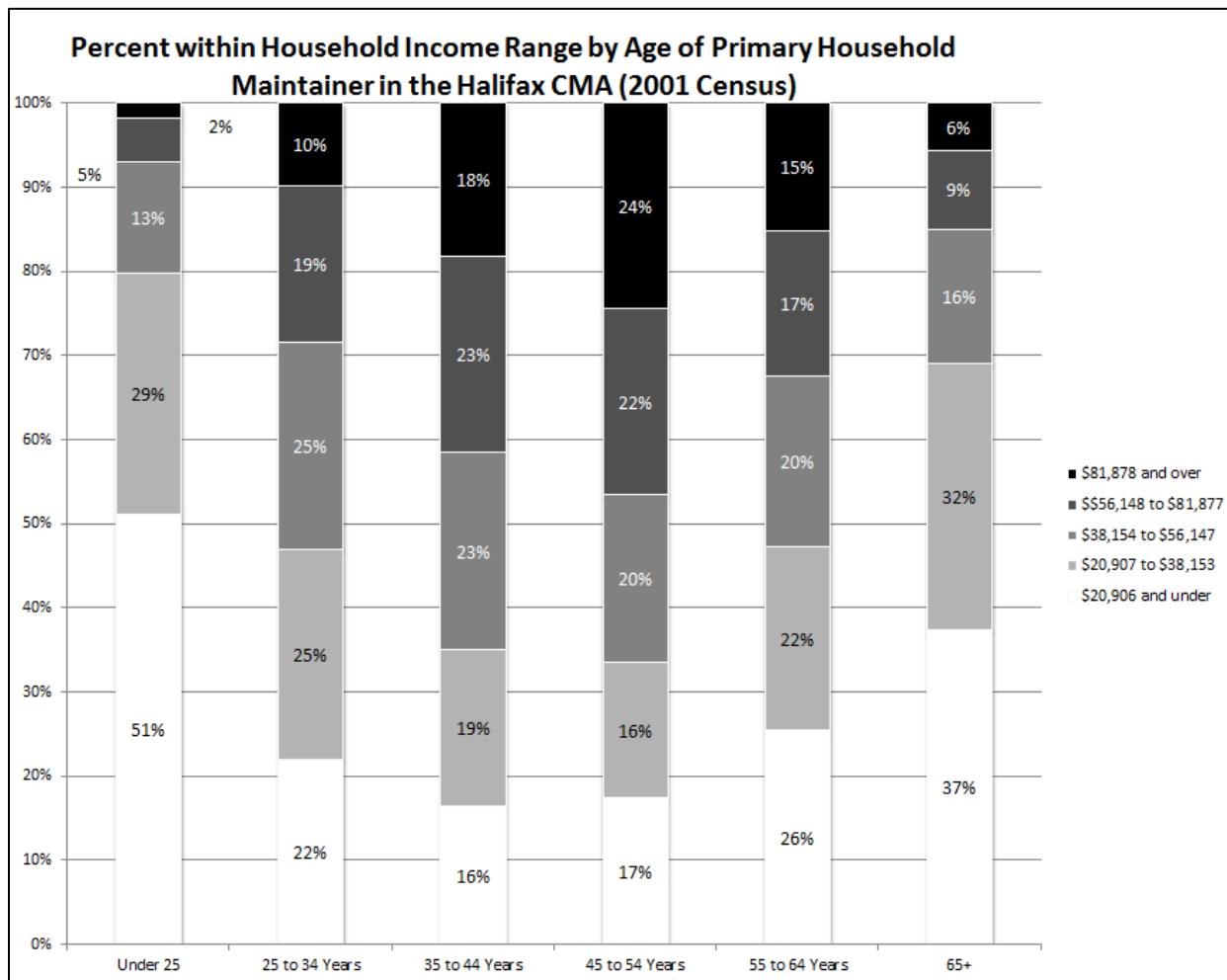
Figure 1: Income Range by Age of Household Maintainer (2011)



The oldest age cohort is overrepresented in the lowest income category when compared to households led by maintainers in other age cohorts between the ages of 25 and 64. However, households with a maintainer under the age of 25 are at least twice as likely to be in the lowest income category when compared to any other age cohort.

Figure 2 details the breakdown of average household income by primary household maintainer's age as of 2001. Similar to 2011, the household income breakdown in 2001 indicates that of households in Halifax where the primary household maintainer is 65 years old or older, approximately 37% have an average household income of \$20,906 or less, and 57% have an average household income of below \$29,460.

Figure 2: Income Range by Age of Household Maintainer (2001)



Based on an income threshold of approximately \$30,000 per household or less, between 2001 and 2011, the number of Senior-led households that fell within this category declined from 57% in 2001 to 26% in 2011. Over the same period, the number of seniors residing in Halifax has increased by 29%, indicating that while the number of Seniors is increasing, so too is the average household income of this age cohort. While Seniors are overrepresented in the lowest two income categories (i.e. more than 20% of households fall into each of the lowest income categories), so too are other age cohorts.

Because the impacts to revenue of both the change to the age at which children are able to ride free (the pilot) and the elimination of the senior classification approximately offset, both are recommended together. Implementing one change but not the other would represent a significant change to Halifax Transit's revenue (as indicated in the financial implications section).

Halifax Transit fare products and fare media

Currently, Halifax Transit offers several ways for passengers to pay a fare. The following is a listing of all methods a passenger could potentially pay a fare when boarding a Halifax Transit bus/ferry along with recommendations for their continued use and potential new methods:

Current Fare Products & Fare Media	Recommended Fare Products & Fare Media
Cash CDN and US coins and banknotes	Continue the use of cash for the foreseeable future but encourage other, preferred fare media.
Paper tickets visual inspection Adult and Senior/Child single ride	Continue the use of tickets for the foreseeable future with the goal of eliminating in favour of electronic fare media.
Paper transfers visual inspection	Continue the use of paper transfers for the foreseeable future with the goal of eliminating in favour of electronic fare media.
Monthly pass paper flash-pass (MetroPass, MetroLink Pass, MetroX Pass)	Replace current monthly passes with account based electronic fare media (smart card, mobile tap/flash). Continue the use of current flash-pass until this is implemented.
UPass plastic flash-pass	Replace current plastic flash pass with account based electronic fare media. Continue the use of current flash pass until this is implemented.
EPass annual plastic flash-pass photo of user printed on pass	Replace current plastic flash pass with account based electronic fare media. Continue the use of current flash pass until this is implemented.
ESIA pass annual plastic flash-pass (DCS) photo of user printed on pass	Replace current plastic flash pass with account based electronic fare media. Continue the use of current flash pass until this is implemented.
HRCE student pass annual flash pass	Continue and possibly expand the program
	Electronic fare Media (Smart Card/Mobile) – Any electronic fare media should be an e-Purse/account-based solution, so Halifax Transit can offer loyalty/best value programs and day/multiple day passes to riders.
	Contactless Bank Card – In the future, implement contactless bank card tap payment.

Halifax Transit public concessionary fare policies:

Current Concessionary Fare Policies	Recommended Concessionary Fare Policies
UPass discounted pass for full-time post-secondary students 4-month, 8-month, and 9-month programs	Continue the UPass program but rates should be increased to be more in-line with other jurisdictions.
EPass discounted annual pass available to SmartTrip employers paid through payroll deduction cost 87.5% of 12 monthly passes	Continue the EPass program. Eliminate premium fare options and allow base EPass users to use the pass for any fare type.
Low income transit pass monthly pass at 50% discount	Allow for incremental expansion of the program.
Child aged < 5 - free	Continue but change age to children < 13 ride free after a pilot is conducted to understand the budgetary impact of this change.
Free Park & Ride	Conduct a study to evaluate implementing a fee to park in Park & Ride lots
Visually impaired free with valid CNIB card	Continue unchanged.
Seniors free on Tuesday from 10:00am to 3:30PM and after 6:00PM	Continue unchanged.
Personal Care attendant with AAB client free	Continue unchanged.
Refugee 1-year settlement support program free WIH pass	Continue unchanged.
Ferry: Canada Day, Natal Day, New Year's Eve after 6 PM free	Continue unchanged.
Other – special events volunteers, etc. free	Continue on a case-by-case basis.

An investigation into the feasibility of implementing a fee for access to Halifax Transit Park & Rides should be conducted. This would address the issue of Halifax Transit Park & Ride lots quickly filling with non-users of Halifax Transit at the expense of passengers. An example where this is currently an issue is the Woodside Ferry Terminal parking lot.

Halifax Transit transfer policy

A transfer allows passengers to connect to other buses or ferries to complete a trip without paying an additional fare. Transfers are valid for up to 90 minutes after the last time point on the route on which the transfer was received. If a transfer is needed, it must be requested by the passenger when boarding the bus or ferry. Transfers are available on all routes and Access-A-Bus passengers may also request transfers.

Current Transfer Policies	Recommended Transfer Policies
Issued when paying fare	Continue unchanged.
Valid for 90 minutes after end of route	Continue unchanged.
Valid on all HT routes and services	Continue to accept transfers on all Halifax Transit routes and services. Continue to require an additional fee when using a transfer from conventional service to premium service. There may be special cases where transfers would not be valid such as special event services, etc.
Passenger requests transfer upon boarding	Continue unchanged.
Additional fares for MetroLink, MetroX and Airport	MetroLink is being eliminated. Continue unchanged for MetroX and Airport.

Halifax Transit service tiers:

Current service tiers		Recommended service tiers	
Standard Fare	Conventional bus Ferry Access-A-Bus	Standard Fare	Continue unchanged.
Limited-Stop	MetroLink		MetroLink premium fare is being eliminated.
Regional Express	MetroX	Regional Express	Continue unchanged.
		Airport	Airport cash fare to be increased to \$6.

Very few changes are recommended for the current service tiers other than the elimination of the MetroLink premium fare and an increase to the cash fare for the Route 320 Airport/Fall River.

The MetroLink premium fare is being eliminated, as it will no longer be required over the longer term. There are currently only two MetroLink routes, the 185 Sackville Link and 159 Portland Hills Link. The *Moving Forward Together Plan* includes the redesign of transit routes and services, including the replacement of existing MetroLink routes with new express routes.

In November 2019, the Route 185 Sackville Link will be discontinued and replaced with the express routes 183, 185, and 186. Between the Sackville Terminal and Scotia Square, these routes will provide the same frequent, express services as currently provided by the Route 185. However, they will start/end their trips in residential communities, allowing more passengers access to express service, and will also travel beyond Scotia Square, bringing passengers closer to other downtown destinations.

As the Route 159 will be the only remaining MetroLink route, and there are plans to change this route as part of the Moving Forward Together Plan, and premium MetroLink vehicles are being retired and the route is often serviced with a standard conventional vehicle, it is recommended that the premium MetroLink fare be discontinued as part of the upcoming fare changes.

The Route 320 Airport/Fall River serves both commuters and occasional travelers. As identified in the *Moving Forward Together Plan*, this route provides a regionally significant connection from a tourism and economic development perspective and as such is exempt from minimum ridership guidelines. This route provides a significantly higher level of service than other Regional Express routes, operating consistently all day, seven days a week.

To reflect the reduced ridership expectations, higher level of service, and resulting higher level of cost to operate this service, a higher cash/single rider fare is appropriate. A jurisdictional scan was completed, and the proposed single ride fare is \$6, which is considered more reflective of the value of service to travelers. All other fare medium (tickets, passes, etc.) will remain consistent with other Regional Express service, so as to not impact commuters or frequent travelers.

Fare table

See Attachment A of this report.

Student Transit Pass Program

Halifax Transit staff has been asked to explore the possibility of a student transit pass program, providing free and unlimited transit to HRM youth, similar to the Kingston, Ontario program model.

The potential opportunity to work closely with the two school boards (HRCE and CSAP) to explore options for this type of program is supported by direction provided by the *Integrated Mobility Plan* which calls for building sustainable commuting habits in youth. Based on the success of the program in Kingston, Ontario, a similar program in Halifax could contribute to meeting this IMP goal.

There are, however, several points to be carefully considered before a particular approach is recommended:

- Cost: the potential cost of the program could be substantial. In Kingston, this cost is primarily borne by the school board. Further discussion is required to determine if this is possible in Halifax, or if a partnership opportunity exists.
- Implementation: The logistics of the program implementation is considerable. It is likely that if a partnership is established, staff would likely recommend a pilot program of one grade level, perhaps at one or two schools which are well served by transit. This pilot would be critical to working through implementation challenges and ensuring a smooth roll out of the overall program.

At this time, the User Fee By-law amendments recommended include provisions to allow for a pilot with high school students to proceed. Over the next year, staff will meet with HRCE and the Conseil Scolaire Acadien Provincial (CSAP) school officials to discuss the potential partnership opportunities, program details, timelines, logistics, marketing and costs. Prior to implementing a pilot project, a detailed programming strategy, including costs and timelines, will be brought before Council for consideration.

FINANCIAL IMPLICATIONS

The planned cash fare increase of 25 cents for conventional transit and the other strategic fare changes, e.g. reduction in the relative cost of the monthly passes and increase in the relative cost of paper tickets, are expected to increase fare revenue by approximately 4.5% or \$1,550,000 dollars per year. For 2019/20 the impact should be approximately half the annual amount or \$775,000. This number is difficult to estimate accurately, since riders will change their cash/ticket/pass purchasing behavior. Anticipated changes to ridership levels and the resulting revenue impacts has been factored into the estimate. In the approved 2019/20 Halifax Transit operating budget, \$812,000 was included for additional fare revenue from the approved fare and pass increases commencing mid fiscal year.

The revenue impact of Alternative 1 is approximately the same as for the proposal. The elimination of the senior fare and the increase in age of children travelling free (up to 12 years) each has a financial impact of approximately \$600,000 per year, in opposing directions.

RISK CONSIDERATION

There are not significant risks associated with the recommendations of this report. The risks considered rate low.

Every fare increase comes with the risk that ridership will be negatively impacted; however, new programs have been developed over that past several years to protect the most vulnerable users of Halifax Transit. Currently, 900 participants in the Low-Income Transit Pass program receive monthly transit passes at 50% and nearly 10,000 individuals in the Halifax region are now receiving monthly transit passes through the provincial department of Community Services.

COMMUNITY ENGAGEMENT

The November edition of Halifax Transit's Talk Transit survey focused on fares.

Highlights of the survey include:

- Overall, people are satisfied with Halifax Transit's current fare structure
- Respondents believe monthly passes should be priced in a way that makes more sense relative to tickets
- Many passengers would prefer to pay transit fare with smartphones/smart card technology

Participants were asked for their thoughts on the cost of monthly passes. The followings responses were noted:

- | | |
|--|-----|
| • Monthly passes should be the price of traveling 15 days a month (30 trips) | 39% |
| • Monthly passes should be the price of traveling 18 days a month (36 trips) | 27% |
| • Monthly passes are appropriately priced relative to tickets | 29% |
| • Other | 5% |

ENVIRONMENTAL IMPLICATIONS

There were no environmental implications identified associated with this report.

ALTERNATIVES

1. Council may choose to keep the Senior fare category and the age limit at which children travel for free as status quo.

As mentioned in the financial implications section of this report, the revenue impact of keeping the Senior fare category and the age limit at which children travel for free as status quo is comparable to the revenue impact of the recommendations.

The positive impact to our revenue if we remove the senior fare category is approximately \$600,000. The negative impact to our revenue if we run a pilot to increase the age at which children ride free is approximately \$600,000. Therefore, by doing both, the only real impact to revenue/budget is the overall effect of the fare increase (\$755,000 this year, 1,550,000 per year going forward). By doing neither, the only real impact to revenue/budget is the overall effect of the fare increase (\$755,000 this year, 1,550,000 per year going forward).

2. Council may choose to make amendments in addition to the amendments identified by staff. Based on the nature of any amendments, a supplementary report may be required.

ATTACHMENTS

Attachment A - Fare Tables – 2019 Transit Fare Strategy By-Law U-100 Amendments

Attachment B - Showing proposed changes to By-law U-100

Attachment C - By-law U-105

A copy of this report can be obtained online at halifax.ca or by contacting the Office of the Municipal Clerk at 902.490.4210.

