



BETTER ISLAND TRANSIT

ADVOCATING FOR CONVENIENT, AFFORDABLE TRANSIT
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Frequent and Affordable Vancouver Island Bus Service

*Why and How to Provide Convenient and Inexpensive Public Transit
Connecting Central and South Vancouver Island*

BACKGROUND

26 February 2024



The Island Highway between central and south Vancouver Island is busy and often congested, carrying about 30,000 daily travellers, yet it has minimal and expensive public transit service. As a result, transit currently serves a tiny portion of travel on this corridor.

This is unfair and inefficient. Non-drivers lack independent mobility and inadequate non-auto travel options increases total vehicle traffic, congestion, crashes and pollution.

Better Island Transit advocates for frequent (at least hourly) and affordable (fares no more than \$5 between major cities) bus service. This would provide many economic, social and environmental benefits, and is far more cost-effective than other highway improvement options.

The Problem

A highway that lacks adequate public transit is incomplete: it does not serve the needs of people who cannot, should not or prefer not to drive, and it increases traffic problems. This harms everybody, including motorists.

The Island Highway between central and southern Vancouver Island is one of British Columbia's busiest and most critical roadways. It carries about 30,000 daily travellers. It is narrow and congested, and there are frequent demands for improvement. Transit service on that corridor is currently infrequent and expensive. Between Duncan and Victoria there are only four daily trips designed for commuting; there are no off-peak or reverse commute trips, weekend service is minimal, and the \$10 fare is four times a local fare. Service between Nanaimo and Duncan is little better. There are seven daily trips with a \$7.50 one-way fare. Because it is inconvenient and expensive public transit only carries a tiny portion of trips.

In contrast, the #61 Sooke-Victoria bus has 43 daily trips with \$2.50 per trip fares and carries 22% of peak-period trips. Figure 1 compares these routes.

Figure 1 Current Central to South Vancouver Island Transit Services

Transit service between central and southern Vancouver Island is currently infrequent and expensive, particularly between Duncan and Victoria.

Qualicum Beach-Parksville-Nanaimo (#91, 50 kms, 52 minutes), 18 daily trips with \$2.50 one-way fares. Serves less than 1% of trips on that corridor.

Nanaimo-Duncan (#70, 50 kms, 70 minutes), 7 daily trips with \$7.50 fares. Serves less than 1% transit mode share.

Duncan-Victoria (#66, 60 kms, 75 minutes), 4 daily trips with \$10 one-way fares. Less than 1% transit mode share.

Sooke-Victoria (#61, 40 kms, 70 minutes), 43 daily trips with \$2.50 fares. Serves over 20% of peak-period trips.



A transit user in Nanaimo who wants to visit Victoria must leave no later than 7:57 am and connect in Duncan to reach Victoria at 10:24. For the return trip they must leave Victoria by 5:15 to reach Nanaimo at 8:07. Their round-trip fares total \$70. From Victoria it is not possible to visit Nanaimo by transit and return the same day: they must leave Victoria in the afternoon, arrive in Nanaimo at night, and return early a future morning. This limited schedule is unsuitable for most trips, and the fares are comparable to driving costs so travellers have no incentive to take public transit rather than drive.

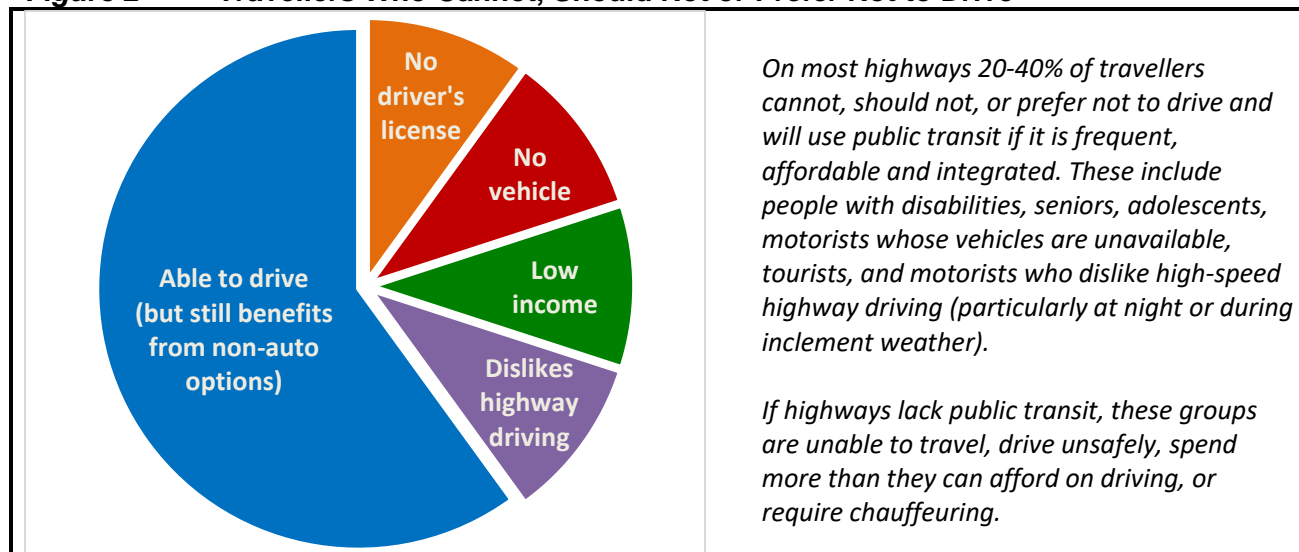
Inadequate public transport imposes many costs on users and communities. It deprives non-drivers of independent mobility, causes many motorists to bear the stress and expenses of driving on busy highways that they would prefer to avoid, forces drivers to chauffeur loved ones who cannot drive, and increases traffic problems.

