

Executive Summary

Introduction

Dillon Consulting Limited was retained by the City of St. John's to develop a Transit Service Review and update the 2011 Strategic Plan. The purpose of the Transit Service Review is to develop a blueprint that will position the City of St. John's and the St. John's Transportation Commission to meet the opportunities and challenges over the coming years, and successfully serve the community with an effective and efficient transit system that exceeds customer expectations.

Existing Transit System

Metrobus delivers 2.9 million trips annually using 54 buses and operating 134,000 annual revenue hours of service. This translates into approximately 21.6 boardings per revenue hour of service. The 23 routes that make up conventional Metrobus operations provide service to St. John's, Mount Pearl and Paradise. The structure of the routes in St. John's are focused on connecting major nodes, destinations, and terminals and routes also deviate onto local streets to pick up passengers and bring them to major transfer points. The historic road network of St. John's that was developed in the 18th century before the advent of the automobile presents challenges for delivering direct services on major corridors, as there are few roadways that provide a continuous, uninterrupted route between major destinations.

The service is provided in-house by municipal employees. This includes service supervision, operation and maintenance. The City of Mount Pearl and the Town of Paradise contracts the St. John's Transportation Commission to provide conventional transit services on their behalf. As such, both municipalities determine the route structure and the level of service in their respective communities and are billed for the service based on a pre-defined per kilometre rate (Metrobus).

GoBus provides door-to-door specialized transit service to eligible customers with disabilities who are unable to use the conventional transit system. There are currently 1,600 registered customers for the service, which delivers 150,000 annual trips. GoBus operated as a separate entity until 2016, when Metrobus took on responsibility for specialized transit. Unlike Metrobus, GoBus operations are contracted out to a third-party operator (currently MVT Canada), who is responsible for the delivery of daily service, which includes but not limited to: booking client trips, dealing with cancellations and no shows, hiring and training operators, providing service to registered passengers and the maintenance of the fleet. To meet the demand for specialized transit service, MVT Canada also has a separate contract with a taxi company in St. John's, which they often use to deliver service that cannot be accommodated by a GoBus vehicle.

Peer Review

The performance of Metrobus and GoBus was compared to a peer group of transit and specialized transit systems across Canada. The peer group selected represents transit systems that have a similar

service population, annual ridership, or those that have been identified by Metrobus staff as common internal benchmarks. Some key highlights from the peer review include the following:

Metrobus

- Metrobus operates shorter service hours than the peer group average on weekdays, Saturdays and Sundays.
- Metrobus had fewer revenue service hours per capita than all other systems surveyed save for Moncton's Codiac Transpo and Saint John Transit.
- Metrobus has lower than average trips both per revenue vehicle hour and per capita. This is partially reflected in the amount of service provided (the third lowest in the peer group).
- Metrobus has a lower cash fare, but a higher average fare. The systems with U-Pass agreements typically have a much lower average fare due to the deep discounts provided for all enrolled students.
- Despite the higher fare, the municipal operating contribution is high, especially among peers in eastern Canada. This is due to a higher hourly operating cost, as well as structural differences in how costs are reported, and the availability of other funding sources.

GoBus

- Weekday hours of service in St. John's is slightly more than the peer group average, and significantly higher on Saturdays and Sundays due to a late end of service.
- Within the hours of service provided, the amount of service provided in St. John's per capita is the second highest in the peer group and significantly higher than the peer group average. This is also reflected in the trip denial rate, which is very low in St. John's.
- St. John's has significantly more specialized passenger trips both on an absolute basis and per capita compared to its peers. This is reflective in the amount of service provided and the low trip denial rate.
- Productivity of the service per revenue vehicle hour is low indicating there are opportunities to improve the overall efficiency of the service.
- St. John's contributes the highest municipal contribution per capita relative to its peers and thus has the second lowest cost-recovery in the peer group.

Community Engagement

Engagement with the community in St. John's took place on a variety of platforms to reach a broad and diverse range of stakeholders including Metrobus and GoBus riders, as well as residents that are not currently transit customers. In-person engagement involved meetings and workshops with members of the public, advisory committees, and stakeholder groups, while some groups were contacted through conference calls. Digital engagement also took place through two online surveys that were open to all members of the public and posted on the City of St. John's *Engage! St. John's* website. Overall, there were two phases of the engagement strategy that took place.