Report Prepared by: Marc Santilli, Manager Technical Services, Halifax Transit, 902.490.6649

HALIFAX

P.O. Box 1749
Halifax, Nova Scotia
B3J 3A5 Canada

Item No. 15.1.2
Halifax Regional Council
February 25, 2020

TO: Mayor Savage and Members of Halifax Regional Council

SUBMITTED BY: 
Original Signed by _____
Jacques Dubé, Chief Administrative Officer

DATE: January 10, 2020

SUBJECT: **Route 320 Airport / Fall River Regional Express – Premium Fare –
Supplementary Report**

SUPPLEMENTARY REPORT

ORIGIN

On September 17, 2019, Regional Council approved a motion requesting the Chief Administrative Officer (CAO) to prepare a supplemental staff report with respect to fees on Route 320 relating to residents of the Fall River community who commute to the metro area.

LEGISLATIVE AUTHORITY

Halifax Regional Municipality Charter, R.S.N.S. 2008, section 102 allows Council, by by-law, to prescribe charges for the provision of services for persons who use or benefit from the service, on a basis to be set out in the by-law.

Halifax Regional Municipality Charter, R.S.N.S. 2008, subsection 69(1) enables the Municipality to provide a public transportation service, and clause 79(1)(o) provides authority for Council to expend money to provide public transportation.

RECOMMENDATION

It is recommended that Halifax Regional Council adopt the \$6.00 cash fare for all trips on Route 320 Airport / Fall River Regional Express.

BACKGROUND

Halifax Transit's approved Multi-Year Budget & Business Plan 2019/2020 and 2020/2021, included a fare increase to assist in funding operating costs in 2019/2020 and 2020/2021. The increase in Halifax Transit's operating budget for 2019/2020 and 2020/2021 is due to several factors including, but not limited to, increased wages, service increases associated with the *Moving Forward Together Plan*, etc.

Regional Express Fares

Regional Express service was launched in August 2009 at a premium adult fare of \$3.25. Conventional adult fare at that time was \$2.25. Route 320 Airport / Fall River Regional Express service was launched in May 2012, but the adult fare remained at \$3.25. In September 2013, Halifax Regional Council approved a Regional Express adult fare increase from \$3.25 to \$3.50 and a conventional adult fare increase from \$2.25 to \$2.50.

On September 17, 2019, Regional Council approved the latest fare increase, which came into effect on September 30, 2019. The new approved Regional Express adult fare is now \$4.25, and the new conventional adult fare is now \$2.75.

As part of the September 17, 2019 By-law U-100 amendment package, staff recommended an increase for cash fares on Route 320 to \$6. This represents an increase of \$1.75 above the new approved Regional Express fare of \$4.25. This supplementary report elaborates on the proposed premium fare for Route 320.

DISCUSSION

Regional Express Routes are characterized as such as they operate outside of the Urban Transit Service Boundary. While there are some similarities between the Regional Express Routes, Route 320 is a different service type all together as it operates with different vehicles, service levels and purpose than the other Regional Express Routes and thus could be classified differently. The Route 320 Airport / Fall River Regional Express serves both commuters and occasional travelers. As identified in the *Moving Forward Together Plan* (MFTP), this route provides a regionally significant connection from a tourism and economic development perspective and thus is exempt from minimum ridership guidelines.

Route 320 also provides a significantly higher level of service than other Regional Express Routes, operating consistently all day, seven days a week in both inbound and outbound directions. Table 1 provides a comparison of revenue service hours among the three Regional Express Routes. As evident below, Route 320 provides 122% more service on weekdays than Route 330 serving the Tantallon community and 268% more service on weekdays than Route 370 serving the Porters Lake community. Furthermore, the revenue hour divergence between Route 320 and the other Regional Express Routes increases even further when comparing annual revenue hours.

Table 1: Regional Express Revenue Hour Comparison

Route	Revenue Hours (Inservice + Layovers)			
	Weekday (Daily)	Saturday (Daily)	Sunday / Holiday (Daily)	Annual
Route 320 Airport / Fall River	51.7	38.9	38.9	17,395
Route 330 Tantallon	23.3	-	-	5,848
Route 370 Porters Lake	14.0	-	-	3,518

To reflect the reduced ridership expectations, higher level of service, and resulting higher level of cost to operate this service, a higher cash/single rider fare is appropriate. A jurisdictional scan was completed, and the proposed single ride cash fare of \$6, is considered more reflective of the value of service to travelers. This is reinforced by the fact that all other modes of transportation for occasional travellers are significantly more expensive than transit fare (e.g. taxi, shuttle, parking, etc.).

While a fare increase, in general may impact ridership, it is not anticipated in this case. This increase is only expected to apply to occasional travellers, and since the \$6 cash fare still is the most cost-effective transportation connection to the Airport, ridership levels are not expected to be negatively impacted. For comparison, other transportation options between the Regional Centre and the Airport, range from \$22 on the seasonal Maritime Bus Coach to roughly \$50 to \$60 by taxi.

Comparison of Options

Concerns were raised regarding the potential impact of the increase cash fare on residents, particularly those in Fall River. Staff identified and evaluated three options in the development of this supplementary report. These options are 1) \$6 cash fare for all trips, 2) \$6 cash fare for all trips other than to/or from the Fall River community and 3) \$4.25 fare for all Regional Express Routes. To provide a sense of the relative impact of these options, there are approximately 210 daily boardings on this route at the Airport and surrounding stops, and approximately 100 from the Fall River Park & Ride. Data is not available on the fare payment used, but it can be assumed based on overall Regional Express pass sales that the majority of regular Fall River commuters use a monthly pass to access the service. The relative advantages and disadvantages of each option are provided in Table 2 below.

Table 2: Options for Route 320 Fares

Option	Advantages	Disadvantages
1. \$6 cash fare for all trips on Route 320	<ul style="list-style-type: none"> • Simpler to message and communicate to users • Simpler to manage • More efficient boarding 	<ul style="list-style-type: none"> • Could impact occasional Fall River users who chose not to purchase Halifax Transit tickets
2. \$6 cash fare for all trips on Route 320 (other than to/or from Fall River)	<ul style="list-style-type: none"> • Fall River residents would be exempt from the cash fare premium 	<ul style="list-style-type: none"> • Difficult to message and communicate to users • Difficult to manage as the fare may be subject to abuse • Less efficient boarding
3. \$4.25 fare for all Regional Express Routes	<ul style="list-style-type: none"> • Reduced complexity regarding fare types 	<ul style="list-style-type: none"> • Reduced fare revenue and recovery

As other fare medium (e.g. tickets, passes, etc.) will remain consistent with other Regional Express service, there is no impact to commuters, frequent users or HRM residents as they are able to purchase Halifax Transit tickets. It should also be noted that Halifax Transit tickets do not expire so occasional users, which may include some in the Fall River community, are able to purchase tickets, use them as required and thus forgo the \$6 cash fare.

Table 3: Regional Express Fare Comparison with Recommended Option

Fare Type	Route 330 Tantallon Route 370 Porters Lake	Route 320 Airport / Fall River
Adult Cash	\$4.25	\$6
Youth / Senior Cash	\$3.00	\$6
Adult Monthly Pass	\$127.50	\$127.50
Youth / Senior Monthly Pass	\$90.00	\$90.00
Person with Halifax Transit ticket or transfer Cash	\$4.25 (\$2.75 ticket / transfer + \$1.50)	\$4.25 (\$2.75 ticket / transfer + \$1.50)
Adult with a MetroPass or UPass	+\$1.50	+\$1.50
Youth / Senior with Halifax Transit ticket or transfer Cash	\$3.00 (\$2.00 ticket / transfer + \$1.00)	\$3.00 (\$2.00 ticket / transfer + \$1.00)
Youth / Senior with a MetroPass or UPass	+\$1.00	+\$1.00

FINANCIAL IMPLICATIONS

Options 1 and 2 are expected to increase fare revenue between \$30,000 and \$50,000 annually. Both options are anticipated to generate the same level of fare revenue as the increase only applies to occasional travelers, many of whom may be visitors. Option 3 would eliminate any potential annual fare revenue increase estimated, as previously mentioned, between \$30,000 and \$50,000.

RISK CONSIDERATION

No additional or new significant risks have emerged.

COMMUNITY ENGAGEMENT

A proposed premium fare increase was included in the draft version of the *Moving Forward Together Plan*. Additionally, staff previously engaged the Halifax International Airport Authority regarding the proposed premium fare for the Route 320 and a submission from the Airport Authority was received as part of the fare strategy.

ENVIRONMENTAL IMPLICATIONS

There were no environmental implications identified associated with this report.

ALTERNATIVES

Council may choose to adopt the \$6 cash fare for the Route 320 for all trips other than those to and from Fall River. As described in the discussion section above, this alternative is not recommended as it is difficult to message and communicate to users, difficult to manage as transit operators may question a user's destination (e.g. Airport vs. Fall River) and will likely lead to less efficient boarding.

Council may choose to not adopt any premium fare increase for the Route 320. As described in the discussion section above, this alternative is not recommended as it represents forgone fare revenue. However, this alternative is preferable to the option of having cash fares differ based on origin and destination, based on ease of implementation. If Council chooses not to adopt the \$6 case fare, direction will be required to amend By-law U-100, the User Charges By-law as the current By-law reflects the \$6 cash fare.

ATTACHMENTS

Attachment A - Staff recommendation report dated September 17, 2019

A copy of this report can be obtained online at halifax.ca or by contacting the Office of the Municipal Clerk at 902.490.4210.

Report Prepared by: Dave Espeseth, Acting Supervisor, Service Design & Projects, 902.490.4942

Report Approved by: Original Signed
Patricia Hughes, MCIP, LPP, Manager, Planning & Scheduling, 902.490.6287

Financial Approval by: Original Signed
Jane Fraser, Director of Finance, Asset Management and ICT/CFO, 902.490.4630

Report Approved by: Original Signed
Dave Reage, Director, Halifax Transit, 902.490.5138

HALIFAX

P.O. Box 1749
Halifax, Nova Scotia
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Item No. 15.1.5
Halifax Regional Council
August 13, 2019
September 17, 2019

TO: Mayor Savage and Members of Halifax Regional Council

SUBMITTED BY: Original Signed
Councillor Nicoll, Chair of the Transportation Standing Committee

DATE: July 29, 2019

SUBJECT: Amendments to By-law U-100 – Halifax Transit Fare Strategy 2019

ORIGIN

July 25, 2019 meeting of the Transportation Standing Committee, Item No. 12.1.2.

LEGISLATIVE AUTHORITY

Administrative Order 1, Respecting the Procedures of the Council, Schedule 7, Transportation Standing Committee Terms of Reference, section 4 (b) which states: “The Transportation Standing Committee shall oversee and review of the Municipality’s Regional Transportation Plans and initiatives, as follows: overseeing and reviewing the Regional Transportation policies, bylaws and functional plans”.

RECOMMENDATION

The Transportation Standing Committee recommends that Regional Council:

1. Adopt By-law U-105, the purpose of which is to amend Schedule 1 of By-law U-100, the User Charges By-law, establishing changes to the existing fare structure and fares as set out in Attachment 2 to this report, subject to retaining the senior fare category and increasing the senior's fare proportionate to the proposed increases to the general fare.
2. Direct the CAO to begin planning a Student Transit Pass pilot program by meeting with HRCE and CSAP officials to discuss potential partnership opportunities, program details, timelines, logistics, marketing and costs.
3. Direct the CAO to prepare a report investigating the feasibility of implementing a fee for access to Halifax Transit Park & Rides.
4. Request a supplementary report that shall include but not be limited to detailed study on income levels of seniors who are regular bus users, cost of a free transit for seniors program, and costs of increasing the fare while adopting an enhanced seniors low income pass program.
5. Identify funding for the youth free transit program pilot prior to implementing the pilot.

BACKGROUND

A staff report dated June 11, 2019 pertaining to amendments to By-law U-100 – Halifax Transit Fare Strategy 2019 was before the Transportation Standing Committee for consideration at its July 25, 2019 meeting.

For further information, please refer to the attached staff report dated June 11, 2019.

DISCUSSION

The Transportation Standing Committee received a presentation from staff and reviewed the June 11, 2019 staff report at its meeting held on July 25, 2019 and forwarded the recommendation to Halifax Regional Council as outlined in this report.

The Committee amended the staff recommendation to include an addition to Section 1 of the recommendation to retain the senior fare category and increase the senior's fare proportionate to the proposed increases in the general fare. The Committee also added Section 4 requesting for a supplementary report relating to the senior's fare and Section 5 requiring that funds be identified for the youth free transit program pilot.

FINANCIAL IMPLICATIONS

As outlined in the attached staff report dated June 11, 2019.

RISK CONSIDERATION

As outlined in the attached staff report dated June 11, 2019.

COMMUNITY ENGAGEMENT

The Transportation Standing Committee meetings are open to public attendance, a live webcast is provided of the meeting, and members of the public are invited to address the Committee for up to five minutes at the end of each meeting during the Public Participation portion of the meeting. The agenda, reports, video, and minutes of the Transportation Standing Committee are posted on [Halifax.ca](#).

ENVIRONMENTAL IMPLICATIONS

As outlined in the attached staff report dated June 11, 2019.

ALTERNATIVES

The Transportation Standing Committee did not discuss alternative recommendations.

ATTACHMENTS

1. Revised proposed changes to By-law U-100
2. Revised By-law U-105
3. Staff report dated June 11, 2019
4. Staff presentation dated July 25, 2019

A copy of this report can be obtained online at [halifax.ca](#) or by contacting the Office of the Municipal Clerk at 902.490.4210.

Report Prepared by: Judith Ng'ethe, Legislative Assistant, 902.490.6517.

Attachment 1

(Showing Proposed Changes)

REVISED – July 31, 2019

HALIFAX REGIONAL MUNICIPALITY BY-LAW NUMBER U-100 RESPECTING USER CHARGES

BE IT ENACTED by the Council of the Halifax Regional Municipality, under the authority of Sections 102 and 104 of the *Halifax Regional Municipality Charter*, 1989 R.S.N.S. c. 39, as amended, as follows:

Short Title

1. This By-law shall be known as By-law U-100, the *User Charges By-law*.

Interpretation

2. In this By-law,
 - (a) "CAO" means the Chief Administrative Officer of Halifax Regional Municipality;
 - (b) "Council" means the Council of the Municipality;
 - (c) "Municipality" means the Halifax Regional Municipality; and
 - (d) "user charge" includes a charge, fare, fee, or levy for the provision of a service to be paid by a person who uses or benefits from the service.

Application of the By-law

3. Council hereby establishes user charges to be paid by the person using the service in the amount as set out in each Schedule to this By-law.
4. Any Schedule to this By-law shall form part of this By-law.
5. The user charges as listed in the Schedules are subject to Federal and Provincial taxes where applicable.

Offences

6. A person who contravenes any provision of this By-law shall be guilty of an offence.
7. A person who contravenes any provision of this By-law is liable on summary conviction to a penalty of not less than one hundred dollars (\$100) and not more than one thousand dollars (\$1,000), in default of payment, to imprisonment for not more than ten days.

Done and passed in Council this 21st day of June, 2016.

Mayor

Municipal Clerk

I, Kevin Arjoon, Municipal Clerk of the Halifax Regional Municipality, hereby certify that the above-noted By-law was passed at a meeting of the Halifax Regional Council held on June 21, 2016.

