CITY OF ST. ALBERT

5 St. Anne Street,
St. Albert, AB T8N 3Z9

File #: BIR-27-035, **Version:** 1

BUDGET INFORMATION REQUEST (BIR) – Reports Concerning Previous Transit Optimization
Requested by: Councillor Hughes
Date of Request: October 27, 2026
Date Response Due: November 3, 2026
Confidential: No

QUESTION

Can we provide either a link or the pdf documents for the reports concerning previous transit optimization for the following documents:

1. 2011–2013 – Transit Long-Term Department Plan Development – Conducted transit user surveys and developed a long-term framework for improving route coverage, service frequency, reliability, transit infrastructure, and future expansion.

2. 2013–2027 – Transit Long-Term Department Plan – Established a 15-year strategic plan outlining improvements to local and commuter services, transit priority measures, fleet expansion, and transit infrastructure.

3. 2014–2015 – Transportation Master Plan – Established long-term transportation priorities, including transit route restructuring, improved service frequency, neighbourhood coverage, and integration with Edmonton's transit network.

4. 2015–2016 – NAIT LRT Route Redesign – Proposed restructuring commuter bus routes to improve connections with Edmonton's Metro LRT Line at NAIT.

5. 2016–2017 – Local Transit Route Restructure – Reviewed and redesigned local routes to improve efficiency, accommodate neighbourhood growth, and balance service coverage with frequency.

6. 2017–2018 – Complete Streets Guidelines and Implementation Strategy – Developed roadway design guidelines to improve accessibility, accommodate transit vehicles, and support more reliable public transportation.

7. 2018–2019 – Local Transit Service Restructure – Redesigned local bus services in preparation for the closure of Village Transit Centre and the transition to the Campbell Road transit facility.

8. 2020 – Transit Service Level Revisions – Council-approved revisions to transit service levels, routes, schedules, and service delivery.

9. 2020–2021 – Transit Local Service Implementation – Implemented redesigned local routes and schedules, including pilot initiatives and additional adjustments in October 2021.

10. 2024 – Transit Service Delivery Model Review – Initiated a consultant-led review of St. Albert Transit's operating model to identify opportunities to improve service delivery and operational efficiency.

11. 2024–2026 – Mobility Choices Strategy – Developed a long-term transportation strategy addressing public transit, service expansion, future growth, and integration with other transportation options. Intended to replace earlier transportation and transit planning frameworks.

RESPONSE

Administration reports that not all of requested items are specific reports. Reports have been provided, where they exist, via link or attachment. Items without a specific report have been addressed via a link or attachment of information Administration believes is the intent of the questions posed.

1. 2011–2013 – Transit Long-Term Department Plan Development – Conducted transit user surveys and developed a long-term framework for improving route coverage, service frequency, reliability, transit infrastructure, and future expansion.

   Please see document attached for the Administration’s response and all links provided.

2. 2013–2027 – Transit Long-Term Department Plan – Established a 15-year strategic plan outlining improvements to local and commuter services, transit priority measures, fleet expansion, and transit infrastructure.

Please see document attached for the Administration’s response and all links provided.

3. 2014–2015 – Transportation Master Plan – Established long-term transportation priorities, including transit route restructuring, improved service frequency, neighbourhood coverage, and integration with Edmonton's transit network.

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11. 2024–2026 – Mobility Choices Strategy – Developed a long-term transportation strategy addressing public transit, service expansion, future growth, and integration with other transportation options. Intended to replace earlier transportation and transit planning frameworks.

    RESPONSE - Administration is in progress of drafting the final reports for the 2026 Mobility Strategy and at this time there are no final documents to be shared. The strategy is expected to be completed in December 2026 and Administration is planning to present the Mobility Strategy framework, inputs, results and the recommended Implementation Plan to Council in early 2027.

Report Date: November 6, 2026
Author(s): Tim Saunders, Dean Schick
Department: Public Operations, Engineering Services
Department Director: Tim Saunders, Dawny George
Managing Director: Dinu Alex, Adryan Slaght
Chief Administrative Officer: William Fletcher

BUDGET INFORMATION REQUEST (BIR) – Reports Concerning Previous Transit Optimization - Links

1. 2011–2013 – Transit Long-Term Department Plan Development – Conducted transit user surveys and developed a long-term framework for improving route coverage, service frequency, reliability, transit infrastructure, and future expansion.

   RESPONSE - The contents requested are work that culminated in the Transit Long-Term Department Plan 2013-2027. The background and planning analysis are within the final plan at the following link:
   https://stalbert.ca/site/assets/files/3971/long_term_dept_plan_approved.pdf

2. 2013–2027 – Transit Long-Term Department Plan – Established a 15-year strategic plan outlining improvements to local and commuter services, transit priority measures, fleet expansion, and transit infrastructure.

   RESPONSE - Transit Long-Term Department Plan 2013-2027
   https://stalbert.ca/site/assets/files/3971/long_term_dept_plan_approved.pdf

3. 2014–2015 – Transportation Master Plan – Established long-term transportation priorities, including transit route restructuring, improved service frequency, neighbourhood coverage, and integration with Edmonton's transit network.

   RESPONSE - The 2015 Transportation Master Plan (TMP) is publicly shared on the City website and is broken into two attachments:

   - Introduction, Strategic Framework and Existing Conditions - https://stalbert.ca/site/assets/files/30272/city-of-stalbert-transportation-master-plan-section1-1.pdf

   - Transportation Master Plan & Implementation Plan - https://stalbert.ca/site/assets/files/30272/city-of-stalbert-transportation-master-plan-section2-1.pdf

4. 2015–2016 – NAIT LRT Route Redesign – Proposed restructuring commuter bus routes to improve connections with Edmonton's Metro LRT Line at NAIT.

   RESPONSE – There is a memo to Council and relevant background included as attachments. Higher order discussion on LRT is available at the attached link.
   https://stalbert.ca/dev/engineering/transportation/projects/lrt/

5. 2016–2017 – Local Transit Route Restructure – Reviewed and redesigned local routes to improve efficiency, accommodate neighbourhood growth, and balance service coverage with frequency.

RESPONSE – Background related to this request is available within the linked quarterly reports and agenda report.
https://stalbert.ca/site/assets/files/1363/2016_q2_report.pdf
https://stalbert.ca/site/assets/files/1361/2017_q1_report.pdf
https://stalbert.ca.legistar.com/LegislationDetail.aspx?ID=7758&GUID=DB76B3E8-9BE7-4015-A2E4-AAD5CE8AE9D9

6. 2017–2018 – Complete Streets Guidelines and Implementation Strategy – Developed roadway design guidelines to improve accessibility, accommodate transit vehicles, and support more reliable public transportation.

   RESPONSE - The Complete Streets Guidelines & Implementation Plan are shared publicly on the City website via the link - https://stalbert.ca/site/assets/files/30318/cosa-complete-streets-guidelines-implementation-strategy.pdf

7. 2018–2019 – Local Transit Service Restructure – Redesigned local bus services in preparation for the closure of Village Transit Centre and the transition to the Campbell Road transit facility.

   RESPONSE – Background information has been attached. Link to Council Committee Business CB-20-011, January 20, 2020.
   https://stalbert.ca.legistar.com/LegislationDetail.aspx?ID=18257&GUID=29E5DE18-8090-4465-9738-479557791AE9

8. 2020 – Transit Service Level Revisions – Council-approved revisions to transit service levels, routes, schedules, and service delivery.

   RESPONSE – Link to Council Committee Business CB-20-011, January 20, 2020.
   https://stalbert.ca.legistar.com/LegislationDetail.aspx?ID=18257&GUID=29E5DE18-8090-4465-9738-479557791AE9

9. 2020–2021 – Transit Local Service Implementation – Implemented redesigned local routes and schedules, including pilot initiatives and additional adjustments in October 2021.

   RESPONSE – Various relevant documents have been compiled with the attached links.
   https://stalbert.ca.legistar.com/LegislationDetail.aspx?ID=20275&GUID=D94134BB-3E73-4970-83FD-CFB968A17C0E
   https://stalbert.ca.legistar.com/LegislationDetail.aspx?ID=20322&GUID=1AA30F45-F743-46E2-A4D8-26005F04B1FD
   https://stalbert.ca.legistar.com/LegislationDetail.aspx?ID=21445&GUID=4AE5C425-1BC4-48A4-B47C-0DA71C2CC5CF

https://stalbert.ca.legistar.com/ViewReport.ashx?M=R&N=Master&GID=9&ID=21808&GUID=FF1D7D80-F0ED-4A6A-82F2-E5C56BAEB763&Extra=WithText&Title=Legislation+Details+(With+Text)
https://stalbert.ca.legistar.com/LegislationDetail.aspx?ID=33030&GUID=918E0FDA-9283-4239-AD26-ED0AE9F04EE2
https://stalbert.ca.legistar.com/LegislationDetail.aspx?ID=22308&GUID=5EE404D6-BE4C-4DFC-AED2-D0FD1EF9E2FD
https://stalbert.ca.legistar.com/LegislationDetail.aspx?ID=20635&GUID=1BD57C3D-8910-4C4D-9238-3CF45E3B6605
https://stalbert.ca.legistar.com/LegislationDetail.aspx?ID=19616&GUID=BFF5ADA2-3B32-4B62-8EFF-FF03CB770B16
https://stalbert.ca.legistar.com/LegislationDetail.aspx?ID=18955&GUID=21BD38DE-CDB4-4597-BCA7-F6DC02504049
https://stalbert.ca.legistar.com/LegislationDetail.aspx?ID=18212&GUID=1AD72771-13AD-4F6F-B0CE-01C5D1AA519C

10. 2024 – Transit Service Delivery Model Review – Initiated a consultant-led review of St. Albert Transit's operating model to identify opportunities to improve service delivery and operational efficiency.

    RESPONSE – Link to Standing Committee of the Whole February 11, 2025 Agenda Report Ar-25-063
    https://stalbert.ca.legistar.com/LegislationDetail.aspx?ID=38514&GUID=0F488542-0E90-451D-8FA2-6FE8A400BA23