The first phase of engagement was held at the beginning of the transit service review so that service recommendations would be developed to respond to opportunities, issues, and solutions brought forward from the community that interacts with Metrobus and GoBus every day. After reviewing the results of both the in-person and digital engagement, several key themes emerged as areas where the transit service review, and any recommendations following from it, need to address or consider.

- Remove, where necessary, diversions off of main streets to address long travel times;
- Enhance peak frequency to ensure that transfers can be made easily;
- Improve reliability and schedule adherence to benefit customers and operators;
- Maintain existing coverage (proximity to a bus stop) for riders who may not have another affordable option; and
- Continue the deployment of technology to improve the customer experience.

The need for more reliable service was expressed strongly by Metrobus customers. This is particularly important on high ridership and low frequency routes (where missing a bus means a long wait-time).

Frequency was another issue that was raised by respondents of the survey and attendees at various engagement activities. This suggests that recommendations to improve frequency of service would be well received and would help grow ridership.

The survey also highlighted the importance of Avalon Mall, Village Shopping Centre, MUN, Downtown, College of the North Atlantic, Eastern Health facilities, and other areas such as the emerging Stavanger Retail Area as important destinations that are large generators of transit trips and should be adequately served by the recommended route network that results from the transit service review.

Recommended Service Standards

The existing service standards used by Metrobus for conventional transit were reviewed and updated to reflect the strategic direction of the plan and include new and potential service offerings provided by the St. John's Transportation Commission.

Service standards provide for a consistent and fair evaluation of both existing and proposed services, and establish a framework for guiding decisions on how to best serve customer's diverse travel needs within prevailing budgetary and resource limits. The standards are intended to provide guidelines governing the planning and design of all Metrobus services.

Service Design Standards set out specific criteria for route design and service levels. These include:

- **Eligibility** – For GoBus customers;
- **Hours of Service** – Minimum hours of service that each type of route or service will operate;

- **Headway/Frequency** - The maximum headway that will be operated for both Frequent Transit Network Routes and Local Routes;
- **Trip Booking Window** – Minimum amount of service required to book GoBus and dynamic transit services;
- **Travel Time (Directness of Service)** – Guidelines that set out route deviations or maximum travel time for each route and service type;
- **Proximity to Service** – Accessibility of transit by targeting a maximum walking distance that a customer will have to travel to reach a transit stop;
- **Bus Stop Guidelines** – Including location and spacing that maximize convenience with delays from too many stops; and
- **Accessibility** – Guidelines that outline accessibility initiatives on all service types.

Performance measures are used primarily to set desired and achievable goals for the performance of Metrobus and GoBus and permit evaluation and feedback on how well these goals are met.

Performance measures included in the service standards document include:

- **Trip Denial / Missed Trips** – Measures requested GoBus trips that are not accommodated or when a customer is unable to board a Metrobus vehicle at the requested or scheduled pick-up time;
- **Customer Comfort / Vehicle Occupancy** – Monitors crowding on vehicles and the number of customers that are unable to board buses at a stop due to overcrowding;
- **Reliability** – Measures on-time performance relative to scheduled or GoBus pick-up times and reliability of real-time automatic vehicle location data;
- **Service Utilization** – Measurement of the effectiveness of the application of the system’s resources (boardings per revenue vehicle hour that need to be achieved);
- **Modifications to Existing Routes and Services** – Guidelines for when service modifications should be made; and
- **Introduction of New Service** – Guidelines the population/employment required to support the introduction of a new service.

Recommendations:

A number of recommendations were developed that help optimize the existing service, create efficiencies and identify investment opportunities to change the culture of transit and grow ridership. Six strategic directions are identified, each with a number of strategies that should be taken over the next five year.

Strategic Direction 1 - Strategies to Optimize Existing Investments

A number of operational improvements were identified for Metrobus that are designed to optimize existing services. This includes identifying potential efficiencies in routes and services, improvements in reliability of service and opportunities to simplify the network. It should be noted that there were

limited opportunities to optimize the network and increase ridership without an investment in service. Existing resources are being stretched to maximize coverage, preventing investment in more attractive services at the expense of coverage. This is due to the unique geography that Metrobus operates in. Roads are rarely straight and direct and the roadway network is not connected in a legible grid-pattern. These factors, combined with the low density nature of the St. John's region, provide significant challenges for the provision of efficient and attractive transit service.