Kevin Arjoon, Municipal Clerk

Notice of Motion:	May 24, 2016
First Reading:	May 31, 2016
Notice of Public Hearing Publication: 2016	June 4,
Second Reading:	June 21, 2016
Approval by Service Nova Scotia and Municipal Relations:	N/A
<u>Effective Date:</u>	<u>June 25, 2016</u>
<hr/>	
Amendment # 1 – Repeal and Replace Schedule 2	
Notice of Motion:	March 28, 2017
First Reading:	April 11, 2017
Notice of Public Hearing Publication:	April 22, 2017
Second Reading:	May 9, 2017
Approval by Service Nova Scotia and Municipal Relations:	N/A
Effective Date:	May 13, 2017
<hr/>	
Amendment # 2	
Notice of Motion:	June 20, 2017
First Reading:	July 18, 2017
Notice of Public Hearing Publication:	July 29, 2017
Second Reading:	August 15, 2017
Approval by Service Nova Scotia and Municipal Relations:	N/A
Effective Date:	August 26, 2017
<hr/>	
Amendment # 3 – “Welcomed in Halifax” Program Criteria	
Notice of Motion:	February 27, 2018
First Reading:	March 6, 2018
Notice of Second Reading Publication:	March 10, 2018
Second Reading:	March 27th, 2018
Approval of Service Nova Scotia and Municipal Relations:	N/A
Effective Date:	April 21, 2018
<hr/>	
Amendment # 4 – Department of Community Services Transit Pass Program	
Notice of Motion:	May 8, 2018
First Reading:	May 22, 2018
Notice of Second Reading Publication:	May 26, 2018
Second Reading:	June 19, 2018
Approval of Service Nova Scotia and Municipal Relations:	N/A
Effective Date:	June 23, 2018

Schedule 1

Halifax Transit User Charges

Interpretation

1. In this Schedule,
 - (a) "Access-A-Bus" means the Halifax Transit service for persons unable to use conventional transit due to a physical or cognitive disability;
 - (b) "adult" means a person between 16 **18** years of age and up to and including 64 years of age;
 - (c) "child" means a person between 5 **0** years of age and up to and including **45 4** years of age;
 - (d) "CNIB" means The Canadian National Institute for the Blind;
 - (da) "Department of Community Services Pass" means a transit pass purchased by the Province of Nova Scotia and issued to an Employment Support and Income Assistance client;
 - (e) "Halifax Transit" means the transit facilities and services provided by the Municipality;
add
 - (f) "Low Income Transit Pass" means a transit pass issued under the Low Income Transit Pass Program;
 - (g) "personal care attendant" means a person issued a Personal Care Attendant Identification Card by Access-A-Bus;
 - (h) "proper authority" means any employee of Halifax Transit carrying an identification card issued by Halifax Transit;
 - (i) "refugee" means a person identified as a refugee pursuant to the *Immigration and Refugee Protection Act*;
 - (ia) "refugee claimant" means a person
 - (i) who has been granted Protected Person status by the Immigration and Refugees Board of Canada,
 - (ii) who has been issued a Refugee Protection Claimant Document by the Government of Canada,

(iii) who has applied to the Government of Canada for a Pre-Removal Risk Assessment,

(iv) who cannot return to their home country because the Government of Canada has suspended or deferred removal to that country, or

(v) without temporary status, has applied to the Government of Canada to stay in Canada permanently on humanitarian and compassionate grounds;

(j) "registered Access-A-Bus user" means a person eligible to travel on Access-A-Bus as determined through an application process;

(k) "senior" means a person 65 years of age and over;

(l) "SmartTrip EPass" means a transit pass issued under the SmartTrip Program;

(m) "student monthly pass" means a person who is a full time student at an educational institution monthly pass purchased and distributed by the Halifax Regional Centre for Educationas confirmed by a valid student ID;

(n) "transfer" means proof of payment in a form prescribed by Halifax Transit that

(i) is issued by Halifax Transit when the initial user charge is paid;

(ii) allows the person to continuously travel on more than one route, of the same or lesser user charge, without having to pay an additional user charge; and

(iii) expires ninety (90) minutes after the last timepoint on the originaing route;

(o) "UPass" means a transit pass issued to a student who attends a post-secondary institution that has signed a contract with the Municipality; and

(p) "youth" means a person between 5 years of age and up to and including 17 years of age.

Application

2. (1) Subject to section 3, no person shall travel or attempt to travel on Halifax Transit without paying the appropriate user charge as set out in section 9 of this Schedule.

(2) Where the amount of the user charge for passage on Halifax Transit is disputed, the person disputing the amount shall pay the amount requested by a proper authority.

(3) A person who refuses to pay the user charge requested by a proper authority shall be refused passage on Halifax Transit.

3. Notwithstanding subsection 2(1), travel on Halifax Transit shall be free for the following:

(a) a child under five (5) years of age;

(aa) a child youth between five (5) years of age and up to twelve (12) years of age when accompanying an adult carrying a valid SmartTrip EPass or a Department of Community Services pass;

(b) a senior between 10:00 a.m. and 3:30 p.m. and after 6:00 p.m. until end of service day on Tuesdays;

(c) a person with a CNIB identification card;

(d) an employee or retiree of Halifax Transit;

(e) a Halifax Regional Police officer in uniform;

(f) a personal care attendant when accompanying a registered Access-A-Bus user;

(g) a person, and any accompanying family member, who is a veteran or current member of the armed forces and

(i) is in uniform, or

(ii) who presents an armed forces ID on Remembrance Day; and

(h) an elementary school student travelling to or from the Beaver Bank Monarch Drive Elementary School on the Route 400.

4. (1) Council, by resolution, or the CAO, may waive any user charge under this Schedule:

(a) for the following days,

(i) Canada Day,

(ii) Natal Day, or

(iii) after 6 p.m. and until end of service on New Year's Eve;

(b) where, in the opinion of Council or the CAO, such a waiver would be beneficial to the Municipality;

(c) for up to one year for a refugee under the settlement support program or for a refugee claimant; or

(d) for event volunteers and participants upon application by an event organizer.

(2) The CAO may delegate the authority under subsection 1 of this section to the Director of Halifax Transit.

Low Income Transit Pass Program

5. A person who meets the eligibility requirements of the Low Income Transit Pass Program as adopted by Council, by resolution, may apply to the program.

6. Council may, by resolution, set the number of Low Income Transit Passes available under the program.
 7. A Low Income Transit Pass shall be provided by the Municipality on a first come, first serve basis.
 8. Meeting the eligibility requirements does not guarantee a person will receive a Low Income Transit Pass.
- 8A. (1) The Director of Transit or his designate shall set the program year for the Low Income Transit Pass Program.

(2) If the number of qualified applicants to the Low Income Transit Pass Program exceeds the number of Low Income Transit Passes available in the program year, a waiting list shall be created and names added as they are approved.

(3) The Director of Transit or his designate may remove a person from the Low Income Transit Pass Program if:

- (a) the person has not purchased a Low Income Transit Pass for a period of six (6) consecutive months; and
- (b) there is a waiting list.

(4) A person removed from the program in accordance with subsection 3, may apply to the program in the same program year and, if accepted into the program, the person shall be added to the waiting list.

Department of Community Services Pass

8B. The Province of Nova Scotia may purchase transit passes from Halifax Transit for distribution to Employment Support and Income Assistance clients.

Youth Free Transit Pilot Program

8C. (1) A person who meets the eligibility requirements of the Youth Free Transit Pilot Program as adopted by Council, by resolution, may use the program.

(2) Subsection 2(1) and clause 3(aa) shall be suspended for the duration of the Youth Free Transit Pilot Program.

User Charges for Halifax Transit

9. The user charges for Halifax Transit shall be as follows:

Type of Service	User Charge per person
Conventional Bus, Ferry and Access A Bus	
Adult Cash	\$2.50

Type of Service	User Charge per person
Student Cash	\$2.50
Senior Cash	\$1.75
Child Cash	\$1.75
10 Tickets Adult or Student	\$20
10 Tickets Senior or Child	\$14.50
Adult Monthly Pass	\$78
Adult Monthly Pass for Low Income Transit Pass	\$39
Senior or Child Monthly Pass	\$58
Student Monthly Pass	\$70
Halifax Regional School Board Pass	\$50
UPass 8 month pass	\$145.52
9 month pass	\$162.89
MetroLink	
Adult Cash	\$3.00
Senior or Child Cash	\$2.25
Student Cash	\$3.00
Adult Monthly Pass	\$94.50
Adult Monthly Pass for Low Income Transit Pass	\$47.25
Person with Halifax Transit Ticket, MetroPass, UPass or transfer	\$.50
MetroX	
Adult Cash	\$3.50
Senior or Child Cash	\$2.75
Student Cash	\$3.50
Adult Monthly Pass	\$111

Adult Monthly Pass for Low Income Transit Pass	\$55.50
Type of Service	User Charge per person
Person with Halifax Transit ticket, MetroPass, UPass or transfer	\$1.00
Person with MetroLink pass or transfer	\$.50
Department of Community Service Pass	
Department of Community Services Pass monthly charge	\$21.00
SmartTrip EPass	
EPass for Adult	87.5% of the cost of 12 monthly passes for the corresponding type of Halifax Transit pass
EPass for Senior	
EPass for MetroLink Adult	
EPass for MetroX Adult	

Type of Service	User Charge per person
Conventional Bus, Ferry and Access-A-Bus	
Adult Cash	\$2.75
Senior or Youth Cash	\$2.00
10 Tickets Adult	\$24.75
10 Tickets Senior or Youth	\$18.00
Adult Monthly Pass	\$82.50
Adult Monthly Pass for Low Income Transit Pass	\$41.25
Senior or Youth Monthly Pass	\$60.00
Student Monthly Pass	\$50.00
UPass 4 month pass	\$79.33
8 month pass	\$158.65
9 month pass	\$177.65

Regional Express	
Adult Cash	\$4.25
Senior or Youth Cash	\$3.00
Adult Monthly Pass	\$127.50
Adult Monthly Pass for Low Income Transit Pass	\$63.75
Senior or Youth Monthly Pass	\$90.00
Airport Route Cash	\$6.00
Person with Halifax Transfer ticket, MetroPass, UPass or transfer Cash	\$1.50
Department of Community Services Pass	
Department of Community Services Monthly Pass	\$21.00
SmartTrip EPass	
EPass for Adult	87.5% of the cost of 12 monthly passes for the corresponding type of Halifax Transit pass

Schedule 2

SmartTrip Program Membership Fees

1. The user charges for enrolment in the SmartTrip Program shall be as follows:

Workplace Size (# of Employees)	Annual Fee
1-100	\$100
100+	\$250

Attachment 2

(Amending By-law)

REVISED – July 31, 2019

HALIFAX REGIONAL MUNICIPALITY BY-LAW NUMBER U-105 RESPECTING USER CHARGES

BE IT ENACTED by the Council of the Halifax Regional Municipality that Schedule 1 of By-law U-100, the *User Charges By-law*, is amended as follows:

1. Amend section 2 by:
 - (i) striking the word and number “between 16” after the word “person” and before the word “years” in clause (b);
 - (ii) adding the number “18” after the word “person” and before the word “years” in clause (b);
 - (iii) striking the number “5” after the word “between” and before the word “years”, and striking the number “15” after the word “including” and before the word “years” in clause (c);
 - (iv) adding the number “0” after the word “between” and before the word “years”, and adding the number “4” after the word “including” and before the word “years” in clause (c);
 - (v) striking out the words “person who is a full-time student at an educational institution as confirmed by a valid student ID” after the words “mean a” and before the punctuation semi-colon at the end of clause “m”;
 - (vi) adding the words “monthly pass” immediately after the word “student” and before the end quotation mark in clause (m);
 - (vii) adding the words “monthly pass purchased and distributed by the Halifax Regional Centre for Education” after the words “mean a” and before the punctuation semi-colon at the end of clause (m);
 - (viii) striking the period punctuation mark at the end of clause (o);
 - (ix) adding the punctuation semi-colon and the word “and” at the end of clause (o); and
 - (x) adding the following definition immediately after clause (o):
 - (p) “youth” means a person between 5 years of age and up to and including 17 years of age.
2. Amend section 3 by:
 - (i) striking out the word “child” at the beginning of clause (aa); and
 - (ii) adding the word “youth” at the beginning of clause (aa).
3. Adding the title line “Youth Free Transit Pilot Program” immediately after section 8B.
4. Adding the following section immediately after the new title line “Youth Free Transit Pilot Program”:

8C. (1) A person who meets the eligibility requirements of the Youth Free Transit Pilot Program as adopted by Council, by resolution, may use the program.

(2) Subsection 2(1) and clause 3(aa) shall be suspended for the duration of the Youth Free Transit Pilot Program.

5. Deleting the table of user charges under section 9 and replacing it with the following table:

Type of Service	User Charge per person
Conventional Bus, Ferry and Access-A-Bus	
Adult Cash	\$2.75
Senior or Youth Cash	\$2.00
10 Tickets Adult	\$24.75
10 Tickets Senior or Youth	\$18.00
Adult Monthly Pass	\$82.50
Adult Monthly Pass for Low Income Transit Pass	\$41.25
Senior or Youth Monthly Pass	\$60.00
Student Monthly Pass	\$50.00
UPass 4 month pass 8 month pass 9 month pass	\$79.33 \$158.65 \$177.65
Regional Express	
Adult Cash	\$4.25
Senior or Youth Cash	\$3.00
Adult Monthly Pass	\$127.50
Adult Monthly Pass for Low Income Transit Pass	\$63.75
Senior or Youth Monthly Pass	\$90.00
Airport Route Cash	\$6.00
Person with Halifax Transfer ticket, MetroPass, UPass or transfer Cash	\$1.50

Department of Community Services Pass	
Department of Community Services Monthly Pass	\$21.00
SmartTrip EPass	
EPass for Adult	87.5% of the cost of 12 monthly passes for the corresponding type of Halifax Transit pass

Done and passed by Council this day of , 2019.

Mayor

Municipal Clerk

HALIFAX

P.O. Box 1749
Halifax, Nova Scotia
B3J 3A5 Canada

Item No.12.1.2
Transportation Standing Committee
July 25, 2019

TO: Chair and Members of Transportation Standing Committee

SUBMITTED BY: Original Signed
Dave Reage, MCIP, LPP, Director Halifax Transit

Original Signed
Chief Stuebing, Acting Chief Administrative Officer

DATE: June 11, 2019

SUBJECT: Amendments to By-law U-100 - Halifax Transit Fare Strategy 2019

ORIGIN

This report originates from:

1. Halifax Transit Draft Multi-Year Budget & Business Plan 2019/2020 and 2020/2021, presented to the Budget Committee on January 30, 2019 which recommended a fare increase to cover the increase to Halifax Transit's operating budget for 2019/2020 and 2020/2021.
2. At the October 25, 2018 meeting of the Transportation Standing Committee, the following motion was passed:

The Transportation Standing Committee request a staff report on the feasibility of:

- i. Implementing a Transit Pass Program similar to Kingston, Ontario's that would provide a bus pass to all high school students along with orientation sessions at schools;
- ii. Increasing the age that children ride free until from 5 to 16 as part of the fare strategy.

LEGISLATIVE AUTHORITY

Halifax Regional Municipality Charter, R.S.N.S. 2008, section 102 allows Council, by by-law, to prescribe charges for the provision of services for persons who use or benefit from the service, on a basis to be set out in the by-law.

Halifax Regional Municipality Charter, R.S.N.S. 2008, subsection 69(1) enables the Municipality to provide a public transportation service, and clause 79(1)(o) provides authority for Council to expend money to provide public transportation.

RECOMMENDATION

It is recommended that the Transportation Standing Committee recommend that Regional Council:

1. Adopt By-law U-105, the purpose of which is to amend Schedule 1 of By-law U-100, the User Charges By-law, establishing changes to the existing fare structure and fares as set out in Attachment C to this report.
2. Direct the CAO to begin planning a Student Transit Pass pilot program by meeting with HRCE and CSAP officials to discuss potential partnership opportunities, program details, timelines, logistics, marketing and costs.
3. Direct the CAO to prepare a report investigating the feasibility of implementing a fee for access to Halifax Transit Park & Rides.

BACKGROUND

Halifax Transit fares

Halifax Transit's standard adult fare was last increased (from \$2.25 to \$2.50) on September 30, 2013. Before the increase in 2013, the standard adult fare was increased (from \$2.00 to \$2.25) on July 1, 2009. Before the increase in 2009, the standard adult fare was increased (from \$1.75 to \$2.00) in January 2005.

Halifax Transit's approved Multi-Year Budget & Business Plan 2019/2020 and 2020/2021, includes a 25-cent fare increase to assist in funding Halifax Transit operating costs in 2019/2020 and 2020/2021. The increase in Halifax Transit's operating budget for 2019/2020 and 2020/2021 is due to several factors including, but not limited to, increased wages, increased cost of fuel, service increases associated with the *Moving Forward Together Plan*, etc.

The proposed 25-cent fare increase has been approved by Regional Council as part of the 2019/2020 budget; however, specifics of the rollout of the fare increase were not in place at that time.