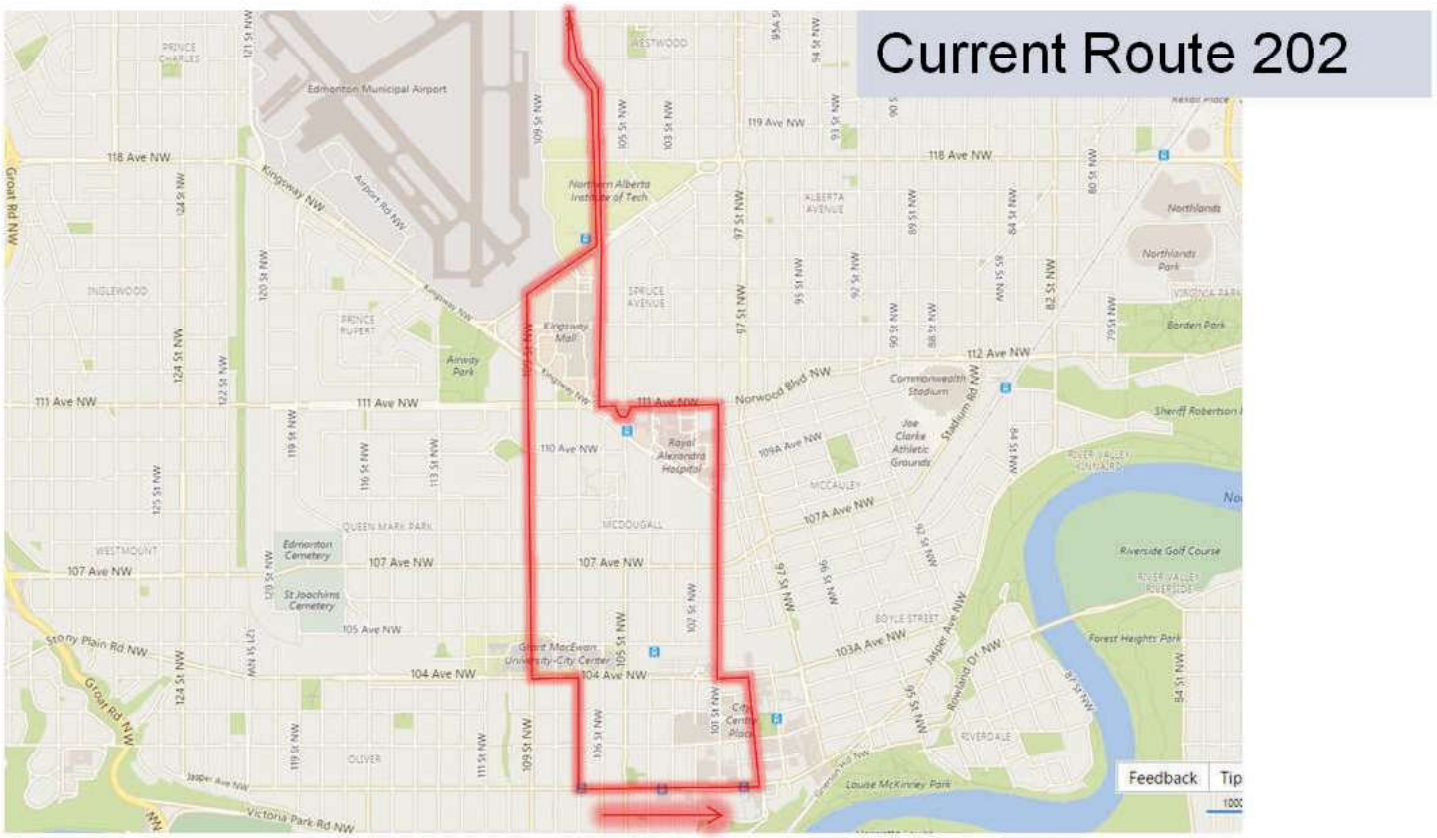
New Downtown Edmonton Commuter Routes

May 2016

ST. ALBERT TRANSIT

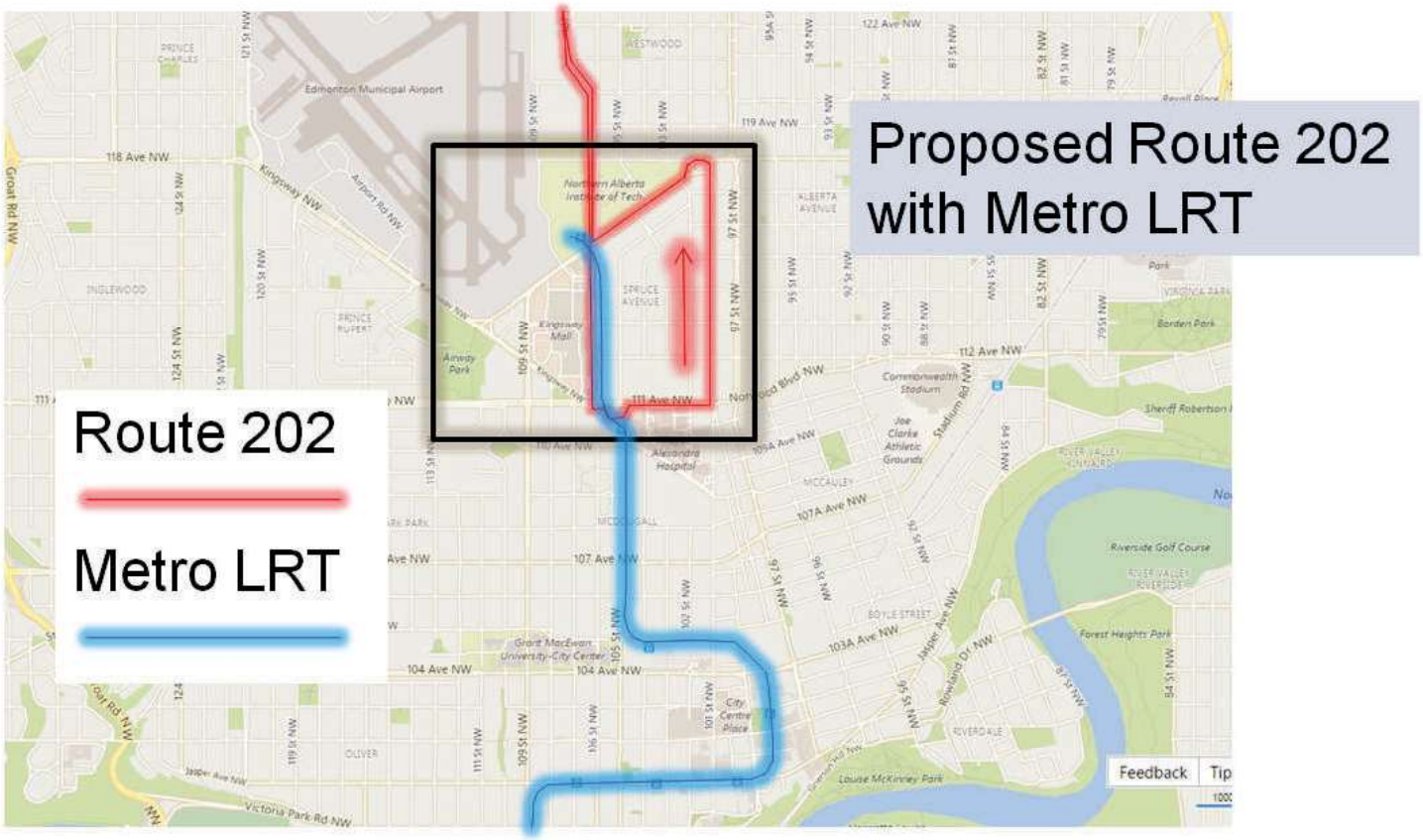
City of St. Albert Cultivate Life

Route 202



City of St Albert Cultivate Life

Route 202


Proposed Route 202
with Metro LRT
Route 202
Metro LRT
Edmonton Municipal Airport
Northern Alberta Institute of Tech
Kingsway Mall
Airway Park
Alexandra Hospital
Commonwealth Stadium
Joe Clarke Athletic Grounds
Riverside Golf Course
Forest Heights Park
Grant MacEwan University-City Center
City Centre Place
Louise McKinney Park
Feedback

Route 202

Current Route 202



Route 202

Proposed Route 202 with Metro LRT



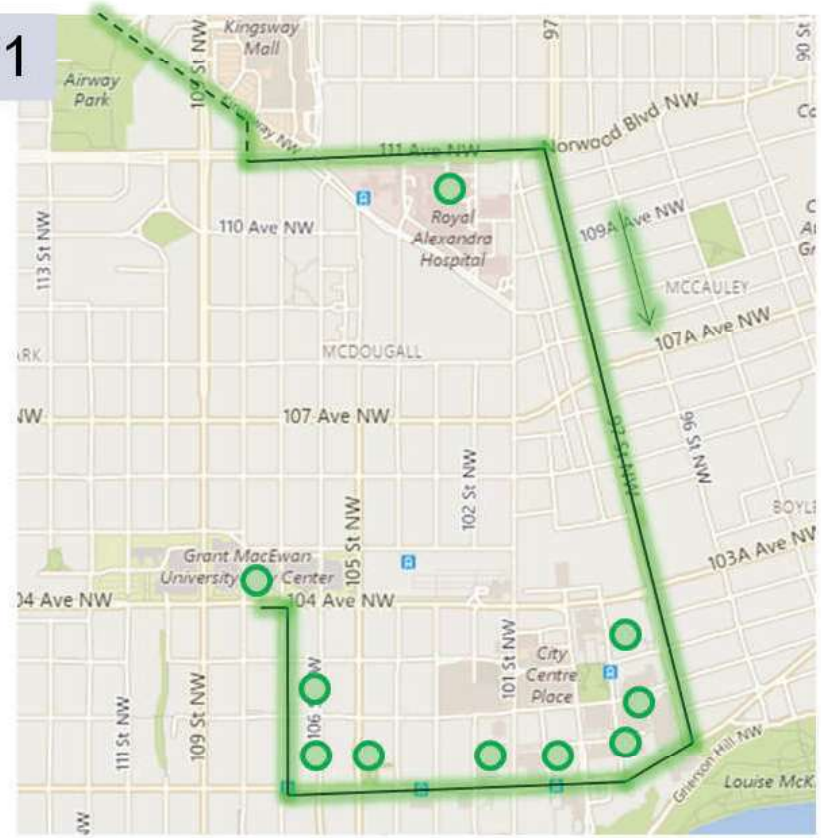
Service to Royal Alex and Glenrose maintained

Prime bus stop location in Transit Centre

NAIT access unchanged

Route 211

Current Route 211

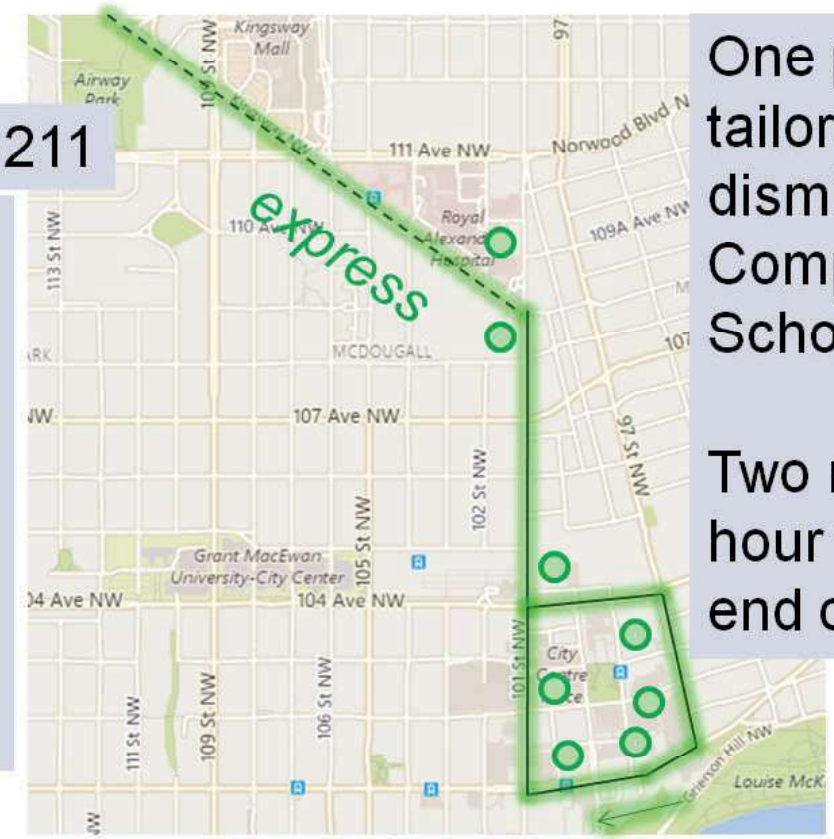


Route 211

Proposed Route 211

a.m. trips terminate at EPCOR

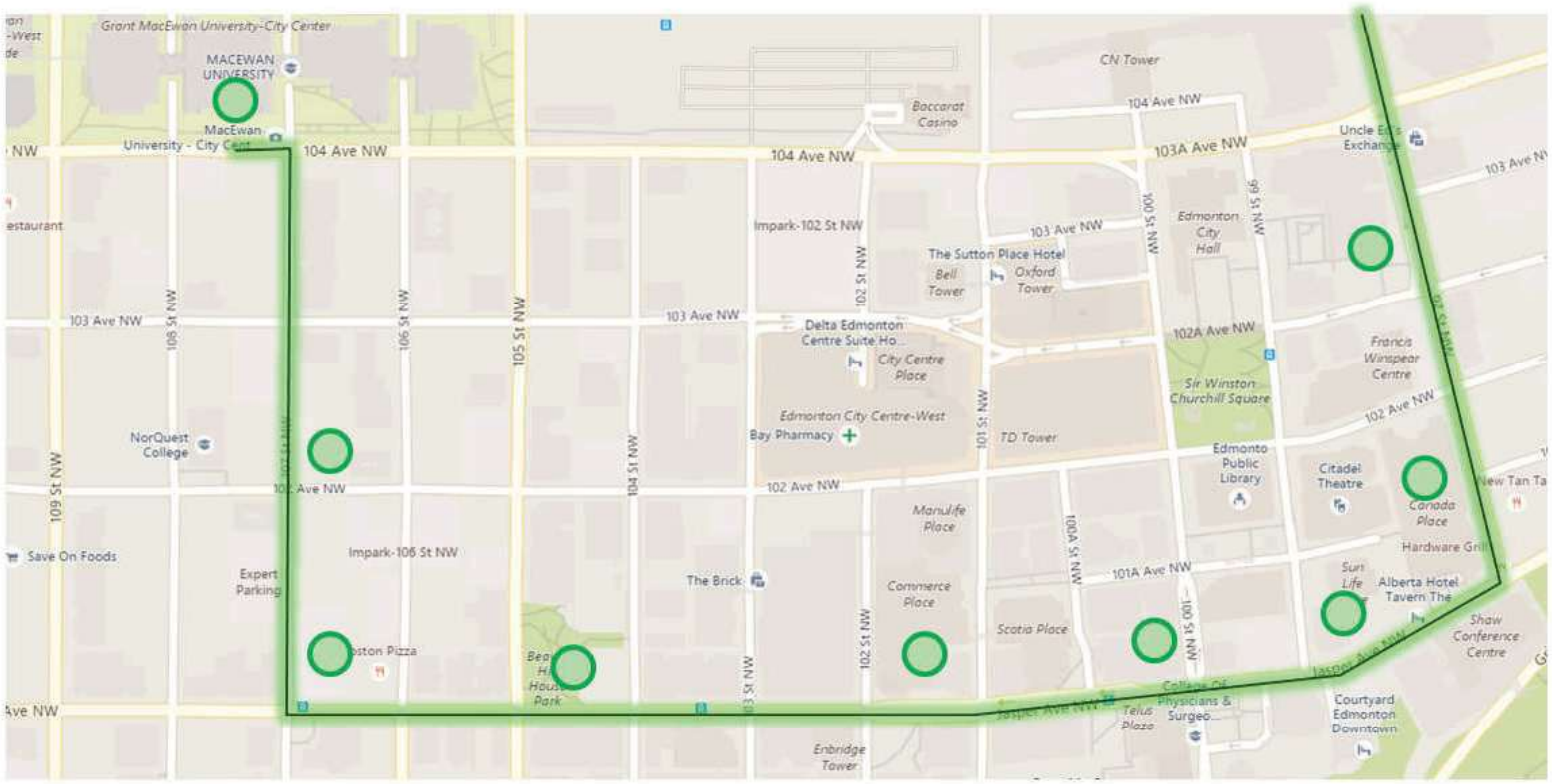
p.m. trips commence at Edmonton City Hall



One p.m. trip is tailored to meet dismissal of Victoria Composite High School

Two more peak hour trips for typical end of work day

Route 211 - Detail



Route 211 - Detail



Route 208 provides express service to west end of downtown

Route 211 provides express service to the east

Route 207 (p.m. only)



Final p.m. stop is at AMA Building (Kingsway @ 109 St) to account for loss of service to Princess Eliz. @ 109 Street

Regional Commuter Service Assessment

Final Report

August 2016

Table of Contents

1. Overview 4

2. Key Conclusions and Recommendations 5

3. The Case for Regionalization - Cost and Benefits of Regional Transit 6

4. Elements of Transit Governance 7

5. Governance in Metro Edmonton – Building on a Strong Foundation 9

6. Lessons Learned – Assessment of Peer Regions 12

7. Principles - Good Governance and Entity Design 15

7.1 Principles for Good Transit Governance 16

7.2 Principles for Entity Design 16

8. Proposal for Commuter Service Entity 17

8.1 Service Concept (Long and Near Term) 17

8.2 Entity Mandate, Governance and Cost Sharing 19

8.3 Delivery Model 21

8.4 Phasing and Transition 22

List of Tables and Figures

Table 1 – Accountability Framework for Transit 8

Table 2 – Decision Accountabilities Under Various Delivery Models 9

Table 3 – Status Quo Governance Model in Metro Region – Accountability Division 10

Figure 4 – Strengths, Weaknesses, Opportunities, Threats Assessment for Metro Region Transit 12

Table 5 – Jurisdiction Assessment 15

Table 6 – Principles for Good Transit Governance 16

Table 7 – Possible Regional Services 18

1. Overview

The Metro Edmonton Region is growing rapidly, and with the growth comes the need to proactively manage how regional services are delivered. Transportation is one of the most critical services requiring regional coordination. Travel does not respect jurisdictional boundaries. To minimize the negative impacts of growth – sprawl, congestion, emissions and quality of life – and set the Metro Region up to be livable, efficient and globally competitive, requires regional integration of transportation.

In March 2016, the Councils of the Cities of St. Albert and Edmonton established a Regional Commuter Service as a preferred model for initial transit service integration and directed their staffs to evaluate options for establishing an integrated commuter service for the two cities. In June 2016, the Metro Mayor's Alliance issued a panel report on Metro Edmonton's future and established 'integrated regional transit' as one of three cornerstones for regional service integration to advance the Metro Region's economic, social and environmental future.

The Stewart Group was retained to develop principles for governing the commuter service entity, evaluate options for delivery, consider costs and benefits, and to consider potential for expandability.

This report outlines the following:

- Discussion of the current state of transit governance in the Metro Region
- Summary of key learnings from a scan of transit governance practices in Canada
- A discussion of costs and benefits to the Metro Region
- Principles for good governance and for Commuter Service Entity design
- Commuter Service Entity recommendations in the following areas
    - Governance and funding
    - Service concept
    - Service delivery
    - Transition/Implementation strategy

The potential directions outlined in this report are based on the following activities/deliverables:

- Jurisdiction Assessment (Agency Scan) Report
- Interviews with agency staff from Canadian Agencies
- Interviews with St. Albert and Edmonton senior management
- Interim report
- Senior Leadership Workshop (July 2016) and supporting documents

This report provides summary level findings based on these.

2. Key Conclusions and Recommendations

This report provides the following direction for the establishment of a regional commuter service for the Metro Edmonton Region.

In terms of overarching approach and philosophy, this report proposes that:

1. The establishment of a commuter service model be done on the strong foundation of global evidence and best practice, and backed by the Metro Mayors' Advisory Panel, that regionally integrated management of transit service delivers better shared outcomes. Integrated transit is a pillar of a stronger regional economy.
2. The philosophy of "shared investment, shared benefit" underpin the advancement of the entity, and that the business case should rest on an assessment of net regional benefit on a balance of financial, social and environmental terms.
3. A fuller accounting of financial impact at the municipal scale, be undertaken, and in the context of regional costs and benefits. A preliminary assessment of costs of separating local services from regional services (primarily in St. Albert) has provided some initial indicative costs for service delivery changes. A fuller *net impact* analysis considering other direct service and administrative costs, as well as broader regional benefits should also be undertaken.
4. Entity design focused on *principles of good governance* for transit, as contained in this report, with a focus on accountability, transparency and clarity of purpose. Most important is that public policy accountabilities (e.g. taxation, priority setting) be clearly identified at the outset and that the governing body overseeing these be primarily constituted of publicly elected officials.
5. In keeping with the "shared benefit, shared investment approach" that participating municipalities in the regional transit entity should be protected against transition costs to a new entity. Any higher costs to transition to achieve the benefits of a regionalization of transit service should be funded from short term provincial grants, or new long term regional funding sources.
6. The Metro Region begin taking a *phased approach* to implementation, resolving issues progressively through the implementation process.