Despite this challenge, four potential route modifications were identified that should improve performance without investing in additional service. These include:

- **Route 2/5** – Split Route 2 into two distinct routes at all times. Route 5 would operate from Avalon Mall to Montague Street, while Route 2 would continue to operate from Village Shopping Centre to Montague Street. This change would make the route network more understandable, particularly with the on-line trip planner tool.
- **Route 6** – Remove from downtown where there is duplication with Route 3 to allow for resources from the unproductive Waterford Bridge Road segment to be reinvested elsewhere. Route 6 would instead function as a one-way collector route to and from Village Shopping Centre. The remaining resources from the old Route 6 are recommended to be reinvested by providing a new hourly express service from the Village Shopping Centre to the Galway Commercial Area in Southlands.
- **Route 10** – Review schedule adherence issues on this route by assessing the potential to eliminate the Seaborn Street loop, which is currently only serviced in the downtown direction. This modification should only be made if no other operational improvements are found to improve schedule adherence.
- **Route 18 and Route 25** – Simplify the two routes by discontinuing Route 25 and replacing it with trips on Route 18. This will offer the same level of service as today in an easier to understand way and allow Metrobus to tailor frequency and service hours on the single route more effectively in future.

Strategic Direction 2 - Foster a Transit Culture

These strategic directions focus on passenger fare-based solutions that are designed to further entice new residents to the system and encourage existing customers to use the system more often. The key focus of these strategies is on youth, as a means of changing the perception of transit by encouraging them to try the service and ultimately change their travel behaviours as adults. Changing culture and the perception of transit is critical to attracting new ridership, and is required to make the most of future investments. The following strategies are recommend under this strategic direction:

1. **Strategy 2A – Student Fare Strategies** - Secondary school students offer a significant opportunity to encourage transit familiarity, increase ridership and establish travel patterns that may continue into post-secondary student and adult life. While Metrobus does offer a slight fare

- reduction for youth, the discount has not translated into a significant portion of youth using the Metrobus service. To help foster a culture of transit use by students, it is recommended that Metrobus initiate a pilot program to provide a deeply discounted or free pass to students in grade 12 and under. The strategy includes the following recommendations:
- a. Provide a student pass program for enrolled students between grade 7 and grade 12.
 - b. Develop a transit familiarization outreach program for grade 7 students to help them better understand the transit system and how to use it to access various activities.
 - c. Use the m-Card for this program to allow Metrobus to track update and monitor growth
 - d. Extend free transit for children from age 5 to age 12 to ensure continuity between the free fare Metrobus currently provides for children under 5 years of age and the recommended student pass.
2. **Strategy 2B – Continue to Pursue a U-Pass Opportunity with MUN** - An increasingly common feature of transit systems in Canada is a “U-Pass” – a transit pass for university students that all students pay for, regardless of use. Cities that have introduced these passes have seen significant student ridership growth. A U-Pass was proposed to Memorial University of Newfoundland (MUN) student body in 2018 as a method to improve service levels, reduce student costs and reduce parking demand on campus. While a referendum on the U-Pass held in February 2019 did not pass, there is still significant merit in pursuing this opportunity. It is recommended that Metrobus continue to work with the MUN administration and student union to implement a U-Pass agreement.
 3. **Strategy 2C – Low Income Fare Pilot** - Providing affordable mobility is a key factor in providing individuals with low household incomes with the opportunity to access employment, education, retail and necessary services. The current way of accessing low-income transit passes through the province is not clear and restrictive. It is recommended that Metrobus work with the province to design and implement a new subsidized low-income pass program. Under this new program, the province would be responsible for determining eligibility and fare reduction, and providing the subsidy to Metrobus for the purchase of low-income passes. Metrobus would be responsible for administering the program.