Student Transit Pass Program

At present, the Halifax Regional Centre for Education (HRCE) offers passes to qualified students who are outside of the established walking distance, but for whom school busing is not an option. Each month, they provide 750 – 900 passes to students at six schools. These are provided by Halifax Transit at the rate of \$50 per pass per month.

DISCUSSION

Halifax Transit fares

Change in approach

Historically, Halifax Transit has considered fare increases as required and applied fare increases uniformly (e.g. a 10% increase of all passenger classifications, for all products/media, across all services). With technology changes coming (electronic fares), Halifax Transit is changing the approach to fare increases to focus more on industry best-practices, strategic goals and planning for the future in an effort to increase ridership, reduce cash handling, and provide more options and convenience to passengers.

Jurisdictional scan

Jurisdictions in the first table were selected based on fleet size and/or population data in range with Halifax Transit's fleet size and/or population. The second table includes Atlantic Canadian jurisdictions with greater than twenty buses. Data source is the *CUTA DATA Canadian Transit Fact Book, 2016 Operating Data*, published November 2017 (except where indicated ↑ for increases and ↓ for decreases from CUTA data, based on current fares published on jurisdictions' websites). Sorted by Adult Cash Fare, lowest to highest.

The cells highlighted in red indicate the jurisdictions lowest in their category and cells highlighted in yellow indicate where Halifax Transit is second-lowest in the category.

Jurisdictions Based on Fleet Size / Population	R/C Ratio	Adult Cash Fare	Adult Monthly Pass	Child Cash Fare	Child Monthly Pass	Senior Cash Fare	Senior Monthly Pass	Buses	Municipal Population	Service Area Population
Canada	54%	\$3.02	\$81.67	\$2.48	\$54.67	\$2.66	\$51.51	16,450	23,990,515	22,973,041
Pop. 400,001 - 2,000,000	44%	\$3.38	\$101.34	\$3.13	\$68.50	\$2.78	\$51.50	7,047	9,613,239	9,132,022
Pop. 150,001 - 400,000	41%	\$3.37	\$97.17	\$2.21	\$52.67	\$3.06	\$54.02	1,693	2,538,206	2,371,963
Halifax, NS	35%	\$2.50	\$78.00	\$1.75	\$58.00	\$1.75	\$58.00	323	425,871	316,780
Victoria, BC	46%	\$2.50	\$85.00	\$2.50	\$45.00	\$2.50	\$45.00	282	367,770	314,696
London, Ont	52%	\$2.75	\$81.00	\$0.00↓		\$2.75	\$57.50	206	385,100	385,100
Hamilton, Ont	50%	\$3.00	\$105.60↑	\$3.00	\$88.00↑	\$3.00	\$29.50↑	251	536,917	490,673
Waterloo Region, Ont	39%	\$3.25	\$86.00↑	\$3.25	\$73.00↑	\$3.25	\$73.00↑	249	541,395	452,684
Laval, Que	33%	\$3.25	\$95.00↑	\$3.25	\$57.00↑	\$3.25	\$57.00↑	306	430,077	430,077
Longueuil, Que	42%	\$3.25	\$98.50↑	\$3.25	\$58.50↑	\$3.25	\$58.50↑	444	419,677	419,677
Mississauga, Ont	48%	\$3.75↑				\$1.00		467	764,300	764,300
Durham Region, Ont	39%	\$3.75	\$117.00↑	\$2.50	\$65.00	\$2.50	\$46.00	186	673,075	567,421
Brampton, Ont	46%	\$4.00↑	\$124.00↑	\$4.00↑	\$105.00	\$1.00	\$52.00	407	593,638	588,200
Gatineau, Que	43%	\$4.00↑	\$97.00↑			\$2.60	\$41.00↑	364	278,589	278,589
York Region, Ont	40%	\$4.00	\$150.00↑	\$4.00	\$63.00↑	\$4.00	\$63.00↑	539	1,186,907	1,083,442
Averages for Jurisdictions	43%	\$3.41	\$103.91	\$2.86	\$69.31	\$2.65	\$52.25	336	561,586	524,987

Atlantic Canadian Jurisdictions > 20 Buses	R/C Ratio	Adult Cash Fare	Adult Monthly Pass	Child Cash Fare	Child Monthly Pass	Senior Cash Fare	Senior Monthly Pass	Buses	Municipal Population	Service Area Population
Halifax, NS	35%	\$2.50	\$78.00	\$1.75	\$58.00	\$1.75	\$58.00	323	425,871	316,780
Moncton, NB	38%	\$2.50↑	\$64.00↑	\$2.50↑	\$49.00↑	\$2.50↑	\$49.00↑	31	116,940	116,940
St. John's, NL	29%	\$2.50↑	\$78.00↑	\$2.00↑	\$53.00↑	\$2.50↑	\$53.00↑	42	153,400	137,590
Saint John, NB	47%	\$2.75	\$77.00	\$2.50	\$66.00	\$2.50	\$55.00	42	120,000	100,420
Fredericton, NB	39%	\$2.75	\$80.00	\$2.75		\$2.75	\$50.00	25	58,220	58,220
Averages for Jurisdictions	38%	\$2.63	\$74.75	\$2.44	\$56.00	\$2.56	\$52.33	35	112,140	103,293

Some key observations and implications from the jurisdictional scan:

Key Observation	Implication
Jurisdictions Based on Fleet Size / Population	
1. Halifax Transit is tied for lowest Adult Cash Fare, \$0.85 lower than average for evaluated jurisdictions.	Fares should be increased to be more in-line with similar jurisdictions and a plan should be put in place for periodic increases in the future.
2. Halifax Transit has second lowest Child Cash Fare, \$1.23 lower than average for evaluated jurisdictions.	
3. Halifax Transit has lowest cost Adult Monthly Pass, \$22.47 lower than average for evaluated jurisdictions.	Monthly passes need to be more competitive relative to tickets. Current pricing requires too many trips for the monthly pass to be a better value than tickets.

Key Observation	Implication
4. Halifax Transit's Child Monthly Pass is \$9.45 lower than average for evaluated jurisdictions.	
5. All 11 evaluated jurisdictions offer at least one electronic fare media payment option.	Halifax Transit should implement an electronic fare media payment option.
Atlantic Canadian Jurisdictions with > 20 Buses	
6. Halifax Transit is in a similar position relative to Canadian jurisdictions when compared to other Atlantic Canadian jurisdictions.	Even in similar economic conditions, Halifax Transit has relatively low fares. Fares should be increased to be more in-line with similar jurisdictions.

Halifax Transit passenger classifications (fare categories):

Current Passenger Classifications		Recommended Passenger Classifications	
Halifax Transit currently classifies passengers based on age or school criteria.		Halifax Transit recommends that passenger classifications be changed in the following ways.	
Adult	non-students aged 16 - 64	Adult	Change the age to 18+
Senior	aged 65+		Eliminate the senior fare; to be included under Adult fare
Child	aged 5 - 15	Youth	Change the age range to 5 - 17 (13 - 17 for the duration of the pilot to offer free travel to children 12 and under) and combine with the Student fare classification.
Student	full-time student with valid student ID		Eliminate the Student fare classification

Significant changes are recommended to the passenger classifications.

The first major change is to implement a pilot program whereby the age limit for free travel on Halifax Transit is raised from 4 and under to 12 and under. The pilot would begin on September 30, 2019 along with the new fares. The pilot would last 6 months, allowing Halifax Transit staff to gauge the long-term impact to both ridership and to Halifax Transit's operating budget. The jurisdictional scan has indicated that many agencies are increasing the age limit at which children ride free as allowing easy access to public transit for more children encourages the use of public transportation which will ideally lead to continued use into adulthood. At the conclusion of the pilot, Halifax Transit will analyze the impact of the pilot to revenue. If the pilot demonstrates a loss of revenue that is acceptable to Regional Council, the change could be made permanent in the future.

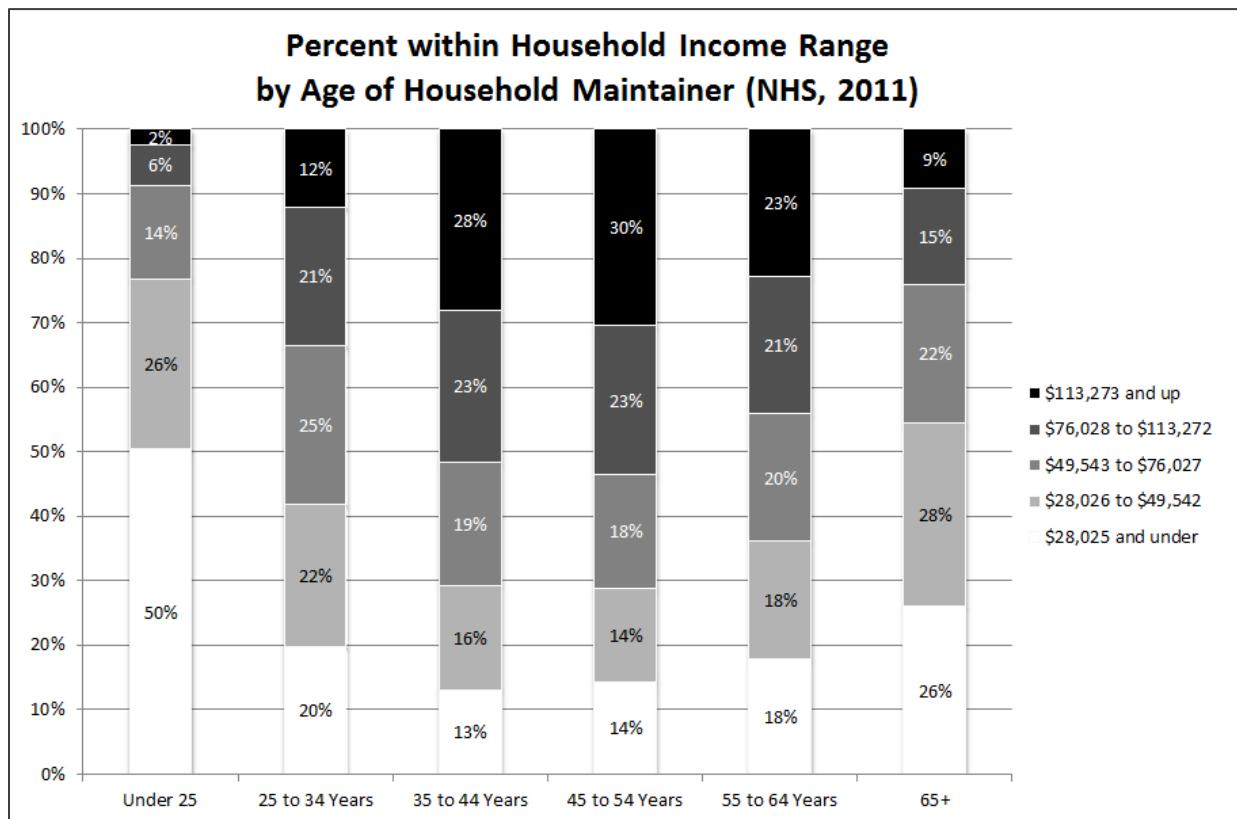
Because of the changes recommended to the former Child classification, a new Youth classification should be created to replace the 13-15 range of the former Child classification and be expanded to 17, also eliminating the need for a separate Student classification as it would be redundant.

The Senior classification should be eliminated and included in the Adult classification. As found in the jurisdictional scan, many other jurisdictions do not have a separate fare for seniors. If the implied intent of the Senior classification was to protect seniors with less available funds to use for travel, Halifax Transit now has other programs in place to protect vulnerable seniors (such as free travel for seniors on Tuesdays, the low-income transit pass program, and the ESIA pass program).

The 2011 National Household Survey compiled the average household income of Halifax residents grouped by the age of the primary household maintainer. The data is broken into income deciles, grouped below in Figure 1. Figure 1 details the breakdown of average household income by primary household maintainer's

age as of 2011. Figure 2 illustrates the same data as of 2001. The household income breakdown in 2011 indicates that of households in Halifax where the primary household maintainer is 65 years old or older, approximately 26% have an average household income of \$28,025 or less, below the Halifax Low Income Index which in 2011 was \$30,000 per household.

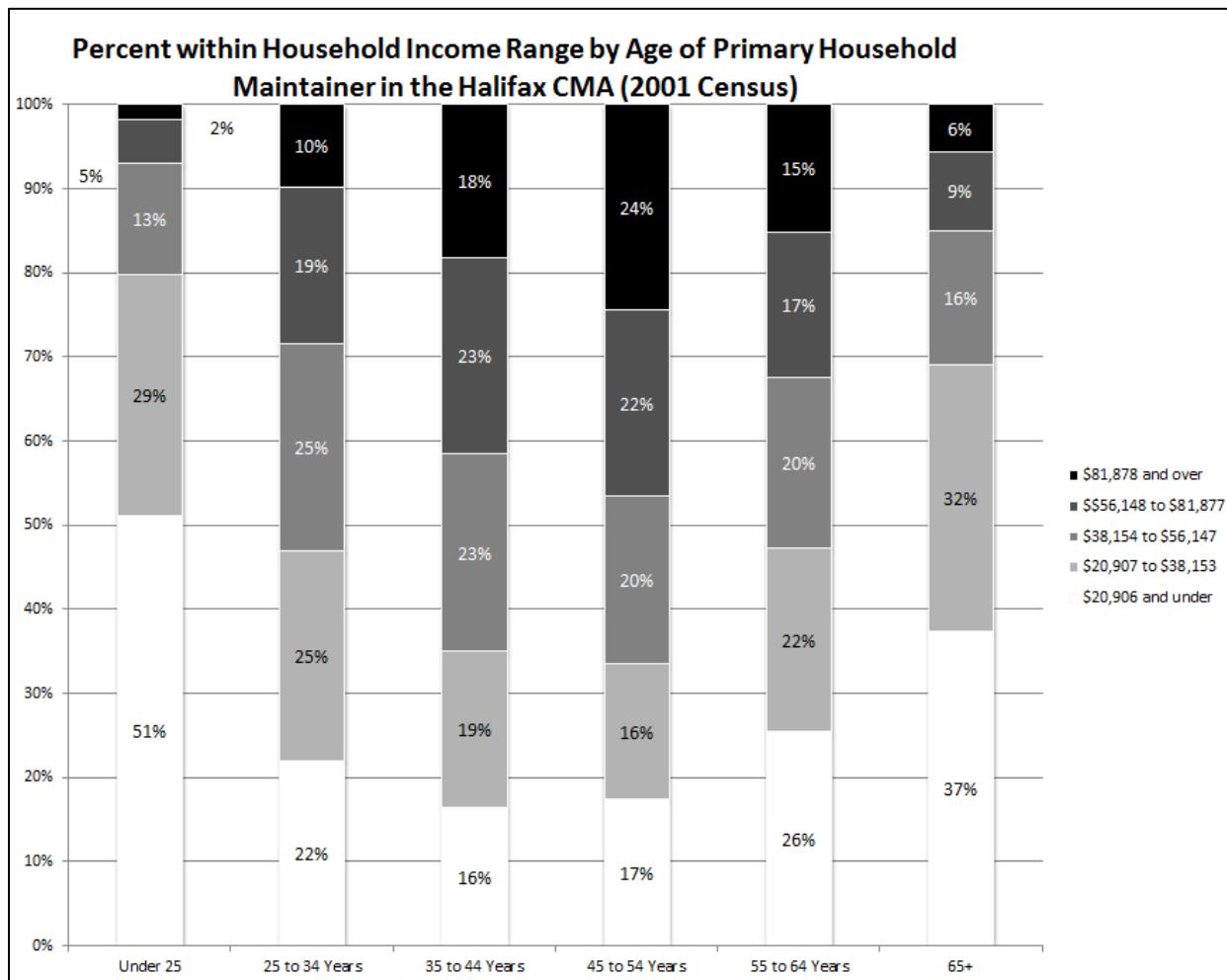
Figure 1: Income Range by Age of Household Maintainer (2011)



The oldest age cohort is overrepresented in the lowest income category when compared to households led by maintainers in other age cohorts between the ages of 25 and 64. However, households with a maintainer under the age of 25 are at least twice as likely to be in the lowest income category when compared to any other age cohort.