In terms of Entity Design, this report proposes that:

1. The *principles for entity design* contained in this report guide implementation.
2. The Commuter Service Entity be phased in scope of services, with the initial service to include only intercity services, with longer term consideration for inclusion of Edmonton Express Bus services, regional LRT or other mass transit service, and potentially all public transit services in the Metro Edmonton Region.
3. The entity be governed by a Regional Services Commission as set out in the Municipal Government Act (or by stand-alone provincial legislation), with authorities focused on accountabilities addressing public policy matters. The body should be primarily composed of appointed local elected representatives, and a minority of private appointees, providing specialized expertise or key stakeholder perspectives.
4. Subject to further determination of the appropriate division of accountabilities, management and operating activities, should generally be delegated responsibilities.

3. The Case for Regionalization - Cost and Benefits of Regional Transit

In large, multi-municipal urban regions, public transit is a vital and complex service. Like many other public services, its costs and benefits cross local jurisdictional boundaries; it is clear that integrated planning and delivery serves all constituents best. All constituents realize the benefit, regardless of their level of consumption of the service.

The case for integrated transit is clear. Regions that deliver services in an integrated manner, see better service and infrastructure coordination and delivery, better service quality and stronger transit ridership. Ultimately, this results in better mobility, increased economic competitiveness, less congestion and emissions, and lower overall costs for providing transportation services and infrastructure.

If transit is a regional public good, then a fundamental principal for the regionalization of transit services is that cost for providing the service should be shared regionally.

Understanding the 'financial impact' of transitioning to a regional service is an important consideration in the decision to move to a regional service. The City of St. Albert has undertaken analysis of potential cost impacts of creating a regional commuter service. On the presumption that regional and local services will be separated to form the entity, increased service deliver costs could be on the order of $1.5m per annum. There may be other costs (overheads) as well as savings that have not yet been identified. Defining other costs and savings at the same level of detail, and therefore **net** costs (or savings), requires definition of the specific governance and service delivery model. It is recommended that this analysis be done as part of the next phase of work.

Longer term, there are some costs that may increase as a consequence of regionalization, there are others that may go down. For example, it is noted that wage rates at St. Albert transit are generally lower than those at ETS and that wage rates may be bid up, or that the separation of commuter routes from local routes will introduce inefficiencies. It may be possible to keep commuter and local routes connected (interline) while separating their planning and funding. There are also a whole host of other potential efficiencies that have not yet been evaluated –administrative functions, shared services, procurement fleet and fuel and further interlining opportunities.

A significant benefit could come from access to a common pool of resources to manage and expand the transit system, in a coordinated manner. Service design principles should ensure higher and consistent levels of commuter transit services under this model, improved travel time and financial savings, reduced congestion and emissions, access to employment and opportunity, and the shared benefit of economic efficiency and development. Ultimately, customers get more and seamless service, which builds ridership.

Efforts have been made to enumerate the costs and benefits of regionalizing transit services to determine impacts at the municipal level. Since the costs and benefits of regional travel are shared and the future state funding model remains unclear, it is very difficult to do this with a high degree of certainty.

Our strong recommendation is to ensure that there is a positive case for regionalization at the Metro Region level. There will certainly be transition issues related to redistribution of costs, revenues and assets between municipal systems. These are important, and to address this our recommendation is that a principle that municipalities be 'kept whole' through any transition is to be maintained. That is, any direct negative financial impacts to any one municipality, should be absorbed by the entity and funded through regionally balanced funding sources (per the funding recommendation in this report).

The Metro Mayors' Alliance report sums up the approach quite well - regionalization requires a new, regional mindset. This requires a shift from what is good for one city to what is good for all cities.

4. Elements of Transit Governance

Understanding the key accountabilities in transit decision-making informs the types of governance models appropriate to the regional entity.

Accountabilities for transit can be broadly divided into three categories:

- **Public policy** guidance to define desired broad system objectives and performance expectations, particularly as they relate to taxation/funding, fees, service levels, priority setting, etc.
- **Management** to oversee the systems, processes and investments to meet the defined objectives and expectations.
- **Implementation and Operations** to deliver the infrastructure and services – to specifications and in a manner that is safe, efficient and reliable.

Table 1 summarizes these with examples of typical example accountabilities that may fall in each. While some accountabilities may fall in grey areas between categories, this provides a general framework for division.

Table 1 – Accountability Framework for Transit

Category	Accountabilities		Body Accountable for Decisions
Public Policy	▪ System-Level Goals and Objectives ▪ Strategic Planning and Resource Allocation ▪ Serving Social Equity Goals ▪ Funding ▪ Approving capital, service design/changes, debt limits ▪ Fare Policy ▪ Integration with Land Use		Elected
Management	▪ Annual Service Planning ▪ Fare collection ▪ Financial Management ▪ Human Resources and Labour Contracts ▪ Procurement ▪ Capital Project Management ▪ Marketing and Communications		Elected Or Non-Elected Board
Implementation and Operations	▪ Fleet Maintenance ▪ Fleet and Crew Dispatch ▪ Road Supervision ▪ Security Operations		Public or Private Operator

Our observations based on global best practices is that as accountabilities move up the scale from implementation to policy, there is an increased accountability to the public via elected representation. This can take the form of either direct elections or appointments of elected officials, but the principle is that the public can hold the governing body for these decisions accountable.

Management and Implementation decisions often require more time or specialized expertise than elected officials have, so oversight for these can be delegated to a management body, or operator, as appropriate.

Delivery can be done by public bodies, or delegated to private sector to achieve benefits related to efficiency, cost or risk transfer. These relationships are mapped in Table 2. The most appropriate model for delivery depends on the objectives the public body wishes to achieve – for example, to achieve control cost or efficiencies, to establish a public sector comparator/benchmark, to transfer risk or reduce borrowing, to have control over adjusting service levels frequently, or other factors.

Table 2 – Decision Accountabilities Under Various Delivery Models.

Delivery Models	Description	Decision Accountabilities: Establish Public Policy, Strategic Objectives, Goals	Approve Taxation & Fares	Management	Operate & Maintain	Asset Owner
Public Sector Operation	All staff are direct employees of the region	Public	Public	Public	Public	Public
Public Sector Contract	Another public body with management and/or operating capabilities is contracted to operate and maintain	Public	Public	Public	Public	Public
Transit Management Contracts	Management are private contractors	Public	Public	Private	Public	Public
Private Operating Contract	Private company is contracted to operate and maintain the public's fleet and facilities	Public	Public	Private	Private	Public
Public-Private: Operate and Maintain	Private company receives a concession to operate and maintain their own fleet (and potentially facilities)	Public	Public	Private	Private	Private

5. Governance in Metro Edmonton – Building on a Strong Foundation

The Metro Edmonton Region's current transit service is composed of a series of municipally governed, funded, planned and operated services. The ETS service is the largest and St. Albert Transit is the third largest. Strathcona County operates the second largest service, and number of municipal regional commuter services are contracted through ETS, who provides the services on a fee-for-service basis.

Edmonton has a comprehensive transit system with frequent services, while St Albert provides local service and a regional "commuter" service to key Edmonton destinations.

System performance varies from community to community; there are generally lower service levels and lower productivity in edge communities, and higher productivity and higher service levels in more central urban areas.

Table 3 provides a summary of existing transit service governance and delivery in the Metro Region. Figure 4 provides high level assessment of the areas of strength and improvement.

Table 3 – Status Quo Governance Model in Metro Region – Accountability Division

Scope of Services	Public Policy	Management	Operations/Delivery
Edmonton - Buses, LRT, Park and Ride	Edmonton Council	ETS	
St. Albert - Local and commuter bus, park and ride	St. Albert Council	StAT	
Strathcona County - Local and commuter bus, park and ride	Strathcona County Council	Strathcona County Transit (SCT)	
Leduc County - Local and commuter bus, park and ride	Leduc	Leduc Transit Service (65-35 City/County operation costs split)	
City of Leduc - Local and commuter bus, park and ride	Leduc Council	Leduc Transit Service	
Fort Saskatchewan, Sturgeon County, Spruce Grove	Councils	ETS by Contract	

Currently, each municipality 'self-determines' scope of transit service – governs, funds, sets service levels to meet its community's need. As indicated in Table 3, there is generally a strong accountability framework, with each municipality clearly accountable for policy decisions. This also ensures that local needs, and considerations around affordability, are paramount in decision making. There is also a strong history of cooperation between municipalities. For example, coordination of fares, shared stop/park and ride arrangements, contracting of services by smaller municipalities and, soon, the SmartFare project.

However, there are notable number of challenges with the existing model. The individual municipal services are operating efficiently as stand-alone systems. They operate within best industry practice for safe, efficient and reliable service. Furthermore, formal and informal cooperation is occurring on a number of fronts including bus stop sharing, fare integration and the future SmartFare system.

However, as mentioned earlier, operating these regional services through independent operations represents a lost opportunity in terms of integrated service planning, scheduling and delivery, customer information, service efficiencies and related cost savings, and dollar savings through shared services/maintenance/procurement. Further, a lack of regional funding to drive consistent and

systematic regional level service enhancements means that all municipalities have to operate within their own limited funding capacity, so regional level improvements a less likely to happen. These impact system cost and performance, and limit ridership potential.

Another challenge worth noting is that there is currently a high barrier to entry for smaller municipalities to provide transit services. Transit services have significant fixed overhead and capital requirements that can make it challenging for smaller municipalities to provide services. Regionalization of services provides an opportunity for smaller municipalities to share the costs and funding for transit over a broader regional base.

Without formal, legislated frameworks for cooperation, cooperation is ad hoc, which limits its possibilities. To achieve cooperation, as noted by the Metro Mayors' Alliance Advisory Panel, requires leadership to advance a vision of a *regional* future for the Metro Edmonton area – the whole being greater than the sum of its municipal parts. It requires both Metro cities and the province to act, and therefore leadership at both levels as well.

Figure 4 provides an overall assessment of the strengths, weaknesses, opportunities and threats within the existing governance and service delivery model.

Figure 4 – Strengths, Weaknesses, Opportunities, Threats Assessment



6. Lessons Learned – Assessment of Peer Regions

The advice contained in this report is founded in part by an extensive scan of transit governance practice across Canadian regions. The regions and agencies included are:

- Toronto (Toronto Transit Commission and Metrolinx)
- British Columbia (TransLink and BC Transit)

- Ottawa (OC Transpo)
- Montréal (AMT and STM)
- Halifax (Halifax Transit)

The Assessment highlights key learnings relevant to the Edmonton context:

Lesson 1 - 'Act early, or be left behind.'
The case of development of Greater Montreal and Toronto – and the lack of evolution of transit governance to match that growth – provides a cautionary note for the Metro Edmonton Region. In both regions, there were decades of municipal growth outside the central municipality, with cities each maintaining their own municipal systems. This has resulted in serious challenges with service and fare integration, planning and delivery of infrastructure, and ultimately, an inability to effectively deliver regional service. As growth progressed, fixing governance has become more challenging. In Greater Montreal, the Province has just introduced Bill 76, creating a new regional governing body. However, implementation is complex. Greater Toronto still languishes with nine large agencies delivering transit, without inter-agency coordination.

Metro Vancouver represents best practice in this regard, with regional transit governance dating back to the 1970s, and with the governing body growing (via legislative amendments) to include all cities in the commutershed.

Lesson 2 - Direct accountability linkages on public policy matters.
It is critically important that those making public policy decisions (particularly taxation, service level standards and priority setting) have direct linkages to the electorate – that is, publicly elected. This is the case with TransLink and with Metrolinx, where private boards have lacked the social license to make public-interest decisions. Montreal's new governance model threatens to repeat this challenge. TransLink's pre-2008 Board featured elected officials, appointed via the Metro Vancouver, a far preferable arrangement.

A common concern is that public officials act based on local interests. While this may occur in some cases, our observation is that in mature regional governance models with local appointees, local elected officials show great capacity to bridge local and regional issues. Furthermore, there are ways to address this issue through the appointment process (oaths) or election process (at large).

Lesson 3 - Private and mixed boards have a place.
The case of Metrolinx and TransLink demonstrate that private boards can be effective in some regards. These board members have legal, engineering, or organizational expertise, and have brought discipline to capital and human resource processes, for example. The TTC board is mixed, bringing stakeholder perspectives to decisions, with elected officials still carrying the day on public policy matters.

Our strong advice in governance design is to be clear on the accountabilities of various bodies (policy, management, implementation) and to ensure representation is appropriately aligned with those accountabilities (elected or private board, management).

Lesson 4 - Shared services model can deliver efficiencies.
The BC Transit model (outside Metro Vancouver) demonstrates best practices in pooling expertise, planning and delivery resources towards shared objectives of municipal entities across the province. They are able to achieve economies of scale in shared services (planning, finance, etc), procurement of buses and fuel, service standards and marketing, etc. All assets are owned by BC Transit. However, municipalities can self-determine service levels, funding and contracting arrangements. For Metro Edmonton, it demonstrates that integrated models can deliver the benefits of coordination, while preserving means for local municipalities to specify some attributes.

The TransLink model is the most comprehensive nationally (including all modes, for the entire region), and perhaps one of the most efficient, consolidating all administrative and corporate functions in one entity.

Lesson 5 - Amalgamation can deliver simplicity.
In the late 1990's, Halifax Regional Municipality (HRM) commenced amalgamation. Currently, all transit service decisions for the region are made by one entity – with policy decisions made by Council (and committee of Council) and management and operating decisions made by Halifax Transit. This provides for clear, simplified decision-making.

Lesson 6 - Creating regional transit governance requires political leadership.
The cases of both Metro Vancouver (1990s) and Montreal (current) governance change demonstrates that advancing the concept is based on *vision*, and *a shared sense that a better future is possible through shared regional decision making*. Both local and provincial leadership are essential elements to driving change forward. The Metro Mayors' Alliance Advisory Panel's vision represents an excellent starting point.

Lesson 7 - Implement on the strength of vision, and sort details through implementation.
Governance change is incredibly complex and not all cost, impacts and design issues can be sorted out in advance of implementation. The case of both Metro Vancouver and Montreal provide best practice in this regard – commitment on the strength of a vision and best practice, legislation to set out a broad framework, and establishment transition bodies to resolve implementation details.

Table 5 Provides a high level summary of the applicability of key lessons learned to the Metro Edmonton Region context.

Table 5 – Jurisdiction Assessment

Region/Agency	Lessons Applicable to Capital Region
Greater Toronto Area (GTA)	• "Act early, or be left behind." • Delay to regional governance reform more challenging to overcome as cities grow.
Metrolinx	• Private board with public policy accountability is challenged in making decisions and progress. • Insufficient span of regional authority (no funding, no authority for local systems)
TTC	• Success of mixed board (majority elected)
BC Transit	• Shared services model (cost and procurement efficiencies, policy coordination) • Flexible funding arrangements
TransLink	• Grow governance (include municipalities) as region grows. • Integrated planning and delivery. • Can successfully use regional elected body to govern transportation (pre-2008). • Private board is challenged in making decisions and progress. (post-2008)
Montreal	• Same as GTA – pre 2016 amalgamated authorities (AMT, cities) challenges integration. • Importance of political leadership in driving current governance change • Don't sweat the details, or try to define all costs, too early – decide on higher principles, then transition • Private board format will likely challenge decision making and progress.
Halifax and Ottawa	• Singular authority for policy and system management decisions (Council). • Benefit of amalgamation at regional scale in simplifying decisions and operations.