Strategic Direction 3 - Invest in Service

Travel behaviours will not change unless there Metrobus provides a service that is more convenient and reduces travel time. Investing in service is critical to growing ridership, and this strategy direction outlines priorities for service investment. St. John’s currently provides one of the lowest financial contributions per capita for transit service in its peer group. As a result, many Metrobus buses continue to operate a low frequencies during both peak and off-peak periods. Increasing this level of investment per capita will help make transit more competitive with private automobile travel. The following strategies are recommend under this strategic direction:

1. **Strategy 3A – Modify Route 3/14/23** - The northeast area of St. John’s contains three routes which provide service to various destinations, including the St. John’s International Airport, MUN and the downtown. The route structure is fairly indirect due to the structure of the existing road network and need to service key destination. With an extension of Hebron Way to Major’s Path due to open by the end of 2019, there is an opportunity to make the network more direct by completed the following recommended route modifications:
 - a. All Route 3 services operate along an alignment similar to current Route 3B, modified to travel over the Hebron Way extension and service the medical centre.
 - b. Route 14 should be removed from Major’s Path and Torbay Road and instead continue along Portugal Cove Road to Higgins Line directly and extended to Avalon Mall.
 - c. Operate Route 23 all-day to maintain a connection between Torbay Road and MUN, replacing Route 14 and shorten the route to end at MUN.

2. **Strategy 3B – Implement a Frequent Transit Network** - The single biggest factor in determining transit usage is frequency. Routes 1, 2¹, 3, and 10 already operate every 15 minutes during the afternoon peak periods and a short portion of the morning peak period, and every 30 minutes at most other times. These routes connect to major destinations and transfer points in the city, including downtown, MUN, CONA, Avalon Mall, Village Shopping Centre and Torbay Mall. It is recommended that Metrobus formally define a Frequent Transit Network (operating every 15 minutes during the peaks and every 30 minutes during the off-peak periods) and market it as a fast convenient option to access key destinations in the City.

3. **Strategy 3C – Minimize 60 Minute Headways on Key Routes** - Hourly service is not considered an attractive level of service and will do little to attract new customers. Such a low frequency is simply too inconvenient for those with other options and, for those with limited options, using transit becomes a time-consuming and unpleasant experience. Metrobus currently has several routes that operate every 60 minutes but perform above productivity standard minimum requirement as noted in the Metrobus service standards document. It is recommended that Routes 11, 14, 16 and 23 be targeted to improve weekday service frequency from every 60 minutes to every 30 minutes during the peak and midday periods..

4. **Strategy 3D – Pilot a Dynamic On-Demand Transit Service** - Fixed-route transit solutions do not always effective during evening and weekend periods when ridership demand is lower, and in low demand areas characterized by low density neighbourhoods, employment areas designed around the private automobile and large tracts of open or greenfield space. To address these circumstances, it is recommended that Metrobus pilot a Dynamic On-Demand Transit service to

¹ Note: Route 2 is recommended to be split into Route 2 and 5, which will mean both segments operate every 15 minutes during the afternoon peak if this recommendation is adopted.

Southlands / Galway, connecting passengers to either the Galway Commercial area or the intersection of Smallwood Drive and Old Placentia Road in Mount Pearl where passengers would be connected to a fixed-route service to complete their trip. Dynamic on-demand transit services are shared-ride demand-responsive services that use smaller vehicles and mobile app technology to provide mobility to customers. The mobile app allows customers to plan, book, track and pay for their ride in real-time. This increases the convenience and reliability of the service. The mobile app is also used to help optimize trips, increasing the number of shared rides that can be accommodated without sacrificing service quality.

Should the pilot be successful, it is recommended that Metrobus explore the opportunity of approaching adjacent municipalities that may not warrant a fixed route bus to initiate a dynamic on-demand service model, replacing some of its evening weekend and weekday services with a dynamic on-demand service model and/or exploring opportunities to better integrate GoBus with dynamic on-demand transit service.

Strategic Direction 4 - Enhance the Customer Experience

While services are the core of what transit offers to the community, they are supported by many other factors that combine to form the overall customer experience. Working on these non-service factors offers an opportunity to improve ridership through an improved transit experience. Transit systems with higher ridership are customer-focused, anticipating and responding to customer needs. The following strategies are recommend under this strategic direction:

