Minutes – Standing Policy Committee on Finance – December 1, 2016

REPORTS

Item No. 4 Automatic Fare Collection System (Project No. 4230001409) Financial Status Report No. 17 for the Period Ending September 30, 2016

STANDING COMMITTEE DECISION:

The Standing Policy Committee on Finance concurred in the recommendation of the Winnipeg Public Service, and received as information the financial status of the Automatic Fare Collection System Replacement project, as contained in the report.
Minutes – Standing Policy Committee on Finance – December 1, 2016

DECISION MAKING HISTORY:

Moved by Councillor Lukes,

That the recommendation of the Winnipeg Public Service be concurred in.

Carried
EXECUTIVE SUMMARY

This is a multi-phase capital project that has updated Transit’s fare collection hardware with electronic fareboxes and has introduced a smart card system for fare payments to replace paper tickets and passes. The updated technology has improved flexibility and convenience for passengers to purchase fare products, and enhanced security and data collection over the previous manual fare collection system.

RECOMMENDATIONS

That the financial status of the Automatic Fare Collection System Replacement Project, as contained in the report, be received as information.

REASON FOR THE REPORT

Administrative Standard No. FM-004 requires quarterly reporting to the Standing Policy Committee on Finance.

IMPLICATIONS OF THE RECOMMENDATIONS

None.

HISTORY / DISCUSSION

On February 22, 2006, Council approved the report submitted by the Transit Department entitled Implementation Plan for Rapid Transit Task Force Recommendations. The implementation plan included a recommendation that the existing fareboxes be replaced with an automated fare collection system. The fareboxes dated back to the early 20th Century and had
been out of production for decades. Implementation of a new fare collection system was intended to modernize and simplify the fare collection process, provide more convenience and options for passengers, and improve the security of fare collection.

The Automatic Fare Collection System has a total budget of $17.74 million; $15.24 million was approved in the 2011 and earlier Capital Budgets and Council approved the transfer of an additional $2.5 million from surpluses in the 2011 Transit Buses Capital Project and the Transit System Funds retained earnings at its meeting of July 20, 2011.

MAJOR PROJECT STEERING COMMITTEE

Administrative policy for projects with capital costs exceeding $10 million requires formation of a Major Capital Project Steering Committee. The Committee has been formed and its members are:

Paul Olafson, Corporate Controller, Corporate Finance Department
Clive Wightman, Director of Community Services
Dave Wardrop, Director of Transit

The Committee has reviewed this report and recommends that the report be sent to the Standing Policy Committee on Finance.

PROJECT STATUS

The project remains within budget but is behind schedule.

DESCRIPTION OF PROJECT

Fare collection is a core element of Transit's business and has an impact on the operations of every division within the department. This is an extremely complex technology project involving the installation of electronic validating fareboxes on Transit's fleet and the implementation of a smart card-based automatic fare payment system that is supported by the necessary financial and information technology hardware and software systems.

The electronic validating fareboxes have been configured to accept coins and valid tokens only and collect, secure, reliably count and report all fare payments. They have been configured to print and validate transfers. They have also been equipped to read and write to contactless electronic smart cards.

Pre-purchased fare products are offered on electronic smart cards. These cards contain a record of the payment, including the time of payment, and constitute the “transfer” to permit the passenger to board another bus for free during the valid time period.

Retail outlets, as well as telephone and on-line systems, are being used by passengers to conveniently reload transit products or value onto the reloadable electronic smart cards.

As an enhancement to this project, Transit has introduced a single ride token that is used exclusively by schools and social service agencies. The tokens were produced by the Royal Canadian Mint and have a unique electro-magnetic signature that are verified by the new fareboxes to prevent counterfeiting. The tokens should last a minimum of 10 years. Tokens were introduced into service on August 4, 2016.
The primary contract for the supply of the automatic fare collection system was awarded to Garival Inc. of Laval, Quebec in the estimated amount of $12,934.470.00 before all taxes in January 2012.
PROJECT SCHEDULE

The Automatic Fare Collection System Project was delivered in two phases. Phase 1 was completed in June 2013 and consisted of the installation of the new fareboxes on the entire bus fleet. Paper tickets and monthly and weekly flash passes are continuing to be used in Phase 2 of the project.

Smart cards have been implemented as Phase 2 of the project. The smart card system has been in development since 2013. The complexity of the implementation has required more system development, verification and rework than was initially anticipated and this has caused the project to fall behind schedule.

The smart card system was implemented for seniors on July 4th, 2016 with Full Fare and Youth passengers commencing August 8, 2016. The rollout through all passenger classes will continue until the end of 2016.

The delivery of the project is being accomplished through seven separate contracts that were awarded as shown in the table below.