7. Principles - Good Governance and Entity Design

Based on the assessment of the Metro Edmonton Region's current situation, and a review of state of practice in agencies across Canada, the following are proposed principles to guide the creation of a regional entity. For purposes of clarity, we have divided the principles into two categories, *principles for good transit governance* and *principles for entity design*.

7.1 Principles for Good Transit Governance

The good governance principles in Table 6 reflect the learnings of best practice, with an emphasis on ensuring the organization reflects need for accountability, transparency and clarity of purpose, and that focus remains on attainment of regional objectives.

Table 6 – Principles for Good Transit Governance

Principle	Description
Good Governance	
▪ Accountable	Political and administrative linkages at level appropriate to decisions made
▪ Transparent	Public and stakeholders have a clear understanding of the governance / decision-making process and decision-makers are accessible to constituents
▪ Clarity of Purpose	Clear mandate with unambiguous roles and the ability to advocate for mandate
Aligned with Objectives	
▪ Acceptable	Public, stakeholders, local and provincial government accept its mandate and role
▪ Supports Regional Policy	Supports social, economic, environmental goals in a way that is coordinated, integrated and forward compatible with potential further regionalization
▪ Effective	Achieves desired outcomes effectively, at acceptable cost

7.2 Principles for Entity Design

The Entity Design principles are focused on ensuring the design and implementation of the entity. They follow the general proposed principles for good governance, and provide specific guidance to shape design and implementation of a regional commuter service that is governed, delivered, funded and managed for the shared interest of the regions residents.

The Entity Design principles are:

- **Policy –** Public policy decisions governed by commission primarily composed of elected representatives.

- **Representation –** Due consideration should be given to commission representation at the various stages of the entity's evolution, scope and growth (i.e. balance of elected/private representation, geographic balance, etc. may shift over time as entity evolves).
- **Phasing –** Implement in phases, starting with intercity commuter services.
- **Forward Compatibility –** Design the entity to enable expansion for additional regional services in the future.
- **Funding and Investment –** Utilize a broad mix of user and beneficiary pay regional funding sources, equally applied to reflect shared regional benefits and invested to increase regional mobility, utilizing sources to lift service levels in all cities.
- **Cost Neutrality** – Ensure any redistribution of costs and revenues across municipalities/cities is net neutral to all cities.
- **Delivery –** Pursue simple, easy to deliver models in the near term, balancing needs for cost efficiency and public accountability.

8. Proposal for Regional Entity

This section builds on the learnings from the analysis of the Metro Edmonton Region, and state of practice across Canada and establishes a 'working proposition' and recommendations for the design of a regional commuter service in the following areas:

1) Service concept for the entity (scope of regional services for the near and longer term)
2) Governance and Cost sharing formula
3) Delivery model
4) Entity transition

8.1 Service Concept (Long and Near Term)

This report agrees with the proposition set out in the *Moving Integrated Transit Forward* report that ultimately having all regional transit service governed through one entity is desirable.

This section proposes a way to implement a regional commuter service as a first step. To understand an appropriate means to design and govern the entity requires determining its scope of services. Table 7 describes service types for potential inclusion in a regional service-focused entity.

Table 7 – Possible Regional Services

Possible Commuter Service	Description	Rationale
Service connecting municipalities	▪ St. Albert services connecting to Edmonton (excludes local services) ▪ Contracted ETS services between Fort Saskatchewan, Sturgeon County, Spruce Grove	Services have primary purpose of moving passengers from one city to another for employment/school/social
ETS Express Bus Services	▪ All express bus services within the City of Edmonton service area	Serves regional-scale trips; also for intercity commuters to complete trip in Edmonton
Park and Ride Facilities	▪ Facilities in which drivers leave their cars in parking lots on the outskirts of a city and travel to the city center on public transportation.	Provides a desirable approach for use of public transit at a regional level.
LRT	▪ All LRT services	Services regional scale trips; also for intercity commuters to complete trip in Edmonton

Service Concept Recommendations

Drawing from the Entity Design principles outlined earlier in the report, our recommendations are as follows:

Recommendation 1 - Implement intercity services first.
It is assumed for the time being that initial implementation is focused on St. Albert and Edmonton – namely the St. Albert Transit 200 series bus routes. The rationale is to start with the easiest services to define and gain operational experience before taking on a broader range of services. A delivery analysis should determine whether the regional portion of these routes should be separated from local. It may be possible to maintain interlining while separating service level, funding and other related decisions separate.

Recommendation 2 - Consider interlining opportunities in Edmonton.
With a regional service entity in place, there may be opportunities to interline some local routes with the St. Albert Transit 200 series bus routes for operating efficiencies. This should be examined as part of the delivery analysis.

Recommendation 3 - Consider new regional services or improved service levels.
To be addressed later is a proposal for new funding sources to support this entity. Consideration should be given, where demonstrated need exists to introducing new or improved intercity services (such as new routes, higher frequency or 'premium' quality services) to launch the entity.

Recommendation 4 - Design entity to facilitate integration of other commuter services.
This includes defining the new 'regional' travel markets to be served within Edmonton, as well as potentially folding in Express Bus or LRT services. It is expected that these other services may be integrated within a medium to longer term timeframe.

8.2 Entity Mandate, Governance and Cost Sharing

The following outlines recommendations regarding entity mandate, governance and funding. It is also assumed that enabling legislation will be required to create a Commission.

There are a number of issues which require further investigation and definition through a transition and implementation phases. This report recommends the establishment of a *Regional Transit Service Transition Task Force*, which is outlined in section 8.4 *Phasing and Transition*. This section will refer to issues that require the attention of the *Task Force*.

Recommendation 5 - Mandate and Accountabilities.
A commission should be established with a mandate for planning, funding, delivery and operation of a defined Regional Transit System.

- This will include holding and managing debt, investment priority setting, funding, plan development, service specifications etc.
- Legislation should establish, as a purpose, support for related local, regional and provincial plans/objectives.
- Management and Operations authorities may be delegated to a management board or operating company, private or public, subject to further assessment by the *Task Force* and determination of appropriate delivery model.

Recommendation 6 - Commission Composition - considerations.

- The Commission should be constituted with a majority of elected officials.
- A commission of 7-12 members, depending on the geographic and service scope of the authority. More municipalities and service scope require increased representation.
- A majority appointed from participating member councils (mayor or councilors). Consideration should be given to having the CRB appoint members if the commission is regionally comprehensive. This will establish linkages with land use planning and other future regional service and economic development integration. The appointment process for should be detailed by statute.

- A minority could be private appointees reflecting needed professional expertise (planning, capital management, managerial, legal) or stakeholder interests (transit riders, industry). Legislation should provide for the establishment of an appointment panel, guided by criteria, to appoint private members.
- Membership of elected officials should reflect a variety of different factors including the municipalities within the area of services, the geographic extent/scope of funding (regional versus local), the amount of service within subareas and the stage of evolution of the entity, among others. Among the most important consideration for governance design is that is taxpayers will expect the commission to reflect (in broad proportions) the constituency base of taxation. The issue of appropriate elected representation is directly tied to the proposed funding model and should be resolved as part of the work of the transition Task Force (proposed below).
- Votes should, by custom, by one vote per member, with any elected member able to call for a weighted vote (if vote weights established). Our experience is that context where such voting exists, weighted votes are rarely used.
- Oaths should be taken for commissioners to represent the regional interest.

Recommendation 7 - Develop planning guidance.

- A first task for the Commission should be development of a long term strategic plan, covering no less than 10 years detailing a growth plan for the entity and its services, and detailing support for municipal and regional objectives.
- A process should be established to develop near plans ranging from 1-3 years, approved by the Commission. All near term plans to be consistent with the strategic plan.
- Service guidelines should be established to inform the allocation of service resources and service design. These should articulate minimum warrants for service, with consideration for a broad range of criteria including service productivity, land use, access to employment, equity, protection of agricultural land and open spaces. This provides surety that service reflects the diverse needs, and land use realities, of participating municipalities.
- A transition team (or the Task Force) should establish a first year plan, pending strategic plan development, and interim guidance for service allocation.

Recommendation 8 - Funding.

- Agencies with services that are transferred to the entity should also transfer related assets required to deliver the services (fleet, maintenance, etc), costs and associated revenues and funding supporting to support the entity.
- Revenue sources should support the entities current expenditures as well as expansion needs.
    - Sources to be stable, predictable and generate sufficient fiscal room;
    - Sources should be a balance of user pay sources (gas taxes, registration fees, carbon tax etc) and beneficiary (property tax, utility levy, sales tax etc). These should reflect principles of specific benefit to users (time and dollar savings) as well as broad societal benefits that are shared (economic development, emissions reduction);
    - Sources should be levied equally across participating cities (independent of municipal place of residence), again reflecting shared investment and shared benefit;

  - The appropriate objectives for sources, and recommended mix of sources, should be studied by the *Task Force* with recommendations to the province to enable in legislation, if required.
- New funding should be tied to support for transition costs for the entity, new service growth, and potential for tax shift (to replace all or part, as appropriate, of existing municipal property tax supporting transit).
- New funding should assure no net loss of service for municipalities (while recognizing some adjustments to service may be required).
- New funding should assure service growth, consistent with plan, will be funded.
- It is likely that there will be a number of one-time costs associated with transition to a commuter service entity. These should be funded by the provincial government, for a defined transition period, sufficient to all for the enabling of new sources, and for the Commission to develop and new plan with new regional funding sources.

8.3 Delivery Model

This section offers a number of potential models that could be considered for the delivery of regional transit services. The range of potential models include the establishment of a new public sector operating entity, having services delivered under contract by an existing public sector entity (e.g. ETS or StAT) or by private contract. There are a number of permutations that could also be considered.

All of these models are potentially implementable and have precedent in the national or local context. Public sector approaches likely feature higher cost, but with greater control over service delivery and service adjustments. Private sector delivery may offer some cost savings and the potential to transfer some delivery risk, but at some loss of control outside of what is stipulated in the contract. Changes to service levels outside of the contract may have higher cost.

All models have labour cost and labour agreement implications, which vary depending on implementation.

All models also require careful consideration of contracting. Public sector delivery with direct control through a subsidiary operating entity requires a clear service agreement. Contracting service with another public sector operator requires a service contract, and private contracting requires the same, likely with greater specificity and detail.

Determining the appropriate model involves a number of considerations:

- Clarity on the objectives for service delivery model – e.g. cost control, benchmarking of existing service, risk transfer, debt management, etc.
- The desired speed and ease of implementation;
- Forward compatibility with scope of expanded future services; and
- Labour impacts, among others.

Recommendation 9 – Service Delivery Model Options Analysis.
A detailed options analysis, based on a clear definition of objectives, should be undertaken by the Task Force as an early task.

8.4 Phasing and Transition

The development of a Regional Transit Service agency should be implemented in a series of phases providing progressive definition to the concept and implementation requirements, leading to implementation.

The Stewart Group has provided input for the phased implementation plan accompanying the reports from Administration.

City of St. Albert
CITY COUNCIL POLICY

Transit Services

AUTHORITY	APPROVED	Res. No. mm dd	REVISED	Res. No. mm dd
City Council		C95-2006 02 13		

PURPOSE

The St. Albert Transit Long Term Department Plan shall guide the planning and delivery of transit services.

POLICY

Overarching Principle

It is the policy of the City of St. Albert to promote and encourage the use of St. Albert Transit.

Service Principles

Transit services in St. Albert will be designed to provide optimal, affordable service for its customers, with consideration of geographical coverage, minimum transfers and minimum waiting times between transfers, minimum travel times, ease of customers' understanding, minimum duplication of services and minimum vehicle requirements so as to allow for travel within St. Albert and to key destinations in Edmonton (Downtown, U of A, NAIT, MacEwan).

Core Service Standards

"Core Service" shall mean the minimum of service that is provided by policy throughout the community, taking into consideration factors other than ridership or economics. This core service is the "universal" service that provides access and mobility to the residents of the community. Core service is expressed in terms of coverage, hours of service, frequency of service, and additional demand-driven service.

1. Coverage	- 400 m to 90% of all residences - 250 m to medium and high density residential developments and institutional land uses - 150 m to major seniors' residences and activity centres
2. Hours	<u>Weekdays</u> Arrive Downtown Edmonton 6:30 am Depart Downtown 12:15 am Arrive U of A 6:45 am Depart U of A 10:15 pm

	Saturday Arrive Downtown 7:45 am Depart Downtown 12:15 am Sunday Arrive Downtown 11:15 am Depart Downtown 6:15 pm Local service will support these commuter trips.
3. Frequency	Local Service: - 30 minute frequency during Weekday Peak Periods - 60 minute frequency during all other Weekday Periods and Weekends Downtown Edmonton Service: - 30 minute frequency during Weekday Peak Periods - 60 minute frequency during all other Weekday Periods and Weekends U of A, NAIT, MacEwan Service: - 30 minute frequency during Weekday Peak Periods - 60 minute frequency during all other Weekday Periods during regular services hours
4. Demand-Drive Services	Additional coverage, service hours, or service frequencies to the standards mentioned above will be provided subject to meeting and sustaining the minimum required performance target of 10 rides/Service Hour.

Schedule Design Standards

1. Service Hours	Demand Drive Services – Additional service earlier or later than the core times will be provided subject to meeting the required performance target of 10 rides/Service Hour.
2. Service Frequency	Demand Drive Service – Additional more frequent service will be provided beyond the core frequency subject to meeting and sustaining the required performance target of 10 rides/Service Hour.
3. Maximum Trip Time	Service to Edmonton: Limited stop and express services will be used but trip times are subject to traffic conditions. Local Feeder Routes (from VTS to destination in St. Albert): - 20 minutes during Weekday Peak Periods - 30 minutes at all other time for 80% of riders
4. Vehicle Loading	Maximum of 100% seated capacity for trips longer than 25 minutes Maximum of 115% seated capacity for trips less than 25 minutes Maximum of 150% seated capacity for local trips

5. Staging of Service in Developing Areas	Peak period service introduced 2 years after the new subdivision is opened or when it is 30% complete. Full day service when 60% complete. Complete service when the area is 75% complete.

Route Design Standards

1. Service Coverage	- Core service - 600 m from industrial land
2. Transfer Limitation	Service designed to minimize transfers between buses and to minimize wait time between transfers.
3. Bus Stop Requirements	Transit Zones (Stops) will be accessible for customers in wheelchairs or other mobility devices, installed in a safe location, and spaced to conform with the walking distance service standard.
4. New or Extended Services	Trial period = minimum of 12 months. During the 12 months, service will be monitored and the performance reviewed based on specific ridership criteria (10 rides/Service Hour).

Service Delivery Standards

1. Service Reliability	All scheduled buses will go into service at all times "on time". No bus shall leave earlier than its designated departure. At least 90% of the buses system-wide shall be "on time" if they are no more than 3 minutes late (all trips) and 1 minute early (on pick up trips only) of their designated schedules.