Figure 2 details the breakdown of average household income by primary household maintainer's age as of 2001. Similar to 2011, the household income breakdown in 2001 indicates that of households in Halifax where the primary household maintainer is 65 years old or older, approximately 37% have an average household income of \$20,906 or less, and 57% have an average household income of below \$29,460.

Figure 2: Income Range by Age of Household Maintainer (2001)



Based on an income threshold of approximately \$30,000 per household or less, between 2001 and 2011, the number of Senior-led households that fell within this category declined from 57% in 2001 to 26% in 2011. Over the same period, the number of seniors residing in Halifax has increased by 29%, indicating that while the number of Seniors is increasing, so too is the average household income of this age cohort. While Seniors are overrepresented in the lowest two income categories (i.e. more than 20% of households fall into each of the lowest income categories), so too are other age cohorts.

Because the impacts to revenue of both the change to the age at which children are able to ride free (the pilot) and the elimination of the senior classification approximately offset, both are recommended together. Implementing one change but not the other would represent a significant change to Halifax Transit's revenue (as indicated in the financial implications section).

Halifax Transit fare products and fare media

Currently, Halifax Transit offers several ways for passengers to pay a fare. The following is a listing of all methods a passenger could potentially pay a fare when boarding a Halifax Transit bus/ferry along with recommendations for their continued use and potential new methods:

Current Fare Products & Fare Media	Recommended Fare Products & Fare Media
Cash CDN and US coins and banknotes	Continue the use of cash for the foreseeable future but encourage other, preferred fare media.
Paper tickets visual inspection Adult and Senior/Child single ride	Continue the use of tickets for the foreseeable future with the goal of eliminating in favour of electronic fare media.
Paper transfers visual inspection	Continue the use of paper transfers for the foreseeable future with the goal of eliminating in favour of electronic fare media.
Monthly pass paper flash-pass (MetroPass, MetroLink Pass, MetroX Pass)	Replace current monthly passes with account based electronic fare media (smart card, mobile tap/flash). Continue the use of current flash-pass until this is implemented.
UPass plastic flash-pass	Replace current plastic flash pass with account based electronic fare media. Continue the use of current flash pass until this is implemented.
EPass annual plastic flash-pass photo of user printed on pass	Replace current plastic flash pass with account based electronic fare media. Continue the use of current flash pass until this is implemented.
ESIA pass annual plastic flash-pass (DCS) photo of user printed on pass	Replace current plastic flash pass with account based electronic fare media. Continue the use of current flash pass until this is implemented.
HRCE student pass annual flash pass	Continue and possibly expand the program
	Electronic fare Media (Smart Card/Mobile) – Any electronic fare media should be an e-Purse/account-based solution, so Halifax Transit can offer loyalty/best value programs and day/multiple day passes to riders.
	Contactless Bank Card – In the future, implement contactless bank card tap payment.

Halifax Transit public concessionary fare policies:

Current Concessionary Fare Policies	Recommended Concessionary Fare Policies
UPass discounted pass for full-time post-secondary students 4-month, 8-month, and 9-month programs	Continue the UPass program but rates should be increased to be more in-line with other jurisdictions.
EPass discounted annual pass available to SmartTrip employers paid through payroll deduction cost 87.5% of 12 monthly passes	Continue the EPass program. Eliminate premium fare options and allow base EPass users to use the pass for any fare type.
Low income transit pass monthly pass at 50% discount	Allow for incremental expansion of the program.
Child aged < 5 - free	Continue but change age to children < 13 ride free after a pilot is conducted to understand the budgetary impact of this change.
Free Park & Ride	Conduct a study to evaluate implementing a fee to park in Park & Ride lots
Visually impaired free with valid CNIB card	Continue unchanged.
Seniors free on Tuesday from 10:00am to 3:30PM and after 6:00PM	Continue unchanged.
Personal Care attendant with AAB client free	Continue unchanged.
Refugee 1-year settlement support program free WIH pass	Continue unchanged.
Ferry: Canada Day, Natal Day, New Year's Eve after 6 PM free	Continue unchanged.
Other – special events volunteers, etc. free	Continue on a case-by-case basis.

An investigation into the feasibility of implementing a fee for access to Halifax Transit Park & Rides should be conducted. This would address the issue of Halifax Transit Park & Ride lots quickly filling with non-users of Halifax Transit at the expense of passengers. An example where this is currently an issue is the Woodside Ferry Terminal parking lot.

Halifax Transit transfer policy

A transfer allows passengers to connect to other buses or ferries to complete a trip without paying an additional fare. Transfers are valid for up to 90 minutes after the last time point on the route on which the transfer was received. If a transfer is needed, it must be requested by the passenger when boarding the bus or ferry. Transfers are available on all routes and Access-A-Bus passengers may also request transfers.

Current Transfer Policies	Recommended Transfer Policies
Issued when paying fare	Continue unchanged.
Valid for 90 minutes after end of route	Continue unchanged.
Valid on all HT routes and services	Continue to accept transfers on all Halifax Transit routes and services. Continue to require an additional fee when using a transfer from conventional service to premium service. There may be special cases where transfers would not be valid such as special event services, etc.
Passenger requests transfer upon boarding	Continue unchanged.
Additional fares for MetroLink, MetroX and Airport	MetroLink is being eliminated. Continue unchanged for MetroX and Airport.

Halifax Transit service tiers:

Current service tiers		Recommended service tiers	
Standard Fare	Conventional bus Ferry Access-A-Bus	Standard Fare	Continue unchanged.
Limited-Stop	MetroLink		MetroLink premium fare is being eliminated.
Regional Express	MetroX	Regional Express	Continue unchanged.
		Airport	Airport cash fare to be increased to \$6.

Very few changes are recommended for the current service tiers other than the elimination of the MetroLink premium fare and an increase to the cash fare for the Route 320 Airport/Fall River.

The MetroLink premium fare is being eliminated, as it will no longer be required over the longer term. There are currently only two MetroLink routes, the 185 Sackville Link and 159 Portland Hills Link. The *Moving Forward Together Plan* includes the redesign of transit routes and services, including the replacement of existing MetroLink routes with new express routes.

In November 2019, the Route 185 Sackville Link will be discontinued and replaced with the express routes 183, 185, and 186. Between the Sackville Terminal and Scotia Square, these routes will provide the same frequent, express services as currently provided by the Route 185. However, they will start/end their trips in residential communities, allowing more passengers access to express service, and will also travel beyond Scotia Square, bringing passengers closer to other downtown destinations.

As the Route 159 will be the only remaining MetroLink route, and there are plans to change this route as part of the Moving Forward Together Plan, and premium MetroLink vehicles are being retired and the route is often serviced with a standard conventional vehicle, it is recommended that the premium MetroLink fare be discontinued as part of the upcoming fare changes.

The Route 320 Airport/Fall River serves both commuters and occasional travelers. As identified in the *Moving Forward Together Plan*, this route provides a regionally significant connection from a tourism and economic development perspective and as such is exempt from minimum ridership guidelines. This route provides a significantly higher level of service than other Regional Express routes, operating consistently all day, seven days a week.

To reflect the reduced ridership expectations, higher level of service, and resulting higher level of cost to operate this service, a higher cash/single rider fare is appropriate. A jurisdictional scan was completed, and the proposed single ride fare is \$6, which is considered more reflective of the value of service to travelers. All other fare medium (tickets, passes, etc.) will remain consistent with other Regional Express service, so as to not impact commuters or frequent travelers.

Fare table

See Attachment A of this report.

Student Transit Pass Program

Halifax Transit staff has been asked to explore the possibility of a student transit pass program, providing free and unlimited transit to HRM youth, similar to the Kingston, Ontario program model.

The potential opportunity to work closely with the two school boards (HRCE and CSAP) to explore options for this type of program is supported by direction provided by the *Integrated Mobility Plan* which calls for building sustainable commuting habits in youth. Based on the success of the program in Kingston, Ontario, a similar program in Halifax could contribute to meeting this IMP goal.

There are, however, several points to be carefully considered before a particular approach is recommended:

- Cost: the potential cost of the program could be substantial. In Kingston, this cost is primarily borne by the school board. Further discussion is required to determine if this is possible in Halifax, or if a partnership opportunity exists.
- Implementation: The logistics of the program implementation is considerable. It is likely that if a partnership is established, staff would likely recommend a pilot program of one grade level, perhaps at one or two schools which are well served by transit. This pilot would be critical to working through implementation challenges and ensuring a smooth roll out of the overall program.

At this time, the User Fee By-law amendments recommended include provisions to allow for a pilot with high school students to proceed. Over the next year, staff will meet with HRCE and the Conseil Scolaire Acadien Provincial (CSAP) school officials to discuss the potential partnership opportunities, program details, timelines, logistics, marketing and costs. Prior to implementing a pilot project, a detailed programming strategy, including costs and timelines, will be brought before Council for consideration.

FINANCIAL IMPLICATIONS

The planned cash fare increase of 25 cents for conventional transit and the other strategic fare changes, e.g. reduction in the relative cost of the monthly passes and increase in the relative cost of paper tickets, are expected to increase fare revenue by approximately 4.5% or \$1,550,000 dollars per year. For 2019/20 the impact should be approximately half the annual amount or \$775,000. This number is difficult to estimate accurately, since riders will change their cash/ticket/pass purchasing behavior. Anticipated changes to ridership levels and the resulting revenue impacts has been factored into the estimate. In the approved 2019/20 Halifax Transit operating budget, \$812,000 was included for additional fare revenue from the approved fare and pass increases commencing mid fiscal year.

The revenue impact of Alternative 1 is approximately the same as for the proposal. The elimination of the senior fare and the increase in age of children travelling free (up to 12 years) each has a financial impact of approximately \$600,000 per year, in opposing directions.

RISK CONSIDERATION

There are not significant risks associated with the recommendations of this report. The risks considered rate low.

Every fare increase comes with the risk that ridership will be negatively impacted; however, new programs have been developed over that past several years to protect the most vulnerable users of Halifax Transit. Currently, 900 participants in the Low-Income Transit Pass program receive monthly transit passes at 50% and nearly 10,000 individuals in the Halifax region are now receiving monthly transit passes through the provincial department of Community Services.

COMMUNITY ENGAGEMENT

The November edition of Halifax Transit's Talk Transit survey focused on fares.

Highlights of the survey include:

- Overall, people are satisfied with Halifax Transit's current fare structure
- Respondents believe monthly passes should be priced in a way that makes more sense relative to tickets
- Many passengers would prefer to pay transit fare with smartphones/smart card technology

Participants were asked for their thoughts on the cost of monthly passes. The followings responses were noted:

- | | |
|--|-----|
| • Monthly passes should be the price of traveling 15 days a month (30 trips) | 39% |
| • Monthly passes should be the price of traveling 18 days a month (36 trips) | 27% |
| • Monthly passes are appropriately priced relative to tickets | 29% |
| • Other | 5% |

ENVIRONMENTAL IMPLICATIONS

There were no environmental implications identified associated with this report.

ALTERNATIVES

1. Council may choose to keep the Senior fare category and the age limit at which children travel for free as status quo.

As mentioned in the financial implications section of this report, the revenue impact of keeping the Senior fare category and the age limit at which children travel for free as status quo is comparable to the revenue impact of the recommendations.

The positive impact to our revenue if we remove the senior fare category is approximately \$600,000. The negative impact to our revenue if we run a pilot to increase the age at which children ride free is approximately \$600,000. Therefore, by doing both, the only real impact to revenue/budget is the overall effect of the fare increase (\$755,000 this year, 1,550,000 per year going forward). By doing neither, the only real impact to revenue/budget is the overall effect of the fare increase (\$755,000 this year, 1,550,000 per year going forward).

2. Council may choose to make amendments in addition to the amendments identified by staff. Based on the nature of any amendments, a supplementary report may be required.

ATTACHMENTS

Attachment A - Fare Tables – 2019 Transit Fare Strategy By-Law U-100 Amendments

Attachment B - Showing proposed changes to By-law U-100

Attachment C - By-law U-105

A copy of this report can be obtained online at halifax.ca or by contacting the Office of the Municipal Clerk at 902.490.4210.

Report Prepared by: Marc Santilli, Manager Technical Services, Halifax Transit, 902.490.6649

Attachment A: Fare Tables - 2019 Transit Fare Strategy By-Law U-100
Amendments



1.1 FARE TABLE

1.1.1 Current Fare Table

Passenger Classification	Cash Fare	10 Tickets	Monthly Pass
Conventional Bus, Ferry, Access-A-Bus			
Adult	\$2.50	\$20.00	\$78.00
Senior	\$1.75	\$14.50	\$58.00
Child	\$1.75	\$14.50	\$58.00
Student	\$2.50	\$20.00	\$70.00
EPass - Regular	N/A	N/A	\$68.25
EPass - Senior	N/A	N/A	\$50.75
UPass	N/A	N/A	\$19.42
Low Income Transit Pass	N/A	N/A	\$39.00
MetroLink			
With ticket, MetroPass, UPass or transfer, + \$0.50 for all Passenger Classifications			
Adult	\$3.00	N/A	\$94.50
Senior	\$2.25	N/A	N/A
Child	\$2.25	N/A	N/A
Student	\$3.00	N/A	N/A
EPass - LinkPass	N/A	N/A	\$82.69
Low Income Transit Pass	N/A	N/A	\$47.25
MetroX			
With ticket, MetroPass, UPass or transfer, + \$1.00 for all Passenger Classifications			
With ticket, MetroLink pass transfer, + \$0.50 for all Passenger Classifications			
Adult	\$3.50	N/A	\$111.00
Senior	\$2.75	N/A	N/A
Child	\$2.75	N/A	N/A
Student	\$3.50	N/A	N/A
EPass - XPass	N/A	N/A	\$97.13
Low Income Transit Pass	N/A	N/A	\$55.50

1.1.1.1 Current Fares as Percentage of Conventional Adult Cash Fare

Passenger Classification	Cash Fare	% of Adult Cash Fare	10 Tickets	% of Adult Cash Fare	Monthly Pass	% of Adult Cash Fare (40 trips/mo)
Conventional Bus, Ferry, Access-A-Bus						
Adult	\$2.50	100%	\$20.00	80%	\$78.00	78%
Senior	\$1.75	70%	\$14.50	58%	\$58.00	58%
Child	\$1.75	70%	\$14.50	58%	\$58.00	58%
Student	\$2.50	100%	\$20.00	80%	\$70.00	70%
EPass - Regular	N/A	N/A	N/A	N/A	\$68.25	68%
EPass - Senior	N/A	N/A	N/A	N/A	\$50.75	51%
UPass	N/A	N/A	N/A	N/A	\$19.42	19%
Low Income Transit Pass	N/A	N/A	N/A	N/A	\$39.00	39%
MetroLink						
With ticket, MetroPass, UPass or transfer, + \$0.50 for all Passenger Classifications						
Adult	\$3.00	120%	N/A	N/A	\$94.50	95%
Senior	\$2.25	90%	N/A	N/A	N/A	N/A
Child	\$2.25	90%	N/A	N/A	N/A	N/A
Student	\$3.00	120%	N/A	N/A	N/A	N/A
EPass - LinkPass	N/A	N/A	N/A	N/A	\$82.69	83%
Low Income Transit Pass	N/A	N/A	N/A	N/A	\$47.25	47%
MetroX						
With ticket, MetroPass, UPass or transfer, + \$1.00 for all Passenger Classifications						
With ticket, MetroLink pass transfer, + \$0.50 for all Passenger Classifications						
Adult	\$3.50	140%	N/A	N/A	\$111.00	111%
Senior	\$2.75	110%	N/A	N/A	N/A	N/A
Child	\$2.75	110%	N/A	N/A	N/A	N/A
Student	\$3.50	140%	N/A	N/A	N/A	N/A
EPass - XPass	N/A	N/A	N/A	N/A	\$97.13	97%
Low Income Transit Pass	N/A	N/A	N/A	N/A	\$55.50	56%

1.1.2 Future Fare Tables

Halifax Transit should establish an annual fare table review process conducted during annual budgeting.

Halifax Transit should baseline the fare table with the next fare increase, and for each category and product establish the percentage of base fare. This fare table will then serve as a model to allow Halifax Transit to change the base fare and have all other fares change relative to that base change.

Halifax Transit should encourage riders to use preferred fare products and media through price incentives, loyalty programs, communications campaigns promoting new conveniences, etc.