1. **Strategy 4A – Bus Stop Snow Clearing** - The current snow clearing policy does not prioritise the clearing of transit stops. Furthermore, the priority for snow clearing is for the road surface itself, with little regard for the clearing of transit stop areas so passengers can board buses without climbing over snow banks. To address bus stop access during winter conditions, the existing snow clearing policy should be updated to further prioritise the transit network and include specific provisions for stop access. Stops on the network should be prioritized based on usage, with all stops on the Frequent Transit Network given the highest priority.
2. **Strategy 4B – Continue to Improve Accessibility** - Metrobus is currently implementing an Accessibility Plan, gradually moving towards a fully accessible system. It is recommended that Metrobus continue to move towards a goal of full accessibility. Key recommendations include:
 - a. Prioritize the designation of accessible routes on the Frequent Transit Network and other key routes (next priority should be Route 10).
 - b. Continue to work with the City to coordinate road retrofit assignments with an opportunity to retrofit existing non-accessible stops based on new accessibility standards.
 - c. Explore the introduction of an automated stop announcement system.

- d. Prioritise stop upgrades along routes with accessible buses, further highlighting the premium nature of these routes.
3. **Strategy 4C – Improve Integration with Land Use and Transportation** - Transit's biggest asset is the land use and community design it operates in. Transit services that operate along mixed-use high density corridors that are walkable and pedestrian friendly with good connectivity to the places where people live, work and play offer the highest potential to grow ridership. Metrobus already has a good relationship with the City's Planning, Engineering and Regulatory Services Department. To strengthen this connection as well as the development of a multi-modal transportation network, it is recommended that Metrobus continue to work with the City's Planning, Engineering and Regulatory Services Department to:
- a. Play an active role in strategic land-use planning decisions, highlighting the need for high levels of pedestrian amenities, active transportation connections, design of walkable streets and access to the arterial roadway network.
 - b. Align development with transit investment by reviewing development applications and other strategic planning plans and policies and evaluate against the proximity service standard.
 - c. Coordinate transit interests in roadway capital improvement programs (e.g. new stops, shelters, accessibility improvements, transit priority features).
 - d. Be a key stakeholder in the upcoming City-wide Transportation Master Plan and identify strategies to help meet the transit mode share target.

Strategic Direction 5 - Improve Regional Connections

Metrobus provides some limited service under contract to the City of Mount Pearl and the Town of Paradise, which helps improve ridership as well as inter-municipal mobility. However, there are a number of surrounding municipalities that do not have a transit service, resulting in increased auto trips on the St. John's roadway network.

There are also issues with the current contracting model with adjacent municipalities. Under the current model, the service design, level of service and hours of service are dictated by the contracting municipalities and Metrobus is hired as an operator. This results in a lack of service integration and can impact customer service (i.e. different municipalities may have different policies on shelter placement, level of service, walking distance, etc. that may not be in line with how Metrobus operates its service and the Metrobus brand).

For Metrobus to operate more efficiently and provide better, more useful services to the greater St. John's area, it is recommended that:

1. The concept of inter-municipal transit is addressed in the St. John's Transportation Master Plan.
2. Dynamic on-demand transit service models are explored as a more cost effective opportunity to extend service to adjacent municipalities.

3. The contract model that other municipalities enter into with St. John's is modified to provide Metrobus with more authority to plan a more integrated and seamless service, within the minimum service requirements and performance standards outlined in the approved service standards document.
4. The City of St. John's approach each of the municipalities in the Region to coordinate and develop a united advocacy plan to receive sustainable provincial transit funding.

Strategic Direction 6 - GoBus Service

Strategic directions for GoBus focus on opportunities to improve cost control through modifications in the contract, ensure service is being prioritized for persons with disabilities that require it, and opportunities to improve the level of service for passengers. The following strategies are recommend under this strategic direction:

1. **Strategy 6A – Eligibility Criteria Change** - The existing eligibility criteria for GoBus is too broad and not well defined. While it is important to ensure that the eligibility criteria is open to individuals that have various types of disabilities that prevent them from using the conventional transit system, providing more specific definition to those disabilities around the ability to use conventional transit will help ensure that the GoBus service is strictly used by individuals that need it. This will help improve the level of service for GoBus customers (by managing demand).
2. **Strategy 6B – Application Process / Third Party Assessment** - The application form for the GoBus service relies on an individual's physician to determine the applicant's eligibility. This can result in an inconsistent assessment, as not all physicians fully understand how an accessible Metrobus service can accommodate the needs of their patients. It is recommended that Metrobus staff begin to find one or more parties (through RFP) to conduct assessments on behalf of Metrobus for GoBus registration based on the revised eligibility criteria. Third-party assessments will also help manage the growing demand by determining who needs the service and who does not.
3. **Strategy 6C – Revamp Existing GoBus Contract** - There are a number of issues with the existing GoBus contract that require modification. These include the high cost of 'no show' payments to the private operator, the lack of restriction and high cost of taxis used by the private contractor and challenges collecting Go-Card payment on taxi vehicles. To address these issues, it is recommended that Metrobus prepare for termination of existing GoBus contract and reissue the service under a new 18 month contract. The new contract should address the following key issues:
 - reduce the no show payments and reducing the actual amount paid for no shows;
 - reduce the number of taxis trips per day (by setting a limit);
 - reduce the cost of taxi trips (reducing amount paid per trip); and
 - set a shorter-term length for the contract to enable further changes/evaluation.