Passenger Amenity and Safety Standards

1. Shelter Warrants	Transit passenger shelters will be provided at all transit exchanges, all major transfer locations, high usage transit zones, and at locations open to the elements.
2. Accident Rate per Million KM	System-wide service will strive to target an accident rate of no more than 15.5 vehicle accidents per one million kilometers.
3. Vehicle and Maintenance Considerations	All new buses purchased by St. Albert Transit will be fully accessible and will be purchased and maintained such that their aesthetic appeal will encourage public use. Also, consideration will be given to providing the size of vehicle appropriate for the level of demand, subject to operational efficiencies.

Definitions of Economic and Productivity Performance Measurement

1. "Revenue to Direct Operating Cost Ratio" shall mean the national (CUTA) measure that describes the revenue recovery rate of the system. It monitors the ability to strike a balance between keeping the transit service affordable and having users cover a fair portion of the direct operating cost.

2. "Revenue to Total (capital and operating) Cost Ratio" shall mean the same as above but also includes all capital costs. Thus, all costs to the community are considered.

3. "Rides per Capita" shall mean measuring community support for transit and monitors the number of individuals directly benefiting from the service. It is a benchmark to compare St. Albert Transit to other transit systems.

4. "Service Hours per Capita" shall mean monitoring the amount of service provided to the community. It is a benchmark to compare St. Albert Transit to other transit systems.

5. "Customer Satisfaction" shall mean monitoring St. Albert Transit user's perception of the overall service performance. It will be measure through market research, by collecting customer's ratings of overall satisfaction with St. Albert Transit services.

6. "Cost per Kilometre" shall mean measuring cost-effectiveness. It evaluates how efficiently St. Albert Transit can provide service on a per km basis, irrespective of where the service is going or how much it is utilized.

7. "Cost per Passenger" shall mean measuring cost-effectiveness. It evaluates how efficiently St. Albert Transit can provide service on a per passenger basis, irrespective of where the service is going or how much it is utilized.

8. "Net Cost per Passenger" shall mean the same as above but also includes consideration of passenger revenue.

9. "Cost per Service Hour" shall mean measuring cost-effectiveness. It evaluates how efficiently St. Albert Transit can provide service on a per service hour basis, irrespective of where the service is going or how much it is utilized.

Fare Strategy Principles

1. All persons traveling on St. Albert Transit shall pay a fare reflective of the product offered.

2. Concession to (reductions from) regular fares will aim to be consistent and have a clear rationale and justification.

3. Total transit revenues should recover in the range of 40% to 60% of direct operating costs.

4. The cost to ride transit should acknowledge the cost of providing the service and change accordingly.

5. The cost to ride transit shall consider and reflect the general rate change in the all items consumer price index.

6. Committed riders shall be rewarded with a lower cost per ride (discount for bulk buy approach).

7. The cost for a ride within St. Albert should be similar to that of other small municipalities in Alberta.

8. The cost for a ride to/from Edmonton should reflect the longer distance (and cost).

    a. The cost of a cash ride to/from Edmonton should reflect the longer distance (and cost) and be in the order of at least twice the St. Albert local or ETS fare.

    b. The cost of a monthly adult pass for travel to/from Edmonton should reflect the longer distance (and cost) and be in the order 50% higher than a local pass and/or in the order of 25% higher than ETS.

9. It is accepted that there is a negative elasticity to fare increases.

10. Council of the City of St. Albert will establish transit fares on an annual basis considering and balancing the adopted principles.

Capital Funding

Capital funding for transit services shall be addressed through the Ten-Year Capital Plan.

Cross References: City of St. Albert Transit Long Term Department Plan 2005-2020

2020 Transit Relocation to Campbell Transit Centre



January 13, 2020

Presented by:

Dustin Creviston, P.Eng
Transit Operations Coordinator
Public Works and Transit

Aims of Transit Service Restructure

1. Extend local routes to Campbell TC & Park and Ride.
2. Increase local access to major destinations in St. Albert.
3. Shorter, more direct local routes, where feasible.
4. Achieve goals with minimal budget and fleet impacts.

Presentation Overview

1. Background - Campbell Road Transit Centre
2. Operating Impacts
3. Route Design Constraints
4. Revisions proposed
5. Summary

Campbell Road Transit Centre & Park and Ride

Campbell Park & Ride

- Requirement for facility and site identified as early as 2009.
- Amenities
  - Initial phase 800 stalls, capacity for 1600 total.
  - Heated building with provision for commercial tenant (i.e. coffee shop)
  - Washroom facilities

Project Necessity

- Current Parking and Rides are at capacity
  - 490 stalls between both transit centres
  - Limits growth in ridership
  - Conflict with adjacent property owners and neighbourhoods
  - Local routes not a fit for everyone
- Campbell Road location is proposed terminus of NW LRT alignment.

Site Selection

- Located in the Transportation Utility Corridor of Anthony Henday Drive.
- Optimal site available in terms of both size and geographic location
- 2/3 funded through Provincial Government GreenTRIP grant program.
  - $10 million provided by City of St. Albert through MSI funding.
  - City of St. Albert required to purchase land at cost of $6 million.

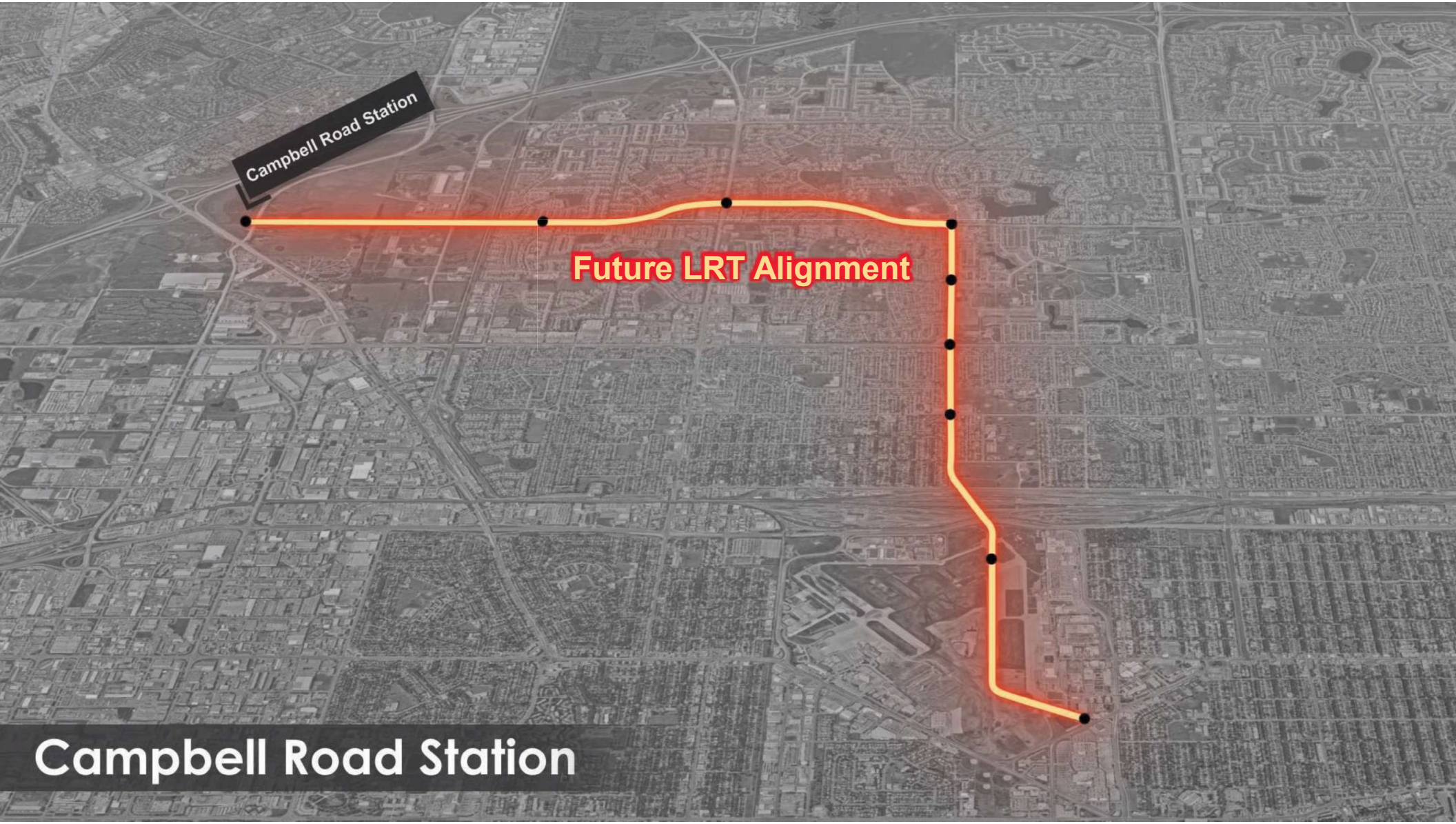


Image Credit: City of Edmonton



Image Credit: City of Edmonton

Extending Routes to Campbell Transit Centre

Cost of Relocation

- To maintain existing service levels and coverage
  - Extend each local route south of the river to Campbell, every trip, every day.
  - Cost of $1.15 million/year.
  - Fleet restrictions would not permit.

Restructure Constraints

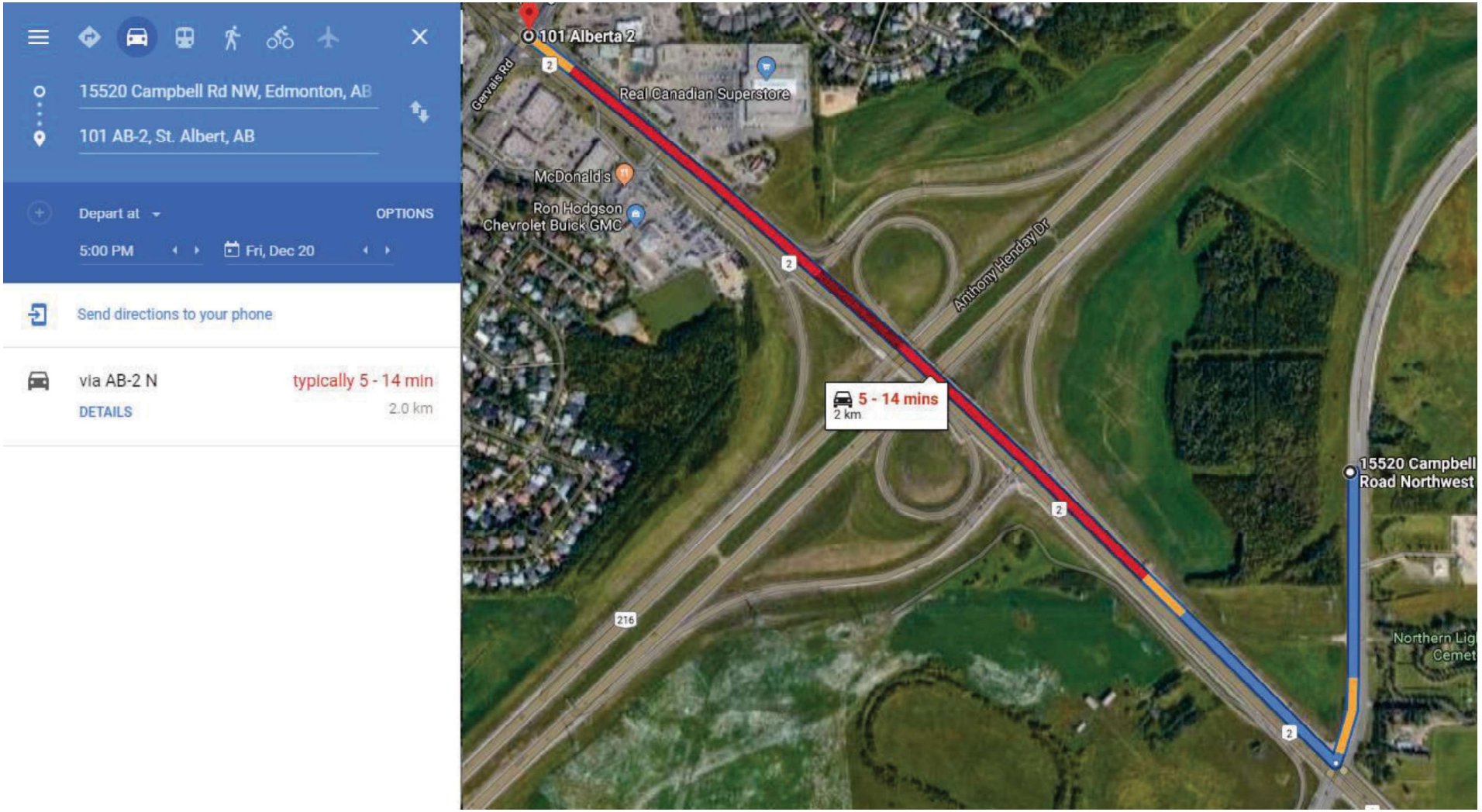
- Roadways in St Albert
  - Directness of routes impacted by circuitous collector roadways.
  - Challenging to move bus stops in mature neighbourhoods.
- Impact of new bus stops
  - 20 – 25 new stops to be established.
  - Targeted for non-controversial locations.
    - Many are in non-residential areas.
    - Some opposition may occur.
- Fleet size

Restructure Constraints

St. Albert Trail Delays

- Severe traffic congestion at St Albert Trail and Anthony Henday in PM peak forces buses to detour via 137 Ave and 170 St to maintain schedule
  - Option will no longer be available with new facility
- Operating time has been allocated to proposed schedule to account for delays
- Intersection upgrades for St Albert Trail / 156 St have been designed but are unfunded by City of Edmonton

Restructure Constraints



Additional Operational Impacts

- 40 km/h neighbourhoods
  - Significant impact on travel times and schedules.
  - Initial estimates add 2 buses throughout operating period each day = $960,000.
  - New routes and schedules are designed with lower speed limits in mind.
- This proposed restructure absorbs these additional costs.

Proposed

- Local Changes
  - Route extensions to Campbell.
  - Maintain neighbourhood coverage.
  - Maintain evenings/Saturday/Sunday/Holiday service.
  - Accommodation of lower speed limits.
  - Enhanced access to key locations.
  - Cost avoidance / Capital acquisition.
- Avoidance of proposed increase in costs.