1.1.2.1 Recommended Fare Table

It is recommended that the following table be adopted as the baseline fare table for the September 30, 2019 fare increase.

Passenger Classification	Cash Fare			10 Tickets			Monthly Pass				
	Single Usage	Multiplier vs Base Fare	Cost	Assumed Usage	Multiplier vs Cash Fare	Cost	Assumed Usage	Multiplier vs Cash Fare	Cost	Break Even to Tickets/Electronic fare	Break Even to Cash
Conventional, Ferry, Access-a-Bus											
Adult	1	100%	\$2.75	10	90%	\$24.75	40	75%	\$82.50	33.3	30.0
Youth	1	75%	\$2.00	10	90%	\$18.00	40	75%	\$60.00	33.3	30.0
Metro X With ticket, pass, or transfer, pay difference for all passenger classifications											
Adult	1	150%	\$4.25	n/a			40	75%	\$127.50	33.1	30.0
Youth	1	112.5%	\$3.00	n/a			40	75%	\$90.00	33.3	30.0
Airport	1	200%	\$6.00	n/a			Same as MetroX (above)				

*All fares rounded to the nearest quarter except Airport, which is rounded up to the nearest dollar.

Attachment B
(Showing Proposed Changes)

HALIFAX REGIONAL MUNICIPALITY BY-LAW NUMBER U-100 RESPECTING USER CHARGES

BE IT ENACTED by the Council of the Halifax Regional Municipality, under the authority of Sections 102 and 104 of the *Halifax Regional Municipality Charter*, 1989 R.S.N.S. c. 39, as amended, as follows:

Short Title

1. This By-law shall be known as By-law U-100, the *User Charges By-law*.

Interpretation

2. In this By-law,
 - (a) "CAO" means the Chief Administrative Officer of Halifax Regional Municipality;
 - (b) "Council" means the Council of the Municipality;
 - (c) "Municipality" means the Halifax Regional Municipality; and
 - (d) "user charge" includes a charge, fare, fee, or levy for the provision of a service to be paid by a person who uses or benefits from the service.

Application of the By-law

3. Council hereby establishes user charges to be paid by the person using the service in the amount as set out in each Schedule to this By-law.
4. Any Schedule to this By-law shall form part of this By-law.
5. The user charges as listed in the Schedules are subject to Federal and Provincial taxes where applicable.

Offences

6. A person who contravenes any provision of this By-law shall be guilty of an offence.
7. A person who contravenes any provision of this By-law is liable on summary conviction to a penalty of not less than one hundred dollars (\$100) and not more than one thousand dollars (\$1,000), in default of payment, to imprisonment for not more than ten days.

Done and passed in Council this 21st day of June, 2016.

Mayor

Municipal Clerk

I, Kevin Arjoon, Municipal Clerk of the Halifax Regional Municipality, hereby certify that the above-noted By-law was passed at a meeting of the Halifax Regional Council held on June 21, 2016.

Kevin Arjoon, Municipal Clerk

Notice of Motion:	May 24, 2016
First Reading:	May 31, 2016
Notice of Public Hearing Publication:	June 4, 2016
Second Reading:	June 21, 2016
Approval by Service Nova Scotia and Municipal Relations:	N/A
<u>Effective Date:</u>	<u>June 25, 2016</u>
<hr/>	
Amendment # 1 – Repeal and Replace Schedule 2	
Notice of Motion:	March 28, 2017
First Reading:	April 11, 2017
Notice of Public Hearing Publication:	April 22, 2017
Second Reading:	May 9, 2017
Approval by Service Nova Scotia and Municipal Relations:	N/A
<u>Effective Date:</u>	<u>May 13, 2017</u>
<hr/>	
Amendment # 2	
Notice of Motion:	June 20, 2017
First Reading:	July 18, 2017
Notice of Public Hearing Publication:	July 29, 2017
Second Reading:	August 15, 2017
Approval by Service Nova Scotia and Municipal Relations:	N/A
<u>Effective Date:</u>	<u>August 26, 2017</u>
<hr/>	
Amendment # 3 – “Welcomed in Halifax” Program Criteria	
Notice of Motion:	February 27, 2018
First Reading:	March 6, 2018
Notice of Second Reading Publication:	March 10, 2018
Second Reading:	March 27th, 2018
Approval of Service Nova Scotia and Municipal Relations:	N/A
<u>Effective Date:</u>	<u>April 21, 2018</u>
<hr/>	
Amendment # 4 – Department of Community Services Transit Pass Program	
Notice of Motion:	May 8, 2018
First Reading:	May 22, 2018
Notice of Second Reading Publication:	May 26, 2018
Second Reading:	June 19, 2018
Approval of Service Nova Scotia and Municipal Relations:	N/A
<u>Effective Date:</u>	<u>June 23, 2018</u>

Schedule 1

Halifax Transit User Charges

Interpretation

1. In this Schedule,
 - (a) "Access-A-Bus" means the Halifax Transit service for persons unable to use conventional transit due to a physical or cognitive disability;
 - (b) "adult" means a person between 16 **18** years of age and up to and including 64 years of age;
 - (c) "child" means a person between 5 **0** years of age and up to and including 15 **4** years of age;
 - (d) "CNIB" means The Canadian National Institute for the Blind;
 - (da) "Department of Community Services Pass" means a transit pass purchased by the Province of Nova Scotia and issued to an Employment Support and Income Assistance client;
 - (e) "Halifax Transit" means the transit facilities and services provided by the Municipality; add
 - (f) "Low Income Transit Pass" means a transit pass issued under the Low Income Transit Pass Program;
 - (g) "personal care attendant" means a person issued a Personal Care Attendant Identification Card by Access-A-Bus;
 - (h) "proper authority" means any employee of Halifax Transit carrying an identification card issued by Halifax Transit;
 - (i) "refugee" means a person identified as a refugee pursuant to the *Immigration and Refugee Protection Act*;
 - (ia) "refugee claimant" means a person
 - (i) who has been granted Protected Person status by the Immigration and Refugees Board of Canada,
 - (ii) who has been issued a Refugee Protection Claimant Document by the Government of Canada,
 - (iii) who has applied to the Government of Canada for a Pre-Removal Risk Assessment,
 - (iv) who cannot return to their home country because the Government of Canada has suspended or deferred removal to that country, or

- (v) without temporary status, has applied to the Government of Canada to stay in Canada permanently on humanitarian and compassionate grounds;
- (j) "registered Access-A-Bus user" means a person eligible to travel on Access-A-Bus as determined through an application process;
- (k) "senior" means a person 65 years of age and over;
- (l) "SmartTrip EPass" means a transit pass issued under the SmartTrip Program;
- (m) "student monthly pass" means a person who is a full time student at an educational institution monthly pass purchased and distributed by the Halifax Regional Centre for Education as confirmed by a valid student ID;
- (n) "transfer" means proof of payment in a form prescribed by Halifax Transit that
 - (i) is issued by Halifax Transit when the initial user charge is paid;
 - (ii) allows the person to continuously travel on more than one route, of the same or lesser user charge, without having to pay an additional user charge; and
 - (iii) expires ninety (90) minutes after the last timepoint on the originating route;
- (o) "UPass" means a transit pass issued to a student who attends a post-secondary institution that has signed a contract with the Municipality; and
- (p) "youth" means a person between 5 years of age and up to and including 17 years of age.

Application

- 2. (1) Subject to section 3, no person shall travel or attempt to travel on Halifax Transit without paying the appropriate user charge as set out in section 9 of this Schedule.
 - (2) Where the amount of the user charge for passage on Halifax Transit is disputed, the person disputing the amount shall pay the amount requested by a proper authority.
 - (3) A person who refuses to pay the user charge requested by a proper authority shall be refused passage on Halifax Transit.
- 3. Notwithstanding subsection 2(1), travel on Halifax Transit shall be free for the following:
 - (a) a child under five (5) years of age;
 - (aa) a child youth between five (5) years of age and up to twelve (12) years of age when accompanying an adult carrying a valid SmartTrip EPass or a Department of Community Services pass;
 - (b) a senior between 10:00 a.m. and 3:30 p.m. and after 6:00 p.m. until end of service day on Tuesdays;
 - (c) a person with a CNIB identification card;
 - (d) an employee or retiree of Halifax Transit;
 - (e) a Halifax Regional Police officer in uniform;

- (f) a personal care attendant when accompanying a registered Access-A-Bus user;
- (g) a person, and any accompanying family member, who is a veteran or current member of the armed forces and
 - (i) is in uniform, or
 - (ii) who presents an armed forces ID on Remembrance Day; and
- (h) an elementary school student travelling to or from the Beaver Bank Monarch Drive Elementary School on the Route 400.

4. (1) Council, by resolution, or the CAO, may waive any user charge under this Schedule:
 - (a) for the following days,
 - (i) Canada Day,
 - (ii) Natal Day, or
 - (iii) after 6 p.m. and until end of service on New Year's Eve;
 - (b) where, in the opinion of Council or the CAO, such a waiver would be beneficial to the Municipality;
 - (c) for up to one year for a refugee under the settlement support program or for a refugee claimant; or
 - (d) for event volunteers and participants upon application by an event organizer.
- (2) The CAO may delegate the authority under subsection 1 of this section to the Director of Halifax Transit.

Low Income Transit Pass Program

5. A person who meets the eligibility requirements of the Low Income Transit Pass Program as adopted by Council, by resolution, may apply to the program.
 6. Council may, by resolution, set the number of Low Income Transit Passes available under the program.
 7. A Low Income Transit Pass shall be provided by the Municipality on a first come, first serve basis.
 8. Meeting the eligibility requirements does not guarantee a person will receive a Low Income Transit Pass.
- 8A. (1) The Director of Transit or his designate shall set the program year for the Low Income Transit Pass Program.
- (2) If the number of qualified applicants to the Low Income Transit Pass Program exceeds the number of Low Income Transit Passes available in the program year, a waiting list shall be created and names added as they are approved.
- (3) The Director of Transit or his designate may remove a person from the Low Income Transit Pass Program if:

(a) the person has not purchased a Low Income Transit Pass for a period of six (6) consecutive months; and

(b) there is a waiting list.

(4) A person removed from the program in accordance with subsection 3, may apply to the program in the same program year and, if accepted into the program, the person shall be added to the waiting list.

Department of Community Services Pass

8B. The Province of Nova Scotia may purchase transit passes from Halifax Transit for distribution to Employment Support and Income Assistance clients.

Youth Free Transit Pilot Program

8C. (1) A person who meets the eligibility requirements of the Youth Free Transit Pilot Program as adopted by Council, by resolution, may use the program.

(2) Clause 3(aa) shall be suspended for the duration of the Youth Free Transit Pilot Program.

User Charges for Halifax Transit

9. The user charges for Halifax Transit shall be as follows:

Type of Service	User Charge per person
Conventional Bus, Ferry and Access A Bus	
Adult Cash	\$2.50

Type of Service	User Charge per person
Student Cash	\$2.50
Senior Cash	\$1.75
Child Cash	\$1.75
10 Tickets Adult or Student	\$20
10 Tickets Senior or Child	\$14.50
Adult Monthly Pass	\$78
Adult Monthly Pass for Low Income Transit Pass	\$39
Senior or Child Monthly Pass	\$58
Student Monthly Pass	\$70
Halifax Regional School Board Pass	\$50

UPass 8 month pass	\$145.52
9 month pass	\$162.80
MetroLink	
Adult Cash	\$3.00
Senior or Child Cash	\$2.25
Student Cash	\$3.00
Adult Monthly Pass	\$94.50
Adult Monthly Pass for Low Income Transit Pass	\$47.25
Person with Halifax Transit Ticket, MetroPass, UPass or transfer	\$.50
MetroX	
Adult Cash	\$3.50
Senior or Child Cash	\$2.75
Student Cash	\$3.50
Adult Monthly Pass	\$111
Adult Monthly Pass for Low Income Transit Pass	\$55.50
Type of Service	User Charge per person
Person with Halifax Transit ticket, MetroPass, UPass or transfer	\$1.00
Person with MetroLink pass or transfer	\$.50
Department of Community Service Pass	
Department of Community Services Pass monthly charge	\$21.00
SmartTrip EPass	
EPass for Adult	87.5% of the cost of 12 monthly passes for the corresponding type of Halifax Transit pass
EPass for Senior	
EPass for MetroLink Adult	
EPass for MetroX Adult	

Type of Service	User Charge per person
Conventional Bus, Ferry and Access-A-Bus	
Adult Cash	\$2.75
Youth Cash	\$2.00
10 Tickets Adult	\$24.75
10 Tickets Youth	\$18.00
Adult Monthly Pass	\$82.50
Adult Monthly Pass for Low Income Transit Pass	\$41.25
Youth Monthly Pass	\$60.00
Student Monthly Pass	\$50.00
UPass 4 month pass 8 month pass 9 month pass	\$79.33 \$158.65 \$177.65
Regional Express	
Adult Cash	\$4.25
Youth Cash	\$3.00
Adult Monthly Pass	\$127.50
Adult Monthly Pass for Low Income Transit Pass	\$63.75
Youth Monthly Pass	\$90.00
Airport Route Cash	\$6.00
Person with Halifax Transfer ticket, MetroPass, UPass or transfer Cash	\$1.50
Department of Community Services Pass	
Department of Community Services Monthly Pass	\$21.00
SmartTrip EPass	
EPass for Adult	87.5% of the cost of 12 monthly passes for the corresponding type of Halifax Transit pass

Schedule 2

SmartTrip Program Membership Fees

1. The user charges for enrolment in the SmartTrip Program shall be as follows:

Workplace Size (# of Employees)	Annual Fee
1-100	\$100
100+	\$250

Attachment C
(Amending By-law)

HALIFAX REGIONAL MUNICIPALITY
BY-LAW NUMBER U-105
RESPECTING USER CHARGES

BE IT ENACTED by the Council of the Halifax Regional Municipality that Schedule 1 of By-law U-100, the *User Charges By-law*, is amended as follows:

1. Amend section 2 by:
 - (i) striking the word and number “between 16” after the word “person” and before the word “years” in clause (b), and striking the words “to and including 64 years of age” at the end of clause (b);
 - (ii) adding the number “18” after the word “person” and before the word “years” in clause (b);
 - (iii) striking the number “5” after the word “between” and before the word “years”, and striking the number “15” after the word “including” and before the word “years” in clause (c);
 - (iv) adding the number “0” after the word “between” and before the word “years”, and adding the number “4” after the word “including” and before the word “years” in clause (c);
 - (v) striking out the words “person who is a full-time student at an educational institution as confirmed by a valid student ID” after the words “mean a” and before the punctuation semi-colon at the end of clause “m”;
 - (vi) adding the words “monthly pass” immediately after the word “student” and before the end quotation mark in clause (m);
 - (vii) adding the words “monthly pass purchased and distributed by the Halifax Regional Centre for Education” after the words “mean a” and before the punctuation semi-colon at the end of clause (m);
 - (viii) striking the period punctuation mark at the end of clause (o);
 - (ix) adding the punctuation semi-colon and the word “and” at the end of clause (o); and
 - (x) adding the following definition immediately after clause (o):
 - (p) “youth” means a person between 5 years of age and up to and including 17 years of age.
2. Amend section 3 by:
 - (i) striking out the word “child” at the beginning of clause (aa); and
 - (ii) adding the word “youth” at the beginning of clause (aa).
3. Adding the title line “Youth Free Transit Pilot Program” immediately after section 8B.
4. Adding the following section immediately after the new title line “Youth Free Transit Pilot Program”:
 - 8C. (1) A person who meets the eligibility requirements of the Youth Free Transit Pilot Program as adopted by Council, by resolution, may use the program.
 - (2) Clause 3(aa) shall be suspended for the duration of the Youth Free Transit Pilot Program.