<table>
<thead>
<tr>
<th>Bid Opportunity Number</th>
<th>Description</th>
<th>Date of Contract Award</th>
<th>Estimated Completion Date</th>
<th>Award Amount</th>
</tr>
</thead>
<tbody>
<tr>
<td>550-2008</td>
<td>The Gooderham Group - Consultant Services for the Update of Transit Fare Collection Systems and Technology</td>
<td>October 22, 2008</td>
<td>December 2011</td>
<td>$86,973.00</td>
</tr>
<tr>
<td>345-2011</td>
<td>Infodev Electronic Designers International - Integration of On-Board Security Camera and Fare Collection Systems with Existing Advanced Transit Communication and Vehicle Location System</td>
<td>May 13, 2011</td>
<td>November 2012</td>
<td>$919,175.00</td>
</tr>
<tr>
<td>777-2011</td>
<td>McKim Cringan George - Development and Implementation of a Multimedia Public Information Campaign</td>
<td>November 23, 2011</td>
<td>December 2016</td>
<td>$159,400.00</td>
</tr>
<tr>
<td>925-2010</td>
<td>Garival Inc. - Automatic Fare Collection System</td>
<td>January 1, 2012</td>
<td>March 2017</td>
<td>$12,934,470.00</td>
</tr>
<tr>
<td>877-2011</td>
<td>Ernst and Young LLP - Professional Accounting/Audit Advisory Services</td>
<td>February 10, 2012</td>
<td>December 2014</td>
<td>$22,750.00</td>
</tr>
<tr>
<td>Sole source</td>
<td>KPMG LLP – Consulting Services</td>
<td>May 7, 2012</td>
<td>December 2014</td>
<td>$85,000.00</td>
</tr>
</tbody>
</table>

Total Award Amount
$14,493,294.00
A portion of these awards have been charged to separate projects as the contract work spanned multiple projects ($461,125.00).

Total Award Amount Applied to Fare Collection

$14,032,169.00

**RISK AND MITIGATION STRATEGIES**

<table>
<thead>
<tr>
<th>Risk Statement and Explanation</th>
<th>Mitigation</th>
</tr>
</thead>
<tbody>
<tr>
<td>Potential passenger dissatisfaction should system not function as promised</td>
<td>Extensive testing and verification has been performed before being introduced to the public. Quick customer service response to customer and agent issues once smart cards are in circulation.</td>
</tr>
<tr>
<td>Risk of delay in implementation of electronic farebox and smart card technology</td>
<td>The project was split into two phases with the first being the electronic farebox component, and the second being the smart card component.</td>
</tr>
<tr>
<td>Risk of card distribution problems if every passenger is allowed to acquire a smart card at the same time.</td>
<td>Smart cards have been introduced by passenger class, specifically Handi-Transit registrants, seniors, youth, full-fare, eco-pass and post-secondary customers. Also, paper products will not be phased out until the volume of smart cards sold is sufficient to prevent a surge in demand, and excessive line-ups at card distribution points.</td>
</tr>
</tbody>
</table>

1Risk Matrix is arranged vertically from higher to lower assessed risk.

This project is in part financed by the Manitoba Winnipeg Infrastructure Fund. The Province has approved the funding to March 31, 2017.

**FINANCIAL ANALYSIS**

<table>
<thead>
<tr>
<th>Project Component</th>
<th>Budget</th>
<th>Value/Cost Estimate</th>
<th>Variance Budget to Contract Value/Cost Estimate</th>
<th>Change in Variance from Last Report</th>
</tr>
</thead>
<tbody>
<tr>
<td>Professional Services</td>
<td>$1,200,000</td>
<td>$1,238,195</td>
<td>($38,195)</td>
<td></td>
</tr>
<tr>
<td>External Contracts</td>
<td>14,680,000</td>
<td>14,680,000</td>
<td>0</td>
<td></td>
</tr>
<tr>
<td>Other Equipment</td>
<td>860,000</td>
<td>860,000</td>
<td>0</td>
<td></td>
</tr>
<tr>
<td>Overhead and Others</td>
<td>1,000,000</td>
<td>961,805</td>
<td>38,195</td>
<td></td>
</tr>
</tbody>
</table>
Two change orders were approved during this reporting period. In total, twenty-two change orders with Garival were implemented at a total net cost, before taxes, of $317,147.40.

Change Order 34 was to get Garival’s assistance in migrating the system database to a more secure server that is monitored 24-7, at a cost of $9,800.

Change Order 36 was to improve administrator user access rights and limitations within the peggo web application, at a cost of $6,625.

Budget revisions will be accommodated in the External Contracts portion of the project.