The recent *Island Coastal Inter-Community Transportation Study* shows that many Vancouver Island residents want interregional transit services (Baker 2023). The MoTI is spending hundreds of millions of dollars to expand Island highways. In 2023, the provincial and federal governments announced a \$249 million new public transit funding in BC (IC 2023), and the province announced \$5 million to support Northern BC bus services plus an additional \$18 million for Vancouver Island rail planning (Chan 2023b). However, there are no current plans to improve interregional bus services on Vancouver Island.

Why Provide Frequent and Affordable Bus Service?

There are many good reasons to provide more convenient and affordable interregional bus services on Vancouver Island. Many travellers cannot, should not, or prefer not to drive and will use public transport if it is convenient and affordable, particularly for longer and stressful trips. We know that because highways with frequent and affordable public transit service have 10-30% transit mode shares (portion of total trips made by that mode). For example, transit serves 13% of total trips and 22% of peak-period trips between Sooke and Victoria, and 20-40% of trips share between Vancouver and Fraser Valley towns such as Langley and Pitt Meadows.

Figure 2 Travellers Who Cannot, Should Not or Prefer Not to Drive



The table below summarizes user and community benefits. Current demographic and economic trends (aging population, high fuel prices, health and environmental concerns) are increasing non-auto travel demands and the benefits of serving those demands.

Table 1 Frequent and Affordable Bus Service Benefits

User Benefits	Community Benefits
<ul style="list-style-type: none"> • Reduced driver stress. Many commuters want to avoid long-distance highway trips. • More independent mobility for non-drivers including people with disabilities, youths and healthcare patients. • User savings and affordability (savings to lower-income households). • Better access to rural areas and outdoor recreation. • Reduced chauffeuring burdens. 	<ul style="list-style-type: none"> • Reduced highway and surface street congestion. • Parking cost savings. • Increased traffic safety. • Affordable access to public services such as healthcare. • Energy conservation and emission reductions. • Rural economic development (tourism). • Reduces sprawl costs.

Frequent and affordable bus service can provide many benefits to users and communities.

Many jurisdictions have targets to reduce driving and increase non-auto travel as described below. The provincial government is considering several costly Island Highway expansion projects although they contradict these goals by inducing more vehicle traffic and failing to encourage non-auto travel.

Transportation Goals and Targets

- [CRD](#) and [CVRD](#): at least double transit mode shares.
- [CleanBC Roadmap](#): reduce light duty vehicle travel 25% and increase non-auto mode shares to 30% by 2030 and 50% by 2050.
- [2022 MoTI Mandate Letter](#): provide clean, fast, and efficient transportation to increase affordability, safety, and healthcare access. Specifically, it requires that the Ministry:
 - Make public transit a priority.
 - Ensure that rural, remote and Indigenous communities have safe and reliable transportation services.
 - Build greener and more livable communities and improve active transportation networks.
 - Work with cabinet colleagues, communities and regions to support transit project planning.
 - Complete the Transit Oriented Development framework.
- [2021 BC Transit Mandate Letter](#): enhance the public services people rely on and make life more affordable and create a cleaner, lower-carbon economy.