Cost Mitigations



Peak-Hour Service Frequency

Current

- 15-minute
  - 5:50 a.m. – 8:35 a.m. (11 trips)
  - 4:00 p.m. – 6:15 p.m. (8 trips)

Proposed

- 20-minute
  - 5:50 a.m. – 8:30 a.m. (8 trips)
  - 3:45 p.m. – 6:15 p.m. (7 trips)

- Saves approx. ($ 550,000.00)

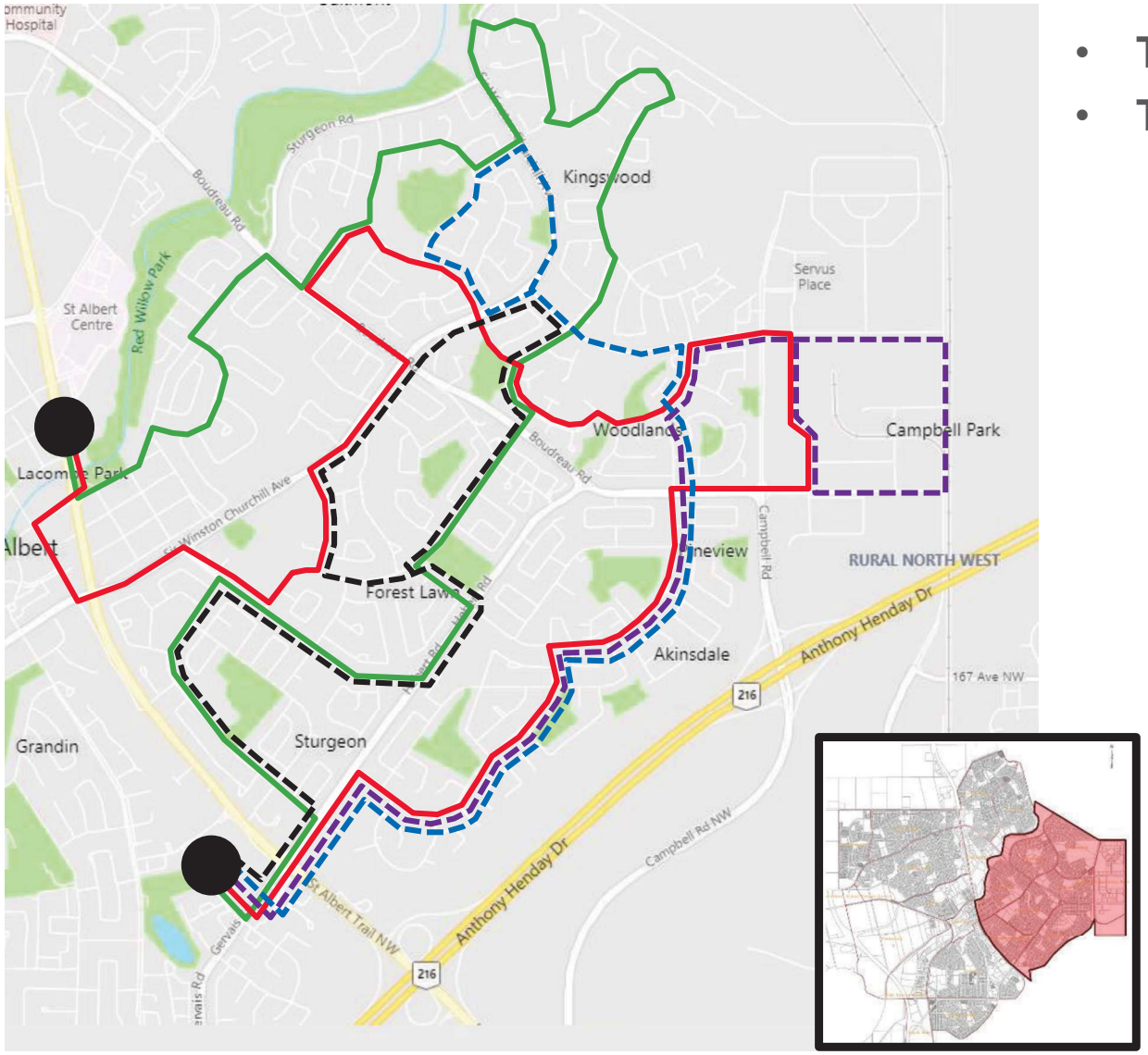
Further Measures

- Combine neighbourhoods and reduce number of local routes operating in weekday off-peak periods.
  - Routes are longer and more circuitous.
  - Saves $200,000 per year per route.
- 2 quadrants involved = ($ 400,000.00)

Further Measures (cont'd)

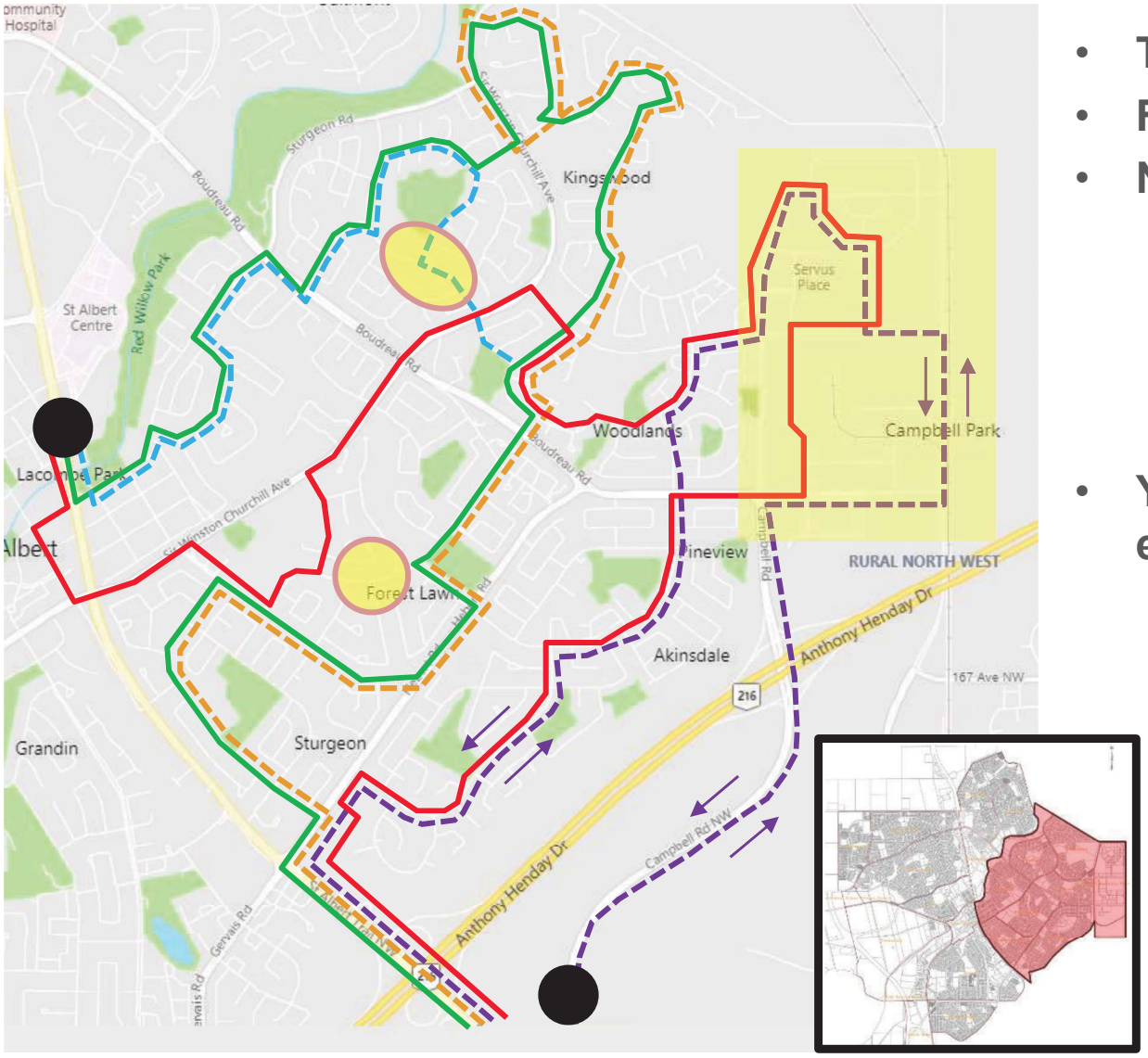
- Trimming of trips.
- One way service in peak direction only.
- Service concentrated on St Albert Trail.
  - Resulting in fewer routes on Grandin Road.
- No Service to Kingswood on Saturday.
- No service on Mission Ave on Saturday.
  - Savings approximate ($ 200,000.00)

SE Quadrant (Mon – Fri Current Service)



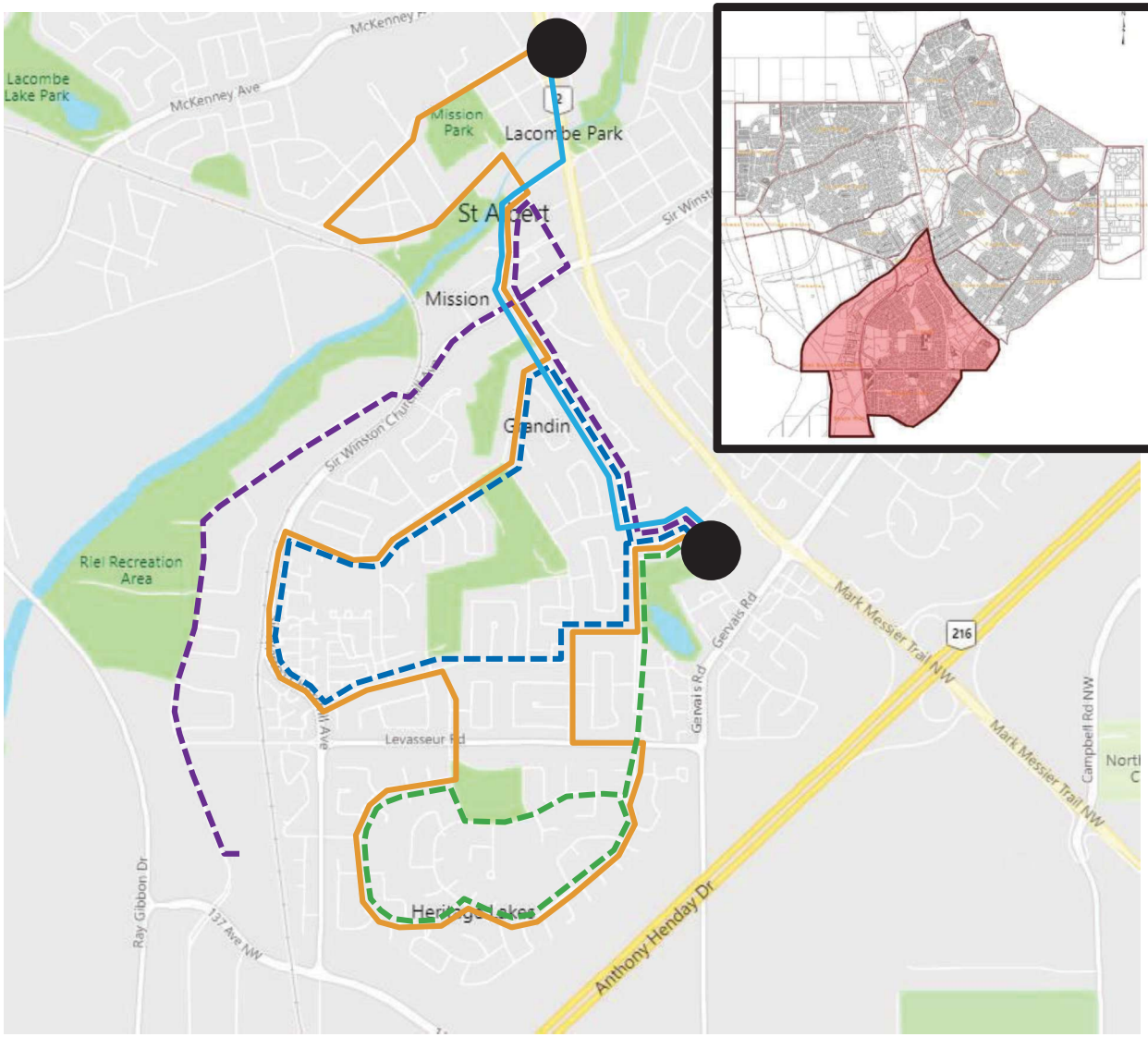
- Two mid-day routes
- Three peak-hour routes

SE Quadrant (Mon – Fri **Proposed** Service)



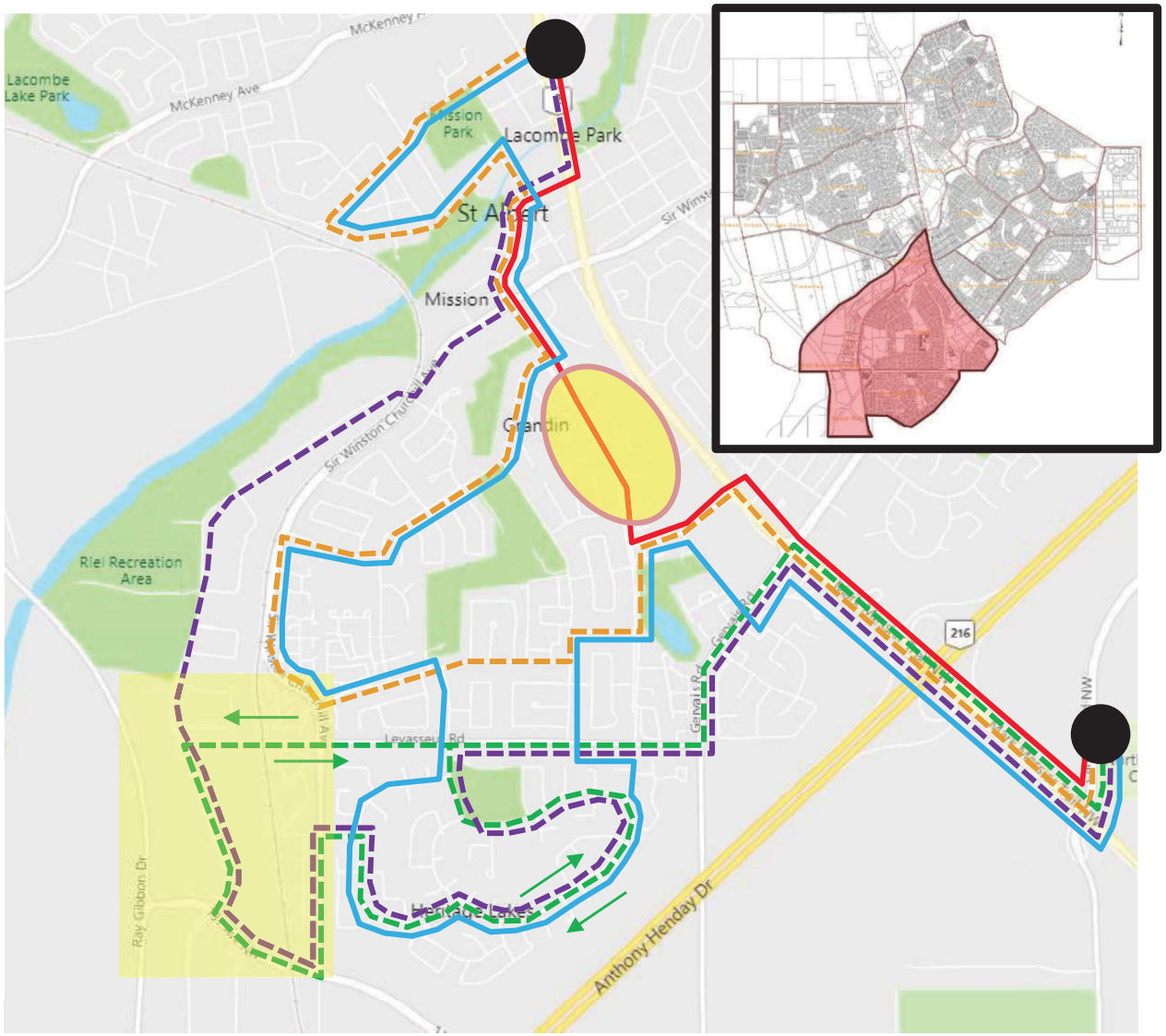
- **Two Off-Peak**
- **Four Peak Routes**
- **Notable**
  - Greater access to Campbell Business Park
  - Access to Servus Place.
  - Most coverage maintained.
- **Yellow dots identify exceptions**
  - Woodlands Road (3 Stops) lose midday service.
  - Forest Drive peak only (1 stop). Nearest stop 170m away.