Following the evaluation of the above noted recommendations, a number of additional short-term recommendations are suggested to improve GoBus service examine the parameters set within the scheduling software program and allow better utilization of existing resources (buses) and change the contract to incentivize the operator to make better use of buses.

4. **Strategy 6D – Go-Card Use on Taxis** - Taxi cabs do not have portable Go-Card readers and therefore no ability to debit a transaction when a customer pays for their trip using a Go-Card. This has resulted in a situation where Metrobus is short thousands of dollars of uncollected fares. This results in a loss in revenue and an increase in administrative time for Metrobus staff to collect passenger fares. Metrobus has begun working with the Go-Card provider to develop a Go-Card app that can be downloaded on a cellphone or tablet. If this initiative can be implemented, all contracted taxis that provide GoBus trips would be required to download the app which would allow them to use their cellphones to read and debit the Go-Card.

Organizational and Administrative Process Review

One of the key questions addressed in the study is whether Metrobus should be maintained as a Commission or changed to a Municipal Department? Commissions are commonly used if one or more of the following exist:

- Transit delivers services to multiple municipalities within a geographic region;
- Transit has authority for multiple components of the urban transportation system; and/or
- There is a requirement or a desire to include citizen representatives on the governing board.

Given that transit services are currently delivered on a regional basis in St. John’s, Mount Pearl, and Paradise, that there is significant population and employment growth in the municipalities surrounding St. John’s, the existing Commission form of governance is an appropriate one to guide the future development of public transit in the greater St. John’s area. Moreover, a Commission model will support the evolution of Metrobus from an “operator” of transit service to a “mobility manager” that coordinates and integrates a wider breadth of transportation services.

A second key question that was addressed is whether staff savings be realized if some transit staff functions were centralized within the City of St. John’s organization? Based on common industry practice and on comparisons with the peer systems, the staffing levels in St. John’s for Finance, IT, and HR are well within industry norms. It is unlikely that the reassignment of all or a portion of these services to the City organization would result in a reduction in overall staffing.

Given the unique operational and labour characteristics of public transit, housing these functions directly within the transit organization provides for more effective collaboration and communication amongst the transit management team, permits a fuller understanding of transit business needs amongst personnel serving in staff functions, and enables more timely response to issues. For these

reasons, it is recommended that the staff functions in Metrobus continue to be housed within the transit organization.

Staffing levels were also reviewed and compared with peer systems. A key recommendation is to increase the number of full-time supervisions by two or three to improve the ratio of supervisors to bus operators to a level similar to peer systems. The additional complement would also permit the supervisory staff to devote more time to their development role for the bus operator workforce.

Phasing Plan

This plan contains a number of strategies and projects that Metrobus and GoBus can undertake to grow ridership and improve productivity. While some projects are cost-neutral, the greatest potential to grow ridership and change the culture of transit use in the city require an investment in additional resources or a reduction in transit fares targeted to youth. Recognizing the need to further invest in the service, the plan is split into three phases highlighted in **Table E1** below.