5. Deleting the table of user charges under section 9 and replacing it with the following table:

Type of Service	User Charge per person
Conventional Bus, Ferry and Access-A-Bus	
Adult Cash	\$2.75
Youth Cash	\$2.00
10 Tickets Adult	\$24.75
10 Tickets Youth	\$18.00
Adult Monthly Pass	\$82.50
Adult Monthly Pass for Low Income Transit Pass	\$41.25
Youth Monthly Pass	\$60.00
Student Monthly Pass	\$50.00
UPass 4 month pass	\$79.33
8 month pass	\$158.65
9 month pass	\$177.65
Regional Express	
Adult Cash	\$4.25
Youth Cash	\$3.00
Adult Monthly Pass	\$127.50
Adult Monthly Pass for Low Income Transit Pass	\$63.75
Youth Monthly Pass	\$90.00
Airport Route Cash	\$6.00
Person with Halifax Transfer ticket, MetroPass, UPass or transfer Cash	\$1.50
Department of Community Services Pass	
Department of Community Services Monthly Pass	\$21.00
SmartTrip EPass	

EPass for Adult	87.5% of the cost of 12 monthly passes for the corresponding type of Halifax Transit pass
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Done and passed by Council this day of , 2019.

Mayor

Municipal Clerk



Amendments to By-law U-100

Halifax Transit Fare Strategy 2019

July 25, 2019

Halifax Transit fare increase

- Proposed 25-cent fare increase (to the standard adult fare) was approved by Regional Council as part of the 2019/2020 budget
- Specifics of the rollout of the fare increase were not in place at that time
- Proposed 25-cent fare increase is to assist in funding Halifax Transit operating costs in 2019/2020 and 2020/2021
- Increase in Halifax Transit's operating budget for 2019/2020 and 2020/2021 is due to several factors including: increased wages, increased cost of fuel, service increases associated with the *Moving Forward Together Plan*, etc.
- Previous fare increases by Halifax Transit:
 - from \$2.25 to \$2.50 on September 30, 2013
 - from \$2.00 to \$2.25 on July 1, 2009
 - from \$1.75 to \$2.00 in January 2005

Change in approach

- Historically, Halifax Transit fare increases have been applied uniformly (e.g. a 25-cent increase of all passenger classifications, for all products/media, across all services)
- The reason for the change in approach is to:
 - Consider industry best practices
 - Emphasize strategic goals and plan for the future in an effort to increase ridership
 - Reduce cash handling
 - Provide more options and convenience to passengers



Jurisdictional scan

Jurisdictions Based on Fleet Size / Population	R/C Ratio	Adult Cash Fare	Adult Monthly Pass	Child Cash Fare	Child Monthly Pass	Senior Cash Fare	Senior Monthly Pass	Buses	Municipal Population	Service Area Population
Halifax, NS	36%	\$2.50	\$78.00	\$1.75	\$58.00	\$1.75	\$58.00	323	425,871	316,780
Victoria, BC	46%	\$2.50	\$65.00	\$2.50	\$45.00	\$2.50	\$45.00	282	367,770	314,695
London, Ont	52%	\$2.75	\$81.00	\$0.00†		\$2.75	\$57.50	206	385,100	385,100
Hamilton, Ont	50%	\$3.00	\$105.60†	\$3.00	\$88.00†	\$3.00	\$29.50†	251	536,917	490,673
Waterloo Region, Ont	39%	\$3.25	\$86.00†	\$3.25	\$73.00†	\$3.25	\$73.00†	249	541,395	452,684
Laval, Que	33%*	\$3.25	\$95.00†	\$3.25	\$57.00†	\$3.25	\$57.00†	305	430,077	430,077
Longueuil, Que	42%	\$3.25	\$98.50†	\$3.25	\$58.50†	\$3.25	\$58.50†	444	419,577	419,577
Mississauga, Ont	48%	\$3.75†				\$1.00		467	764,300	764,300
Durham Region, Ont	39%	\$3.75	\$117.00†	\$2.50	\$65.00	\$2.50	\$46.00	186	673,075	567,421
Brampton, Ont	46%	\$4.00†	\$124.00†	\$4.00†	\$105.00	\$1.00	\$52.00	407	593,638	588,200
Catineau, Que	43%	\$4.00†	\$97.00†			\$2.60	\$41.00†	364	278,509	278,509
York Region, Ont	40%	\$4.00	\$150.00†	\$4.00	\$63.00†	\$4.00	\$63.00†	539	1,186,907	1,083,442
Averages for Jurisdictions	43%	\$3.41	\$103.91	\$2.86	\$69.31	\$2.65	\$52.25	336	561,586	524,987

Atlantic Canadian Jurisdictions > 20 Buses	R/C Ratio	Adult Cash Fare	Adult Monthly Pass	Child Cash Fare	Child Monthly Pass	Senior Cash Fare	Senior Monthly Pass	Buses	Municipal Population	Service Area Population
Halifax, NS	36%	\$2.50	\$78.00	\$1.75	\$58.00	\$1.75	\$58.00	323	425,871	316,780
Moncton, NB	38%	\$2.50†	\$64.00†	\$2.50†	\$49.00†	\$2.50†	\$49.00†	31	116,940	116,940
St. John's, NL	29%*	\$2.50†	\$78.00†	\$2.00†	\$53.00†	\$2.50†	\$53.00†	42	153,400	137,590
Saint John, NB	47%	\$2.75	\$77.00	\$2.50	\$66.00	\$2.50	\$55.00	42	120,000	100,420
Fredericton, NB	39%	\$2.75	\$80.00	\$2.75		\$2.75	\$50.00	25	58,220	58,220
Averages for Jurisdictions	36%	\$2.63	\$74.75	\$2.44	\$56.00	\$2.56	\$52.33	35	112,140	103,293

Observations

- Halifax Transit is tied for lowest Adult Cash Fare, \$0.85 lower than average for evaluated jurisdictions
- Halifax Transit has second lowest Child Cash Fare, \$1.23 lower than average for evaluated jurisdictions
- Halifax Transit has lowest cost Adult Monthly Pass, \$22.47 lower than average for evaluated jurisdictions
- Halifax Transit's Child Monthly Pass is \$9.45 lower than average for evaluated jurisdictions

Recommendations

- Fares should be increased to be more inline with similar jurisdictions
- Monthly passes need to be more competitive relative to tickets - current pricing requires too many trips for the monthly pass to be a better value than tickets



Passenger classifications

Summary

- Reduce passenger classifications from 4 (adult, senior, child, student) to 2 (adult, youth)

Recommendation

- Implement a 6-month pilot program that would increase the age at which children ride free on Halifax Transit from 4 and under to 12 and under
- A pilot would allow Halifax Transit staff to gauge the long-term impact to both ridership and Halifax Transit's operating budget and then report back to Regional Council

Recommendation

- Eliminate the senior classification and include those 65 and older in the adult classification
- Other programs are now in place to protect vulnerable seniors (Low income transit pass, ESIA pass, free travel on Tuesdays) and data suggests far fewer seniors today are financially vulnerable compared to the past
- Jurisdictional scan indicates that few other similar-sized jurisdictions offer senior-specific cash fares

Current Passenger Classifications		Recommended Passenger Classifications	
Halifax Transit currently classifies passengers based on age or school criteria.		Halifax Transit recommends that passenger classifications be changed in the following ways.	
Adult	non-students aged 16 - 64	Adult	Change the age to 18+
Senior	aged 65+		Eliminate the senior fare; to be included under Adult fare
Child	aged 5 - 15	Youth	Change the age range to 5 - 17 (13 - 17 for the duration of the pilot to offer free travel to children 12 and under) and combine with the Student fare classification.
Student	full-time student with valid student ID		Eliminate the Student fare classification

Service tiers

Summary

- Eliminate an unnecessary service tier and adjust the fare associated with the airport route (320)

Recommendation

- Eliminate the MetroLink premium fare
- The Moving Forward Together Plan includes the replacement of existing MetroLink routes with new express routes
- As the MetroLink routes are being eliminated, the MetroLink premium fare is no longer required

Recommendation

- Increase the fare of only the airport route to \$6
- The airport route provides a significantly higher level of service than other Regional Express routes, operating consistently all day, seven days a week
- To reflect the reduced ridership expectations, higher level of service, and resulting higher level of cost to operate this service, a higher cash/single rider fare is appropriate

Current service tiers		Recommended service tiers	
Standard Fare	Conventional bus Ferry Access-A-Bus	Standard Fare	Continue unchanged.
Limited-Stop	MetroLink		MetroLink premium fare is being eliminated.
Regional Express	MetroX	Regional Express	Continue unchanged.
		Airport	Airport cash fare to be increased to \$6

Fare table

Recommended Fare Table

Passenger Classification	Cash Fare			10 Tickets			Monthly Pass				
	Single Usage	Multiplier vs Base Fare	Cost	Assumed Usage	Multiplier vs Cash Fare	Cost	Assumed Usage	Multiplier vs Cash Fare	Cost	Break Even to Tickets/Electronic fare	Break Even to Cash
Conventional, Ferry, Access-a-Bus											
Adult	1	100%	\$2.75	10	90%	\$24.75	40	75%	\$82.50	33.3	30.0
Youth	1	75%	\$2.00	10	90%	\$18.00	40	75%	\$60.00	33.3	30.0
Metro X With ticket, pass, or transfer, pay difference for all passenger classifications											
Adult	1	150%	\$4.25	n/a			40	75%	\$127.50	33.1	30.0
Youth	1	112.5%	\$3.00	n/a			40	75%	\$90.00	33.3	30.0
Airport	1	200%	\$6.00	n/a			Same as MetroX (above)				

*All fares rounded to the nearest quarter except Airport, which is rounded up to the nearest dollar.

Children Ride Free Pilot Survey Results



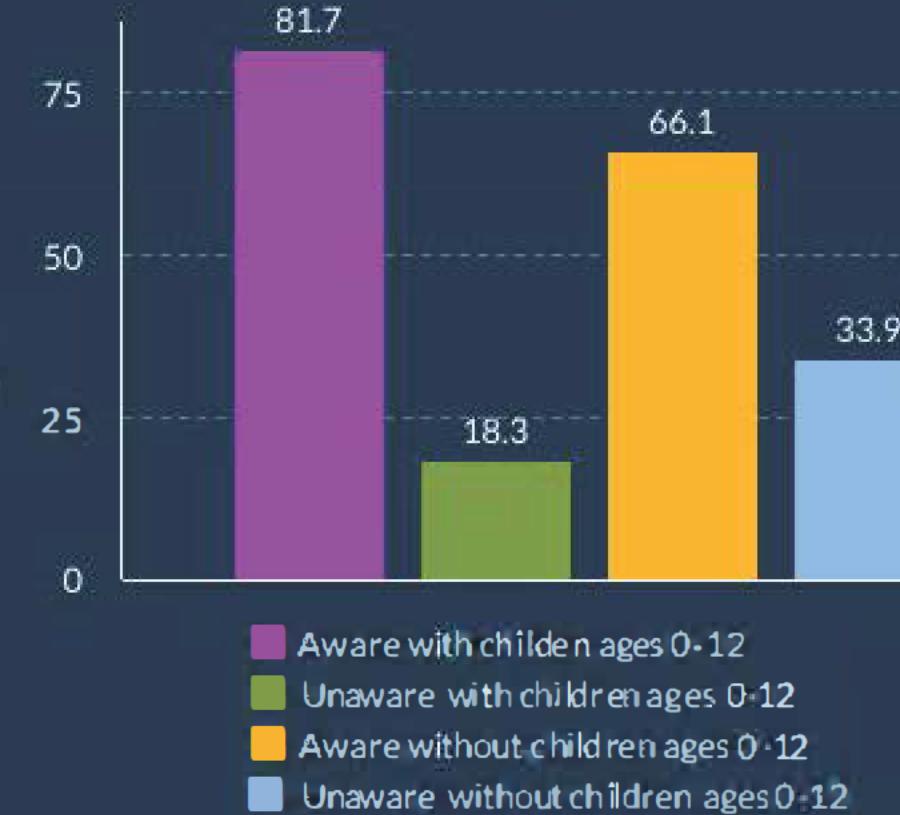
Highlights

- The majority of respondents agreed or strongly agreed with increasing the age range to provide free Halifax Transit services to children ages 0-12.
- Many felt that free transit for children was a great help to their family budget, and their ability to plan family outings.
- Many felt that having free transit for children would encourage a habit of lifelong ridership.
- Many cited the pilot as their reason for choosing to take transit to special events over driving and parking, due to the cost savings.
- Some wished that transit would be free or discounted for youth aged 13-18, and seniors.

How often do you use Halifax Transit services?



Percentage of riders who were aware of the Children Ride Free Pilot



Has this pilot changed the way your family travels throughout the municipality?



- Yes, we use Halifax Transit as a family more often (46.6%)
- No, we continue to travel together as a family (23.3%)
- Yes, my child travels independently on Halifax Transit more often (12.62%)
- No, my child does not use Halifax Transit (10.68%)
- No, my child always travelled independently on Halifax Transit (6.8%)

Frequency of Use Change During Pilot



When reviewing the trends of each individual who responded, 33% increased their families' use due to the pilot. 3% decreased their use and 65% reported the same frequency of use during the pilot.

What's Next?



Thank you for responding to the Talk Transit survey about Halifax Transit Ferries and Park and Rides! Your responses to this survey will help to inform a report summarizing the results of the Children Ride Free Pilot which will provide Regional Council with information to support their decision of whether or not to maintain the free fare for children.

*Percentages are based on those who answered the specific question

Children Ride Free Pilot Operator Survey Results

Highlights

- Nearly 81% of operators have noticed an increase (slightly more or many more) in children on the bus/ferry.
- Many operators felt that there was an increase in children riders claiming to be 12, but that looked to be much older.
- Some operators expressed safety concerns about the number of younger children riding alone, with no parent/guardian to supervise, especially late at night.
- Almost 31% of operators have experienced many or slightly more over loads on their bus since the introduction of the free service for children.

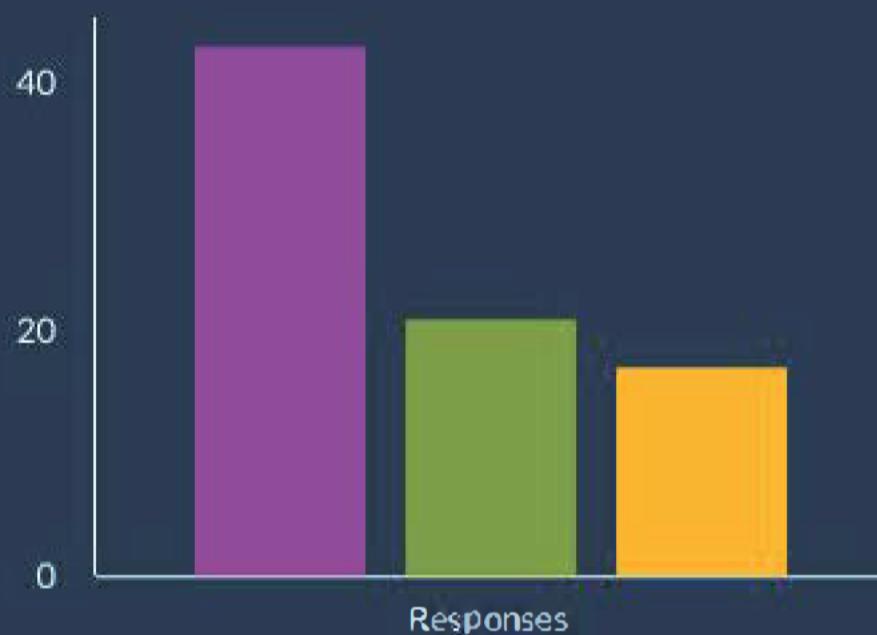


Have you had any issues identifying children under 12 years of age?



● Yes, I have had many or some issues (66.67%)
● No, I have not had any issues (33.33%)

Have you noticed an increase in the number of unaccompanied children using Transit?



■ Yes, I have noticed many more
■ Yes, I have noticed a few more
■ No, I have not noticed any increase

How often do youth who appear to be older than 12 attempt to board your bus free of charge?



■ Once a day (18.52%)
■ More than once a day (59.26%)
■ Once a week (2.47%)
■ More than once a week (8.64%)
■ Once a month (2.47%)
■ More than once a month (1.23%)
■ Never (7.41%)

What's Next?

Thank you for responding to Talk Transit's Children Ride Free Operator survey!

Don't forget to check out this month's survey on Diversity!