SW Quadrant (Mon – Fri Current Service)



- Two mid-day routes
- Three peak-hour routes

SW Quadrant (Mon – Fri **Proposed** Service)

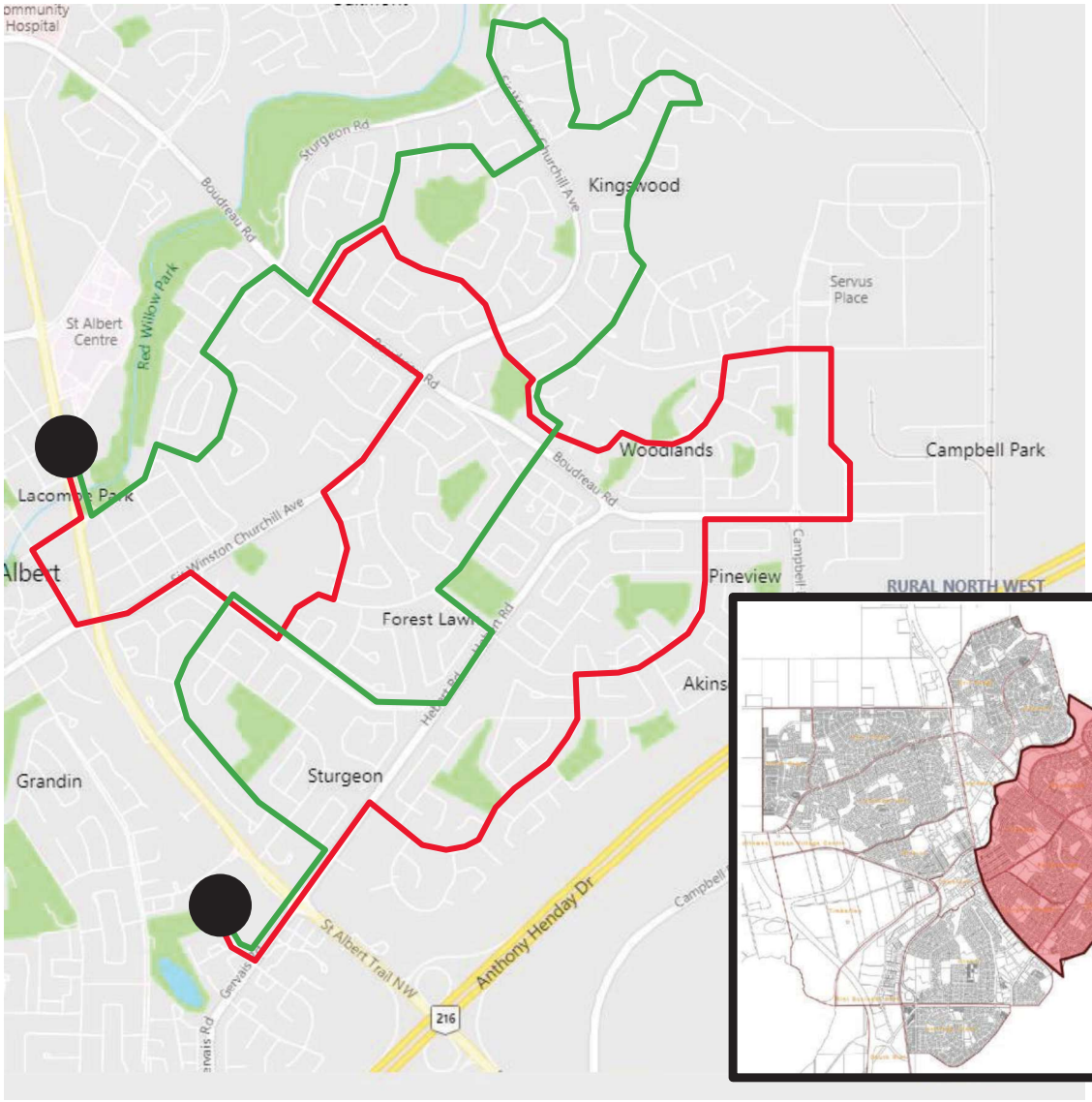


- **Two Off-Peak**
- **Four peak routes**
- **Notable**
  - Greater access to Riel & Enjoy Centre
  - Positions Transit to serve new development in South Riel.
- **Yellow dots identify exceptions**
  - Grandin Road (1 stop each direction)
  - Fewer Routes. But remains serviced all day.
  - <5 passengers impacted.

North St Albert

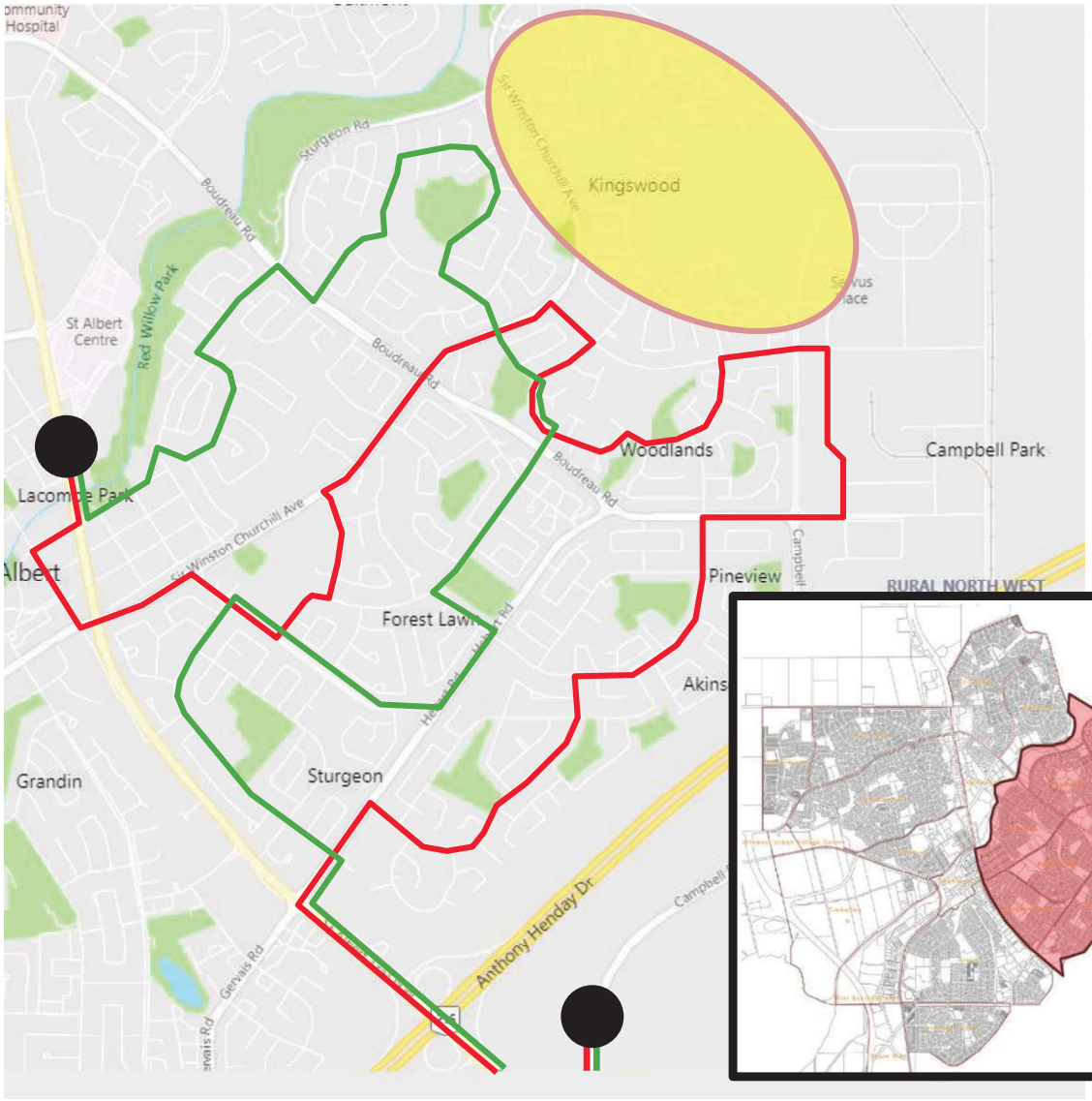
- Northeast quadrant
  - No changes from current routing
- Northwest quadrant
  - No changes from current routing
- A14 more fixed and consistent in off-peak.
  - Local spine route serving key locations along St. Albert Trail.
  - Operates between St Albert Centre and Costco

SE Quadrant (Saturday Current)



- Two routes in the SE quadrant

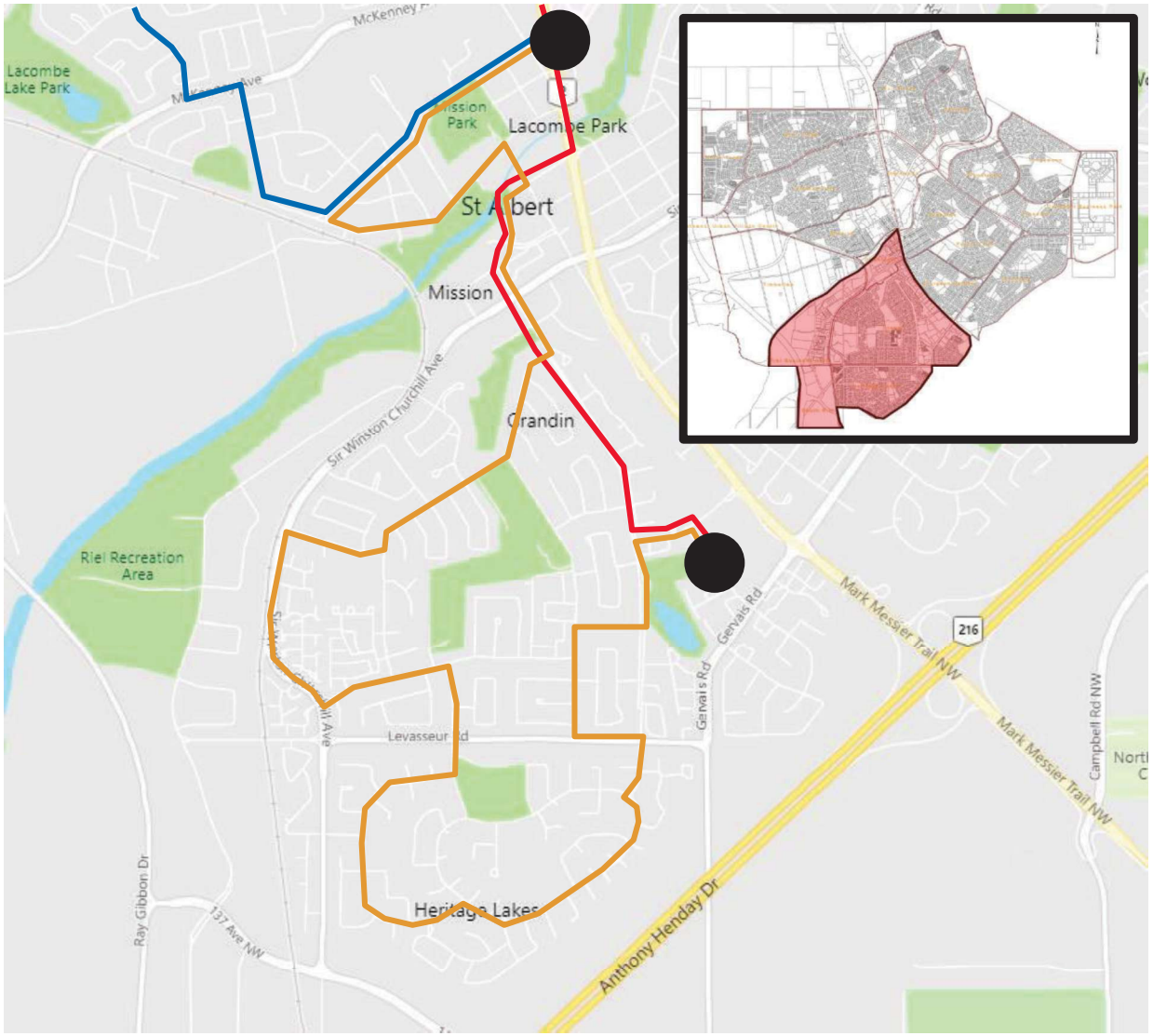
SE Quadrant (Saturday Proposed)



No Service Kingswood on Saturday.

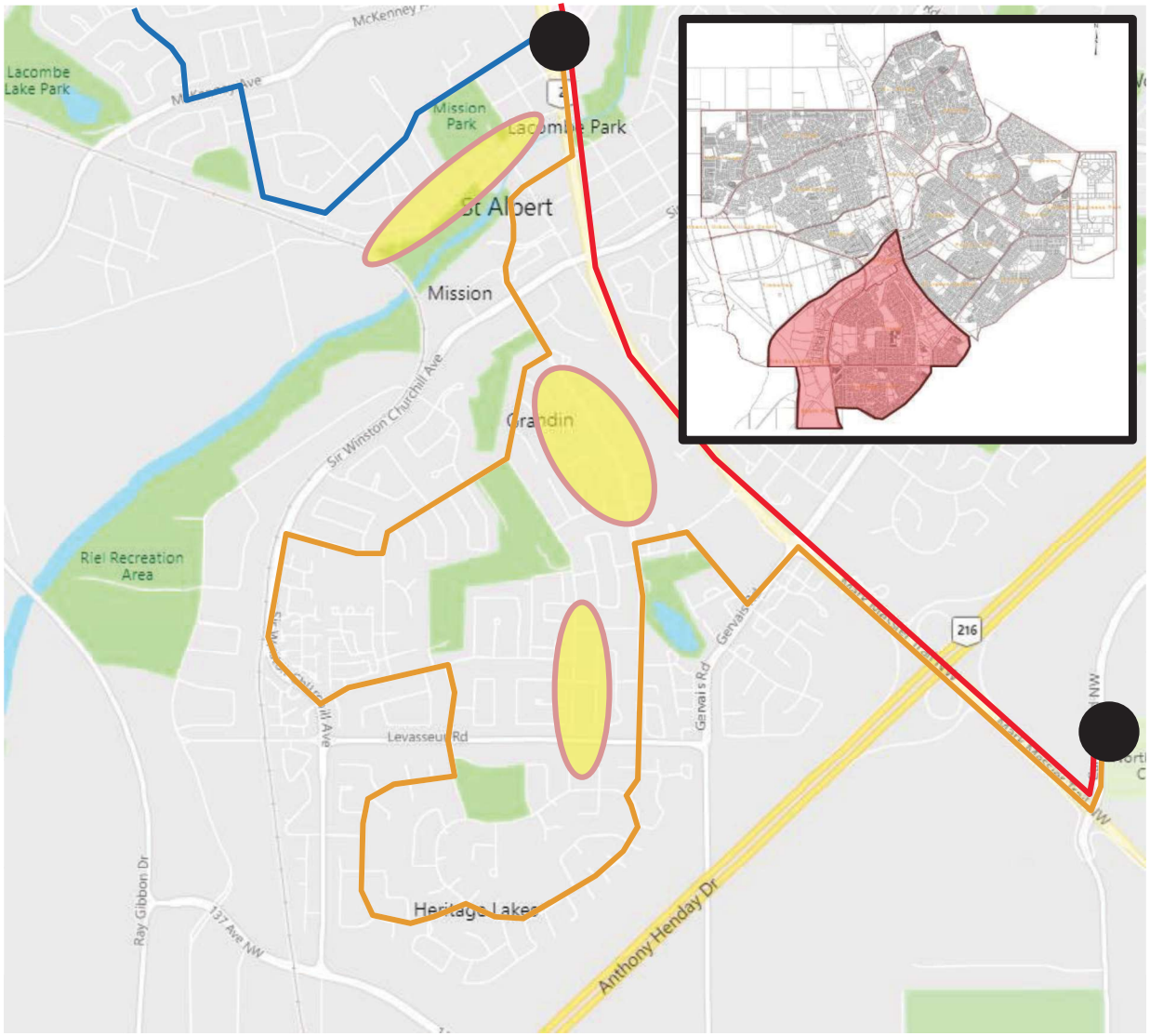
- **3 Boardings (getting on)**
- **9 Alightings (getting off)**

SW Quadrant (Saturday Current)



One all-day route in SW quadrant

SW Quadrant (Saturday Proposed)



Grandin Road

- 1 stop missed each direction.
- 0 on and 1 off for Saturday.