Table E1: Proposed Phasing of Strategic Directions

Strategic Directions	2019-2020	2021-2022	2023+
Strategy 1: Optimize Existing Investments			
1A – Modify Route 2/5			
1B – Remove Duplication on Route 6			
1C – Improve Schedule Adherence on Route 10			
1D – Merge Route 18/25			
Strategy 2: Foster a Transit Culture			
2A - Student Fare Strategies Option B – Phase 1 (extend free pass to age 12; grade 7 student pilot)			
2A - Student Fare Strategies Option B – Phase 2 (extend to grade 8 - 12)			
2B – Continue to Pursue U-Pass with MUN			
2C - Low Income Fare Pilot			
Strategy 3: Invest in Service			
Strategy 3A: Modify Route 3/14/23			
Strategy 3B: Implement Frequent Transit Network Phase 1			
Strategy 3B: Implement Frequent Transit Network Phase 2			
Strategy 3C: Minimize 60 Minute Headways Phase 1			
Strategy 3C: Minimize 60 Minute Headways Phase 2			
Strategy 3D: Pilot a Dynamic On-Demand Transit Service (Southlands / Galway)			

Strategic Directions	2019-2020	2021-2022	2023+
Strategy 3D: Extend Dynamic On-Demand Transit Service to other areas			
Strategy 4: Enhance Customer Experience			
4A - Stop Snow Clearing			
4B – Continue to Improve Accessibility			
4C – Improve Integration with Land Use and Transportation			
Strategy 5: Improve Regional Connections			
Strategy 6: Improve GoBus Service			
6A - Eligibility Criteria Change			
6B - Application Process / Third Party Assessment			
6C - Revamp Existing GoBus Contract			
6D – Go-Card Use on Taxis			

It should be noted that the approval of strategies should be subject to an annual service plan process along with budget approval from council.

Immediate-term strategies (2020) should occur as soon as possible as they involve minimal capital or operating cost investment and are designed to improve productivity, reliability, customer service and begin to set the stage for future ridership growth strategies.

Short-term strategies (2021-2022) require some level of investment in service and implementation of fare strategies to help change the culture of transit use. This will help bring St. John's more in line with the level of investment experienced by its peer group systems. The following strategies are recommended to be included as part in the short-term.

Medium-term strategies (2023+) further enhance the ridership growth strategy and should be tied with key recommendations from the upcoming Transportation Master Plan. The following strategies are recommended to be included as part in the medium-term.

Financial Plan

Table E2 presents the ridership, service hour and financial summary for Metrobus if each of the route and service recommendations were implemented over a five-year period. All figures are in 2019 dollars and are subject to change as part of detailed service implementation planning. It should be noted that ridership growth forecasts noted below are considered conservative and are expected to continue to occur beyond the 2023 time horizon as it will take time for the full ridership forecast to materialize due

to changing travel behaviours. For example, by 2025, it is anticipated that ridership will grow to 4.05 million, further increasing the uptake from service improvements and fare strategies.

Table E2 – Summary – Metrobus Financial Performance

	2018	2019	2020	2021	2022	2023
Revenue Service Hours	135,886	135,886	142,616	155,256	160,056	166,156
Ridership	2,999,802	3,239,800	3,383,200	3,546,600	3,682,800	3,826,600
Revenue	\$5,600,000	\$5,600,000	\$6,038,400	\$6,357,600	\$6,494,100	\$6,635,700
Other Revenue	\$1,900,000	\$1,940,000	\$1,890,000	\$1,890,000	\$1,890,000	\$1,890,000
Operating Cost	\$19,560,000	\$19,980,000	\$20,497,100	\$21,728,200	\$22,195,700	\$22,789,800
Net Operating Cost (Municipal Investment)	\$12,060,000	\$12,440,000	\$12,568,700	\$13,480,600	\$13,811,600	\$14,264,100
Revenue / Cost Ratio	21.92	23.52	24.40	25.40	26.20	27.04

Table E3 illustrates the operating changes to GoBus service operating costs based on the recommendations in this plan.

Table E3: Summary of Anticipated GoBus Cost Savings

Recommendation	Immediate-term		Short-term
	2019	2020	2021 - 2023
Third-Party Assessment	\$28,000	\$112,000	\$112,000
Reduction in Inappropriate Eligibility Criteria	-\$14,000	-\$83,900	-\$112,000
Change No-Show Rate to \$12	-\$60,000	-\$120,000	-\$120,000
Charge Passengers for No-Shows at \$7.50		-\$70,000	-\$70,000
Change Taxi Per Trip Rate to \$18		-\$300,000	-\$300,000
Metrobus to take on Taxi Contract and Change Rate to \$12-\$16			-\$120,000 to -\$360,000
Total	-\$46,000	-\$461,900	-\$610,000 to -\$850,000