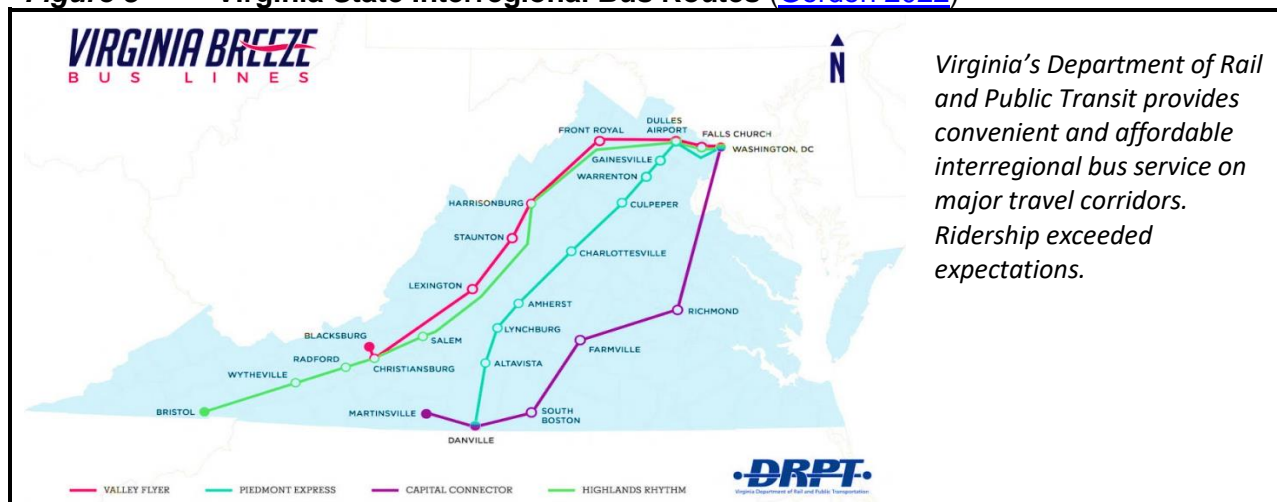
Examples from Elsewhere

Other jurisdictions do more to provide convenient and affordable interregional bus services.

Virginia Breeze

Virginia's Department of Rail and Public Transit (DRPT) provides interregional bus services. The first route, the Valley Flyer, connects a handful of communities along the I-81 corridor with the Dulles International Airport. With fares as low as \$15, the Flyer quickly exceeded ridership expectations. With this proven success the DRPT expanded the program to include more routes. The state now supports four routes, as illustrated below.

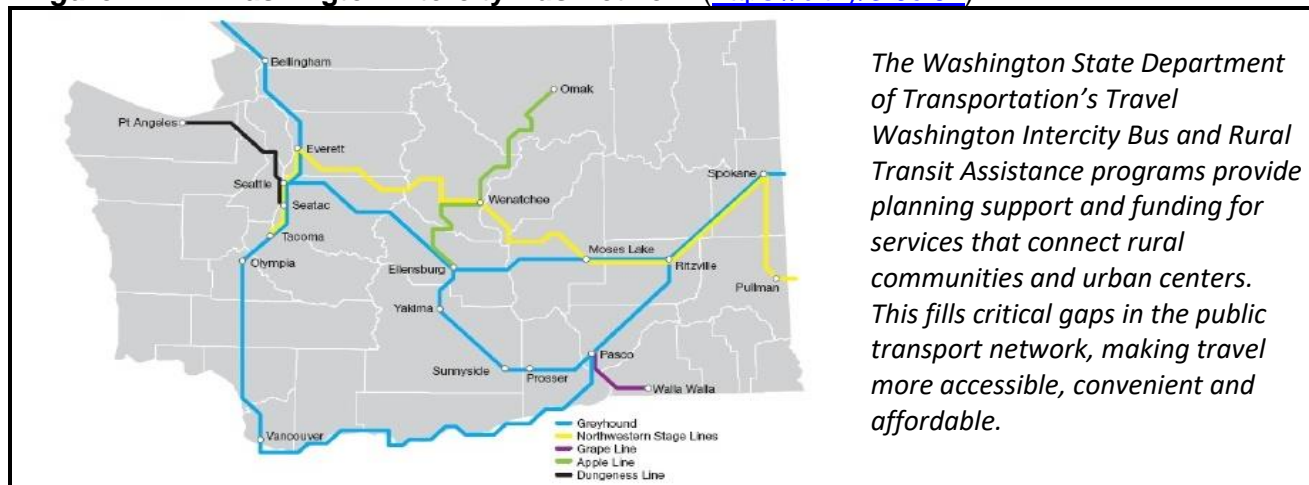
Figure 3 Virginia State Interregional Bus Routes ([Gordon 2022](#))