Professional Services include the following:

1. Technical engineering consultation on the design and testing of the fare collection system;
2. External auditing of systems and procedures necessary to secure revenue; and
3. Marketing to effectively communicate the changes to the public.

Other equipment includes the following:

1. Infrastructure changes and equipment in Transit garage buildings and treasury to allow secure revenue servicing and coin handling;
2. The communications hardware required for the new fareboxes to exchange route and bus stop information with the bus radio system and use the Wi-Fi system within Transit buildings to communicate with data servers to upload revenue collection information from the bus and download fare structure and smart card update information to the farebox on a daily basis.

The breakdown of payments under the Contract with Garival Inc. are itemized below. Phase 1 of the project consists of the installation of the great majority of the hardware necessary for the
project including all fareboxes and cash vaults. The payment for this phase makes up 60% of
the total value of the contract. A deficiency payment of 5% of the total contract is being retained
from Phase 1 because the farebox transfer printers are not meeting reliability requirements. A
written agreement regarding this deficiency payment has been accepted by Garival Inc. and will
remain in place until the printers achieve specified reliability levels. A prototype of a printer
modification will be tested in fall 2016 to determine if it can improve reliability of the transfer
printers.

Phase 2 of the project is for the implementation of the smart card system and makes up 40% of
the value of the contract. To date, 33.5% of the Phase 2 work has been deemed to be complete
and paid. Further payments will be made as milestones are met by the contractor.

<table>
<thead>
<tr>
<th>Garival Contract Details</th>
</tr>
</thead>
<tbody>
<tr>
<td>Contract Value</td>
</tr>
<tr>
<td>Payments to Date</td>
</tr>
<tr>
<td>Holdback for Farebox Deficiencies</td>
</tr>
<tr>
<td>Milestone Payments Not Yet Earned</td>
</tr>
</tbody>
</table>

The project cash flow is included in Appendix 1 (attached).
FINANCIAL IMPACT

Financial Impact Statement

Date: November 3, 2016

Project Name: First Year of Program 2012
AUTOMATIC FARE COLLECTION SYSTEM (PROJECT NO. 423001409) – FINANCIAL STATUS REPORT NO. 17 FOR THE PERIOD ENDING SEPTEMBER 30, 2016

Comments:
There is no financial impact as this report is for information only.

original signed by:
Tanis Yanchishyn, CPA, CA
Manager of Finance and Administration

CONSULTATION

In preparing this report there was consultation with:
None

OUR WINNIPEG POLICY ALIGNMENT

01-01b Key Directions for the Entire City: “Key Directions for Connecting and Expanding our Sustainable Transportation and Infrastructure Network.”
Create a safe, efficient and equitable transportation system for people, goods and services.

SUBMITTED BY

Department: Transit
Division: Asset Management Office
## Appendix I

### AUTOMATIC FARE COLLECTION SYSTEM

**TRANSIT DEPARTMENT**

*As of September 30, 2016*

<table>
<thead>
<tr>
<th>Project Component</th>
<th>Capital Budget</th>
<th>Capital Expenditure Forecast</th>
<th>Surplus (Deficit)</th>
<th>Variance Change in Last Variance Report</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Council</td>
<td>Actual Costs</td>
<td>Forecast</td>
<td>Total</td>
</tr>
<tr>
<td></td>
<td>Approved Changes</td>
<td>July 20, 2011</td>
<td>Note 2</td>
<td>Revised</td>
</tr>
<tr>
<td>A PROFESSIONAL SERVICES</td>
<td>$1,200,000</td>
<td>$1,200,000</td>
<td>$992,496</td>
<td>$164,619</td>
</tr>
<tr>
<td>B EXTERNAL CONTRACTS</td>
<td>12,180,000</td>
<td>14,680,000</td>
<td>10,650,278</td>
<td>2,699,914</td>
</tr>
<tr>
<td>C OTHER EQUIPMENT</td>
<td>860,000</td>
<td>860,000</td>
<td>763,214</td>
<td>81,203</td>
</tr>
<tr>
<td>D OVERHEADS AND OTHER</td>
<td>1,000,000</td>
<td>1,000,000</td>
<td>636,945</td>
<td>283,322</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>$15,240,000</strong></td>
<td><strong>$17,740,000</strong></td>
<td><strong>$13,042,933</strong></td>
<td><strong>$3,229,058</strong></td>
</tr>
</tbody>
</table>

### Explanatory Notes

1. Professional Services includes amounts for a communication/advertising campaign.
2. Prevailing market conditions increased expected costs.

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*Note 2: Revised Budget*

*Note 1: Professional Services includes amounts for a communication/advertising campaign.*