Attachment D
(Showing Proposed Changes)

HALIFAX REGIONAL MUNICIPALITY BY-LAW NUMBER U-100
RESPECTING USER CHARGES

BE IT ENACTED by the Council of the Halifax Regional Municipality, under the authority of Sections 102 and 104 of the *Halifax Regional Municipality Charter*, 1989 R.S.N.S. c. 39, as amended, as follows:

Short Title

1. This By-law shall be known as By-law U-100, the *User Charges By-law*.

Interpretation

2. In this By-law,
 - (a) "CAO" means the Chief Administrative Officer of Halifax Regional Municipality;
 - (b) "Council" means the Council of the Municipality;
 - (c) "Municipality" means the Halifax Regional Municipality; and
 - (d) "user charge" includes a charge, fare, fee, or levy for the provision of a service to be paid by a person who uses or benefits from the service.

Application of the By-law

3. Council hereby establishes user charges to be paid by the person using the service in the amount as set out in each Schedule to this By-law.
4. Any Schedule to this By-law shall form part of this By-law.
5. The user charges as listed in the Schedules are subject to Federal and Provincial taxes where applicable.

Offences

6. A person who contravenes any provision of this By-law shall be guilty of an offence.
7. A person who contravenes any provision of this By-law is liable on summary conviction to a penalty of not less than one hundred dollars (\$100) and not more than one thousand dollars (\$1,000), in default of payment, to imprisonment for not more than ten days.

Done and passed in Council this 21st day of June, 2016.

Mayor

Municipal Clerk

I, Kevin Arjoon, Municipal Clerk of the Halifax Regional Municipality, hereby certify that the above-noted By-law was passed at a meeting of the Halifax Regional Council held on June 21, 2016.

Kevin Arjoon, Municipal Clerk

Notice of Motion:	May 24, 2016
First Reading:	May 31, 2016
Notice of Public Hearing Publication:	June 4, 2016
Second Reading:	June 21, 2016
Approval by Service Nova Scotia and Municipal Relations:	N/A
<u>Effective Date:</u>	<u>June 25, 2016</u>
Amendment # 1 – Repeal and Replace Schedule 2	
Notice of Motion:	March 28, 2017
First Reading:	April 11, 2017
Notice of Public Hearing Publication:	April 22, 2017
Second Reading:	May 9, 2017
Approval by Service Nova Scotia and Municipal Relations:	N/A
Effective Date:	May 13, 2017
<hr/>	
Amendment # 2	
Notice of Motion:	June 20, 2017
First Reading:	July 18, 2017
Notice of Public Hearing Publication:	July 29, 2017
Second Reading:	August 15, 2017
Approval by Service Nova Scotia and Municipal Relations:	N/A
Effective Date:	August 26, 2017
<hr/>	
Amendment # 3 – “Welcomed in Halifax” Program Criteria	
Notice of Motion:	February 27, 2018
First Reading:	March 6, 2018
Notice of Second Reading Publication:	March 10, 2018
Second Reading:	March 27th, 2018
Approval of Service Nova Scotia and Municipal Relations:	N/A
Effective Date:	April 21, 2018
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Amendment # 4 – Department of Community Services Transit Pass Program	
Notice of Motion:	May 8, 2018
First Reading:	May 22, 2018
Notice of Second Reading Publication:	May 26, 2018
Second Reading:	June 19, 2018
Approval of Service Nova Scotia and Municipal Relations:	N/A
Effective Date:	June 23, 2018
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Amendment # 5 – Halifax Transit Fare Strategy 2019	
Notice of Motion:	July 30, 2019
First Reading:	August 13, 2019
Notice of Second Reading Publication:	August 24, 2019

Second Reading: September 17, 2019
Approval by Minister of Municipal Affairs: N/A
Effective Date: September 21, 2019

Schedule 1

Halifax Transit User Charges

Interpretation

1. In this Schedule,
 - (a) "Access-A-Bus" means the Halifax Transit service for persons unable to use conventional transit due to a physical or cognitive disability;
 - (b) "adult" means a person 18 years of age and up to and including 64 years of age;
 - (c) "child" means a person between 0 years of age and up to and including 4 **12** years of age;
 - (d) "CNIB" means The Canadian National Institute for the Blind;
 - (da) "Department of Community Services Pass" means a transit pass purchased by the Province of Nova Scotia and issued to an Employment Support and Income Assistance client;
 - (e) "Halifax Transit" means the transit facilities and services provided by the Municipality;
 - (f) "Low Income Transit Pass" means a transit pass issued under the Low Income Transit Pass Program;
 - (g) "personal care attendant" means a person issued a Personal Care Attendant Identification Card by Access-A-Bus;
 - (h) "proper authority" means any employee of Halifax Transit carrying an identification card issued by Halifax Transit;
 - (i) "refugee" means a person identified as a refugee pursuant to the *Immigration and Refugee Protection Act*;
 - (ia) "refugee claimant" means a person
 - (i) who has been granted Protected Person status by the Immigration and Refugees Board of Canada,
 - (ii) who has been issued a Refugee Protection Claimant Document by the Government of Canada,
 - (iii) who has applied to the Government of Canada for a Pre-Removal Risk Assessment,
 - (iv) who cannot return to their home country because the Government of Canada has suspended or deferred removal to that country, or

- (v) without temporary status, has applied to the Government of Canada to stay in Canada permanently on humanitarian and compassionate grounds;
- (j) "registered Access-A-Bus user" means a person eligible to travel on Access-A-Bus as determined through an application process;
- (k) "senior" means a person 65 years of age and over;
- (l) "SmartTrip EPass" means a transit pass issued under the SmartTrip Program;
- (m) "student monthly pass" means a monthly pass purchased and distributed by the Halifax Regional Centre for Education;
- (n) "transfer" means proof of payment in a form prescribed by Halifax Transit that
 - (i) is issued by Halifax Transit when the initial user charge is paid;
 - (ii) allows the person to continuously travel on more than one route, of the same or lesser user charge, without having to pay an additional user charge; and
 - (iii) expires ninety (90) minutes after the last timepoint on the originating route;
- (o) "UPass" means a transit pass issued to a student who attends a post-secondary institution that has signed a contract with the Municipality; and
- (p) "youth" means a person between 5 **13** years of age and up to and including 17 years of age.

Application

- 2. (1) Subject to section 3, no person shall travel or attempt to travel on Halifax Transit without paying the appropriate user charge as set out in section 9 of this Schedule.
 - (2) Where the amount of the user charge for passage on Halifax Transit is disputed, the person disputing the amount shall pay the amount requested by a proper authority.
 - (3) A person who refuses to pay the user charge requested by a proper authority shall be refused passage on Halifax Transit.
- 3. Notwithstanding subsection 2(1), travel on Halifax Transit shall be free for the following:
 - (a) a child ~~under five (5) years of age;~~
 - (aa) ~~a youth between five (5) years of age and up to twelve (12) years of age when accompanying an adult carrying a valid SmartTrip EPass or a Department of Community Services pass; repeal~~
 - (b) a senior between 10:00 a.m. and 3:30 p.m. and after 6:00 p.m. until end of service day on Tuesdays;
 - (c) a person with a CNIB identification card;
 - (d) an employee or retiree of Halifax Transit;
 - (e) a Halifax Regional Police officer in uniform;

- (f) a personal care attendant when accompanying a registered Access-A-Bus user; **and**
- (g) **on Remembrance Day**, a person, and any accompanying family member, who is a veteran or current member of the armed forces and
- (i) is in uniform, or
 - (ii) who presents an armed forces ID **on Remembrance Day**; **and**
- (h) ~~an elementary school student travelling to or from the Beaver Bank Monarch Drive Elementary School on the Route 400.~~ **repeal.**
4. (1) Council, by resolution, or the CAO, may waive, **in whole or in part**, any user charge under this Schedule:
- (a) for the following days,
 - (i) Canada Day,
 - (ii) Natal Day, or
 - (iii) after 6 p.m. and until end of service on New Year's Eve;
 - (b) where, in the opinion of Council or the CAO, such a waiver would be beneficial to the Municipality;
 - (c) for up to one year for a refugee under the settlement support program or for a refugee claimant; or
 - (d) for event volunteers and participants upon application by an event organizer.
- (2) The CAO may delegate the authority under subsection 1 of this section to the Director of Halifax Transit.
- Low Income Transit Pass Program**
5. A person who meets the eligibility requirements of the Low Income Transit Pass Program as adopted by Council, by resolution, may apply to the program.
6. Council may, by resolution, set the number of Low Income Transit Passes available under the program.
7. A Low Income Transit Pass shall be provided by the Municipality on a first come, first serve basis.
8. Meeting the eligibility requirements does not guarantee a person will receive a Low Income Transit Pass.
- 8A. (1) The Director of Transit or **his the Director's** designate shall set the program year for the Low Income Transit Pass Program.
- (2) If the number of qualified applicants to the Low Income Transit Pass Program exceeds the number of Low Income Transit Passes available in the program year, a waiting list shall be created and names added as they are approved.
- (3) The Director of Transit or **his the Director's** designate may remove a person from the Low Income Transit Pass Program if:

(a) the person has not purchased a Low Income Transit Pass for a period of six (6) consecutive months; and

(b) there is a waiting list.

(4) A person removed from the program in accordance with subsection 3, may apply to the program in the same program year and, if accepted into the program, the person shall be added to the waiting list.

Department of Community Services Pass

8B. The Province of Nova Scotia may purchase transit passes from Halifax Transit for distribution to Employment Support and Income Assistance clients.

Youth Free Transit Pilot Program

8C. ~~(1) A person who meets the eligibility requirements of the Youth Free Transit Pilot Program as adopted by Council, by resolution, may use the program.~~

~~(2) Subsection 2(1) and clause 3(aa) shall be suspended for the duration of the Youth Free Transit Pilot Program. Repeal.~~

User Charges for Halifax Transit

9. The user charges for Halifax Transit shall be as follows:

Type of Service	User Charge per person
Conventional Bus, Ferry and Access A Bus	
Adult Cash	\$2.75
Senior or Youth Cash	\$2.00
10 Tickets Adult	\$24.75
10 Tickets Senior or Youth	\$18.00
Adult Monthly Pass	\$82.50
Adult Monthly Pass for Low Income Transit Pass	\$41.25
Senior or Youth Monthly Pass	\$60.00
Student Monthly Pass	\$50.00
UPass 1 month pass	\$79.33
8 month pass	\$158.65
9 month pass	\$177.65
Regional Express	
Adult Cash	\$4.25

Type of Service	User Charge per person
Senior or Youth Cash	\$3.00
Adult Monthly Pass	\$127.50
Adult Monthly Pass for Low Income Transit Pass	\$63.75
Senior or Youth Monthly Pass	\$90.00
Airport Route Cash	\$6.00
Person Adult with Halifax Transfer ticket, MetroPass, UPass or transfer Cash	\$1.50
Department of Community Services Pass	
Department of Community Services Monthly Pass	\$21.00
SmartTrip EPass	
EPass for Adult	87.5% of the cost of 12 monthly passes for the corresponding type of Halifax Transit pass

CONVENTIONAL BUS, FERRY AND ACCESS-A-BUS	
Category	User Charge per person
Adult Cash	\$2.75
Senior or Youth Cash	\$2.00
10 Tickets Adult	\$24.75
10 Tickets Senior or Youth	\$18.00
Adult Monthly Pass	\$82.50
Adult Monthly Low Income Transit Pass	\$41.25
Senior or Youth Monthly Pass	\$60.00
Student Monthly Pass	\$50.00

UPASS

Category	User Charge per person		
	2020	2021	2022
Fall Term (September to December)	\$80.50	\$81.70	\$82.95
Winter Term (January to April)	\$80.50	\$81.70	\$82.95
Extended Term (September to May)	\$180.00	\$182.70	\$185.44
Summer Term (May to August)	\$80.50	\$81.70	\$82.95

REGIONAL EXPRESS	
Category	User Charge per person
Adult Cash	\$4.25
Senior or Youth Cash	\$3.00
Adult Monthly Pass	\$127.50
Adult Monthly Low Income Transit Pass	\$63.75
Senior or Youth Monthly Pass	\$90.00
Adult with: Ticket, Monthly Pass, UPass or transfer	\$1.50
Senior or Youth with: Ticket, Youth or Senior Monthly Pass, or transfer	\$1.00

DEPARTMENT OF COMMUNITY SERVICES PASS	
Category	User Charge per person
Department of Community Services Monthly Pass	\$25.00

SMARTTRIP EPASS	
Category	User Charge per person
EPass for Adult	87.5% of the cost of 12 adult monthly passes

Schedule 2

SmartTrip Program Membership Fees

1. The user charges for enrolment in the SmartTrip Program shall be as follows:

Workplace Size (# of Employees)	Annual Fee
1-100	\$100
100+	\$250

Attachment E
(Amending By-law)

**HALIFAX REGIONAL MUNICIPALITY
BY-LAW NUMBER U-107
RESPECTING USER CHARGES**

BE IT ENACTED by the Council of the Halifax Regional Municipality that Schedule 1 of By-law U-100, the *User Charges By-law*, is amended as follows:

1. Amend section 1 by:
 - (i) striking the number “4” after the word “including” and before the word “years” in clause (c);
 - (ii) adding the number “12” after the word “including” and before the word “years” in clause (c);
 - (iii) striking the number “5” after the word “between” and before the word “years” in clause (p); and
 - (iv) adding the number “13” after the word “between” and before the word “years” in clause (p).
2. Amend section 3 by:
 - (i) striking out the words “under five (5) years of age” after the word “child” in clause (a);
 - (ii) repealing clause (aa);
 - (iii) adding the word “and” after the semicolon at the end of clause (f);
 - (iv) adding the words and punctuation “on Remembrance Day,” at the beginning of clause (g);
 - (v) striking the words and punctuation “on Remembrance Day; and” at the end of subclause (ii) of clause (g); and
 - (vi) repealing clause (h).
3. Adding the words and punctuation “, in whole or in part” after the words “may waive” and before the words “any user” in subsection (1) of section 4.
4. Amend section 8A by:
 - (i) striking out the word “his” after the word “or” and before the word “designate” in subsection (1);
 - (ii) adding the words “the Director” after the word “or” and before the word “designate” in subsection (1);
 - (iii) striking out the word “his” after the word “or” and before the word “designate” in subsection (3); and,
 - (iv) adding the words “the Director” after the word “or” and before the word “designate” in subsection (3).

5. Striking out the title line "Youth Free Transit Pilot Program".
6. Repealing section 8C.
7. Deleting the table of user charges under section 9 and replacing it with the following table:

CONVENTIONAL BUS, FERRY AND ACCESS-A-BUS	
Category	User Charge per person
Adult Cash	\$2.75
Senior or Youth Cash	\$2.00
10 Tickets Adult	\$24.75
10 Tickets Senior or Youth	\$18.00
Adult Monthly Pass	\$82.50
Adult Monthly Low Income Transit Pass	\$41.25
Senior or Youth Monthly Pass	\$60.00
Student Monthly Pass	\$50.00

UPASS			
Category	User Charge per person		
	2020	2021	2022
Fall Term (September to December)	\$80.50	\$81.70	\$82.95
Winter Term (January to April)	\$80.50	\$81.70	\$82.95
Extended Term (September to May)	\$180.00	\$182.70	\$185.44
Summer Term (May to August)	\$80.50	\$81.70	\$82.95

REGIONAL EXPRESS	
Category	User Charge per person
Adult Cash	\$4.25

Senior or Youth Cash	\$3.00
Adult Monthly Pass	\$127.50
Adult Monthly Low Income Transit Pass	\$63.75
Senior or Youth Monthly Pass	\$90.00
Adult with: Ticket, Monthly Pass, UPass or transfer	\$1.50
Senior or Youth with: Ticket, Youth or Senior Monthly Pass, or transfer	\$1.00

DEPARTMENT OF COMMUNITY SERVICES PASS	
Category	User Charge per person
Department of Community Services Monthly Pass	\$25.00

SMARTTRIP EPASS	
Category	User Charge per person
EPass for Adult	87.5% of the cost of 12 adult monthly passes

Mayor

Municipal Clerk

I, Phoebe Rai, Acting Municipal Clerk of the Halifax Regional Municipality, hereby certify that the above-noted By-law was passed at a meeting of the Halifax Regional Council held on , 2020.

Phoebe Rai, Acting Municipal Clerk