Travel Washington Intercity Bus and Rural Mobility Programs

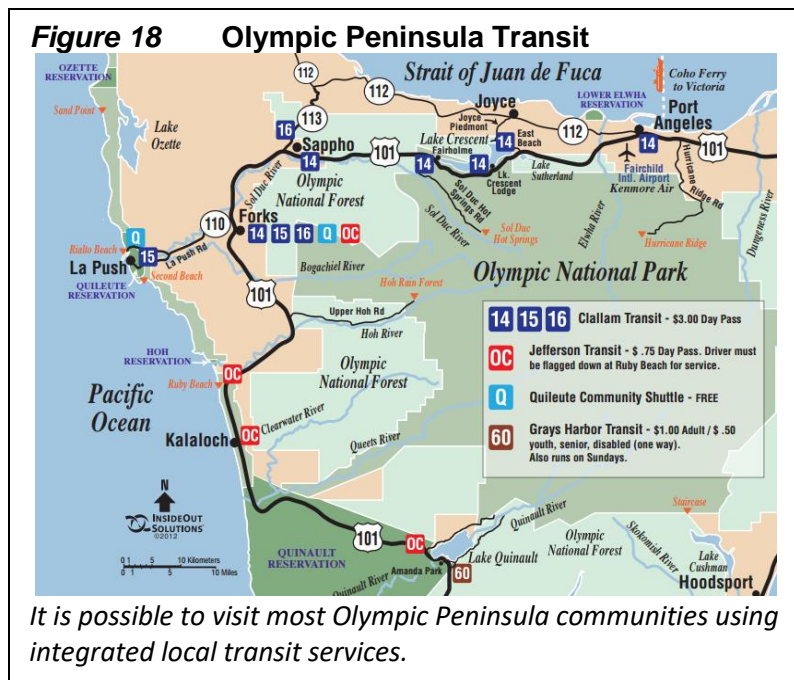
Washington State's *Travel Washington Intercity Bus Program* provides transit services that connect many rural communities and urban centers.

Figure 4 Washington Intercity Bus Network (<https://bit.ly/3rJcl9n>)



These are catalysts for private investment. Homes, hotels and banks are being developed around transit centers, and their parking lots are used for farmers' markets and concerts. Program Manager, Steve Abernathy describes the program as, "allowing people to stay where they want to live, yet still have the mobility, connections and access to the state, national and international transportation network. It allows older adults to stay in the communities where they have friends, where they raised their children and where they are part of a community."

Washington State DOT also has a *Rural Mobility Grant Program* that provides administrative and technical assistance to regional transportation planning organizations and public transit service providers. As a result of these resources, most rural counties in Washington State have coordinated public transit services, which provide travel to and within most communities. For example, it is possible to travel around the Olympic Peninsula, visiting many small communities, Indian reservations and tourist destinations, using the Olympic Transit Loop, which consists of six coordinated local public transit agencies, as illustrated to the right.



Obstacles

Rural and interregional (long-distance) public transit currently receives little support in British Columbia. The province has no interregional transit service performance targets, planning programs or ongoing funding. In 1979 the BC Ministry of Highways became the Ministry of Transportation and Highways (MoTI), with expanded responsibilities to support non-auto modes, including rural and interregional transit, but little actually changed. The Ministry collects little non-auto travel data and devotes a tiny portion of its budget to non-auto modes.

Service improvements must be initiated by regional districts and local BC Transit boards which perceive only a small portion of the total benefits provided by long-distance transit services that reduce highway congestion or support economic development in other regions. The current interregional transit planning process is extremely slow and inefficient. For example, in 2012 the Cowichan Valley Regional District (CVRD) identified Duncan-Nanaimo as a priority transit route, but it took a decade to plan #70 service, which began in 2022.

The Proposal: Frequent and Affordable Bus Service

We propose that regional and provincial governments provide frequent and affordable bus service between Victoria and Nanaimo, and develop a planning process to improve transit service on other provincial highways.

The table below estimates the costs of **Basic** (18 daily trips, providing hourly service between 6:00 am and midnight) and **Frequent** (43 daily trips, as on the Sooke-Victoria route) bus services between Nanaimo and Victoria. These are upper-bound estimates since they assume full service every day and current load factors; costs could be lower with less weekend service and TDM incentives that increase ridership.