Mission Ave

- 2 stops missed each direction.
- 2 ons and 2 offs for Saturday.

Grosvenor Blvd

- 4 stops missed each direction.
- 7 ons and 7 offs for Saturday.

With modifications, route is still 0.4 km longer than current.

Minimal Changes to Commuter Service

- Route 205
  - Utilizes 156 Street between St. Albert and 114 Avenue.
  - Eliminates persistent train crossing delays on 170 St.
  - Improve schedule adherence and customer satisfaction

Use of Enhanced On-Demand Transit

- Off-the-shelf, app-based software product, available from private supplier at a fixed subscription cost.
  - Annual subscription of $30,000 regardless of number of buses deployed.
  - Additional cost of $2500 per bus deployed (one-time, for equipment).
- Increases the capacity and reach of Dial-a-Bus operation.
  - Potential to avoid additional Dial-a-Bus deployment.
- Enhanced experience for customers.
  - Requesting via Smart Phone or desktop computer is easier and more convenient.

Future use of Enhanced On-Demand Transit

- Saturday Service
  - Further savings could be realized if i.e. replace first two trips of all local **Saturday** morning routes.
    - Each round of local trips saved = $28,000
    - For first 2 rounds of saving = $56,000
  - Saves $22,000 - $36,000 annually after service subscription costs

Additional Points

- Restructure proposal prepared in-house, without the use of external consultant.
- The service restructure meets the criteria of Transit Services Policy C-TS-01.
- Proposed scheduling and cost estimates are derived from software-based modelling and projections and may not be precisely accurate.

Summary

- Campbell TC expected to open in September 2020.
- Local routes modified and extended to Campbell.
- Frequencies to/from Edmonton changed to 20 minutes instead of current 15 minutes in peak periods.
- No budget increase anticipated.

Summary

- Continued service without revision requires addition to annual budget
  - $ 1,150,000.00
- Service Revisions as presented
  - ($ 1,150,000.00)
- No budget increase requested

Annual Budget Impacts

At Current Service Levels		With Revisions
$1,150,000.00		
	20 min frequency at peaks	($550,000.00)
	Combining mid day local routes	($400,000.00)
	Misc. Measures	($200,000.00)
		($1,150,000.00)

Thank you to Council for your attention to this matter.

CITY OF ST. ALBERT

5 St. Anne Street,
St. Albert, AB T8N 3Z9

File #: AR-19-498, **Version:** 1

TAMRMS#: B09

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Transit Presentation
Presented by: Anthony Lake, Director, Public Works & Transit Department, Dustin Creviston, Transit Operations Coordinator, Will Steblyk, Manager, Planning and Customer Service

RECOMMENDATION:

That Community Growth & Infrastructure Standing Committee recommend to Council that Administration implement the transit service revisions, effective September 2020, as presented at the January 13th, 2020 Community Growth & Infrastructure Standing Committee meeting.

PURPOSE OF REPORT

To provide Council the opportunity to review Administrations recommendations for route restructuring scheduled for September 2020.To inform Council of service level impacts.

After review of the presentation and with Administration addressing any subsequent questions Council will be informed of the revisions recommended and may commission the required implementation logistics.

ALIGNMENT TO COUNCIL STRATEGIC PRIORITY

Strategic Priority #3:

Building a Transportation Network: Integrated transportation systems.

Administrative Priority #3.5

Complete the Campbell Park and Ride facility and finish the Transit Local Route Restructuring Project.

ALIGNMENT TO SERVICE DELIVERY

Transit Services			
Service Name	Service Definition	Service Component	Current Service Level
Conventional Fixed Route Transit Services	Provision of convenient, affordable and effective public transit services within St. Albert and to major destination areas in Edmonton, including Downtown, the University of Alberta, NAIT/Royal Alexandra Hospital, and West Edmonton Mall.	Commuter and local transit	Frequency: Downtown Edmonton and Post Secondary Institutions Service: Minimum 30-minute frequency during weekday peak periods. Minimum 60-minute frequency during all other weekday periods and weekends. To West Edmonton Mall – a minimum 60-minute frequency during all periods. Vehicle loading: Maximum of 120% seated capacity on local and commuter trips. . Maximum Trip Time - Commuter Service Strive to limit travel times to 45 minutes or less in both peak and non-peak periods. Maximum Trip Time - Local Service Strive to limit travel times to 20 minutes or less during weekday peak periods for 80% of riders. At all other times, 30 minutes or less for 80% of riders. Hours of Operation - Weekdays Arrive Downtown Edmonton 6:30 a.m. Depart Downtown 12:15 a.m. Arrive University of Alberta 6:45 a.m. Depart University of Alberta 10:15 p.m.

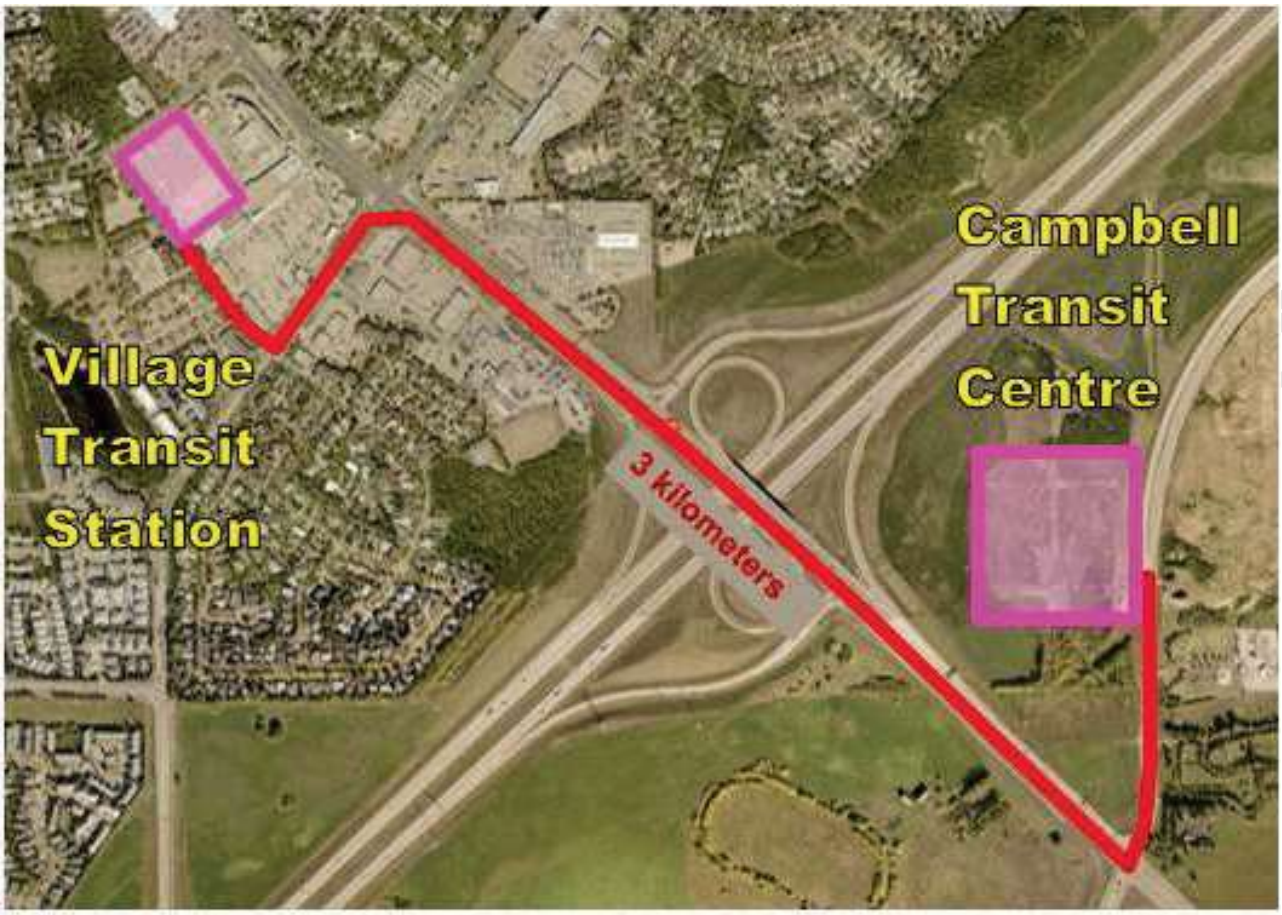
Transit Services			
Service Name	Service Definition	Service Component	Current Service Level
			Hours of Operation - Saturday Arrive Downtown 6:30 a.m. Depart Downtown 12:00 a.m. Sunday and Statutory Holidays Arrive Downtown 6:30 a.m. Depart Downtown 7:00 p.m. Local services support these commuter trips. Strive to achieve 90% "on-time" performance reliability system wide. A bus is considered on-time if no more than 3 minutes late than scheduled or 1 minute early. Area coverage within St. Albert City boundaries: • 400 m to a transit access point (bus stop or transit station) for 80% of all residents. • 250 m to medium and high density residential developments and institutional land uses. • 150 m to major seniors' residences and activity centres. • 600 m to commercial and industrial land uses. Exceptions may apply as per Policy C-TS-01.

ALIGNMENT TO COUNCIL (OR COMMITTEE) DIRECTION OR MANDATORY STATUTORY PROVISION

N/A

BACKGROUND AND DISCUSSION

The completion of the Campbell Transit Centre and Park & Ride site in September of 2020 will require realignment of the current local route structure to accommodate the relocation of transit exchange functions from Village Transit Centre to the new facility.



Based on the Campbell Transit Centre's location, additional distance between local and commuter connections are required to be accommodated challenging current transit service levels. Without revisions to the current service levels, increased operating costs of approximately $1.1 million per year are expected, beginning fiscal year 2021. (Represents a 2020 cost increase of $384,300 due to September start date).

The current economic climate and administrations desire to reduce operating costs has prompted a critical review of the route structure to avoid most of the associated cost increases.

STAKEHOLDER COMMUNICATIONS OR ENGAGEMENT

Stakeholder information gathered through; the previous Local Transit Route Restructuring Advisory Committee, Administrations work with the Regional Transit Services Commission's potential alignments and the most recent StAT customer survey data were used to ensure broad interests and consider potential future impacts.

IMPLICATIONS OF RECOMMENDATION(S)

Financial:

Without implementation of recommended route re-structure StAT 2020 operating budget will need to be increased by $384,300.00 to accommodate the September 2020 start of Campbell Road Transit centre as primary Transit exchange, further that the 2021 StAT operating budget projections be

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increased by approximately $1.1 million dollars.

Legal / Risk:

N/A.

Program or Service:

The current service delivery model will be changed with consideration for minimal customer impact. Local routes modified and extended to Campbell, frequencies to / from Edmonton changed to 20 minutes Vs 15 minutes, enhanced on demand software for current dial bus services.

Organizational:

Revisions to current service delivery will require a public information and education process that would be managed internally with collaboration of Transit, Corporate Communications and Community Relations staff.

ALTERNATIVES AND IMPLICATIONS CONSIDERED

If Council does not wish to support the recommendation, the following alternatives could be considered:

Alternative 1. Continue with current service level and increase budget accordingly.

Alternative 2. Commission Administration to explore alternatives not presented.

Alternative 3. Delay decision until confirmation of any influences that may be presented by external agencies or provincial political direction that makes more urgent time sensitivity. If delayed beyond April 1st, 2020 an additional $ 384,300.00 will be required in the 2020 budget and is recommended to come from the stabilization reserve (Uncommitted balance of $ 2,163,606.00 as at November 30, 2019).

Report Date: January 13, 2020
Author(s): Anthony Lake
Committee/Department: Public Works & Transit Department
Deputy Chief Administrative Officer: Kerry Hilts
Chief Administrative Officer: Kevin Scoble

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City of St. Albert
Cultivate Life

MEMORANDUM

FILE: T08

DATE: August 8, 2016

TO: City Council

FROM: Glenn Tompolski, General Manager
Infrastructure Services

SUBJECT: TRANSIT SERVICE CHANGES FOR AUGUST 28, 2016

Administration wishes to provide Council with an update on transit service changes slated for implementation August 28, 2016.

All downtown Edmonton commuter route changes that were implemented in April of this year will continue on a permanent basis. The April changes were intended to recognize the LRT Metro Line as a viable link for downtown travel, to reduce the level of duplication with the LRT, and to redirect resources to provide a greater number of express options for downtown commuters to help reduce travel times. Downtown passengers will continue to benefit from the peak hour express services provided by Routes 207, 208, and 211, over and above the service provided by the flagship Route 201. NAIT and the Royal Alex Hospital area will continue to be served by Route 202 throughout the day and into the evening. No further design changes to any of StAT's commuter or local routes are planned for September of 2016.

The routing changes implemented in April have been widely accepted by passengers, particularly the introduction of Route 207 in the afternoon peak (an express version of Route 201), and the inclusion of afternoon service on Route 211. Any complaints received regarding these routes typically involved customers asking for more trips.

Regarding regular seasonal service adjustments, reductions in service levels that are made in April of each year are restored for September. These higher service levels reflect the higher ridership experienced during the fall and winter months when post-secondary institutions are in session. Such adjustments are common for most transit agencies including our regional partner Edmonton Transit. The changes include:

- Reinstatement of Route 204 to the University;
- Reinstatement of evening service on Route 203 to the University;
- Additional trips added to downtown express routes 207, 208, and 211 to provide more options and more competitive travel times for all downtown customers – employees and students.

The fall season will also see the completion of a number of key construction projects that have impacted commuter route travel times. Principle among these are the rehabilitation of 127 St between 118 Avenue and Yellowhead, and the opening of the 102 Avenue bridge across Groat Road. These closures led to increased congestion on key corridors leading into the downtown. Construction in the arena district is expected to continue for two to three more years even as construction of the actual arena winds down. There are a number of additional large projects slated for the area. Jasper Avenue continues to see considerable congestion and is likely to remain as such indefinitely due to impending lane closures slated for 102 Avenue.

Any service changes/introductions to the local route network have been tabled pending further assessment by the Local Network Review Committee.

In regard to Park and Ride, StAT will once again be conducting an information campaign to inform passengers of proper park and ride usage. As in previous years, StAT will be sharing the cost of enforcement with St. Albert Centre management.

If you have any questions, please contact the undersigned at (780) 459-1738, or Kevin Bamber, Transit Director, at (780) 418-6022.

Glenn Tompolski

cc: Chris Jardine, Interim City Manager
Kevin Bamber, Transit Director