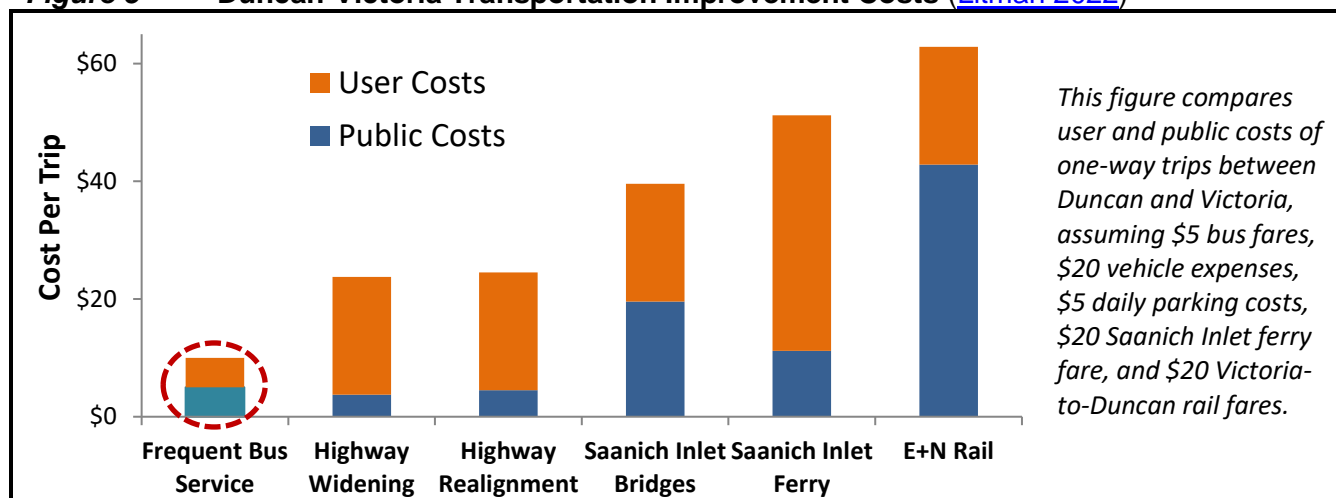
Table 2 **Proposal Cost Estimates** ([BC Transit 2024/2025 Service Plan](#))

	#70 Nanaimo-Duncan		#66 Duncan-Victoria		Totals	
	Basic	Basic	Frequent	Frequent	Basic	Frequent
Current daily trips	7	7	4	4	11	11
Proposed daily trips	18	43	18	43	36	86
Increased trips	14	38	11	35	25	73
Cost per round trip (\$147 x 4 hours per trip)	\$588	\$588	\$588	\$588	\$588	\$588
Total annual cost (additional trips x \$588 x 365)	\$3,004,680	\$8,155,560	\$2,360,820	\$7,511,700	\$5,365,500	\$15,667,260
Fare revenue	\$450,702	\$1,223,334	\$354,123	\$1,126,755	\$804,825	\$2,350,089
Subsidy requirement	\$2,553,978	\$6,932,226	\$2,006,697	\$6,384,945	\$4,560,675	\$13,317,171

Basic Service requires about \$4.6 million and Frequent Service about \$13 million additional annual subsidy.

The figure below compares the costs of various travel improvements on the Malahat Highway. Frequent and affordable bus service is most cost-effective. Highway improvements may seem cheaper considering just public costs but not if vehicle and parking costs are also considered.

Figure 5 Duncan-Victoria Transportation Improvement Costs ([Litman 2022](#))



Implementing this plan by 2025 will require the following actions:

1. Regional district and BC Transit boards request more service (Spring 2024)
2. BC Transit develops a specific proposal (Summer 2024)
3. Regional districts and BC Transit establish operational and funding agreements (Fall 2024)
4. Funding included in the 2025 provincial budget (Winter 2025).

To support this plan community groups should lobby regional districts and BC Transit boards to request this service, and lobby provincial officials, including MLAs and the Minister of Transportation, to fund it. MoTI has good reasons to support these improvements as a fast and cost-effective way to reduce highway traffic problems and achieve other provincial goals including fairness, affordability, traffic safety, emission reductions and rural economic development. Advocates should also lobby the provincial government to create a department that plans and supports interregional and rural transit, with reliable funding.

Conclusions

Vancouver Island currently has infrequent and expensive interregional public transit service that only satisfies a small portion of needs. Frequent and affordable bus services connecting central and south Vancouver Island would help many travellers and communities, is far more cost effective, faster to implement, and provides more total benefits than other transportation improvement options. For these reasons, regional districts, BC Transit and MoTI should implement frequent and affordable bus service in 2025.

For More Information

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<https://betterislandtransit.ca/report>